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REPORT OF THE
GOVERNING COUNCIL
on the work
of its third 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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ABBREVIATIONS

ACMRR	Advisory Committee on Marine Resources Research
ECA	Economic Commission for Africa
ECWA	Economic Commission for Western Asia
FAO	Food and Agriculture Organization of the United Nations
GEMS	Global Environmental Monitoring System
GIPME	Global Investigation of Pollution in the Marine Environment
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
IGOSS	Integrated Global Ocean Station System
ILO	International Labour Organisation
IMCO	Inter-Governmental Maritime Consultative Organization
IOB	Inter-Organization Board on Information Systems
IOC	Intergovernmental Oceanographic Commission
IRPTC	International Register of Potentially Toxic Chemicals
IRS	International Referral System
IUCN	International Union for Conservation of Nature and Natural Resources
IWC	International Whaling Commission
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHHSF	United Nations Habitat and Human Settlements Foundation
WHO	World Health Organization
WMO	World Meteorological Organization

INTRODUCTION

1. The report of the third session of the Governing Council of the United Nations Environment Programme (UNEP) is herewith submitted to the General Assembly in accordance with General Assembly resolution 2997 (XXVII) of 15 December 1972.
2. The third session of the Governing Council was held at UNEP headquarters, Nairobi, from 17 April to 2 May 1975. The present report 1/ was adopted by the Council at its 40th meeting on 2 May 1975.

1/ Previously issued under the symbol UNEP/GC/55.

CHAPTER I

ORGANIZATION OF THE SESSION

Opening of the session

3. The session was declared open by Mr. Narciso Reyes (Philippines), Vice-President of the second session.

Attendance

4. The following States members of the Governing Council ^{2/} were represented at the session: Argentina, Australia, Brazil, Burundi, Canada, Central African Republic, Chile, China, Colombia, Czechoslovakia, Egypt, Finland, France, Gabon, German Democratic Republic, Germany (Federal Republic of), Ghana, Guatemala, India, Indonesia, Iran, Iraq, Italy, Ivory Coast, Jamaica, Japan, Jordan, Kenya, Lebanon, Libyan Arab Republic, Malaysia, Mexico, Morocco, Netherlands, Nigeria, Pakistan, Philippines, Poland, Romania, Senegal, Sierra Leone, Spain, Sri Lanka, Sudan, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Venezuela, Yugoslavia and Zaire.

5. The following States not members of the Governing Council were represented: Algeria, Austria, Belgium, Bulgaria, Denmark, Greece, Holy See, Hungary, Israel, Malawi, Norway, Portugal, Republic of Korea, Tunisia and Uganda.

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

7. The following United Nations bodies and regional commissions were represented: Economic Commission for Africa (ECA), Economic Commission for Western Asia (ECWA), United Nations Conference on Trade and Development (UNCTAD), United Nations Development Programme (UNDP), United Nations Industrial Development Organization (UNIDO) and United Nations Institute for Training and Research (UNITAR).

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

^{2/} The membership of the Governing Council, was determined by elections held at the 2112th, 2199th and 2321st plenary meetings of the General Assembly on 15 December 1972, 13 December 1973 and 16 December 1974. For the present membership, see Official Records of the General Assembly, Twenty-ninth Session, Supplement No. 31 (A/9631), p. xv.

9. The following other intergovernmental organizations were represented: Commission of the European Communities, Commonwealth Secretariat, Council for Mutual Economic Assistance, League of Arab States and Organization of African Unity. In addition, 94 non-governmental organizations and 2 national liberation organizations were represented as observers.

Election of officers

10. At the 30th (opening) meeting, the Honourable Helena Z. Benitez (Philippines) was elected President by acclamation. At the same meeting, the Governing Council elected Mr. Ernest A. Boateng (Ghana), Mr. Juraj Busa (Czechoslovakia) and Mr. Donald F. McMichael (Australia) as Vice-Presidents and Mr. Trevor Boothe (Jamaica) as Rapporteur.

Credentials

11. At its 39th meeting on 30 April 1975, the Governing Council approved the report of its Bureau on the credentials of the delegates attending its third session (UNEP/GC/L.33).

Agenda

12. At its 30th meeting, on 17 April 1975, the Governing Council adopted the provisional agenda for the third session as approved at its second session, 3/ with the modifications suggested by the Executive Director in his note (UNEP/GC/27). The agenda as adopted was as follows:

1. Opening of the session.
2. Election of officers.
3. Agenda and organization of the work of the session.
4. Credentials of representatives.
5. Introductory report by the Executive Director.
6. Report of the Environment Co-ordination Board.
7. Programme matters:
 - (a) Review of the environmental situation and of activities relating to the environment programme;
 - (b) The proposed programme;

3/ Official Records of the General Assembly, Twenty-ninth Session, Supplement No. 25 (A/9625), p. 83.

- (c) Proposed Fund programme activities (revised 1975 and proposed 1976-1977);
 - (d) Determination of environmental elements for inclusion in the criteria for the review and appraisal of the International Development Strategy for the Second United Nations Development Decade;
 - (e) The role of the United Nations Environment Programme in the attainment of the science and technology objectives of the Second United Nations Development Decade and the World Plan of Action for the Application of Science and Technology to Development.
8. Habitat: United Nations Conference on Human Settlements: progress report.
 9. United Nations Habitat and Human Settlements Foundation: implementation of Governing Council decision 16 (II).
 10. Matters arising from the general procedures governing the operations of the Fund of the United Nations Environment Programme.
 11. Financial and budgetary matters:
 - (a) Report on the implementation of the Fund programme in 1974;
 - (b) Approval of the medium-term plan for 1976-1979;
 - (c) Review and approval of the Fund programme for 1975, 1976 and 1977;
 - (d) Review of the Secretary-General's proposals regarding the United Nations Environment Programme in the regular budget of the United Nations.
 12. Question of convening a second United Nations conference on the human environment.
 13. Implementation of the request addressed to the Governing Council by the General Assembly in its resolution 3129 (XXVIII).
 14. Provisional agenda, date and place of the fourth session of the Governing Council.
 15. Other business.
 16. Report of the Governing Council to the General Assembly.
 17. Closure of the session.

Organization of work

13. At its 30th meeting, the Governing Council considered 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 suggested time-table of meetings

contained in the note by the Executive Director. It was agreed that items 5, 6, 7 (d) and (e) and 15 should be considered together in the context of a general debate.

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

Sessional Committee I: agenda item 7 (a), (b) and (c) and parts of item 15

Sessional Committee II: agenda items 10 and 11

Mr. Ernest A. Boateng (Ghana) and Mr. Donald F. McMichael (Australia) Vice-Presidents, were appointed Chairman of Sessional Committees I and II, respectively.

Work of the Committees

15. Committee I held 14 meetings from 21 April to 1 May 1975. At the 1st meeting, it elected Mr. John E. Peachey (United Kingdom of Great Britain and Northern Ireland) as Rapporteur and decided to consider the subjects before it in the following order:

(a) Review of the environmental situation and of activities related to the environment programme (item 7 (a));

(b) Proposed programme and Fund programme activities (item 7 (b) and (c)).

It also decided to consider relevant General Assembly resolutions (item 15) at the appropriate points in the above debate. The text of the Committee's report has been incorporated in chapter III below.

16. Committee II held nine meetings from 18 to 30 April 1975. At the 1st meeting, it elected Mr. Hikmat O. Al Hadithi (Iraq) as Rapporteur, and decided to consider the subjects before it in the following order, which was dictated in part by the need to advise Sessional Committee I of the funds likely to be available for 1975, 1976 and 1977 prior to its consideration of the proposed Fund programme activities, and in part by the logical order for consideration of the documents available to it:

(a) Fund programme activities for 1975, 1976 and 1977 in the context of the medium-term plan;

(b) Report on the implementation of the Fund programme in 1974;

(c) Matters arising from the general procedures governing the operation of the Fund of UNEP;

(d) Budgets for programme and programme support costs, revised 1975 and proposed 1976 and 1977;

(e) Approval of the medium-term plan for 1976-1979, review and approval of the Fund programme for 1975, 1976 and 1977.

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

CHAPTER II

GENERAL DEBATE

17. In discussing agenda items 5, 6, 7 (d) and (e) and 15, the Council had before it the following documents: introductory report of the Executive Director (UNEP/GC/28); report to the Governing Council of the Environment Co-ordination Board on its third and fourth sessions (UNEP/GC/29); determination of environmental elements for inclusion in the criteria for review and appraisal of the International Development Strategy for the Second United Nations Development Decade (UNEP/GC/33); the role of UNEP in the attainment of the science and technology objectives of the Second United Nations Development Decade and the World Plan of Action for the Application of Science and Technology to Development (UNEP/GC/34 and Corr.1); resolutions of the twenty-ninth session of the General Assembly of relevance to the activities of UNEP (UNEP/GC/51 and Add.1); and implementation of General Assembly resolution 3337 (XXIX): international co-operation to combat desertification (UNEP/GC/52/Add.2 and Corr.1).

18. In an introductory statement (UNEP/GC/L.27) at the Council's 30th meeting, the Executive Director said that, during the period following the second session of the Governing Council, the basic structure of the secretariat had been completed, and drew attention to some of the difficulties the secretariat had experienced in developing its work programme, in particular the difficult choices it had had to make among a large number of priorities. One major development in the programme was that UNEP had had to take direct responsibility for more projects than originally contemplated, largely because of the need to influence the development of programme activities; the proportion of such internal projects would be reduced in future. "Programme activity centres" were being established, on an experimental basis, as a means of managing specific programme activities by mobilizing and co-ordinating through UNEP the resources of all those contributing to a particular activity. Such centres had been established at Nairobi for the International Referral System (IRS) and the Global Environmental Monitoring System (GEMS), and were in the process of being established for the International Register of Potentially Toxic Chemicals (IRPTC) and environmental education. The possibility of establishing other centres for environment and development, industry and environment, and ecological and habitat management of pests was being considered.

19. Although there was a need for more specific identification of areas of concentration for programme activities, substantial achievements had been made. They included the work accomplished towards the establishment of IRPTC as a programme activity centre; the agreement reached at the Intergovernmental Meeting on the Protection of the Mediterranean, held at Barcelona from 28 January to 4 February 1975; ^{4/} the initiation of activities to improve the ecological management of arid and semi-arid lands, especially range lands; the formation of

^{4/} For the report of the Intergovernmental Meeting, see UNEP/WG.2/5.

a network of focal points for participation in IRS and production of users' guides, brochures and technical documents, which would permit IRS to begin operation in the second half of 1975; and the completion of initial plans for the operation of GEMS, which is expected to start functioning in mid-1975. Moreover, progress had been achieved in elaborating the concept of "Environmental management", the conceptual basis of the relationship between development and environment and of ecodevelopment had been further elaborated through such means as the UNEP/UNCTAD Symposium on Patterns of Resource Use, Environment and Development Strategies, held at Cocoyoc, Mexico, from 8 to 12 October 1974, ^{5/} and there had been important progress in the field of environmental education.

20. The plan and programme of operations for the United Nations Habitat and Human Settlements Foundation had been completed (UNEP/GC/36). Technical assistance had been provided to a number of countries to help establish national environmental policies, legislation and administration, while substantial progress had been achieved in the development of programmes for the use and conservation of micro-organisms and an improved understanding of the ecological and habitat approaches to pest management. A co-operative programme with industry had been initiated to facilitate relationships between Governments and key industries in the environmental field, regional training courses had been organized for planners and administrators, and arrangements had been made, in close co-operation with UNDP and other sources of technical assistance, for a clearing house to provide increased technical assistance in the environmental field.

21. In a number of other areas, however, progress had not so far been satisfactory. Adequate provision for the protection of the oceans and their living resources had not yet been incorporated in the agreements being negotiated at the United Nations Conference on the Law of the Sea, and there was no evidence that environmental considerations were being given the attention they deserved at the Conference. The Executive Director urged the Governing Council to register its deep concern with regard to this matter, and to bring it to the attention of the Conference. Progress concerning the environmental implications of alternative methods of energy production and use had not been adequate. Although no comprehensive report would be presented to the Governing Council at its third session, interim recommendations on the role of UNEP would be submitted. Particular attention must be given to nuclear energy; the increasing commitment to its use meant that many countries might find themselves irrevocably dependent on nuclear power before related environmental and health risks had been adequately evaluated. UNEP was working in close co-operation with IAEA in developing a concerted approach to the complex range of issues involved. Insufficient progress had been made in stopping the destruction of soil cover through erosion, salination and the march of the deserts. However, the decision by the General Assembly at its twenty-ninth session to hold a United Nations Conference on Desertification (General Assembly resolution 3337 (XXIX) of 17 December 1974) provided an opportunity to deal in depth with the issue.

22. Although the Convention on International Trade in Endangered Species of Wild Fauna and Flora, concluded in Washington, D.C., on 3 March 1973, had now been ratified by the required number of countries, measures to preserve endangered

^{5/} For the report on the symposium, see UNEP/GC(III)/Inf.4.

species of wildlife were also insufficient; the Executive Director appealed to all Governments to give priority to ratifying the Convention concerning the Protection of the World Cultural and Natural Heritage, 6/ the Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter, 7/ the International Convention for the Prevention of Pollution from Ships of 2 November 1973 8/ and the Convention on Wetlands of International Importance especially as Waterfowl Habitat, 9/ so that they might come into force as soon as possible.

23. Progress towards the implementation of UNEP activities on human settlements had also been too slow, although some important projects would soon be launched, while insufficient progress had been made towards adopting effective measures for widespread dissemination of information on environmentally sound "low-waste or no waste" technologies.

24. The development of UNEP activities at the regional level had also progressed too slowly. To improve the situation, the establishment of small regional advisory teams which would be attached to each UNEP regional office was proposed. Finally, additional efforts would have to be made to provide UNEP's special constituencies and the public at large with an adequate flow of information both on activities of UNEP and on major environmental issues.

25. Turning to the Fund of UNEP, the Executive Director reported that 59 countries had pledged close to \$109 million over the period 1973-1977 and that estimated resources for that period amounted to some \$113 million. The medium-term plan for 1976-1979 proposed a rising scale of expenditure which would have to be matched by contributions. Expenditures for 1974 were considerably below the estimates presented to the Governing Council at its second session, mainly because it was considered essential first to develop coherent programme frameworks and strategies to fund projects in an orderly manner. Furthermore, UNEP was adhering to the concept that the purpose of the Fund was to support the programme and, in many cases, the amounts which could be spent effectively for that purpose had been less than originally anticipated. The capacity of UNEP to spend had nevertheless increased rapidly since 1973. As of April 1975, some 250 projects had been approved, including 130 since the Governing Council's second session, with the average project size increasing from \$45,000 in 1973 to \$170,000 in the first quarter of 1975. Expenditure forecasts for 1975, 1976 and 1977 were estimated at \$20 million, \$27 million and \$35 million, respectively. The Executive Director therefore appealed to the Governments which had not yet contributed to the Fund to consider doing so, and to those which had contributed to consider increases in

6/ Adopted on 16 November 1972 by the UNESCO General Conference at its seventeenth session.

7/ Done in quadruplicate at London, Mexico City, Moscow and Washington, D.C. on 29 December 1972. For the text, see A/AC.138/SC.III/L.29.

8/ ST/LEG/SER.B/18/Add.2, p. 318.

9/ Adopted at the International Conference on the Conservation of Wetlands and Water Fowl, held at Ramsar, Iran, from 30 January to 3 February 1971.

their contributions. The Governing Council should also provide clear indications concerning areas of concentration for the use of Fund resources.

26. Among the important matters to be considered by the Governing Council's third session were the question of shared natural resources (UNEP/GC/44 and Corr.1 and 2); the report of the Secretary-General of Habitat (UNEP/GC/35 and Corr.1), containing the proposal that a further \$1.5 million be allocated from the Fund of UNEP in support of developing countries' participation in the demonstration component of the Conference; the plan and programme of operations of UNHHSF, for which UNEP was ready, upon the approval of the Governing Council, to set up the administrative machinery and embark on fund-raising, and the proposals included in the proposed programme (UNEP/GC/31 and Corr.1-3) and proposed Fund programme activities (UNEP/GC/32 and Corr.1-3) regarding outer limits, international environmental law, comprehensive theory of comparative risk, the planting and protection of trees, the development of off-shore resources and the protection of the Antarctic environment.

27. In the broader context in which UNEP's actions were situated, short-term economic considerations frequently led to the impairment of the planet's basic environmental capital. A new concept of development and new approaches to the development process itself were needed, so that development goals could be reshaped to meet basic human needs without violating the "outer limits" of the biosphere and natural resources base on which human survival and well-being depended. Environmental issues underscored the need for a more comprehensive and integrated approach to the economic, social and political issues which affected and were affected by the physical system of the planet. It was not in any one of the global issues facing the world community, but in the interaction among them, that development goals would be either achieved or frustrated. Thus the various United Nations activities increasingly tended to converge, creating fruitful opportunities for co-operation, but also grave risks of confusion, overlap and dissipation of scarce resources and talent. To meet that situation, UNEP and UNDP were giving special attention to the development of closer co-operation. The Declaration and the Programme of Action on the Establishment of a New International Economic Order (General Assembly resolutions 3201 (S-VI) and 3202 (S-VI) of 1 May 1974) provided the framework within which must be established new approaches to the interrelated issues affecting mankind, and to strengthening the capacity of the United Nations system to deal with them. The Cocoyoc Declaration (A/C.2/292) and the project on development and international co-operation undertaken by the Dag Hammarskjöld Foundation, which was based largely on the Declaration, were designed as the contributions of UNEP to the consideration of those key issues at the forthcoming special session of the General Assembly.

28. During the general debate, delegations expressed sincere thanks to the people and Government of Kenya for their warm and hospitable reception. They noted with appreciation the recent signing of the Headquarters Agreement between the Government of Kenya and UNEP (see chap. X, sect. A below) and the rapidity with which it had been reached; the Agreement would facilitate the development of closer ties between UNEP and the Governments represented at Nairobi, to their mutual benefit.

29. It was generally recognized that the human environment was of an all-pervasive nature. Many delegations pointed out that that recognition called for

a global approach and closer international co-operation based on a more complete understanding of the consequences of interdependence between nations.

30. Most delegations were agreed that the major importance attached to environmental problems, and their relationship to the fundamental issues currently facing the international community, had received appropriate recognition in the past year at the World Population Conference, 1974, and the World Food Conference, and at the General Assembly's sixth special session and twenty-ninth regular session. The same awareness had been apparent in a number of other international and regional meetings, both within and outside the United Nations system.

31. Some representatives mentioned with satisfaction recent regional arrangements for the co-operative solution of common environmental problems. Most delegations reported significant progress at the national level and briefly described the institutional, administrative and legislative measures taken in their own countries to enhance and protect the human environment.

32. In view of the generally recognized interrelationship between issues such as population, resources, including food and energy, development and environment, many delegations stated that, in considering environmental issues, the Governing Council should take due account of major decisions recently adopted by the United Nations, including the Declaration and the Programme of Action on the Establishment of a New International Economic Order and the Charter of Economic Rights and Duties of States (General Assembly resolution 3281 (XXIX) of 12 December 1974). One delegation questioned the assertion that all environmental goals could not be effectively realized except within the larger framework of the development process, while others expressed the view that international peace was an essential prerequisite for the effective solution of environmental problems, and also noted that the environment was an organic part of socio-economic development. One delegation stressed that the imperialist policy of aggression and expansion, and the old international economic order based on exploitation and plunder, were the main causes of pollution and damage to the environment.

33. Many delegations considered that UNEP should no longer be primarily concerned with organizational matters, since it should now have reached the operational stage. Questions of implementation were, however, increasingly important, and the Governing Council should direct its efforts towards formulating concrete recommendations to enable the secretariat to achieve practical results. There was broad agreement on the over-all strategy outlined in the programme documents, and in particular with the emphasis laid by the Executive Director on the need for preparation of medium-term programme strategies, for continued close consultation and co-operation with other agencies of the United Nations system and for an intersectoral systems approach to the solution of environmental problems.

34. Many delegations complimented the Executive Director on the achievements of UNEP over the past year in general, and specifically on the quality of the documentation prepared for the third session. One delegation urged the Executive Director to investigate the possibility of making documentation for Governing Council sessions available at United Nations Headquarters in New York as soon as it became available. While recognizing that, in the process of establishing its secretariat, UNEP had met with certain administrative difficulties, some delegations expressed the view that, in the future, efforts should be made to

ensure that documents (and translations) are made available to their Governments in the time required by the rules of procedure, so that adequate time is provided for appropriate study. One delegation requested that in future Arabic should be employed as an official language of the Governing Council. Some also stressed the importance of more frequent consultations, formal and informal, between UNEP and Governments, and the need for regular information on meetings sponsored by UNEP and for the relevant documentation.

35. It was pointed out that UNEP must be the environmental conscience of the United Nations system and its environmental advocate to the world. Others emphasized that the central role of UNEP was not only to co-ordinate, but to create a global environmental awareness and to consolidate the achievements of science and technology in a form lending itself to governmental decision-making and action. Still other delegations spoke of the responsibility of UNEP to create a new environmental ethic.

36. All delegations endorsed the co-ordinating and catalytic role of UNEP, which derived logically from its multidisciplinary and cross-sectoral mandate. While welcoming the progress shown in the report of the Environment Co-ordination Board on its third and fourth sessions (UNEP/GC/29), particularly the Board's development as a programming body, some delegations considered that UNEP should intensify its co-ordinating activities with the specialized agencies. Another delegation, however, warned against the risk of the proliferation of co-ordinating machinery, and suggested that subsidiary organs of the Board should be established strictly on an ad hoc basis. Some speakers stressed that UNEP had the right to be involved in the activities of United Nations agencies; it was not enough merely to be consulted by them when they thought they needed advice.

37. Many delegations commended in general terms the three-level approach and the basic assumptions which had guided the secretariat in developing the programme. One delegation expressed the view that UNEP's basic conceptual activity had not been satisfactory, in that it had not laid out sufficiently specific programmes or identified the organizations best suited to implementing them. Many speakers underlined in particular the importance of giving visibility to the environmental dimension in the various programmes carried out within the United Nations system.

38. While recognizing that UNEP should primarily be concerned with global environmental issues, several representatives pointed out the need for its increased involvement at the regional level, perhaps through closer co-operation with the regional offices of the specialized agencies and with the regional commissions, and by strengthening its own regional offices and allocating a more substantial part of its funds to the support of regional activities in general. Some delegations endorsed the Executive Director's suggestion for the establishment of advisory teams to be attached to the regional offices of UNEP.

39. Many speakers said that, in order to make optimal use of available national expertise, UNEP should not only rely more extensively on national institutions and programmes, but should also, when necessary, extend its assistance to them, particularly where they could serve a broader than national purpose. The representatives of the Council for Mutual Economic Assistance and the Commission of the European Communities and the representative of the Non-Governmental Environment Liaison Board made statements, in which they declared the willingness of their organizations to co-operate with and support UNEP in the attainment of

its objectives, and described some of the areas of common concern in which collaboration was already under way.

40. Most delegations stressed the danger of an excessive fragmentation of UNEP's resources over too many projects, and the need for UNEP to concentrate most of its efforts and resources on a small number of selected and urgent problems. Several delegations suggested that, during the next few years, activities of UNEP should concentrate on such important programmes as those relating to human settlements, desertification, ocean and water pollution and low-waste technology, and on such functional tasks as Earthwatch, environmental law and outer limits. In that connexion, one delegation proposed that some sections of part IV, "Development of the programme", in the Levels Two and Three documents (UNEP/GC/31 and Corr.1-3, UNEP/GC/32 and Corr.1-3) be deleted. Some delegations pointed out that UNEP was not intended to be a project-funding agency, although others felt that it should in some cases support small projects, including national projects, especially when they might have pilot value or when their results could be applied on a wider scale or integrated into the activities under the priority subject areas. A number of specific national projects were mentioned in which UNEP was already involved, and requests for assistance were made for similar projects which might yield useful results at the regional or international level. One delegation noted that Fund allocations and the share of UNEP in co-operative projects had increased greatly in 1975, and asked to know the rationale applied in cost-sharing.

41. Many delegations stressed that there was a need for continuous evaluation of projects during the implementation phase and, upon completion, of the results achieved and of the follow-up action needed. They considered that such information was indispensable to the Governing Council if it were to assess UNEP's performance objectively. One delegation requested the Executive Director to develop a methodology for project evaluation and to prepare a report on the subject for submission to the Council at its fourth session. Another suggested that information on projects might be carried on a regular basis by UNEP News. One speaker said the question of criteria for project selection should be critically considered and that priority should be given to action-oriented projects that could provide lessons in generating new technology and institutions to meet environmental requirements.

42. All speakers stressed the practical value of the functional tasks of the programme. Regarding Earthwatch, delegations stressed the need for continued efforts to define more clearly the philosophy, framework and methodology necessary for the attainment of realistic objectives for the successful operation of both GEMS and IRS. One delegation asked for clarification of the working relationships between GEMS and IRS, and another suggested that UNEP should help finance the establishment of monitoring networks in developing countries. Some representatives described facilities in their countries or regions which might usefully be inserted in the GEMS network. One delegation described in that connexion the development of a co-operative programme for monitoring and evaluating the transmission of air pollution in Europe which might come into operation in 1976, and referred to the convening, in Norway in 1976, of a conference on the effects of acid precipitation and sulphur compounds on soil, water, materials, climate and human health.

43. It was generally felt that there was need for a more systematic exchange of information on environmental research and expertise, not only from developed

to developing countries, but among the latter as well. According to some delegations, the dissemination of such information should be considered the main priority of the programme, primarily because a sharing of environmental knowledge and experience among developing nations would not only permit them to avoid costly duplication of work, but could contribute more than any other form of assistance to the progress of their environmental programmes.

44. Many delegations felt that IRS should receive the highest priority among the activities of UNEP, not only because it was the most important means to the successful attainment of the basic goals of the programme, but also because it would, when established, be a positive step towards international co-operation. One representative warned against the danger that IRS might become a vehicle for the marketing of technologies by rich countries. Another stressed the need for demonstration of the practical uses of IRS through partner seminars and management advice at the national level.

45. Several delegations drew attention to the establishment of national and regional infrastructures to operate data base management information systems which might contribute to the efficient functioning of IRS. One delegation pointed out the importance of co-operation among the members of the United Nations system in the collection of data on their activities, commended the Inter-Agency Task Force on Data for having cleared the way for the maintenance of a data bank on activities of the United Nations system relating to the environment, and indicated the need to work out arrangements for the timely and efficient flow of information between those agencies and the Governments of Member States.

46. One representative asked UNEP to consider producing a guide to the programme which would outline in simple terms, for the general public, the structure of UNEP, its basic aims and objectives and the approach it had taken to achieving them. Another supported the establishment of information centres and the intensification of publishing activities.

47. Most speakers recognized the growing importance of assistance by UNEP to developing countries, particularly in the fields of environmental education and training, and requested that UNEP explore the possibility of extending its support to some of their national educational or research institutions dealing with environmental problems. Some speakers indicated their willingness to establish such institutions with the assistance of UNEP. Several delegations commended the Executive Director's initiative regarding the establishment of a technical assistance clearing house facility in co-operation with UNDP and other sources of technical assistance. Some delegations said that stress should be placed on the contribution of technical assistance and information on low-waste and no waste technologies and on low-energy and protective technologies. The Soviet delegation confirmed its Government's offer to serve as host to the International Conference on Environmental Education, which is scheduled to be held in 1976 under the auspices of UNEP, UNESCO and IUCN.

48. It was generally recognized that the problems of water resources, soil erosion, desertification and deforestation required priority attention from UNEP. Some delegations felt that UNEP should make additional efforts to intensify its related programmes, particularly with regard to soil loss from desertification and deforestation. Many delegations pointed out that human pressures on land use

and the need to increase food production gave a new urgency to those matters. One representative warned against the "consumptive" use of tropical forests and woodlands. Many delegations felt that UNEP should participate actively in the preparation of and make an effective contribution to the United Nations Conference on Desertification, and welcomed the energetic approach taken by the secretariat as evidenced by its comprehensive proposals on the subject. However, one speaker thought that the Executive Director's note (UNEP/GC/51/Add.2 and Corr.1) had been prepared too hastily and contained inaccuracies. Some delegations referred to the grave problems that had afflicted the Sahelian region in the past few years, and stressed the need for efficient drought forecasting and for measures to mitigate the consequences of drought at the national, regional and international levels. Some delegations also considered that there should be closer co-ordination of the many relevant activities currently carried out by international and regional organizations. Most delegations stressed the need for additional research in order to achieve a long-term solution of soil erosion and desertification problems, and the importance of sharing all available pertinent information.

49. Many delegations expressed the view that the qualitative and quantitative aspects of water problems could not be dissociated. All recognized their urgency, and the need for UNEP to be actively involved in preparations for the forthcoming United Nations Water Conference was pointed out. One representative was of the view that UNEP should organize preparatory regional meetings for the Conference. Another, while welcoming the specific programmes put forward by the Executive Director in the field of water resources and management of water systems, stressed the importance of waste-water recycling. Representatives of several European countries expressed concern about the pollution of watercourses, and felt that preventive rather than remedial measures were needed.

50. One speaker considered that recent international events justified a greater emphasis on energy in the programme of UNEP, since energy was important for food production, storage and distribution, as well as irrigation and soil reclamation. Another felt that UNEP should give special attention to the needs of rural communities for cheap sources of domestic energy, such as firewood and charcoal. Some delegations stressed the need to develop alternative sources of energy and, particularly, to explore more fully the potential of solar and wind energy, which, one delegation pointed out, could be used by developing countries for the desalination of sea water and the exploitation of underground water resources.

51. Most delegations recognized the vital importance of human settlements problems, particularly in developing countries, and expressed the view that UNEP should intensify its efforts to deal with them, taking a comprehensive approach to the problem and striving to develop concrete solutions which could be immediately applied in developing countries. Some delegations called for better integration of human settlements systems in the development process, particularly in developing countries. Certain delegations placed particular emphasis on the fact that human settlements problems in developing countries were largely of a rural or semi-urban character. One delegation said that both traditional and innovative approaches to human settlements were needed, expressed concern at the relatively low rate of expenditure on the first priority subject area of UNEP's programme as agreed at the second session - "Human settlements, human health, habitat and well-being" - and requested that a time-table of relevant activities be

submitted to the Governing Council in the shortest possible time indicating what progress might be expected in the area. Another delegation said the programme objectives in the area of human settlements were too vague, and suggested that subregional groups might be established during the current session of the Governing Council to examine and refine them. One delegation stressed the danger of taking too theoretical an approach to human settlements, and indicated that UNEP should concentrate on action rather than analysis. Some representatives said UNEP should help establish or strengthen national institutions dealing with problems of human settlements.

52. All delegations recognized that Habitat should be a solution-oriented policy Conference which should meet urgent social needs by defining practical approaches to human settlements problems, particularly in developing countries. As a result, there was general support for the request by the Secretary-General of Habitat for an additional \$1.5 million towards meeting the costs of developing countries' audio-visual presentations.

53. Most speakers endorsed the comprehensive plan and programme of operations for the United Nations Habitat and Human Settlements Foundation, and stressed the critically important role it would have to play in ensuring effective implementation of the solutions to human settlements problems. Some delegations said that financial assistance from the Foundation should take the form of grants or low-interest, long-term loans. One delegation stressed that the proposed \$3.3 million budget for the Foundation for 1975-1977 was inadequate. Another pointed out that problem-solving and resource allocation in relation to human settlements problems had suffered from the narrowness of the traditional economic approach in which investment in human settlements was regarded as a service-type expenditure rather than as an economically productive one.

54. Many delegations stressed the importance of environmental law, and some reported on the progress achieved in their countries in the enactment of environmental legislation. One representative expressed the view that a major initiative in the development of environmental law at the national level was vital to the over-all success of UNEP, and advocated an even greater role for UNEP in that respect, since, in his view, there could not be adequate environmental management without adequate environmental law. It was frequently pointed out that many Member States needed guidance in the design, implementation and enforcement of adequate laws to protect their national environments and that UNEP should support co-operative approaches to meet that need, particularly at the regional level.

55. It was also felt that UNEP should play a more active part in the codification and development of international environmental law. One representative said that the action of UNEP in that area should not be conceived as a separate programme, but as the end result of the process of defining, analysing and reaching agreement on environmental protection measures. Some representatives stressed the need to elaborate further the concept of collective ecological security referred to in General Assembly resolution 3326 (XXIX) of 16 December 1974.

56. A number of delegations endorsed the Executive Director's recommendation that all States should be encouraged to ratify or accede to the major environmental conventions mentioned in his introductory statement. Some representatives proposed that the secretariat should prepare annually a detailed

status report on the conventions, and one of them suggested further that UNEP might encourage the elaboration of new environmental conventions at the regional or international level in several programme areas; his country would particularly welcome a discussion on the possibility of drafting a convention on product control for environmentally hazardous products. Another speaker noted with appreciation the emphasis placed on the need for regional conventions for the protection of specific bodies of water from pollution caused by dumping or discharges from ships and land-based sources; the implementation of conventions for the protection of the marine environment would increasingly require effective monitoring and research programmes conducted in co-operation with the appropriate international organizations, and such programmes could provide useful inputs to the over-all monitoring activities of UNEP.

57. There was general agreement that effective programmes for the protection of the marine environment and the conservation of living marine resources were of vital importance in order to ensure that short-term economic considerations would not prevail over the need to guarantee the long-term biological productivity of the seas. Many delegations endorsed the Executive Director's view that the Third United Nations Conference on the Law of the Sea should include, in the draft treaties being negotiated at Geneva, provisions for the protection of the marine environment.

58. A number of representatives commended the Mediterranean project as an example of an activity in which UNEP could most profitably engage. Some delegations suggested that UNEP consider initiating similar programmes for the Caribbean Sea and the coastal waters of West Africa. Reference was made by some countries to specific problems they faced, including oil pollution of coastal areas, over-fishing and dumping of radio-active wastes. One delegation noted with satisfaction that future programme activities would include study of the environmental problems of islands as ecosystems and the development of guidelines for the exploitation of off-shore resources.

59. A number of delegations noted with satisfaction the further elaboration of the programme activity centre concept and endorsed the approach it reflected, although one delegation said a comprehensive explanatory document on the subject would be most useful. The establishment at Nairobi of programme activity centres on IRS and GEMS was generally commended, and many speakers supported the work under way towards the establishment of such centres for the International Register of Potentially Toxic Chemicals and the ecological management of pests. Some representatives felt that the establishment of programme activity centres might also be considered for the study of arid zones and desertification problems, wildlife management and the Mediterranean project. One delegation, however, warned against the proliferation of such centres, and said it did not see the need for their establishment in such sectoral areas as industry and environment and environmental education; in those areas, UNEP should concentrate on making use of existing international, regional or national institutions. Another delegation asked that the Governing Council be provided with the rationale for the establishment of new centres, on a case-by-case basis, before they were established.

60. A number of delegations welcomed the efforts made by UNEP to develop environmentally sound systems of pest management, and some asked for assistance in supporting national programmes aimed at controlling pests affecting specific areas, such as malaria, bilharzia and cotton pests.

61. Several delegations said that high priority must be given to the implementation of comprehensive programmes for the protection of endangered species of flora and fauna. One representative pointed out that the irreversible changes threatening the wildlife population of many developing countries must be given urgent attention. Moreover, more use must be made of the expertise and training facilities available in developing countries, and he proposed that UNEP consider ways of strengthening the Wildlife Management College in the United Republic of Tanzania.

62. Many delegations noted with appreciation the objectives of the programme for the development of environmental health criteria. The involvement of UNEP in the field of natural disasters was also endorsed.

63. Some delegations stressed the significance of the working environment as an integral part of the human environment, and emphasized in that context the importance of a comprehensive approach to environmental problems.

64. Some representatives said that the industry programme of UNEP in Paris had an important role to play in bringing together industrial experience throughout the world in the environmental field. One speaker said the programme should take account of the interplay between Government and industry in the formulation of pollution-control policies reconciling the sometimes conflicting requirements of industrial production and environmental protection.

65. Most delegations stressed that one of the most important tasks of UNEP was to integrate the need for a dynamically developing economy with the demands for effective protection of the environment. A number of speakers endorsed a qualitative, organic approach to development which would recognize those two imperatives. It was generally felt that new developments regarding questions such as food, population, natural resources, energy, oceans and trade and development, had added important new dimensions to the environmental perspective and pointed to the need for a systematic, comprehensive and integrated approach to solving the world's environmental problems. One representative said that UNEP should make a significant contribution to the activities of the unit to be established within the United Nations Secretariat for the study of the relationships between population, resources, environment and development.

66. Many speakers stressed that the concept of "eco-development" should be further elaborated and the strategy for its implementation clearly defined, so that it could serve as a basis for a concerted and co-operative approach by the United Nations system as a whole to the formulation and implementation of ecologically sound development methods.

67. Several delegations endorsed the Executive Director's views on the intricate interrelationship between environmental problems and the existing international economic system. They considered that the unsatisfactory development of the poor countries and the widening gap between the developed and less developed had their roots in the built-in inequities of that system, and more particularly in the unequal distribution of resources and the gross maldistribution of the benefits of their exploitation and use. A number of delegations underlined the fundamental importance of the Declaration and the Programme of Action on the Establishment of a New International Economic Order adopted on 1 May 1974. They expressed the view that the programmes of UNEP should closely reflect the new international economic

order and contribute effectively to its implementation. One delegation pointed out that the third session of the Governing Council should be regarded as a logical part of the movement towards that implementation; because of its interdisciplinary nature, UNEP was in a position to play a unique role in the restructuring of the current system of international economic relations. One representative, however, said that it was the responsibility of UNEP to emphasize environmental concerns, not the philosophic rationale for a new international economic order, important as that might be, since UNEP had too few resources to try and answer all questions.

68. Several delegations stated that the objectives of the International Development Strategy for the Second United Nations Development Decade (General Assembly resolution 2626 (XXV)) and of the World Plan of Action for the Application of Science and Technology to Development ^{10/} must be guaranteed and developed with special stress on satisfying the needs of developing countries as reflected in the new international economic order. The majority of delegations strongly supported the report of the Executive Director on the determination of environmental elements for inclusion in the criteria for review and appraisal of the Strategy, and stressed that it was one of the most important documents the Governing Council would be considering at its current session. They especially commended the report for its endorsement of the new international economic order, its critical stand on the low levels of official development assistance and its emphasis on social reforms. They expressed the hope that the Council would address itself to the issues raised in the report and formulate the necessary recommendations to guide the General Assembly, through the Economic and Social Council, with regard to the inclusion of environmental criteria in the Strategy along the lines indicated in the report. One delegation pointed out the inadequacy of economic criteria for the measurement of human progress and development, and said the Strategy should include appropriate targets for human well-being in areas such as food, shelter, education, health and work. Several representatives felt that the nature of the contribution of UNEP to the mid-term review of the Strategy should be among the priority concerns of the Governing Council, in view of the need to strengthen the environmental dimension of development and make it a reality. Many speakers also said that the World Plan of Action should be revised to include the environmental dimension in its programme and priorities for action. One delegation also observed that many of the activities of UNEP already supported a number of the scientific and technological objectives set out in the World Plan of Action.

69. A number of speakers commended the Cocoyoc Declaration adopted at the UNEP/UNCTAD Symposium on Patterns of Resource Use, Environment and Development Strategies, held in Mexico from 8 to 12 October 1974, as the first major international statement on the environment which sought to integrate the objectives of the sixth special session of the General Assembly with development goals. They were generally of the view that the Declaration contained important insights and elements that should be taken into consideration in the activities of the United Nations system in order to integrate the environmental component in development efforts. One speaker endorsed in particular the cause-and-effect relationship established in the Declaration between environmental degradation and differences in the economic and social conditions of countries. Another pointed out that the industrialized countries had a special responsibility for the protection of the planet's environment. A number of speakers felt that the Cocoyoc Declaration had formulated in a clear and convincing manner the concepts of "inner limits" and

^{10/} United Nations publication, Sales No.: E.71.II.A.18.

"outer limits" which underscored the basic need to remedy the "pollution of poverty" while providing the necessary safeguards to prevent the violation of the planet's life-support systems.

70. Most speakers emphasized that the major task of the international community today was to ensure reasonable standards of nutrition, health, education and social and physical development for the poor masses of the world. Therefore, one underlying objective of the programme of UNEP should be to contribute actively to stepping up the development process in developing countries and, to that end, to promote more economically and environmentally appropriate methods of resource development and management. Some delegations, noting that it was primarily through the development process that environmental goals were effected, endorsed the emphasis placed by the Executive Director on the concept of environmental management which, they felt, could significantly contribute to improved management of the development process itself.

71. A number of representatives emphasized the inalienable sovereign right of each country over its natural resources, and stressed that the rational management and use of those resources was a key to reconciling the twin imperatives of dynamic development and environmental protection. One delegation said that the sovereign right of a State to use resources extending over or affecting areas beyond its territory was qualified by the obligation for that State to act in collaboration with adjacent States when its activities might cause damage to their environment, and suggested that the Executive Director's report on co-operation in the field of the environment concerning natural resources shared by two or more States be brought to the attention of the International Law Commission.

Action by the Governing Council

72. At its 37th meeting, the Governing Council had before it a draft decision on "Protection of the marine environment: Third United Nations Conference on the Law of the Sea", introduced by the representative of Canada on behalf of the delegations of Australia, Canada, Kenya, the Netherlands, Sri Lanka and Sweden. Also before it was a draft decision on the role of the Environment Co-ordination Board, suggested by the President.

73. The Governing Council adopted the draft decisions by consensus (decisions 25 (III) and 26 (III)). 11/

74. At its 39th meeting, the Council adopted by consensus a draft decision suggested by the President on international conventions and protocols in the field of the environment (decision 24 (III)). 11/

75. The representative of China said his Government would give further study to the conventions mentioned in the decision.

76. At its 40th meeting, the Council adopted by consensus two draft decisions suggested by the President, with the concurrence of the Bureau, on programme policy and implementation (decision 20 (III)) and on environment and development (decision 21 (III)). 11/

77. At the same meeting, the Council also had before it a draft decision concerning the review of the institutional arrangements for international

11/ For the texts of these decisions, see annex I below.

environmental co-operation, submitted by the Bureau. An oral amendment proposed by the representative of Jamaica, to replace the words "Invites all members of the Governing Council who wish to do so" in paragraph 2 by "Urges its members", was accepted, and the Council adopted the amended text of the draft decision by consensus (decision 22 (III)). 11/

78. At the same meeting, the Council also adopted by consensus a draft decision introduced orally by the President with the concurrence of the Bureau, concerning the establishment of permanent missions to UNEP (decision 45 (III)). 11/

79. At the same meeting, the Council had before it a draft decision, suggested by the President with the concurrence of the Bureau, on informal consultations. Introducing the draft, the Deputy Executive Director drew attention to the need indicated by the Advisory Committee on Administrative and Budgetary Questions in its report (A/9608/Add.16, para. 22) 12/ for a decision to appropriate the funds required to finance the informal consultations, and said that, although there was a general desire to hold the consultations at Nairobi, they might be held in New York or at Geneva if difficulties arose in providing interpretation services.

80. The delegations of the Netherlands and the Philippines orally proposed amendments, both of which were subsequently withdrawn after a statement by the representative of Kenya, supported by the representative of Spain. The President orally introduced a number of agreed changes in the draft decision.

81. The Governing Council adopted the draft decision, as orally revised by the President, by consensus (decision 23 (III)). 11/

82. The representative of the Netherlands said his delegation had accepted the draft decision on the understanding that the words "twice each year" in paragraph 1 would not be interpreted as prejudging the results of the review of the institutional arrangements for international environmental co-operation.

12/ For the printed text, see Official Records of the General Assembly, Twenty-ninth Session, Supplement No. 8 (A/9608 and Add.1-23), document A/9608/Add.16.

CHAPTER III
PROGRAMME MATTERS

83. Agenda item 7 (a), (b) and (c), together with parts of item 15, were referred to Sessional Committee I. The Committee had before it the following documents: review of the environmental situation and of activities relating to the environment programme (UNEP/GC/30); the proposed programme (UNEP/GC/31 and Corr.1-3 and Add.1-3); proposed Fund programme activities (revised 1975, proposed 1976-1977) (UNEP/GC/32 and Corr.1-3); resolutions of the twenty-ninth session of the General Assembly of relevance to UNEP's activities (UNEP/GC/51 and Corr.1 and Add.1); and implementation of General Assembly resolution 3337 (XXIX): International co-operation to combat desertification (UNEP/GC/51/Add.2 and Corr.1)

84. In an introductory statement, the Assistant Executive Director (Programme) said that the documents before the Committee reflected the programmatic approach of UNEP: the Level One report (UNEP/GC/30) aimed at identifying the areas where action was required to protect the environment; the Level Two report (UNEP/GC/31 and Add.1-3) described the actions which should be implemented within the framework of the programme of UNEP in order to meet those requirements, in terms of objectives and strategy; the Level Three report (UNEP/GC/32 and Corr.1-3) indicated the role of the Environment Fund in facilitating the fulfilment of the objectives and strategies in the various programme areas.

A. Review of the environmental situation and of activities relating to the environment programme

85. Introducing the Level One report, the Deputy Executive Director described the three elements of the review of the environmental situation and of activities related to the environment programme; the common environmental data base; the report on the state of the environment; and the reviews of the priority subject areas, which in the present case consisted of a review of the priority subject area "Land, water and desertification", as requested by the Governing Council. 13/

86. In the view of all 24 delegations which spoke on the subject, the Executive Director was to be complimented on the general content and presentation of the Level One report. Nevertheless, as reflected below, a number of delegations suggested changes in the report before the Committee, and proposed guidelines to be taken into account in the preparation of future Level One documents. When further developed and supplemented along the lines proposed by the Executive Director, and taking into account the views expressed by the Governing Council, the Level One activities could provide sound guidance for policy-making, not only by UNEP at all levels of its programme development and in pilot demonstration projects with interested countries, but by the world community as a whole in tackling environmental issues. Several detailed suggestions were made for the revision of specific sentences in the Level One report, and the Committee agreed to request the

13/ Official Records of the General Assembly, Twenty-ninth Session, Supplement No. 25 (A/9625), annex I, decision 7 (II).

Executive Director to take those suggestions submitted in writing into account, as appropriate, either in revising the present report or in preparing future reports to the Governing Council.

87. The above comments applied in particular to the report on the state of the environment, which, it was agreed, should be presented in future as a separate document, and could be considered by the Governing Council along with the report of the Executive Director. The Executive Director's annual report on the state of the environment should be reviewed in the light of the comments of the Governing Council, published and given wide distribution, perhaps on the occasion of World Environment Day. In commenting specifically on the report before the Committee, many delegations considered that insufficient attention had been given to social, economic and cultural aspects, and to the human needs and values underlying the philosophy behind human activities relevant to the environment. The aims of environmental development and protection must be seen as a component of a broader co-ordinated programme of development, and in the context of the real needs of mankind as a whole.

88. Socio-economic and political aspects were mentioned by many delegations, mainly in connexion with the subjects of technology transfer, food, population and energy, within the framework of the new international economic order. A number of delegations considered that the problems in those areas should be tackled and minimized by optimizing international economic co-operation, by rationalizing the transfer of technology, by the provision of technical assistance and training and by the development and transfer of resources. Those measures were necessary in order to speed up and harmonize economic and social development in developing countries, and could only be achieved through the implementation of the new international economic order.

89. It was also observed by some delegations that the speeding up of economic and social progress must be based in the first place on the endeavours of each nation; problems of the environment could only be solved ultimately by a changed economic order, primarily on the international scale to bridge the gaps between developed and developing countries, but also at the national level to bridge the gaps between urban and rural populations and between the privileged and under-privileged groups within urban centres. On the subject of population, some delegations pointed out the varying significance of population problems in different countries and suggested that the order in which problems were highlighted in the state of the environment report should be rearranged. Several specific suggestions were made for the amendment of the paragraphs on food and population with a view to reflecting more fully all the above considerations and embodying more accurately the conclusions of the World Population Conference, 1974.

90. It was agreed that, poverty being one of the worst forms of pollution affecting the majority of mankind, UNEP should promote the improvement of the environment with a view to eliminating that social ill.

91. Some delegations commented that a number of the assumptions and conclusions in the report were open to debate, as they were based on opinion rather than on established fact. One delegation also felt that, in future, the report should focus on the conditions of the environment as such, rather than discuss wider problems which might more appropriately be dealt with in other forums. Another delegation observed that, in the report, efforts should be continued not to

obscure the uncertainties arising both from differing interpretations of scientific data and from differing philosophies and values.

92. Regarding the review of the priority subject area of "Land, water and desertification", it was noted that the overviews and data on current activities were abbreviated versions of much fuller publications which had been distributed to Governments and were available to members of the Governing Council. While a few queries and comments were made on certain details of the overviews, it was generally agreed that they could provide a very satisfactory basis for the development of the environment programme (Level Two) in the area covered by the review. The proposed action plans in each subarea, in particular that regarding water, were considered along with the proposed programme.

93. A few delegations, while appreciating the very large amount of data that had been collected and analysed by the secretariat, referred to difficulties in interpretation. It was generally agreed that many of these difficulties would be resolved with the establishment of a common environmental data base for the acquisition, presentation and storage of relevant data received from governmental, intergovernmental and non-governmental sources. The Committee therefore urged that the Inter-Agency Task Force on Data ^{13/} continue its work in that regard in collaboration with the Inter-Organization Board on Information Systems (IOB). It was stressed that the data base activity should be closely linked to, and mutually compatible with, the International Referral System.

94. Reference was made to the importance, where feasible, of comparing the levels of activities and expenditures with actual needs. One delegation suggested that it might be useful to explore further the correlation between the two.

95. The Executive Director's proposals regarding a time-table for the review of the remaining subject areas of the programme were endorsed, with the exception that the subject area "Environment and development" should be reviewed by the Governing Council at its fourth session in 1976 and that the area "Health of people and of the environment" should be postponed until the fifth session. Many delegations appreciated, however, that, although it was desirable to complete the review exercise as soon as possible, it might prove beyond the resources of the Executive Director to cover, in the period up to the next session of the Governing Council, as many as three subject areas as fully as had been done for "Land, water and desertification".

96. One delegation expressed the view that the Governing Council could in future be presented with a convenient summary of the Level One activities, in the form of the state of the environment report, and that the remaining elements of the first level of programme development were best regarded either as an information system or for publication as authoritative works of reference.

97. It was agreed that, in the preparation of future reviews of priority subject areas, full consideration must be given to the concept of environmental management, which permeated the whole programme and reflected the complex interrelationships between the various priority subject areas and functional tasks.

98. Having regard to the general nature of the discussion, the Committee recommended a draft decision on the Level One exercise for adoption by the Governing Council.

Action by the Governing Council

99. At the 39th meeting, the representative of Turkey proposed that, in paragraph 2 (b) of the draft decision, the introductory phrase "A brief account of" should be replaced by "An account of". In subparagraph (i), the words "development and" should be inserted between the words "environmental" and "protection", the words "a component of a broader integrated programme of development" should be replaced by "an integral part of the development process", and the word "and" before the words "in the context of the real needs of mankind" should be deleted.

100. The amendment was adopted by 15 votes to none, with 7 abstentions.

101. The draft decision as a whole, as amended, was adopted by 35 votes to none, with no abstentions (decision 27 (III)). 14/

B. Proposed programme and Fund programme activities

(i) Concepts for the development of Levels Two and Three

102. Introducing the Level Two document, the Assistant Executive Director (Programme) described the unique co-ordinating and catalytic role of UNEP and its mandate for ensuring that environmental matters were approached on a sufficiently comprehensive basis which took into account both their interrelatedness and the wider considerations of global concern to mankind.

103. Introducing the Level Three document, the Assistant Executive Director (Fund and Management) explained the relationship that existed between Levels Two and Three, and reviewed the main features of the Level Three document.

104. Although there was broad consensus that the debate on the priority subject areas agreed at the second session should not be reopened, many delegations pointed out that some of the documentation before the Committee showed signs of over-concern with the environmental priorities of the developed countries. Delegations from countries in different stages of development emphasized that the identification and application of environmental quality criteria were important, but there were other preoccupations in those places in developing countries where there was almost no water to be polluted, no food to be contaminated and no shelter to be had. Nevertheless, it was recognized that environmental pollution and stress in developed countries did constitute a major threat to the health of their people and to the environment, and that hunger, disease and squalor were not confined to any single part of the world.

105. Many delegations expressed appreciation of the secretariat's acceptance of a comprehensive and cross-sectoral approach, which perhaps marked it apart from some of the other bodies in the United Nations system. It was also observed, however, that, if UNEP were to turn that comprehensive approach into noticeable action in respect of environmental development and protection, a way must be found of further concentrating effort within the priority subject areas. Nearly

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

all delegations thought that, provided the Governing Council expanded the criteria in Level Three and added a number of programmatic guidelines for both Levels Two and Three, UNEP could achieve such a further concentration of effort. UNEP was felt to be the only organization possessing the overview of the world environmental situation which was necessary in order to achieve comprehensiveness and at the same time to retain the desired selectivity, taking into account differing priorities and genuinely differing ways of assessing and solving environmental problems identified on the basis of the real and pressing needs of the people, especially in developing countries. One delegation observed that the Executive Director, in seeking further to develop the decision-making process within UNEP, might benefit from the advice of a group of experts conversant with modern management techniques.

106. Some delegations reaffirmed that UNEP should concentrate on a few action-oriented programme items of great urgency which it could handle effectively, which were within its resources, in terms both of funding and of personnel, and which could produce promising results for wider and indeed global application where possible. That approach would apply particularly to those situations in which no existing organization was doing effective or sufficiently comprehensive work, or where a high degree of co-operation and the avoidance of duplication of effort could be achieved at the working level between UNEP and its partners in the United Nations system and elsewhere. Some delegations and representatives of regional intergovernmental organizations observed that it was important for UNEP to take into account the need to strengthen existing national and regional institutional arrangements, and to promote community involvement in dealing with environmental problems as a way of implementing all relevant environmental programmes more rapidly. Such an approach would be especially valuable in work on particular regional ecosystems, and for determining when and how regional and national bodies more directly responsible should take over the main initiative from UNEP.

107. It was observed that UNEP should continue its efforts to ensure that the United Nations system as a whole functioned in an environmentally responsible manner. To that end, it was important that the Environment Co-ordination Board should become a more effective instrument in helping UNEP integrate the environmental elements of programmes within the United Nations system.

108. It was pointed out that Member States could help avoid the dilution of the Programme's efforts through extensive discussions in a multiplicity of fora by ensuring that their environmental policy focal points arranged for a consistent response to be provided to UNEP and to all other bodies in the United Nations system concerned with the environment.

109. Some delegations noted the need for using appropriate and simple words to describe programme activities in documents in a way that could be understood and judged in clear practical terms.

110. Most delegations observed that UNEP was involved in too many projects in Level Three, and advocated continued efforts by the secretariat to use the Fund of UNEP as a catalyst and in support of timely and relevant projects in harmony with the requirements of Levels One and Two of the programme.

111. A number of delegations welcomed the systems approach to the programme as a whole, particularly in relation to the various elements of those functional tasks

of UNEP which only UNEP could undertake and which, taken together with a more action-oriented and interlinked approach to the priority subject areas, would provide a sound basis on which to develop policies for integrated environmental management.

112. Many delegations pointed out that the information and data activities included in the functional tasks should be highly responsive to the needs of the Member States and supportive of all the priority subject areas. Attention was drawn to the pressing need for regular publication of an authoritative journal on the activities of UNEP at all programme levels.

113. Many delegations noted with interest that some programme activity centres had already been formed. Some delegations thought that an undue number of such centres might harm the central role of UNEP headquarters, while on the other hand some were strongly in favour of the establishment of such centres in developing countries, in order to concentrate and push forward specific programme activities.

114. A number of delegations asked for a more prompt and wider distribution of the results of UNEP seminars and expert meetings. Many delegations made specific offers to UNEP, or asked UNEP for assistance in terms of centres of expertise, forthcoming conferences or training programmes in particular priority subject areas.

115. At the conclusion of its debate on the subject, the Committee recommended for adoption by the Governing Council a draft decision on "Concepts for the development of the proposed programme and Fund programme activities".

Action by the Governing Council

116. At its 39th meeting, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 28 (III)). 14/

(ii) Priority subject areas

(a) Human settlements and habitat

117. In commenting on the key priority subject area "Human settlements and habitat", most delegations agreed with the general scope and balance of the proposed programme, and expressed satisfaction at its comprehensive and integrated nature. Many delegations, however, felt that the programme appeared to place emphasis on the urban dimension of human settlements, and stressed the fact that the consideration of rural development was an integral part of the whole area of human settlements.

118. Certain delegations considered that the question of alternative methods of energy production was lacking from the human settlements technology component of the programme. A few delegations expressed the view that insufficient funds were allocated to human settlements technology.

119. Social and cultural considerations were recognized as paramount in the planning and management of human settlements, and it was suggested that they

could best be taken into account by treating human settlements as a man-made ecosystem, and thus contributing to the development of the whole concept of human ecology. One delegation thought it might be more useful to approach human settlements as a component of the symbiotic relationship between human activity and the natural environment.

120. One delegation observed that the built environment produced its own microclimate which, in turn, had its own effect on the quality of life in human settlements.

121. It was pointed out that implicit in a proper understanding of the built environment was a recognition of the need for ensuring that its support services provided fairly for all its inhabitants, regardless of their income level. In consequence, some delegations felt that the Executive Director should be encouraged in his efforts to ensure that the human settlements and habitat programme reflected fully the requirements of the poorest and most needy sections of the population. It followed, therefore, that UNEP should concentrate on innovative and action-oriented pilot projects, especially in relation to slums, other marginal settlements and rural settlements, having regard to the differences between urban and rural development.

122. The Committee recommended for adoption by the Governing Council a draft decision submitted by the delegation of the Philippines on the dissemination of information and mobilization of public opinion regarding the United Nations Habitat and Human Settlements Foundation.

123. The Committee agreed to include its additional recommendations concerning "Human settlements and habitat" in the general draft decision on the programme and Fund programme activities (see paras. 285 to 292 below).

Action by the Governing Council

124. At its 40th meeting, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 39 (III)). 14/

125. For other action by the Governing Council on the Committee's recommendations concerning "Human settlements and habitat", see paragraph 293 below.

(b) Health of people and of the environment

126. Reviewing the subject of environmental health, delegations noted that the Executive Director had followed the guidelines established at the second session in developing a programme centred primarily on the assessment and prevention of the adverse effects of pollution on man. While almost all delegations supported the implementation of the activities described and the involvement of the relevant United Nations organizations, many wished to broaden the UNEP concept of environmental health; man, where he worked and lived, was exposed to many other environmental risks, particularly, although not exclusively, in developing countries. Accordingly, there were many demands for a further evolution and revision of programme and Fund activities to reflect and implement that broader approach. It was proposed, therefore, that the allocation from the Fund of UNEP for the health of people and of the environment should be increased by up to 20 per cent in accordance with established procedures. Among the points mentioned

as important in the evolution of the programme were the development of global environmental quality criteria and the means of applying them, the inclusion of monitoring of non-human targets and the assessment of the effects of noise from industry and traffic, including air traffic.

127. Among the proposed activities receiving particularly strong support were the WHO environmental criteria programme, which it was considered should receive continued support from the Fund and should be well publicized, and the establishment of IRPTC as a programme activity centre on the basis of the recommendations of the expert workshop on an international register of potentially toxic chemicals, held at Bilthoven, the Netherlands, from 6 to 11 January 1975 ^{15/} - although one delegation wished to give prior emphasis to research in the area, and another observed that considerable design work needed to be done so that the Register could start in a satisfactory fashion. One delegation emphasized the importance of harmonized control of products hazardous to man and the environment.

128. It was pointed out that the inclusion of environmental health as a factor in total environmental management should be stressed, with particular emphasis on epidemiological considerations and on social, economic and legal policies adapted to popular needs.

129. Support was expressed for the idea of UNEP expert groups on assessment for the trans-sectoral review and evaluation of a carefully chosen number of environmental hazards of broad international significance.

130. It was again observed that the programme on health of people and of the environment should follow more faithfully the priorities expressed by the Governing Council and, indeed, should help determine the relevance of the present monitoring efforts in the context of GEMS.

131. There was wide support for the continued efforts of UNEP to stimulate interest in environmentally sound systems of pest management. It was observed that UNEP should encourage and support activities aimed at finding alternative methods of pest control which did not rely on the almost exclusive use of chemicals. High priority was advocated for the promotion of methods of biological control and other environmentally sound techniques which took account of effects on ecosystems, and for the action plan with regard to such integrated control of schistosomiasis, malaria, and parasites affecting cotton and other important crops, as well as other diseases of environmental importance, such as onchocerciasis and trypanosomiasis. The hope was expressed that UNEP would develop its plans in those areas in close co-operation with the relevant specialized agencies, with interested Governments in developing countries and with developed countries which could offer the assistance and advice needed to produce tangible results at the regional and global levels. UNEP should encourage the production of guidelines for the integrated control of pests and pathogens of economic and public health concern.

132. One delegation suggested that the pest management programme should take into account the environmental effects of both chemical and non-chemical methods of

^{15/} For the report of the workshop, see UNEP/WG.1/4/Rev.1.

pest control, and recalled that chemicals had played an important role in improving the human condition and in enhancing agricultural production.

133. Another delegation urged the UNEP secretariat to expand its interest in environmentally sound pest management activities and to strengthen its co-operation with the appropriate parts of the United Nations system in helping to develop such activities.

134. The Committee agreed to include its recommendations concerning "Health of people and of the environment" in the general draft decision on the programme and Fund programme activities (see paras. 285 to 292 below).

Action by the Governing Council

135. For the Governing Council's action on the Committee's recommendations concerning "Health of people and of the environment", see paragraph 293 below.

(c) Terrestrial ecosystems, their management and control

136. The plans of the Executive Director for the priority subject area "Terrestrial ecosystems, their management and control" were welcomed, and it was noted that they agreed with the proposed programme for research and development. Many delegations observed that terrestrial ecosystems could only be effectively studied, conserved and managed with the consent, understanding and participation of the human communities, who indeed formed part of such ecosystems.

137. There was total support for the work on arid lands and grazing lands ecosystems, which were considered to be a very important programme area in which UNEP activity should be concentrated. Some delegations suggested that there was a need to gather together all of the scattered and not readily available information on the problem and to disseminate it to those who needed it. It was suggested that objectives should be more action-oriented, that savanna should be included in the programme area and that mountain ecosystems deserved greater attention. Regarding other ecosystems, it was pointed out that ecological studies of representative ecosystems and similar ecoregions should be given priority in relation to resources management strategies and with emphasis on human communities.

138. Most delegations urged the secretariat to make use of the accumulated experience and activities of the relevant specialized agencies, as well as concentrating on activities at the national level, in a continuous effort of co-ordination.

139. It was also observed that UNEP should concentrate on securing action to help stop the spread of desertification, while bearing in mind the need for longer-term studies on such factors as climate. The Committee considered in this context the implementation of General Assembly resolution 3337 (XXIX) on international co-operation to combat desertification (see paras. 278 to 283 below).

140. Great importance was attached to the work on tropical woodland and forest ecosystems, and the proposed actions presented by the Executive Director were widely supported. Some delegations considered that it would be better to tackle the related work mainly at the regional level. It was also observed that it would

be wise to integrate such work with the area of the programme concerned with soils, because of the ecological interrelatedness of the two activities.

141. A number of delegations attached importance to the ecological management of the tropical forest ecosystem within the broader context of development in tropical countries. It was pointed out that UNEP should play its role in close co-operation with relevant specialized agencies and other interested organizations in research and development activities concerning tropical forests. One delegation suggested that UNEP should pay special attention to studies relating to the interactions between forest cover and bioclimatological conditions in tropical areas.

142. There was wide agreement on the programme for ecosystems, sites and samples (national parks and reserves) and endangered species and wildlife, and its importance among UNEP activities was highlighted. Several delegations suggested that the area deserved greater emphasis and more financial support. Delegations appreciated the programme to establish a network of national parks and reserves, and supported the secretariat's approach to organizing the related activities regionally, which would provide a more harmonized basis for co-operation between countries. It was pointed out that UNEP could help in the development of special guidelines for the selection and creation of such reserves.

143. Delegations welcomed the co-ordination of related activities with those of other international organizations working in the field. Many specifically mentioned the Man and the Biosphere Programme of UNESCO and its concern with the comprehensive analysis of human interactions with ecosystems and with the development of a network of biosphere reserves; it was considered that the international structure of the UNESCO Programme might be more extensively utilized by UNEP, particularly where its projects were in the operational phase. It followed that a responsive programme for parks and reserves should not be limited to the conservation of nature, but should pay special attention to the requirements of human communities who had to make their living in harmony with the ecosystems involved. It was therefore vital that education and information activities should be encouraged in connexion with national parks and reserves.

144. Some delegations pointed out that the main problems of the conservation of national parks and reserves were essentially national, and that suitable solutions were therefore best sought within the framework of national institutions in charge of wildlife conservation. It was also observed that there was historical evidence of a not infrequent difference of attitude between the local populations and those concerned for the long-term objectives of wildlife conservation.

145. Since the activities in relation to parks, reserves and wildlife were an important component of socio-economic development, it was considered necessary to identify global criteria for park and wildlife management, which would include those socio-cultural factors influencing the behaviour of human communities, as important components of national parks.

146. One delegation recalled the relevance of the Convention on International Trade in Endangered Species of Wild Fauna and Flora, which would enter into force in the near future, and suggested that, in order to make the Convention more meaningful in terms of continued watchfulness; it would require support from GEMS and other information systems of UNEP.

147. Many delegations expressed their concern for the disappearance of plant and animal species and particularly supported the activities aimed at protecting endangered species. One delegation requested the secretariat to pay special attention to whales, and another to those migratory species for which the protection of certain habitats did not provide sufficient safeguard.

148. A number of delegations emphasized the close relationship between the programme activities concerned with ecosystems, sites and samples (national parks and reserves), endangered species and wildlife, and genetic and other biological resources, and expressed the hope that work on them would be closely integrated.

149. Many delegations expressed concern about soil degradation, erosion and overuse, as well as eutrophication, and welcomed the related activities proposed by the secretariat. It was also stressed that such activities could only be seen within the broader context of the ecosystems concerned. One delegation noted that insufficient funds were allocated for soil protection. Another expressed its Government's readiness to organize, in the autumn of 1976, an international symposium on eutrophication and rehabilitation of surface water.

150. In discussing the part of the programme activities concerning water, most delegations had second thoughts on the decision of the Governing Council at its second session, 16/ to concentrate solely on aspects of water quality. It was stressed that such aspects could hardly be considered separately from the acute problems of water resources.

151. Great interest was expressed in the forthcoming United Nations Water Conference, scheduled to be held in Argentina in 1977. Some delegations said that the role of the secretariat should be to maintain active collaboration and participation in the preparation of the Conference. It was considered that the regional meetings in the preparatory phase of the Conference would be an important factor in its success. In relation to water resources, a number of delegations expressed the view that the qualitative aspect should not be separated from the quantitative aspect.

152. Some delegations observed that the programme should be more concerned with the development of water resources. One delegation stressed that the availability of water could become the limiting factor in economic and social development, in view of the failure of resources to meet the rapid increase in demand. In such conditions, the proper management of water became essential. The same delegation drew attention to the creation of an international training centre for water resources management, and underlined the interest which UNEP should have in the creation and operation of such a centre. One delegation noted that the funds allocated within the programme for water were insufficient. Another delegation expressed its willingness to contribute to the establishment of an international atlas of river basins.

153. One delegation stated that water quality should remain the major concern of UNEP and that due care should be exercised so as to avoid overlapping and duplication of work regarding water quantity with other agencies and organs of the

16/ Official Records of the General Assembly, Twenty-ninth Session, Supplement No. 25 (A/9625), annex I, decision 8 (II), sect. A.I, para. 2 (g).

United Nations system dealing with the manifold aspects of the question of water resources.

154. The same delegation reserved its position with respect to the holding, in the form envisaged, of the United Nations Water Conference.

155. Many delegations were greatly concerned at the decrease of genetic resources, and supported the necessity of conserving the total biological heritage and of storing representative specimens of it to help in future environmental management and development. It was observed that UNEP had a unique role to play in helping to ensure that the erosion of genetic resources was arrested in the interest of future generations. One delegation particularly underlined the threat of mutations in human and animal populations, and also drew attention to the general problems of atmospheric pollution. Knowledge of such matters could be profitably incorporated into IRPTC, since the Register could provide a useful input to work on the subject.

156. One delegation accepted that contemporary theoretical ecology had made important contributions to providing a framework in which to place ecological studies, and had given some clues as to where particular ecosystems might become increasingly less resilient under further environmental stress, but felt that there must surely be a return to rigorous, thorough and long-term quantitative and inventorial ecological study.

157. Following its discussion on the priority subject area of "Terrestrial ecosystems, their management and control", the Committee recommended for adoption by the Governing Council a draft decision introduced by the representative of Zaire on behalf of the delegations of Argentina, Australia, Canada, the Central African Republic, Gabon, Kenya, Morocco, the Philippines, Senegal, Sierra Leone, Sweden, Switzerland, the United States of America and Zaire, on the subject of water resources.

158. The Committee approved the draft decision by consensus. However, the delegation of Brazil reiterated its reservations, as stated in paragraphs 153 and 154 above, and the representative of India stated that, had the draft decision been put to the vote, his delegation would have abstained.

159. The Committee agreed to include its additional recommendations concerning "Terrestrial ecosystems, their management and control" in the general draft decision on the programme and Fund programme activities (see paras. 285-292 below).

Action by the Governing Council

160. At its 40th meeting, the Governing Council adopted without a vote the draft decision recommended by Sessional Committee I (decision 31 (III)). 17/

161. The representative of Brazil said his delegation had stated its views on the draft decision in Sessional Committee I (see paras. 153 and 154 above). Furthermore, he wished in plenary and for the record, to reserve his Government's

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

position on the issue and to reiterate that it had also reserved its position regarding the date, place and advisability of the proposed United Nations Water Conference.

162. For other action by the Governing Council on the Committee's recommendations concerning "Terrestrial ecosystems, their management and control", see paragraphs 284 and 293 below.

(d) Environment and development

163. Commenting on the proposed programme framework for "Environment and development", delegations underlined the high priority and fundamental importance of the issues involved for all countries and for the evolution and success of the programme as a whole. The secretariat was commended for the way in which it had undertaken the pioneering task of providing a comprehensive and all-encompassing framework for consideration of environment-development linkages. It was noted that the regrouping of activities since the last session of the Governing Council had clarified the issues, and that the strategies and objectives would prove useful in the search for practical solutions among which individual countries could set their own priorities.

164. In view of the importance of the priority subject area for the developing countries and for development strategies, several delegations suggested that greater attention and resources would be needed from now on. One delegation proposed that a special item be placed on the agenda of the fourth session of the Governing Council dealing with environment-development relationships.

165. Several delegations stressed the fact that solutions to environmental problems in developing countries would be reached through development, but, on the other hand, concern was also expressed about possible conflict between development and environmental protection. Another delegation noted that, in view of the ever-changing nature of the environment, one should speak of its harmonious and satisfactory evolution rather than its protection.

166. The great complexity and magnitude of the task was recognized. Stress was placed on the need for a continued integrated approach to the solution of environmental problems, and it was pointed out that the question was inextricably linked with the functional task of environmental management. The importance of IRS and GEMS as tools for attaining environment-development objectives was noted.

167. The global and holistic approach by the secretariat was welcomed and it was noted that global, regional and national approaches must form part of a comprehensive strategy. At the same time, many representatives noted that, in the further development of the programme area and in any practical actions, due attention must be paid to differing socio-economic structures in different countries and to the particular characteristics of different ecoregions.

168. Many delegations considered that the co-ordinating and catalytic role of UNEP was crucial. It was suggested that UNEP should examine systematically how the environmental dimension was reflected in development activities within the United Nations system. Some delegations welcomed the aim of UNEP to play a full part in the emergence of the new international economic order, and also felt that many environment-development problems could be better solved by taking into

account the objectives, strategies and plan of action as set out in General Assembly resolutions 3201 (S-VI) and 3202 (S-VI) concerning that new order. One delegation preferred to refer to that approach in terms of contributing to a new and equitable international economic order.

169. Noting General Assembly resolution 3345 (XXIX) of 17 December 1974, one delegation considered that UNEP had much to contribute to the activity planned by the Secretary-General of the United Nations regarding the complex relationship between population, resources, environment and development, and singled out in that connexion eco-development, rational use of natural resources and "outer limits".

170. While the importance of research activities and studies in the new field of environment and development was noted, many delegations underlined the fact that the programme should be mainly action-oriented. It was generally felt that the programme should not be too academic and should give less space to studies whose results were uncertain. Greater importance should be given to practical action, including pilot projects, both as a means of translating various theoretical ideas into workable propositions, making the most of the feedback of experience gained for further research and studies, and as a means of helping developing countries to tackle specific problems reflecting their plans and priority needs. It was suggested that UNEP should support and encourage various national efforts of developing countries, and some delegations referred to self-reliance as a concept that must be taken into account with regard to managerial and technical capability, development of human resources and technologies. Several delegations felt that UNEP should therefore, among other things, strengthen its regional activities, and welcomed the intention of the Executive Director to add professional and technical capability to the regional offices. It was pointed out that, through the proposed teams, UNEP should provide support to Governments, regional bodies, especially the economic commissions, the UNDP country programming exercise in the regions and regional programmes. The hope was expressed that UNEP would start the related activities as soon as possible. It was also proposed that UNEP, the specialized agencies and other United Nations organizations should engage in multilateral programming of their activities in various developing countries and form ad hoc interagency groups to consider specific projects.

171. A number of delegations accepted that the concept of ecodevelopment was of major operational importance. Many delegations emphasized the need for UNEP to take an integrated approach by relating environmental concerns to the political and economic realities of the countries involved. Some delegations spoke of the need for administrators to be fully aware of the concept of ecodevelopment. Others mentioned the need to take into account national plans and priorities. Many delegations approved the setting up of general guidelines, but reservations were made that existing guidelines should be consulted and local conditions, in terms of resources, population and economic and political structures, should determine the nature of specific projects. It was suggested that representatives of countries from similar ecoregions should discuss common problems. Several delegations pointed out that the ecodevelopment concept needed further elaboration by the secretariat before critical, substantive comment could be properly made by the members of the Governing Council. Another delegation observed that it was important not to degrade the concept of ecodevelopment by the overuse of the term.

172. Concerning the socio-economic impact of environmental measures, some developing countries requested that more attention be given to the relationship between social factors and environment and development; UNEP should also study the psychological elements involved in the perception of environmental impact and the effect of social group attitudes on the environment.

173. It was the opinion of many that developing countries required assistance in identifying their own priority areas and in co-ordinating environment programmes, as well as in making decisions about those programmes. The need for social accounting was mentioned by one delegation, and another underlined the need for pre-audits and post-audits to obtain concrete data and experience.

174. One delegation said that emphasis should be placed on the analysis and study of possible solutions to the impact of developed countries' activities on developing countries and on the environment. It was requested that the mechanism whereby that impact was transferred should be studied.

175. In commenting on "Human settlements and habitat", a number of delegations had already mentioned the subject of natural products, including food, with regard to the desirability of alternative forms of energy production. Special attention was given by one delegation to the possibilities of expanding the use of renewable energy sources and the utilization of solar energy.

176. One delegation mentioned the need to replace synthetic products with natural ones; before replacement of synthetic products by natural ones or vice versa could be undertaken, specific figures on energy and material balances would be needed, which would require the development of physical models.

177. Many delegations considered technology to be the most important subject within the priority subject area of "Environment and development". One delegation suggested that, in the title of the area, the phrase "and appropriate technology" should be added. Some delegations pointed out that pilot projects should be developed rather than academic analysis, since what was needed was practical work.

178. It was pointed out that technical co-operation was required between developed and developing countries to promote self-reliance with regard to technical capability and the development of environmentally sound technology. Another delegation pointed out the need for knowledge of local problems and technical availability in order to improve the bargaining power of developing countries, and obtain the best available technology from the environmental point of view. The close relationship between technology and IRS was also mentioned.

179. Some delegations mentioned that technologies which preserved the environment were available and that all countries needed information on tolerances and techniques for environmentally sound activity. It was pointed out that such information collected and supplied by UNEP would allow developing countries to make sounder choices with regard to foreign investment.

180. Many delegations stressed the importance of the programme activity on the environmental problems of specific industries. It was noted with satisfaction that the secretariat intended to take into account the views of trade unions and employees, as well as of state-owned and privately owned industries, in carrying out its work on the subject, and would consult Governments through all stages of the exercise. One delegation noted that, while the proposed framework was

satisfactory, much more attention should be given to devising effective means of getting specific industries involved, and suggested that the proposed approach be re-examined. It was furthermore noted that UNEP should carefully study the work done by many international organizations in order to enlist their co-operation and avoid duplicating their efforts.

181. Several delegations suggested that the list of specific industries should be made more comprehensive and that it should include agro-based industries and agriculture, which were of particular importance to developing countries. One delegation suggested that UNEP should work towards internationally accepted limits for pollutants discharged by industry, on an industry-by-industry basis. The same delegation suggested that UNEP should help in the transfer of appropriate technology to developing countries in the field of waste treatment and disposal.

182. One delegation suggested that the financial resources allocated to the environmental problems of specific industries should be doubled, whereas another suggested that the activity should be given the lowest priority among the subjects covered under "Environment and development", especially in view of activities going on elsewhere.

183. The problem of industrial location was emphasized by both developing and developed countries, and appreciation was expressed for the secretariat's approach. Industrial location was seen not only as a tool to combat the discharge of pollutants, but as a broad environmental issue with many specific socio-economic dimensions.

184. The Committee agreed to include its recommendations concerning "Environment and development" in the general draft decision on the programme and Fund programme activities (see paras. 285-292 below).

Action by the Governing Council

185. For the Governing Council's action on the Committee's recommendations concerning "Environment and development", see paragraph 293 below.

186. The Governing Council also adopted a draft decision on environment and development submitted during its general debate (see para. 76 above).

(e) Oceans

187. General support was expressed for the programmes and strategies proposed in relation to oceans. Particular support was expressed for the regional approach presented by the Executive Director and for his initiative in calling the Intergovernmental Meeting on the Protection of the Mediterranean, as well as for the action plan adopted by that meeting (UNEP/WG.2/5, annex). It was felt that the action taken on the Mediterranean should serve as a model for action in other marine ecoregions, such as the Straits of Malacca, the Caribbean and the Indonesian archipelago.

188. One delegation proposed that a study be made on endangered species in the oceans, with special reference to the disappearance of the seal Monachus monachus from the Mediterranean sea. Another called for support of the work of the

Advisory Committee on Marine Resources Research and its working party for the protection of marine mammals, and for research on the subject. The view was also expressed that the Executive Director should support the research work of the International Whaling Commission.

189. One delegation indicated, with particular reference to the Mediterranean, the need to appeal to all countries to adhere to international and regional conventions for the protection of the marine environment, to include in pollution control activities all pollutants, including hydrocarbons, toxic chemicals and discharges from ships, and to organize tourism in such a way as not to increase pollution. The same delegation emphasized the importance of soil conservation studies and the rehabilitation of semi-arid lands, and the desirability of associating with the planned action specialist or concerned non-governmental organizations, such as the United Towns Organization, whose activities had led to the adoption by the municipal authorities of the coastal towns of a charter for the protection of the Mediterranean.

190. One delegation suggested close co-operation with the Intergovernmental Oceanographic Commission and IAEA to increase the capacity of the Monaco Oceanographic Laboratory. The necessity of expanding the existing Integrated Global Ocean Station System pilot projects to include pollutants other than oil was pointed out. A number of delegations mentioned the importance of hazards provoked by marine pollution. A proposal was made for follow-up of the work already done for the establishment of a register of discharges from national and international rivers into the oceans. Support was given to the development of the proposed plan of the Executive Director concerning the Global Investigation of Pollution in the Marine Environment within the framework of Earthwatch.

191. Some delegations expressed the opinion that UNEP should extend scientific and technical assistance to base-line studies to determine the distribution patterns of pollutants and their effects on marine living resources, with special reference to methodologies for combating pollution. One delegation called for an extension of aid to developing countries in their activities related to oceans and their living resources, especially in providing appropriate equipment to combat pollution.

192. Problems arising from hydrocarbon pollution and the physical transportation of pollutants were cited, and it was emphasized that activities of UNEP in relation to oceans should take their effects into account.

193. Many delegations stressed the need to provide technical assistance to initiate regional and base-line studies using observations from such points as islands, ships and platforms. Some delegations suggested that attention should be given not only to biological and chemical factors, but also to physical processes. One delegation stressed the importance of research on oceans and large ice masses for climatological studies and predictions.

194. The view was expressed that UNEP should support the publication of broad guidelines and technical manuals which would serve as a basis for action to protect the Mediterranean and similar ocean ecoregions. It was suggested that UNEP should convene an expert group to start the preparation of such publications, and some delegations offered to serve as host to the meetings of such a group in order, in particular, to elaborate the document relating to the protection of the Mediterranean referred to as the "Blue Book". 18/

18/ A global study on the integrated planning of the development and management of natural resources in the Mediterranean region.

195. Some representatives mentioned the existing experience at the international level in co-operative activities on ocean protection. It was felt that UNEP should co-operate with relevant United Nations organizations in the survey of living resources and the development of methodologies for monitoring those resources.

196. Some delegations suggested that UNEP should support the development of innovative technologies in order to utilize solar and other relevant sources of energy for desalination of sea water and brackish groundwater.

197. Although it was recognized that partially enclosed seas presented particularly suitable ecosystems for study, it was pointed out that the environmental problems of the oceans should not be neglected.

198. The representative of IMCO described the Organization's work in marine pollution prevention and control, primarily in connexion with its depositary function in respect of the International Convention for the Prevention of Pollution of the Sea by Oil of 12 May 1954 ^{19/} and the International Convention for the Prevention of Pollution from Ships of 2 November 1973. ^{20/} IMCO was preparing a practical manual on marine pollution, and was sponsoring a symposium to discuss matters arising from the latter Convention. Its knowledge and experience were freely available to UNEP, particularly in relation to regional activities, for instance in the Mediterranean and Gulf areas.

199. The Committee recommended for adoption by the Governing Council two draft decisions submitted by the United States of America, concerning "Oceans: monitoring" and "Oceans: conservation of marine mammals".

Action by the Governing Council

200. At its 40th meeting, the Governing Council adopted by consensus the two draft decisions recommended by Sessional Committee I (decisions 32 (III) and 33 (III)). ^{21/}

201. For other action by the Governing Council concerning the Committee's recommendations on "Oceans", see paragraph 293 below.

(f) Energy

202. The Committee noted that the "Review of the impact of energy production and use on the environment and the role of UNEP" (UNEP/GC/31/Add.1), prepared by the Executive Director with the assistance of a consultant, had been examined by an international panel of experts, which considered that the document required exhaustive revision. It was urged that the revision of the review be prepared as soon as possible by an enlarged panel of experts and submitted to the Governing Council at its fourth session.

^{19/} United Nations, Treaty Series, vol. 327, No. 4714, p. 3.

^{20/} ST/LEG/SER.B/18/Add.2, p. 318.

^{21/} For the text of the decisions, see annex I below.

203. Further discussion concentrated mainly on the appropriate role which UNEP could play in relation to energy. The majority of delegations indicated that the role of UNEP should be as indicated in paragraph 4 of the Executive Director's report. Many delegations stated that, within the approaches covered by that paragraph, particular areas should receive particular emphasis. It was pointed out that, since other international organizations and individual countries were engaged in various studies in the field of energy, care should be taken not to duplicate the work of others. However, one delegation expressed the view that all the actions suggested by the group were within the concern of UNEP.

204. It was generally agreed that UNEP should be concerned with the comparative assessment of the environmental effects of all forms of energy production and use.

205. Many delegations stated that UNEP should concentrate on supporting research and development efforts within and outside the United Nations system in respect of existing and prospective energy resources which did not have harmful environmental effects. In addition, the Executive Director was urged to undertake pilot projects which demonstrated alternative methods of energy production and utilization based on renewable energy sources, especially as applied to rural communities in developing countries, and to appropriate adequate funds for the purpose from the Fund of UNEP.

206. In the view of a few delegations, UNEP should give priority in its activities to the evaluation of impacts of different methods of energy production and use. One delegation expressed the opinion that in view of the limited resources available for activities in the field of energy, UNEP should not be directly engaged in financing the development of technology for alternative energy sources.

207. Reservations were expressed by some delegations regarding the extent to which UNEP should provide guidance to Governments in relation to establishing standards and taking decisions regarding different forms of energy generation and use. Mention was also made of the important links that existed between the activities in the field of energy and the role of GEMS.

208. In the area of nuclear energy, the importance of co-operation and co-ordination of activities between UNEP and IAEA was stressed and the statement of the representative of IAEA on the subject was noted.

209. One delegation felt that the impact of energy production and use should be discussed only in relation to non-nuclear energy resources; UNEP should not become involved in the monitoring of radio-active fallout, wastes etc., but should leave such tasks to IAEA.

210. The Committee recommended for adoption by the Governing Council a draft decision introduced by the delegation of Pakistan on behalf of the delegations of Argentina, Australia, Egypt, India, Jamaica, Senegal and the Sudan, as well as his own delegation, concerning the improvement of the human environment through the use of renewable energy resources. The draft was approved by consensus after the sponsors had accepted a proposal by the delegation of Brazil for the deletion of the words "of the tropical belt" from the phrase "the rural areas of the tropical belt of the developing countries ..." in the first preambular paragraph.

211. The Committee agreed to include its additional recommendations concerning "Energy" in the general draft decision on the programme and Fund programme activities (see paras. 285-292 below).

Action by the Governing Council

212. At its 40th meeting, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 34 (III)). 21/

213. For other action by the Governing Council on the Committee's recommendations concerning "Energy", see paragraph 293 below.

(g) Natural disasters

214. There was general support for the programme presented by the Executive Director in relation to natural disasters. It was stressed that not only the economic, but also the social impacts of natural disasters should be taken into account in the implementation of the programme.

215. The view was advanced that the programme, as it stood, was heavily oriented towards risk evaluation, whereas it should be more oriented towards monitoring, dissemination of warnings to ensure community preparedness, and assistance to agencies in improving their warning programmes, such as the WMO programme on tropical cyclones, the Intergovernmental Oceanographic Commission (IOC) tsunami warning system in the Pacific and UNESCO and IOC programmes on seismic and tide gauge stations. Some delegations further stated the need for maintaining close contact with the Office of the United Nations Disaster Relief Co-ordinator, and one delegation asked that the experience of national relief agencies in cases of disaster abroad should be taken into account. A proposal was also made for support of research programmes leading to improved prediction techniques.

216. One delegation considered that the sum of \$200,000 allocated for activities relating to natural disasters was inadequate, and suggested that it should be somewhat increased for 1976 and 1977.

217. The Committee agreed to include its recommendations concerning "Natural disasters" in the general draft decision on the programme and Fund programme activities (see paras. 285 to 292 below).

Action by the Governing Council

218. For the Governing Council's action on the Committee's recommendations concerning "Natural disasters", see paragraph 293 below.

(iii) Functional tasks

(a) Earthwatch

219. Nearly all delegations accepted the great importance and functional significance of Earthwatch, and observed that only UNEP could implement the concept and run its basic systems in keeping with the priorities of the programme.

220. One delegation observed that IRS and GEMS and the associated research and assessment functions were themselves components of a larger management information system, going beyond the original concept of Earthwatch, which was now seen as an essential tool in the promotion of integrated environmental management. Accordingly, there was a clear need for regional and national focal points for the Earthwatch systems.

221. Many delegations felt that, as it was now accepted that Earthwatch should serve all priority subject areas, the special concerns of the developing world had been neglected, especially in relation to technical assistance and their involvement in the implementation of the Earthwatch systems. One delegation wished to see a greatly increased sum of money allocated to the development of Earthwatch.

222. Some delegations balanced their acceptance and encouragement of the Earthwatch concept with firm caution regarding its development. They felt that a close watch must be kept on its components, which required considerable design work and which should have full regard for the free and lawful action of sovereign States. They further requested that Earthwatch should be fully reviewed at the fourth session of the Governing Council.

(i) Global Environmental Monitoring System

223. It was the general opinion that GEMS deserved high priority. It was also observed that the promises made at the United Nations Conference on the Human Environment regarding action to meet the urgent need for a global monitoring system still needed to be fulfilled; the Executive Director should now move forward as speedily as possible with GEMS and other closely related aspects of Earthwatch, mainly research and assessment, in a manner similar to that adopted for developing IRS.

224. Some delegations wish to see the development of GEMS take place in stages, on a firm scientific basis which would lead to practical guidelines and criteria for the various components of the System, including the siting of monitoring stations and the selection of environmental parameters, linked with an effective communications system whose responsiveness would vary according to particular environmental concerns. It was recognized that UNEP was breaking new ground, and should draw on the most advanced thinking on how to tie together complex data collections within an international setting using agreed procedures and suitable formats.

225. Many delegations expressed the desire to see a considerable contribution in terms of technical assistance to developing countries, including training and instrumentation, in order that they might participate fully in the system within national and regional frameworks. Some delegations offered assistance to developing countries in the development of GEMS, in terms of technical training, intercalibration and systems analysis.

226. Several delegations emphasized that one of the most immediate tasks should be to find out what monitoring activities were being carried out by national and

international institutions, and pointed to the essential role that certain specialized agencies should play in view of the experience they had already acquired with monitoring.

227. Attention was drawn to the objectives outlined by the Executive Director in the light of the principles, programme goals and guidelines contained in the report of the Intergovernmental Meeting on Monitoring, held from 11 to 20 February 1974 (UNEP/GC/24). The Executive Director was urged by some delegations to form small groups of governmental experts to assist in the design of selected parts of GEMS, to integrate their work into a coherent system in consultation, through UNEP, with the Environment Co-ordination Board, to assign certain lead responsibilities to appropriate specialized agencies, and to provide a detailed progress report to the Governing Council at its fourth session.

228. Some delegations re-emphasized the need to proceed with caution in the development of GEMS, to plan periodic reviews of its effectiveness and to ensure that information needed by GEMS should only be furnished on a voluntary basis. One delegation reserved the right to reassess the system in the light of its future development.

229. It was emphasized that, within the context of Earthwatch, GEMS should endeavour to integrate existing programmes into wider, more complete and more useful frameworks, to identify gaps and short-comings in current monitoring activities and to suggest remedies. The role of regional intergovernmental organizations in that respect was stressed by their representatives and by a number of delegations.

230. Many delegations favoured the formation of several ad hoc groups of experts, as mentioned in paragraph 227 above, while some preferred the establishment of a more formal body of the Governing Council which would be responsible for the scientific basis of monitoring. Alternatively, there could be a permanent advisory group of experts.

231. One delegation observed that GEMS should help to make the identification of sources of pollution more efficient, so that those guilty of malpractice could be held responsible for taking the remedial action necessary to repair the damage done to the environment.

232. One delegation asked UNEP to take into account the relevant work of the Conference of the Committee on Disarmament and, if requested, to assist it.

233. One delegation reiterated that the principles of respect for national sovereignty, equality, mutual benefit and voluntary participation must be adhered to in all international environmental activities, including GEMS.

(ii) International Referral System

234. There was widespread support from many delegations and from representatives of intergovernmental organizations for the Executive Director's proposals for the development of IRS and the establishment of the IRS Programme Activity Centre. Co-operation in the field of IRS was regarded as one of the most significant

functional tasks, and it was pointed out that the system required as many partners as possible. A number of delegations re-emphasized the urgent need for UNEP to provide technical assistance in order to enable developing countries to participate fully in IRS.

235. The need for seminars and simple guide books on how to use IRS services was emphasized. It was pointed out that IRS would facilitate the use of simple information services which already existed. It was also suggested that the network approach, whereby users would at the same time be sources of information, should be followed.

236. It was frequently pointed out that the establishment of national focal points for IRS should be initiated as soon as feasible, the most important task being further to develop and consolidate national information systems. The development of regional focal points was also advocated.

237. Many references were made to the need for a flexible approach, which would allow compatibility with existing referral and information-disseminating capabilities, including an international information system for environmental law.

238. It was felt to be important that IRS should serve all other parts of the programme, both functionally and programmatically, especially as a basis for developing more detailed registers and inventories, for example, in connexion with GEMS, IRPTC and Level One activities.

239. Several delegations not previously committed announced that their Governments were now ready to become active participants in IRS and to provide inputs in agreed form.

240. The Committee agreed to include its recommendations concerning "Earthwatch" in the general draft decision on the programme and Fund programme activities (see paras. 285 to 292 below).

Action by the Governing Council

241. For the Governing Council's action on the Committee's recommendations concerning "Earthwatch", see paragraph 293 below.

(b) Environmental management

242. The functional task of environmental management was widely accepted as of key importance to the programme as a whole and as a mechanism for identifying and examining the components of the development process. The need for effective incorporation of environmental criteria in the development process and planning was noted by one delegation, which observed that the task was a difficult and urgent one for UNEP and that studies were needed to create a theoretical and practical base from which action would be possible.

243. Another delegation, while agreeing with the premise that one of the purposes of environmental management was to improve the management of the development process, noted that, at the Stockholm Conference, a broader

interpretation had been given to the functional task of environmental management as including actions aimed at improving the environment. Consequently, the programme of environmental management of UNEP ought to go beyond that premise to include a variety of possible activities, such as treaties and legal instruments, which at first sight had little to do with the development process sensu stricto.

244. The importance of preventive action as an integral part of environmental management was stressed. One delegation also observed that UNEP information systems should be designed so as to be of special help in planning integrated environmental management, especially in developing countries.

245. The Committee agreed to include its recommendations concerning "Environmental management" in the general draft decision on the programme and Fund programme activities (see paras. 285 to 292 below).

Action by the Governing Council

246. For the Governing Council's action on the Committee's recommendations concerning "Environmental management", see paragraph 293 below.

(c) Supporting measures: information, education, training and technical assistance

247. There was general support for the activities proposed under supporting measures. Some delegations expressed the view that environmental education, training courses and technical assistance activities were vital in enabling countries to integrate environmental considerations into the development process. It was pointed out that, in the implementation of the activities relating to education, training and technical assistance, it was important to stimulate the use of existing expertise in developing countries to provide technical assistance and training relevant to the real needs of the countries of the developing world. In that connexion, UNEP should exercise its catalytic role in encouraging regional co-operation in environmental education, training and technical assistance. Many delegations emphasized the need to use as much as possible the resources of existing institutions, and to strengthen them when necessary, rather than establish new ones.

248. It was observed that, however useful help from developed countries might be, only those from developing countries could truly understand their own problems, and thus develop and share a more relevant pool of expertise than that which was currently available.

249. Some delegations expressed doubts as to the advisability of establishing the proposed programme activity centre on environmental education and training, if it were to be linked solely with UNESCO, since they considered that co-operation with other agencies and the International Union for Conservation of Nature and Natural Resources was equally important. It was further pointed out that the needs of different regions must also be taken into consideration when instituting that activity. One delegation suggested that such a programme activity centre could be established experimentally for one or two years. Some delegations expressed the view that serious consideration should be given to the possibility of locating the centre in a developing country.

250. Support was given to the Executive Director's plans for the organization by UNESCO and UNEP, with the collaboration of the International Union, of an International Conference on Environmental Education. The Committee noted that, while UNESCO was considered to be the only organization of the United Nations system which could effect a change in traditional teaching and the attitude of ministries of education towards environmental education, the question of training of specialists required the collaboration of other competent specialized agencies.

251. Many delegations emphasized the importance of technical assistance in relation to the improvement of environmental conditions, particularly in developing countries. Special mention was made of the need to utilize the resources available to UNEP to encourage institution-building and related policies, as well as the drafting of legislation and regulations.

252. Delegations welcomed the proposed establishment of the clearing house for technical assistance, and requested further information on its operation. It was suggested that the over-all framework for technical assistance could be developed further, and that the criteria for those activities should be presented for review by the Governing Council at its fourth session. However, it was felt that not all criteria laid down could be rigidly applied in all cases requiring technical assistance. In analysing the proposed criteria for technical assistance, some delegations suggested an approach which differed somewhat from that of the Executive Director, especially with regard to greater emphasis on intersectoral projects.

253. Some delegations agreed that public awareness was an indispensable precondition for effective environmental action, and that world-wide communication of information was an important substantive component of the programme as a whole. Support was given to the Executive Director's intention to intensify awareness and appreciation of environmental issues by executing an appropriate information programme through mass communication media, as well as initiating a significant publishing activity.

254. One delegation suggested that, in order to obtain public and governmental support for the objectives of UNEP, information should be disseminated not only about the broad subject areas of the environment, but also about the activities of UNEP, in terms of its philosophy, the results of projects and reports of expert group meetings.

255. The Committee agreed to include its recommendations concerning "Supporting measures" in the general draft decision on the programme and Fund programme activities (see paras. 285 to 292 below).

Action by the Governing Council

256. For the Governing Council's action on the Committee's recommendations concerning "Supporting measures", see paragraph 293 below.

(iv) Development of the programme

257. It was generally agreed that it would be better to deal with the development of the programme within the context of the priority subject areas and functional tasks in which new topics might arise.

258. The Committee agreed to include in the general draft decision on the programme and Fund programme activities (see paras. 285 to 292 below) a recommendation regarding the reclassification within or exclusion from the programme of the subjects dealt with under "Development of the programme".

Action by the Governing Council

259. For the Governing Council's action in this respect, see paragraph 293 below.

(a) Outer limits

260. General support was expressed for the activities proposed in the area of climatic change. It was felt that UNEP should pay special attention to the acquisition of data on the interaction between oceans and polar ice masses, which were necessary for understanding natural and man-made climatic changes. Some delegations called for intensified research on the subject.

261. The proposal of the Executive Director for a meeting on weather modification was supported. While it was considered premature to develop an international agreement on weather modification, it was felt that UNEP should, in preparation for the development of guidelines, support the WMO programmes for the augmentation of precipitation and the evaluation of weather modification experiments. Two delegations proposed that the work in that respect should be closely co-ordinated with the work of the Conference of the Committee on Disarmament on the report to be prepared in response to General Assembly resolution 3264 (XXIX).

262. There was general support for the programme proposed by the Executive Director in the area of possible risks to the ozone layer. It was suggested that emphasis should be given to techniques and instruments for the measurement of ozone levels and of the parameters affecting the ozone layer.

263. With regard to the possibilities of increasing bioproductivity, it was generally agreed that more research and study were required, although one delegation considered that such activity might be outside the scope of the activities of UNEP.

264. The Committee agreed to include its recommendations regarding "Outer limits" in the general draft decision on the programme and Fund programme activities (see paras. 285 to 292 below).

Action by the Governing Council

265. For the Governing Council's action concerning "Outer limits", see paragraph 293 below.

(b) International environmental law

266. It was agreed that the subject area should in future be referred to simply as "Environmental law", rather than "International environmental law", because both national and international environmental law were involved. One delegation felt that the existing phraseology tended to circumscribe the role of UNEP in the area.

267. It was generally agreed that environmental law was of great importance for achieving implementation of environmental policies, strategies and recommendations, both nationally and internationally. Many of the interventions made echoed various statements made in plenary. Delegations generally welcomed the strategy and objectives presented by the Executive Director. Some noted, however, that the area covered was very broad, and indicated the need for the Governing Council to single out subjects for concentration and give guidance to the Executive Director. One delegation felt that the work had by its very nature to proceed slowly, and that caution was necessary in order not to enter without due reflection into a field of extreme complexity which was still largely unexplored.

268. There was widespread support for the suggestion by one delegation that environmental law should be included as an additional functional task within the programme. One delegation observed that environmental law should not be regarded as an independent programme activity, but should be considered as a programme support activity within the functional tasks of UNEP.

269. Noting Governing Council decision 8 (II), 22/ several delegations underlined the vital role that UNEP had to play in promoting environmental law. Some delegations also noted the important role to be played by the International Law Commission, expressed the hope that it would be brought into the picture and that its vast experience and expertise would be utilized, and said that UNEP should not duplicate the work of the Commission. One representative said that, in its activities, UNEP should also make use of governmental experts.

270. One delegation felt that to upgrade the importance of environmental law within the programme would require additional financial resources, and suggested that the Fund allocation for the year 1975 should be doubled.

271. Two delegations considered that the codification of environmental law would be premature, as jurisprudence in the field was very weak and situations varied greatly. One delegation suggested furthermore that only those rules forming part of current State practice could be codified, and that it would be preferable for UNEP to promote legal instruments, such as international agreements and conventions. Another delegation could not agree with the idea that codification of environmental law should be set aside, and proposed that UNEP undertake the task of drafting a general code of environmental law, and that, in order to speed up the work on the subject, a working group be set up. It was also observed that there was an international information system on environmental law in which all Governments were invited to co-operate within the context of IRS.

272. The importance of assisting developing countries in drafting comprehensive environmental legislation and setting up appropriate machinery was generally stressed.

273. One delegation felt that, in the proposed programme framework, it was not advisable to dissociate principle 22 of the Declaration of the United Nations Conference on the Human Environment 23/ from the Declaration itself, and

22/ For the text of the decision, see Official Records of the General Assembly, Twenty-ninth Session, Supplement No. 25 (A/9625), annex I.

23/ United Nations publication, Sales No.: E.73.II.A.14, part one, chap. I.

suggested that they be considered together by combining paragraphs 213 (b) and (c) of the Level Two document (UNEP/GC/31/Corr.2).

274. The representative of Australia submitted a draft decision on environmental law. Although there was wide support for the proposal, certain delegations expressed reservations on those portions which in their view stated inadequately the inseparable link between State responsibility, on the one hand, and liability for environmental damage to areas beyond national jurisdiction, on the other. The representative of Australia introduced orally a revised draft which took those views into account, and the Committee agreed to recommend the revised text for adoption by the Governing Council.

275. The Committee agreed to include its additional recommendations regarding "Environmental law" in the general draft decision on the programme and Fund programme activities (see paras. 285-292 below).

Action by the Governing Council

276. At its 40th meeting, the Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 35 (III)). 24/

277. For the remaining action by the Governing Council concerning "Environmental law", see paragraph 293 below.

(v) International co-operation to combat desertification

278. In considering the part of agenda item 15 assigned to it, the Committee had before it, in the context of its debate on "Terrestrial ecosystems, their management and control", the Executive Director's note on the implementation of General Assembly resolution 3337 (XXIX): International co-operation to combat desertification (UNEP/GC/51/Add.2 and Corr.1)..

279. Introducing the discussion, the Deputy Executive Director drew attention to the programme which formed part of the preparatory process for the United Nations Conference on Desertification, scheduled to be convened in the summer of 1977. The General Assembly had requested that a world plan of action be presented to the Conference for its consideration. The first meeting of the task force to help the Conference secretariat prepare the plan of action would be held towards the end of June 1975. The priority programme and the preparations for the Conference would be linked to the continuing activities of UNEP in the field of arid and semi-arid lands. Much of the work would be integrated with existing projects and programmes of the United Nations system, as well as with other programmes. In view of the emphasis the General Assembly had placed on building up indigenous and autonomous science and technology capacity in the areas concerned, special attention would be given to working with and through national institutions. The proposed budget was a preliminary estimate, and the Executive Director would submit detailed estimates to the Governing Council at its fourth session.

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

280. During the debate, the hope was generally expressed that financial support would be made available to encourage the full participation of developing countries in the Conference. Some delegations recommended that the programme should concentrate on hot arid and semi-arid regions, rather than on cold deserts. Other stressed the need for the new responsibilities of UNEP to be carried out in close working relationship with its existing work programme in arid and semi-arid zones, and for avoidance of unnecessary overlapping. One delegation suggested that relatively lower priority might be given to studies of climate, which were long-term in character, and stressed the need to seek practical solutions to the more immediate problems which caused desertification.

281. Some delegations observed that there was an agreed formula for dealing with participation in United Nations conferences. The Deputy Executive Director said that the secretariat would follow the usual practice of the General Assembly in that respect.

282. One delegation also asked whether UNEP or the interested parties were to meet the interpretation and translation costs of using languages other than official United Nations languages in the Conference. It was agreed that the financial implications would be made available to the General Assembly together with the Governing Council's recommendation in that respect.

283. The Committee recommended a draft decision on international co-operation to combat desertification for adoption by the Governing Council.

Action by the Governing Council

284. At its 39th meeting, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee I (decision 30 (III)). 24/

(vi) General action regarding the proposed programme and Fund programme activities

285. At the conclusion of its debate on the proposed programme and Fund programme activities, as a whole, the Committee considered a draft decision on programme and Fund programme activities suggested by the Rapporteur in the light of the debate. General support was expressed for the draft decision.

286. The representative of the Federal Republic of Germany proposed the substitution of the word "could" for "can" in the first line and "will" in the third line of paragraph 2, and the replacement of "the new international economic order" in the same paragraph by "a new international economic order". 25/

287. The representative of Poland proposed a new text to replace paragraph 4, which originally read:

"Notes the progress which the Executive Director has made in developing the concept of environmental management as encompassing all the functional

25/ References in this and the following paragraphs are to the final text, unless otherwise stated.

tasks which support the priority subject areas of the Programme, and urges him to continue to encourage basic research on environmental methodologies, with a view to developing guidelines and procedures for environmental management which the United Nations Environment Programme can offer at the global, regional and national levels, particularly for application in developing countries;"

He also proposed the addition of the words "policy formulation" before "planning" in paragraph 9 (a).

288. The representative of Sweden proposed a new paragraph 9 (f), and accepted an amendment proposed by the representative of India adding the word "relevant".

289. The representative of Tunisia proposed the addition of the words "and improvement programmes" in paragraph 9 (d). The representative of the United States proposed the replacement of the phrase "Earthwatch, and related research, assessment and ..." in paragraph 9 (h) by "Earthwatch, which consists of research, evaluation, monitoring and ...", the addition at the end of paragraph 9 (i) of the words "and to report to the Governing Council's fourth session on the results of these efforts", and the addition in paragraph 13 of the words "and non-governmental" before "bodies".

290. All the above amendments were accepted and the Committee agreed to recommend the draft decision for adoption by the Governing Council.

291. In addition, the Committee was informed of the decisions of the Council and the action taken in Sessional Committee II regarding the approval of additional allocations for Habitat: United Nations Conference on Human Settlements, the United Nations Conference on Desertification and data-gathering related to the preparation of the Level One report. It considered the proposed apportionment of the allocation for Fund programme activities for 1975 (revised), 1976 and 1977, agreed to reduce by half the allocations under the heading "Development of the programme" and transfer the sums involved to "Environmental management", and recommended a draft decision on the allocation for Fund programme activities for adoption by the Governing Council.

292. The representative of Senegal said his delegation's acceptance of the draft decision on the allocation of resources was on the understanding that, in relation to the programme on energy, the Executive Director would use to the maximum extent the 20 per cent funding flexibility referred to in paragraph 4 of the decision.

Action by the Governing Council

293. At its 40th meeting, the Governing Council adopted by consensus the two draft decisions recommended by Sessional Committee I (decisions 29 (III) and 36 (III)). 26/

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

CHAPTER IV

HABITAT: UNITED NATIONS CONFERENCE ON HUMAN SETTLEMENTS

294. The Governing Council considered the item on Habitat: United Nations Conference on Human Settlements at its 36th meeting and had before it the progress report (UNEP/GC/35) prepared by the Secretary-General of the Conference and transmitted to it by the Executive Director.

295. Introducing the debate, the Secretary-General of the Conference thanked Governments, particularly that of Canada, and members of the United Nations system for their assistance in the preparations for Habitat, which were progressing satisfactorily. There was every reason to believe that Habitat would be successful, but its success would ultimately be judged by how far it led to meaningful change in the planning, management and care of human settlements..

296. Whereas 1974 had been a year of organization, 1975 must be the year of action. At the Preparatory Committee meeting in January, the high level of participation by Governments and the great interest they had shown had been proof of their support for Habitat. Many interim national reports on human settlements had been received. The countries which were active in preparing for Habitat would not only help the secretariat, but would themselves benefit from the experience. The forthcoming regional Preparatory Conferences at Teheran, Cairo, Caracas, and probably Geneva, would be of great importance as an opportunity to review expert papers, exchange views and information and identify issues of regional importance, and Governments should ensure that they were represented at the highest possible level.

297. The Conference secretariat had received many proposals for audio-visual presentations, but, the funds presently available to support national contributions in that field were inadequate. The Secretary-General therefore requested the Governing Council to allocate the \$1.5 million referred to in the progress report of the Preparatory Committee (UNEP/GC/35, paras. 12-15), in order to ensure the broadest possible participation in the audio-visual programme, especially by developing countries.

298. He had visited nearly 70 countries and had found universal dissatisfaction about human settlements. The inability of most national Governments and local authorities to cope with the problems of environmental deterioration in cities was due more to lack of organization and political commitment than to absence of resources. Accordingly, and in response to the increasing public frustration at the problems, the Conference would concentrate on practical solutions to human settlement problems. There was already consensus on certain major themes, but the final provisional agenda would not be drawn up until after the regional Preparatory Conferences had taken place.

299. Comprehensive human settlement policies, based on national territorial planning and integrated with national development plans, should replace purely sectoral approaches. The Conference would ensure that human settlements planning enjoyed

the same degree of universal acceptance as national economic and financial planning, and would lead to a new commitment to social justice and to a resolve to provide appropriate living standards for all citizens. If it succeeded, the investment in time, effort and money would have proved justifiable and worth-while.

300. Delegations gave whole-hearted support to the Conference and endorsed the steps taken and plans made by its secretariat. The Government of the host country, Canada, was congratulated on its plans for Habitat.

301. Several delegations noted that the recent Preparatory Committee meeting had been very useful in helping the Conference secretariat to focus more sharply on the issues, and that the regional Preparatory Conferences would both stimulate wider interest in Habitat and help individual countries in preparing their contributions to the Conference. It was pointed out that countries not represented on the Preparatory Committee could still influence the agenda of Habitat by taking part in the regional meetings. Other delegations sought an assurance that the Secretary-General would continue to keep in close touch with Governments between now and the opening of the Conference.

302. There was general agreement that human settlements problems were already among the most serious issues facing mankind, and would become even more challenging in a world which was fast becoming more urbanized. Some delegations pointed out that human settlements problems could not be divorced from issues of social justice; the situation was most serious in developing countries, where the process of urbanization was most rapid. Several speakers agreed with the Secretary-General that the resources and knowledge needed to deal with human settlements were already available, but needed organizing, which required a new degree of political commitment. The plans for the Conference had aroused public expectation that Governments would act more decisively than in the past. Several delegations considered that human settlements problems could only be tackled as an integral part of economic and social development, and some said strategies for human settlement, housing etc. should be integrated in national development plans. It was pointed out that human settlements problems were central to the relationship between environment and development.

303. Most countries agreed that Habitat should have a strong practical bias and should be consumer-oriented, with the major emphasis on demonstrating how practical solutions could be applied to common problems, and on drawing up an effective plan of action. The Conference should provide a means of exchanging knowledge and experience, and its success should be measured by how far there was a successful transfer of ideas to countries, especially developing countries, in need of guidance on human settlements problems. Several delegations pointed out the need for an integrated approach to the solution of those problems and for a well-structured programme for Habitat.

304. Several delegations emphasized the importance of balance in the themes to be given prominence at the Conference, both between the treatment of different aspects of the problem and between the issues facing different regions. Various delegations suggested the following priority topics for consideration by the Conference:

(a) Exchange of information on human settlements technology, especially utilization of solar energy and recycling of wastes;

(b) Encouragement to developing countries to develop authentic local solutions to the difficulties they faced;

(c) Study of problems resulting from migration from countryside to town, which posed problems in both urban and rural communities;

(d) Rural settlements, which in many developing countries still housed most of the population;

(e) Human settlements in tropical and subtropical regions, where the problem was most serious;

(f) The law and practice relating to land ownership;

(g) Development of appropriate standards for those living in human settlements;

(h) The need to urge the World Bank and other sources of financing to support socially rather than economically profitable projects in human settlements.

305. Many delegations reported on steps being taken at the national level to prepare for Habitat - in some cases as a result of a visit by the Secretary-General - including the organization of conferences, meetings, seminars, workshops or symposia to bring together all those with an interest in the field of human settlements, national co-ordinating committees to prepare for the Conference, a human settlements "co-ordinator" appointed to give a focus to relevant plans, and special publications and competitions designed to increase awareness of the Conference. Several delegations underlined the importance of participation at the local level in preparing for Habitat, and many considered that the involvement of the public at large, as well as non-governmental organizations, was needed to create an informed body of public opinion about human settlements issues. Most speakers gave a brief account of their plans to submit reports, audio-visual presentations etc. as their national contributions to Habitat.

306. There was widespread support for the Secretary-General's request for the allocation of \$1.5 million to finance audio-visual contributions from developing countries. Several delegations sought assurance that the funds would be made directly available to developing countries possessing the technical resources to prepare such contributions, and would not be spent on bringing in outside consultants. Another pointed out that it was the substance of the presentations, not their technical quality, which primarily mattered. Several delegations said that the additional funds should be spent exclusively where they were needed, that is, to support developing countries' submissions. Two delegations voiced their concern that, because of the recent rapid rates of inflation, \$10,000 was insufficient to finance individual presentations from developing countries.

307. Reference was made to the relationship between Habitat and other members of the United Nations system responsible for human settlements problems; the need for close co-operation with the Centre for Housing, Building and Planning of the United Nations Department of Economic and Social Affairs and the importance of a creative link between Habitat and the United Nations Habitat and Human

Settlements Foundation were specifically mentioned. One delegation also expressed the view that there should be no undue haste in reorganizing the United Nations system to deal effectively with human settlements problems; it would be better to await the results of Habitat before taking action. In setting up the Foundation, care should be taken to avoid pre-judging recommendations which might come from Habitat.

308. Many delegations considered participation by non-governmental organizations in Habitat and related activities, inter alia, through the proposed Habitat Forum which would immediately precede it, to be vital. One delegation spoke of the need to ensure effective participation by non-governmental organizations from developing countries. The representative of the International Union of Building Societies and Saving Associations assured Habitat of the full support of the Union, and declared its willingness to provide training and technical assistance.

309. Replying to a number of the points made, the Secretary-General said he was particularly heartened by the response of delegations to the request for an allocation of \$1.5 million. If approved, the extra funds would finance audio-visual programmes from developing countries. Support would be given to those projects which were substantively important; the standard of presentation should be no more than the minimum necessary. The funds could certainly be used to finance local preparation of audio-visual submissions, and the regional workshops the secretariat was planning would be helpful in that respect, particularly to developing countries. The secretariat was working closely with the Centre for Housing, Building and Planning and would maintain close contact with Governments during the remainder of the preparatory period. The support from Governments for the active participation of non-governmental organizations in Habitat was encouraging.

Action by the Governing Council

310. At its 36th meeting, the Governing Council adopted by consensus a draft decision submitted by the Bureau on the allocation of \$1.5 million to the budget of Habitat (decision 37 (III)). 27/

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

CHAPTER V

UNITED NATIONS HABITAT AND HUMAN SETTLEMENTS FOUNDATION

311. The Governing Council considered agenda item 9 at its 37th meeting. The Council had before it the Executive Director's report on the plan and programme of operations for the Foundation (UNEP/GC/36).

312. Introducing the item, the Executive Director recalled that General Assembly resolution 3327 (XXIX) had established the Foundation as of 1 January 1975. He hoped the Council would reach consensus on the guidance the work of the Foundation required now that it was entering its operational phase. In response to General Assembly resolution 3327 (XXIX) and Economic and Social Council resolution 1914 (LVII), which required the Foundation to harmonize its work with the human settlements programme of UNEP, as well as with relevant activities in other parts of the United Nations system, the Foundation would develop close and collaborative working relationships with UNEP, the Centre for Housing, Building and Planning, and other organizations and programmes within the United Nations system, to ensure the effectiveness of its own operations and those of the system as a whole, and avoid duplication. He was grateful to the Centre for its co-operation.

313. The programme of operations of the Foundation, especially for the first two years, was intended to be realistic, but not overly modest. The administrative machinery for the Foundation would be established as soon as possible, and the Council should review the organizational structure of the Foundation after two years to ensure its continued success. The mandate of the proposed Advisory Board for the Foundation was to be strictly an advisory one, and the agencies concerned would be fully consulted about invitations to serve on the Board.

314. The success of the Foundation would depend on the resources made available to it by the international community. The Executive Director accordingly appealed to all Governments and other bodies to announce their pledges as early as possible.

315. The representative of Kenya, speaking on behalf of the members of the Group of Seventy-seven represented in the Council, expressed satisfaction that the Executive Director's report and statement reflected so well the recommendations of the Council at its second session, which had led to General Assembly resolution 3327 (XXIX). The Foundation, which was established as an integral part of UNEP, had the capacity to become the most effective of the international bodies dealing with human settlements problems, since it was designed to ensure a comprehensive approach to settlement policy and to devise workable solutions to problems which had received too little attention in the past.

316. The activities of the Foundation should take place within the framework of national programmes for human settlements planning and development, which in

turn must be an integral part of national development plans. The entire human settlements programme of each country, together with information about available resources - personal savings, investment funds and government funds - could be referred to the Foundation, which would examine the programme in the context of the national situation and the funds available. The Foundation could also offer technical assistance to countries which had not prepared human settlements programmes; it was, though, important to be clear that a country could choose to receive financing either on a programme basis or on a project basis. The relationship between the Foundation and Governments should be elaborated, since the Executive Director's report was not clear on the subject; in the view of the Group of Seventy-seven, the responsibility for formulating and managing programmes should lie with recipient Governments. The Foundation's assistance to Governments might take the form of grants or loans, or a combination of both, and it could either make funds available from its own sources, or obtain funds from elsewhere. The mechanics for funding should remain flexible; a revolving fund would be needed.

317. In the view of the Group of Seventy-seven, the following points needed emphasis:

- (a) The first concern must be for those most in need in each country;
- (b) The Foundation should devote its resources to programmes and projects that would meet the over-all objectives of UNEP;
- (c) Technical assistance and research should be funded by grants;
- (d) The Foundation should encourage the development and use of local technology and materials;
- (e) The Foundation should assist the exchange of ideas on developing life-styles suited to various communities, and on innovation and adaptation of construction techniques;
- (f) The staffing of the Foundation should relate to its functions.

318. The members of the Group of Seventy-seven represented in the Council believed that it was time for all countries to contribute to the resources of the Foundation and that public opinion should be mobilized in its favour. They endorsed the Executive Director's request that the Governing Council approve the plan and programme of operations for the Foundation; the Executive Director should be authorized to proceed with their implementation forthwith, taking into account the views expressed in the statement made on behalf of the Group of Seventy-seven.

319. A number of delegations, speaking on their own behalf or on behalf of regional groups, reaffirmed their support for the statement made by the representative of Kenya on behalf of the Group of Seventy-seven.

320. Most of the delegations participating in the debate said that the Foundation should become operational immediately. Several representatives noted with satisfaction the Executive Director's determination that the Foundation would co-operate with other parts of the United Nations system, and particular importance was attached to its close working relationships with the Centre for Housing, Building and Planning.

321. The delegation of China drew attention to the possible operational links between the Foundation and IBRD and demanded the expulsion of the Chiang clique from membership of the Bank.

322. The international nature of the Foundation was emphasized. One delegation said developed countries should sponsor the Foundation, while another, from a developing country, considered that developing countries, especially those with excess liquidity, should also contribute to its finances. Some developing countries pointed out that the Foundation could also help developed countries in dealing with their human settlements problems.

323. A number of representatives said their Governments would co-operate in all ways with the Foundation in attaining its goals. The representative of Iraq expressed his Government's willingness to act as host for the Foundation's headquarters. Some countries indicated that they would communicate to the Executive Director in the very near future their financial contribution to the Foundation.

Action by the Governing Council

324. At the Council's 37th meeting, the President submitted a draft decision introduced by the representative of Kenya on behalf of the Group of Seventy-seven.

325. The Governing Council adopted the draft decision by consensus (decision 38 (III)). 28/

28/ Idem.

CHAPTER VI

MATTERS ARISING FROM THE GENERAL PROCEDURES GOVERNING THE OPERATION OF THE FUND OF THE UNITED NATIONS ENVIRONMENT PROGRAMME

326. Agenda item 10 was allocated to Sessional Committee II for consideration. The Committee had before it the following documents: general guidelines for the execution of projects (UNEP/GC/37); amendments to the general procedures governing the operations of the Fund of UNEP and to the Financial Rules of UNEP (UNEP/GC/38); review of the level of the Fund programme reserve (UNEP/GC/39); review of the level of the financial reserve (UNEP/GC/45) and Fund of the United Nations Environment Programme: financial report and accounts and report of the Board of Auditors (UNEP/GC/52).

A. General Guidelines for the execution of projects

327. During the debate on the general guidelines, a number of representatives expressed a desire for the development of a mechanism for evaluating Fund-supported projects. One delegation urged that the mechanism, once established, be reviewed at a future date when more specific evaluative proposals could be made. Another stressed the importance of devising criteria for the selection of projects, and another felt that effectiveness, more than cost, of projects was an important element of evaluation. It was also suggested that a paragraph regarding the evaluation carried out during the year should be included in future reports on the implementation of the Fund programme. Some delegations expressed concern that agencies were authorized to overspend by 5 per cent on the total cost of a project. It was thought that overuse of that provision might result in significant overspending in the programme as a whole. One delegation asked that, before UNEP supported any project in a country, the Government of that country be informed. Another suggested that the Executive Director should give consideration to the submission to the Governing Council, for its approval, of some projects, as provided for in article VI, paragraph 5, of the general procedures governing the operations of the Fund of UNEP. One delegation pointed out that it could be useful to incorporate a provision into the general guidelines stating that the beneficiary of a project should be indicated in the project document.

328. One delegation suggested that the secretariat should give thought to increasing the number of projects financed by the Fund for implementation by co-operating agencies and supporting organizations and reducing the number of projects implemented through direct contracting. The same delegation also observed that, in its activity, the secretariat should comply carefully with the terms of General Assembly resolution 2997 (XXVII), which stated that the Environment Fund was to be "directed to the need for effective co-ordination in the implementation of international environmental programmes of the organizations in the United Nations system and other international organizations".

329. The Assistant Executive Director (Fund and Management) indicated that, in respect of criteria for the selection of projects, the introduction to the report on proposed Fund programme activities outlined the direction of the Executive Director's thinking. Completed and ongoing projects had, of course, been evaluated, but on an ad hoc basis. The Executive Director was conscious of the importance of systematic evaluation and would give it increased attention, on a practical rather than a theoretical basis, as there was no need to contribute further to the literature existing within the United Nations system on project evaluation. It was co-operating agencies that had requested expenditure flexibility, to facilitate various adjustments in projects, and the Executive Director was confident that over-expenditure on some projects would be balanced by under-expenditure on others, and that the over-all effect of the provision would not create any difficulty. The Executive Director would in any case monitor the extent to which the provision was being used.

330. In reply to a question, the Assistant Executive Director described the process of joint programming which had been applied on an experimental basis with two agencies, and expressed the hope that that approach to identifying the best means of committing the resources of the Fund could be generalized. The paramount objective of the joint programming exercise would be to further the aims and objectives of UNEP, and agencies would be expected to show sufficient flexibility to reflect those aims and objectives in their environmental activities. Because the objective of UNEP was to influence the activities of other agencies, a major segment of its actions would be directed at the over-all programmes of those agencies and, as such, would be classified as global in character. However, if UNEP were successful in adding an environmental dimension to the agency programmes, there would be secondary effects at the regional and local levels which could be ascribed to UNEP's programme activities.

331. The Sessional Committee recommended for adoption by the Governing Council a draft decision on general guidelines for the execution of projects.

Action by the Governing Council

332. At its 39th meeting, the Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 40 (III), sect. E). 29/

B. Amendments to the general procedures governing the operations of the Fund of UNEP and to the financial rules of the Fund of UNEP

333. Delegations noted that Governing Council decision 10 (II) had necessitated amendments to the general procedures governing the operation of the Fund of UNEP which, together with additional amendments reflecting certain changes in the proposed format of the budget, were now submitted for consideration.

334. Two delegations suggested that an article referring specifically to those paragraphs of General Assembly resolution 2997 (XXVII) outlining the purpose

29/ Idem.

of the Fund could appropriately be included in due time in chapter I, introduction, of the general procedures governing the operations of the Fund.

335. The Committee recommended for adoption by the Governing Council a draft decision amending the general procedures and the financial rules.

Action by the Governing Council

336. At its 39th meeting, the Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 40 (III)), sect. II). 29/

C. Review of the level of the Fund programme reserve

337. During the discussion of the Fund programme reserve, one delegation asked whether the financing of pre-programming activities for the development of the programme, and of the support for data-gathering related to the preparation of the Level One report, might not more properly be charged to Fund programme activities or to programme and programme support costs than to the Fund programme reserve, as suggested in the Executive Director's note. Another delegation pointed out that those activities could not be deemed "unforeseen", and thus should be costed.

338. After further consideration of the matter, it was agreed that pre-programming activities for the development of the programme would either be undertaken in areas which were foreseen in the section "Development of the programme" in the proposed Fund programme activities, or would be unforeseen; in the latter case, the Executive Director could finance them from the Fund programme reserve without requesting an additional authority from the Governing Council.

339. Regarding the support for data-gathering related to the preparation of the Level One report, the Chairman suggested that it could be financed either from the Fund programme reserve up to a yearly maximum of \$250,000 - a figure suggested by the Executive Director - or from Fund programme activities. The Committee generally preferred the second alternative, and requested the Chairman to so inform the President of the Governing Council with a view to having the matter referred to Sessional Committee I for consideration in the context of the proposed Fund programme activities. While some delegations indicated that it would then be logical to decrease the level of the Fund programme reserve by a corresponding figure of \$250,000 per year, the Committee thought that \$1 million was an appropriate order of magnitude for the Fund programme reserve.

340. Some delegations commented on the inclusion of provisions which would explicitly endorse future increases in the level of the Fund programme reserve. It was agreed that sections (d) and (e) of the suggested decision in the Executive Director's note should merely be noted.

341. The Committee recommended a draft decision on the level of the Fund programme reserve for adoption by the Governing Council.

Action by the Governing Council

342. At its 39th meeting, the Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 42 (III), sect. II). 29/

D. Review of the level of the financial reserve

343. There was general agreement on the Executive Director's proposal that the level of the financial reserve be set at a percentage of estimated expenditures, rather than of estimated resources, and that the figure be approximately 3 per cent. However, several delegations asked for clarification regarding the suggested "approximate" nature of the percentage of expenditures. Queries were also made on the investment policy and custodianship of UNEP funds. The representative of Italy announced his Government's pledge of \$2 million for the five-year period 1974-1978.

344. The Assistant Executive Director explained that the level of the financial reserve was given "approximately" because the Executive Director thought that it should be expressed in rounded figures. While the Secretary-General of the United Nations was the custodian of UNEP funds and thus managed their investment, the Executive Director had responsibility for the Fund account. In the view of the Executive Director, the arrangement had proved satisfactory.

345. The Committee recommended for adoption by the Governing Council a draft decision concerning the level of the financial reserve.

Action by the Governing Council

346. At its 39th meeting, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 42 (III), sect. I). 29/

E. Fund of the United Nations Environment Programme: financial report and accounts and report of the Board of Auditors

347. In the course of the debate, delegations asked whether it was proper for the Governing Council to note or accept the accounts for the year ended 31 December 1973, in view of the fact that the General Assembly had already accepted the accounts. The Assistant Executive Director pointed out that the Executive Director had met the formal requirements of financial rule 214.1 by transmitting the accounts with audit opinion and report from the United Nations Board of Auditors to the Advisory Committee on Administrative and Budgetary Questions, the Governing Council and the General Assembly, but noted that the rule was silent on what those bodies should do with the accounts. Pending legal advice, he was unable to state whether or not the Governing Council could appropriately accept the accounts subsequent to that having been done by the General Assembly.

348. Some representatives felt it would be desirable to seek a method whereby the Governing Council could examine audited accounts prior to their submission to the General Assembly. It was agreed that the whole question of the application of rule 214.1 with respect to the action required of the Governing Council should

be studied by the Executive Director, and considered by the Governing Council at its fourth session.

349. With reference to the observations made by the Advisory Committee on Administrative and Budgetary Questions and the Executive Director's comments thereon (UNEP/GC/52), some delegations expressed concern about the level of use of consultants; one delegation advanced the view that the Executive Director seemed to have taken somewhat lightly the comments of the Board of Auditors on the subject. The Chief of the Division of Administration recalled that the large over-expenditure in 1973 on consultants, which had occurred during the period in which the Executive Director was attempting to assemble his staff at Nairobi, had been explained to the Governing Council at its second session. Over-expenditures on consultants had been offset by non-utilization of staff posts in that early period.

350. The Committee recommended for adoption by the Governing Council a draft decision concerning the financial report and accounts.

Action by the Governing Council

351. At its 39th meeting, the Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 41 (III), sect. II). 29/

CHAPTER VII

FINANCIAL AND BUDGETARY MATTERS

352. Agenda item 11 was allocated to Sessional Committee II for consideration. The Committee had before it the following documents: report on the implementation of the Fund programme in 1974 (UNEP/GC/40 and Corr.1-3); review of the Fund programme for 1975, review and approval of the medium-term plan (1976-1979) and approval of the Fund programme for 1976-1977 (UNEP/GC/41 and Add.1 and 2); the establishment of a rationale for the allocation of the expenses of UNEP between the United Nations regular budget and the Environment Fund and the format of the budget of the Environment Fund (UNEP/GC/42); report on the pre-feasibility study on the environmental aspects of the construction of a permanent headquarters for UNEP in Nairobi and the financing of an architectural and engineering survey (UNEP/GC/46); Revolving Fund (Information) (UNEP/GC/47); report on Fund programme reserve activities, 1974 (UNEP/GC/48); revised 1974-1975 budget estimates for programme and programme support costs of the Fund of the United Nations Environment Programme (UNEP/GC/49); proposed budget for programme and programme support costs 1976-1977 (UNEP/GC/50 and Corr.1); revised 1974-1975 budget estimates for programme and programme support costs of the Fund of the United Nations Environment Programme and proposed budget for programme and programme support costs 1976-1977: proposed construction of temporary premises for the United Nations Environment Programme at Nairobi (UNEP/GC/54); report of the Advisory Committee on Administrative and Budgetary Questions on the revised 1974-1975 budget estimates for programme and programme support costs of the Fund of the United Nations Environment Programme and on the proposed budget for programme and programme support costs, 1976-1977 (UNEP/GC/L.26); and revised 1974-1975 budget estimates for programme and programme support costs for the Fund of UNEP and proposed budget for programme and programme support costs 1976-1977 (UNEP/GC/L.28), containing the Executive Director's comments on the report of the Advisory Committee on Administrative and Budgetary Questions.

A. Report on the implementation of the Fund Programme for 1974

353. The Assistant Executive Director introduced the reports on the implementation of the Fund programme in 1974. Several delegations stated that they found the presentation of the various financial reports too complex. They requested that for future sessions, an attempt should be made to simplify the documentation so as to reflect more precisely the agenda items, and that the documents should be available at an earlier date.

354. Several delegations showed concern at the low level of expenditures for Fund programme activities and at the small size of many projects. They also pointed out that the volume of so-called internal projects appeared very high. The Assistant Executive Director said he shared the concern expressed regarding the small scale of many projects approved so far; however, small projects had been utilized, particularly in the first phase of operations, in order to explore avenues for larger-scale projects, and the same considerations applied to the

large number of projects requiring internal implementation. Several representatives noted that smaller projects were more likely to be appropriate for smaller institutions in developing countries, and expressed the view that a balance should be established between larger and smaller projects. It was noted that pilot projects should, if possible, be of benefit to all regions, and that projects in general should yield visible benefits.

355. One delegation proposed that the secretariat should state to what extent the allocations for 1974, 1975 and 1976 met the real needs of the programme of activities, and pointed out that UNEP still did not have sound criteria for project classification and that too large a portion of the funds was being used to finance internal, local and regional projects.

356. In reply to a question concerning agency overhead costs, the Assistant Executive Director explained that the Fund assisted agencies in the implementation of their own programmes by placing resources at their disposal for emphasizing the environmental dimension of their activities. It was consistent with that basic rule of UNEP to expect the agencies to share fully the burden of such activities; thus UNEP should not be expected to pay agency overhead costs for such projects financed by the Fund.

357. A number of delegations expressed a wish to receive regularly both information about projects approved and reports on completed projects; it was suggested that such material be supplied on a systematic basis rather than on request. Some delegations added that the relevant experience of other United Nations bodies and agencies should be taken into account, and that special consideration should be given to whether a regular reporting system, such as that of the ILO, could be adopted by UNEP. The Assistant Executive Director said that, although it might create certain logistic problems, the possibility of complying with the suggestions would be studied.

358. One delegation suggested that in future more detailed information should be given, on a project-by-project basis, about actual expenditures against commitments. The Assistant Executive Director said that the information could be made available, subject to the closing of the accounts.

359. One delegation, supported by several others, pointed out that a project for an environmental protection agency in Israel had no priority compared with other regional projects. They therefore opposed the allocation for it, which was out of proportion with other regional allocations for technical assistance, in terms both of financial support and of duration. One of them stated that its Government had requested similar assistance, which seemed to have high priority in the region concerned, and that many other countries would have similarly liked to be so assisted. The Assistant Executive Director explained that the project in question was not of a regional nature, but was in response to a request from a specific country for technical assistance. The delegations concerned expressed their dissatisfaction at that explanation.

360. The Committee recommended for adoption by the Governing Council a draft decision concerning the implementation of the Fund programme for 1974.

Action by the Governing Council

361. At its 39th meeting, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 41 (III), sect. I). 30/

B. Report on the pre-feasibility study on the environmental aspects of the construction of a permanent headquarters for UNEP at Nairobi and the financing of an architectural and engineering survey

362. In the debate on the report, two delegations pointed out that it seemed unlikely that the architectural and environmental survey could be completed in time for the thirtieth session of the General Assembly, in accordance with the intention stated in the Executive Director's note (UNEP/GC/46); they wondered what would be the financial implications of a delay in the survey. One delegation inquired whether a study had been made comparing rental rates at Nairobi with the cost of constructing a permanent headquarters.

363. The Chief of the Division of Administration indicated that it would not be possible for the survey to be completed in time for the thirtieth session of the General Assembly, and that the current target date for its completion was by the thirty-first session. It would be necessary to await the results of the survey, which would provide cost estimates for the proposed building, in order to ascertain the comparative benefits of constructing a permanent headquarters versus the rental of premises.

364. The Committee recommended for adoption by the Governing Council a draft decision concerning the Executive Director's report and the financing of the architectural and engineering survey.

Action by the Governing Council

365. At its 39th meeting, the Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 42 (III), sect. VII). 30/

C. Revolving Fund (Information)

366. The Committee noted that UNEP had obtained the services of an expert from a major specialized agency in formulating the rules of the Revolving Fund (Information), but that it had not been possible to bring the Fund into existence during 1974.

367. One delegation asked if the allocation approved by the Governing Council at its second session had lapsed, and if it were therefore necessary to approve a new allocation. Another expressed a wish to see expenditures on the Revolving Fund broken down into specific categories, such as wages and printing. The Assistant Executive Director confirmed that the previous allocation had expired and explained that, in the reports which were required to be submitted annually to the Governing Council on the use of the Revolving Fund, expenditures would

30/ Idem.

be attributed to the various purposes the Fund was designed to serve. In response to a question by one delegation, he said that UNEP publications could in fact be funded from several sources of finance.

368. The Committee recommended for adoption by the Governing Council a draft decision concerning the Revolving Fund (Information).

Action by the Governing Council

369. At its 39th meeting, the Council adopted by consensus the draft decision 42 recommended by Sessional Committee II (decision 42 (III), sect. III). 30/

D. Review of the Fund programme for 1975, review and approval of the medium-term plan (1976-1979) and approval of the Fund programme for 1976-1977

370. Opening the debate, the Assistant Executive Director outlined the necessity for preliminary consideration of agenda items 11 (b) and (c), to determine the amounts which could be made available for Fund programme activities in the years 1975 to 1977, in order to enable Sessional Committee I to consider agenda item 7 (c) on Fund programme activities. The decision taken would not be final, but would be indicative for the other Committee. Introducing the medium-term plan for 1976-1979, he pointed out the necessity of examining proposals beyond the five-year period 1973-1977 previously used as a planning figure for Fund resources and activities; the Executive Director had decided to make such projections on the basis of an appropriate level of activities, rather than of an assumed level of resources.

371. During the debate, one delegation asked whether the projected level of Fund programme activities for the medium-term plan had taken into account inflationary trends and currency fluctuations. One delegation noted that for the second biennium a clearer indication should have been given on proposed Fund programme activities and their financial consequences, in order to enable Governments to decide on their future commitments. Several delegations expressed concern at the large carry-over of funds from one year to the next, particularly for 1975; they wished to see the level of expenditure by the Fund increase as rapidly as was practicable. Several delegations also noted that, in 1974, there had been a substantial lag between appropriations for Fund programme activities and actual expenditure for such activities, and requested an explanation of that situation.

372. The Assistant Executive Director replied that, in the formulation of the medium-term plan, inflationary trends and currency fluctuations were taken into account. He indicated that the carry-over foreseen for 1975 and 1976 reflected a desire to see the resources of the Fund utilized according to thoroughly considered programme priorities, a carefully developed managerial "capacity to spend" and a satisfactory programming method with agencies, rather than to engage in spending just because funds were available. The development of such elements required some time, and it would be in 1977 that equilibrium would be reached between resources and expenditures. Furthermore, it would be administratively unsound at the present stage to spend all the money available in any one year, since that could lead to undesirable fluctuations in the level of UNEP activity.

373. One representative noted the proposed deficit for the year 1977 and thought it would be desirable to reduce the level of Fund programme activities for that year rather than show such a deficit. The Assistant Executive Director said the Executive Director was confident that the level of resources for 1977 would be increased through further pledges and that the deficit would thus be eliminated.

374. It was agreed that the Chairman of the Committee should address a letter to the Chairman of Sessional Committee I stating that, after preliminary review of the medium-term plan proposals of the Executive Director, the Committee had decided to allocate provisionally for Fund programme activities \$20 million for 1975, \$27 million for 1976 and \$35 million for 1977, and that those figures should serve as an order of magnitude for consideration by Sessional Committee I of the Executive Director's proposals under agenda item 7 (c). Furthermore, the Chairman was asked to notify Sessional Committee I that, if it were found necessary to recommend additional allocations, in particular for the United Nations Conference on Desertification and Habitat, the necessary resources could be made available, and that Sessional Committee II would like to be kept informed of progress in the consideration of item 7 (c) so that it could finally approve the amounts allocated for Fund programme activities in the year 1975-1977.

375. Having been informed by the Bureau of the proposals of Sessional Committee I regarding revised allocations for Fund programme activities, the Committee resumed its consideration of agenda item 11 (b) and (c).

376. One delegation expressed the view that inflation should not be built into calculations of the level of the Fund programme reserve, and proposed that the reserve should be maintained at the same level throughout the period of the medium-term plan. Several delegations stated that the Fund programme reserve served a limited purpose only, and that any funds not allocated for Fund programme reserve activities could be allocated to Fund programme activities. The growth of the programme would be reflected in the growth of the Fund programme activities.

377. One delegation, supported by other delegations, said that it was appropriate for UNEP activities to grow, that the Fund programme reserve should grow concomitantly and that there should be some relationship between a growing level of Fund programme activities and the Fund programme reserve activities. He stated further that inflation was a reality which should be acknowledged and reflected in the level of the Fund programme reserve.

378. In view of the difference of opinion, the Chairman called for a vote. The proposal of the Executive Director for an increase of the Fund programme reserve to \$1,100,000 in 1976 and \$1,200,000 in 1977 was not accepted. A second vote favoured the maintenance of the level of the Fund programme reserve at \$1 million in both 1976 and 1977, and the Committee recommended for adoption by the Governing Council a draft decision to that effect.

379. In the light of the revised proposals presented by the Executive Director regarding the level of Fund programme activities for the years 1975 to 1977, the Committee recommended for adoption by the Governing Council a draft decision on the amounts to be allocated for the years in question.

380. In the consideration of the Executive Director's proposals regarding the medium-term plan, one delegation pointed out that the plan was to be reviewed

at subsequent sessions and could be adjusted. Another delegation drew attention to the fact that it was not in a position to make any commitments of a financial nature for the years 1978 and 1979.

381. The Committee recommended for adoption by the Governing Council a draft decision concerning the medium-term plan.

Action by the Governing Council

382. At its 40th meeting, the Council adopted by consensus the three draft decisions 31/ recommended by Sessional Committee II.

E. The establishment of a rationale for the allocation of the expenses of UNEP between the United Nations regular budget and the Fund of UNEP and the format of the budget of the Fund

383. Several delegations considered that a zero staff growth approach for UNEP within the regular budget of the United Nations was unsatisfactory. Some delegations said that the proposed allocation of expenditure did not reflect the intention of General Assembly resolution 2997 (XXVII). Another delegation stated that the environment was an important area of United Nations concern which should be able to compete with other areas of activity for financing. One delegation asked what rationale had been used for allocating 34 posts from the regular budget of the United Nations for UNEP in 1972. Several delegations suggested that the matter be referred to the General Assembly for sympathetic consideration. Some delegations, on the other hand, considered that the rationale presented by the Executive Director, although unsatisfactory, was the only practical solution at present; it should be considered, however, as a temporary solution only. Many delegations supported the idea that the rationale proposed by the Executive Director should be accepted for a specified and limited period only and that future biennial arrangements should be taken up with the Secretary-General.

384. In answer to a question, the Assistant Executive Director indicated that the Governing Council had no competence to make decisions on the regular budget, but could only make recommendations regarding it; however, it was competent to consider the rationale for the allocation of expenses in respect of its effects on the budget of the Environment Fund. The real growth of the budget of the United Nations had been set at a ceiling of 2 per cent for the biennium, and even a considerably higher rate would have a negligible effect in providing for the real needs of the UNEP secretariat as prescribed in General Assembly resolution 2997 (XXVII). The Executive Director had little choice but to recognize the political realities of the situation in terms of the constraints attached to the growth of the regular budget; and had accepted the consequences of that situation in proposing the rationale.

31/ Idem. The decision on the medium-term plan appears as decision 42 (III), sect. V, and the decisions on the Fund programme for 1975-1977 are included in decision 42 (III), sect. VI.

385. The Committee recommended for adoption by the Governing Council a draft decision concerning the rationale for the allocation of the expenses of UNEP between the United Nations regular budget and the Fund.

Action by the Governing Council

386. At its 39th meeting, the Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 42 (III), sect. IV). 32/

F. Revised 1974-1975 budget estimates for Programme and programme support costs of the Fund of the United Nations Environment Programme

387. Some delegations drew attention to the proportion of requests for additional posts at higher rather than at lower levels, and questioned the criteria used in deciding the appropriate level for posts. In particular, the need for an additional post at the Assistant Secretary-General level at the present stage, and for an additional P-2 post in the Geneva Liaison Office, was questioned. One delegation queried the need for a car at the Geneva office, and asked whether UNEP conformed to United Nations standards in the acquisition of vehicles. Another asked if a decision by the Governing Council regarding a telecommunication link at Nairobi would prejudge a decision to be made in New York with respect to the United Nations telecommunication network, while another expressed concern at the level of use of consultancies and asked how UNEP determined constants' fees.

388. The Chief of the Division of Administration explained that consultant fees were normally based on the qualifications of the consultant, the estimated value of the services to be rendered and the estimated amount of time required to complete the task. Those factors were then related to established United Nations salary scales to determine the consultant's fee; it was hoped that, in future, UNEP would be able to adhere to new consultancy guidelines now being formulated at United Nations Headquarters. The United Nations telecommunication network was being upgraded at present, Nairobi would be a new link in the system, and the proposal contained in the revised estimates for 1974-1975 was fully consonant with decisions already made in New York. The Chairman of the Committee had been advised by the Executive Director that he attached great importance to the establishment of a new post at the Assistant Secretary-General level in the Bureau of the Fund and Management. The Assistant Executive Director said that the importance of the Geneva Liaison Office for co-ordination with other agencies and as a backstop for project management justified an additional post at the P-2 level. The Executive Director proposed to delay for a few months, a final decision on the acquisition of the car requested for the Liaison Office, in order to ascertain whether transportation facilities provided by the United Nations Office at Geneva could meet the needs of the Liaison Office. He pointed out that UNEP did conform to United Nations standards regarding vehicle acquisition.

389. The Committee recommended for adoption by the Governing Council a draft decision concerning the allocation for programme and programme support costs in 1975.

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

Action by the Governing Council

390. At its 39th meeting, the Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 42 (III), sect. VI). 32/

G. Proposed budget for Programme and programme support costs 1976-1977

391. Several delegations asked why no staff growth was envisaged during the biennium 1976-1977 in the Division of Technical Assistance and Training; the activities of that Division were particularly important to the mandate of UNEP, and it should be provided with adequate staff resources. Some delegations questioned the need for three additional posts at the D-1 level in the Bureau of the Programme. One delegation pointed out that the growth of the staff of UNEP was to some extent one-sided; the number of D-1 positions in the three programme divisions was increasing, whereas it would be preferable to increase the complement of Professional staff at the P-3, P-4 and P-5 levels. One delegation suggested that, in future, manning tables be presented to show divisional allocations. Another delegation asked for an explanation about the proposed increase in General Service posts in the Programme Management Division in the Bureau of the Fund and Management. Another delegation referred to the comments made in Sessional Committee I concerning the public information component of the programme, and asked what efforts were being made by UNEP to increase public awareness of its activities. Two delegations stated that they could not accept the concept of inflation built into the figures in the proposed budget nor, for that matter, into any part of the medium-term plan. They would like to see inflation taken into account only in a readjustment of the proposed budgetary figures after the inflation had, in the event, taken place.

392. The Assistant Executive Director recalled that the Executive Director attached very high priority to technical assistance and training and explained that his staffing proposals for 1976 and 1977 reflected the way in which technical assistance was to be handled by UNEP. The Division of Technical Assistance and Training was not a self-contained unit handling all such activities completely. Substantive support to technical assistance was given by other programme divisions, while the Programme Management Division was responsible for the management of the projects. In addition, the Executive Director was proposing the establishment of a programme activity centre for environmental education and training, and also regional advisory teams, to be financed as projects, which would provide technical assistance at the field level. The Division of Technical Assistance and Training would largely act as co-ordinator for those various activities, and the proposed staff resources provided for the purpose were currently considered adequate, though the Executive Director would keep the matter under review.

393. The Assistant Executive Director (Programme) explained that the D-1 posts were necessary in his Bureau in particular because the nature of the work often required divisional heads to be absent from Nairobi, whereas high-level substantive backstopping and staff guidance were required at UNEP headquarters at all times. With respect to the public information component of the work of UNEP, the Executive Director was considering proposals for publications which carried no specific budgetary requirements, since they could be financed as Fund programme

activities, and it was hoped that they would be economically self-sufficient after a few years. The Chief of the Division of Administration stated that manning tables by divisions could be made available as supplementary information to the Governing Council. The additional General Service posts in the Programme Management Division were requested for the Joint Project Control Unit, which served both the Bureau of the Fund and Management and the Bureau of the Programme. More resources would be needed for the Unit in the 1976-1977 biennium as UNEP undertook more projects, and the initial temporary arrangements would need to be put on a more permanent basis. The Assistant Executive Director (Fund and Management) explained that the budget had been prepared according to guidelines set down by the Secretary-General. To prepare Fund budget proposals without taking inflation into account would be at variance with those guidelines and contrary to the agreed policy of presenting regular budget and Fund budget proposals in an integrated way. In answer to a question, he further pointed out that, in pursuance of the principles set down by the Advisory Committee on Administrative and Budgetary Questions, a semi-full budgeting approach had been retained in the guidelines for the preparation of the budget, rather than a full-budgeting approach.

394. The Sessional Committee recommended for adoption by the Governing Council a draft decision on the allocation for programme and programme support costs for 1976 and 1977.

Action by the Governing Council

395. At its 39th meeting, the Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 42 (III), sect. VI). 32/

H. Proposed construction of temporary premises for the United Nations Environment Programme at Nairobi

396. The Chief of the Division of Administration referring to the foot-note on page 1 of the Executive Director's note on the proposed construction of temporary premises (UNEP/GC/54), said that a cable had been received from the Assistant Secretary-General, Office of Financial Services, and Controller of the United Nations, which read as follows:

"On proposed note by Executive Director to Governing Council on construction temporary premises, on basis information provided I have no objection to issuance of above note subject to same stating clearly that in no case additional financial implication will arise under regular budget for any biennium. I will inform Chairman ACABQ by letter and would appreciate being informed as soon as possible related decision by Governing Council."

397. One delegation stated that the time-table for construction of the temporary UNEP premises seemed optimistic. Some delegations had questions regarding the provision and cost of conference facilities after the move to temporary premises. One of them asked if the floor space at those premises would be sufficient to meet the needs of UNEP. One delegation noted that it would be difficult to have headquarters in one building and conference facilities in another. Another delegation asked if the resources available from the United Nations regular budget would be sufficient to meet the financial requirements from the regular budget for

the proposed temporary premises. Some delegations asked about the fate of the temporary buildings once the permanent headquarters were completed, particularly in terms of recovery of costs. One delegation asked what actual savings would be realized in moving to temporary premises and whether it would be necessary to pay a penalty for moving out of the Kenyatta Conference Centre, and questioned whether all economic factors had been adequately reflected in the Executive Director's note. One representative expressed the view that the note did not give full details of the proposed project, and said he was not fully convinced of the necessity and advantage of the project.

398. The representative of Kenya pointed out that his Government attached great importance to the move of UNEP to new premises, as the projected growth of UNEP and planned uses for the Kenyatta Conference Centre would inevitably make continued occupation of the present headquarters difficult. That importance was reflected in the substantial commitment of funds by his Government to assist in a speedy relocation. Many delegations thanked the Government of Kenya for its generous offer of a contribution to the building of the temporary premises.

399. The Chief of the Division of Administration said that the time-table for construction of temporary premises was tight, but based on the information available at present, it was feasible. The proposed date of moving would have the least impact on the workload. Conference facilities would continue to be provided by the Government of the host country at the Kenyatta Conference Centre at no cost. Present best estimates for foreseen growth indicated that the proposed floor space at the new site would be sufficient; furthermore, it would be possible to erect further temporary buildings on the site if necessary. The fate of the temporary buildings would have to be decided after completion of the permanent headquarters. Estimates were that there could be a 10 to 20 per cent recovery on demolition of concrete temporary buildings and a slightly higher recovery on wooden buildings. If the move to temporary premises were made, there would be potential cash savings of \$90,000 over the six-year period before the permanent headquarters were completed and, in addition, UNEP would have at its disposal an extra 20,000 square feet of floor space which must also be taken into account in determining savings. By agreement with the Government of Kenya, no penalty would need to be paid for moving out of the Kenyatta Conference Centre before the current lease expired.

400. The amount required from the United Nations regular budget, as outlined in the Executive Director's note, was the best estimate currently available; details would be worked out with the Secretary-General. It should be kept in mind, moreover, that financial considerations represented only one aspect of the problem.

401. The Committee recommended for adoption by the Governing Council a draft decision concerning the construction of temporary premises for UNEP.

Action by the Governing Council

402. At its 39th meeting, the Governing Council adopted by consensus the draft decision recommended by Sessional Committee II (decision 42 (III), sect. VII). 32/

CHAPTER VIII

QUESTION OF CONVENING A SECOND UNITED NATIONS CONFERENCE ON THE HUMAN ENVIRONMENT

403. The Governing Council considered agenda item 12 at its 38th meeting. The Council had before it the Executive Director's note on the question of convening a second United Nations conference on the human environment (UNEP/GC/43). It was generally agreed that a second conference could be profitably held only if sufficient time were allowed to elapse after the Stockholm Conference for Governments to develop a perspective on environmental issues and on the results of the work of UNEP; therefore, the conference would probably be most profitable if held in 1980 or after. Many representatives pointed out that important United Nations conferences and meetings held or to be held in 1975, 1976 and 1977 should provide useful inputs for a second conference on the environment, and it would therefore be sensible to wait at least until their results could be properly assessed. One representative said that, because of the close relationship between environment and development, the conference should be held towards the end of the Second United Nations Development Decade, and requested the Executive Director to prepare a report on that possibility for submission to the Governing Council at its fourth session.

404. One speaker said that the decision to hold a second conference should be taken with due regard to what it might usefully achieve and to the resources which could be mobilized for it, and stated that the conference should be held on a regional basis to promote the development of practical regional strategies. Two representatives suggested that the conference be held in conjunction with an International Environment Year.

Action by the Governing Council

405. At its 38th meeting, the Governing Council adopted a draft decision submitted by the Bureau, as revised in the light of the debate (decision 43 (III)). 33/

33/ Idem.

CHAPTER IX

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

406. The Governing Council considered agenda item 13, "Implementation of the request addressed to the Governing Council by the General Assembly in its resolution 3129 (XXVIII)", at its 38th meeting. The Council had before it the Executive Director's report (UNEP/GC/44 and Corr.1 and 2 and Add.1) on co-operation in the field of the environment concerning natural resources shared by two or more States, prepared in conformity with decision 18 (II) of 22 March 1974, adopted by the Governing Council pursuant to General Assembly resolution 3129 (XXVIII). A draft decision had previously been submitted jointly by Argentina, Canada, Mexico, the Netherlands, the Sudan, Sweden and Yugoslavia. At the 38th meeting, a revised draft decision was submitted by the same countries with Egypt, Jordan, Morocco, Nigeria, Pakistan, the Philippines, Sierra Leone and Switzerland as additional sponsors.

407. Introducing the draft decision, the representative of Argentina commended the Executive Director for his report, which the representative considered clear, objective and informative. It had been prepared as a result of Governments' growing awareness that the progress of science and technology, the rapid development of environmental issues and the need for rational management of natural resources called for the elaboration of principles of international co-operation and the development of mechanisms for their effective implementation. He then presented a brief history of the principle contained in paragraph 2 of General Assembly resolution 3129 (XXVIII), which stated that "co-operation between countries sharing ... natural resources and interested in their exploitation must be developed on the basis of a system of information and prior consultation ...". That principle had been endorsed at the Fourth Conference of Heads of State or Government of Non-Aligned Countries, held at Algiers from 5 to 9 September 1973, and had been confirmed by article 3 of the Charter of Economic Rights and Duties of States (General Assembly resolution 3281 (XXIX)). It had been previously applied in a number of international instruments in Western and Eastern Europe, Africa, North America and Latin America, of which the speaker gave several examples.

408. Most delegations participating in the debate stated their conviction that UNEP should concern itself with the subject, and expressed support for the draft decision which had been introduced.

409. A number of delegations indicated in their statements that they were explaining their vote before the decision to be taken. One representative said that his country recognized the permanent sovereignty of States over their natural resources, but felt strongly that the management of shared resources required appropriate rules and mechanisms to accommodate legitimate concerns and interests. The Executive Director's report showed that certain basic problems appeared to receive remarkably similar solutions, despite geographical differences and disparities in levels of development. The principles and guidelines deriving from the practice of States and organizations might profitably be formulated into

a code of conduct; UNEP could engage in such a task. Paragraph 87 of the Executive Director's report provided a good draft agenda for an intergovernmental working group to carry out that work, assisted by the secretariat, although the group should not necessarily confine itself to the items on that list.

410. A number of representatives were of the opinion that the principles which would be elaborated by the intergovernmental working group should be brought to the attention of the International Law Commission. One representative suggested that the Executive Director's report should also be brought to the attention of the Commission so that environmental elements could be taken into account in its consideration of legal problems relating to the use of international waterways for purposes other than navigation. One delegation felt that the group should concentrate on elaborating practical guidelines. Another said that the norms to be formulated should guarantee a sustainable ecological equilibrium in a given environmental situation, and should include an environmental quality control system. Another speaker warned against the danger that UNEP might over-extend itself in dealing with a subject which went beyond environmental issues. The involvement of UNEP in the subject might be limited to providing environmental advice on request to other organizations. Another delegation stressed the perspective in which the question of shared natural resources should be seen: access by all nations to science and technology through international co-operation was a prerequisite for the discovery, use and rational management of natural resources; furthermore, those questions were closely linked with a number of others currently facing the international community, for which solutions could only be found in the coherent framework provided by the new international economic order.

411. One speaker felt that the membership of the group should be such as to ensure that all points of view would be reflected in its work, and that it might take the form of an open-ended committee. The first task of the group should be to identify those natural resources with which it would be dealing. The principles to be prepared should be of a general nature, to cover all shared natural resources, but should also take exceptional cases into account. He also considered that the group was expected to cover a range of natural resources which was perhaps too broad, and that it was not clear whether it would have to concentrate on the technical or the legal aspects of the question, or on both. Another representative said that the report of the group should be submitted first to the Governing Council and then, through the General Assembly, to the International Law Commission for study and approval.

412. Some representatives emphasized that all efforts should be made to avoid duplication between the work of the group and that of other bodies of the United Nations system, such as the Committee on Natural Resources and the International Law Commission; one delegation expressed doubts as to whether the group should be established until it was clear there would be no duplication.

413. Referring to a joint statement made on behalf of a number of socialist countries at the 2315th plenary meeting of the General Assembly, on the occasion of the adoption of the Charter of Economic Rights and Duties of States, one representative said, with regard to article 3 of that charter, that the joint exploitation of natural resources shared by two or more countries must be based on the principle that every State had the right to choose, besides a system of

information and prior consultations, any other form of co-operation it deemed appropriate.

414. Some delegations expressed the hope that bilateral differences between neighbours might be settled through friendly consultations. Another representative drew attention to the importance of the Charter of Economic Rights and Duties of States for the development of international co-operation in the environmental field. Still another representative expressed the hope that unanimity of views on the subject of shared natural resources would be achieved in the future through consultations between Governments.

Action by the Governing Council

415. The President announced that the sponsors of the draft decision had accepted amendments suggested by the Bureau to paragraph 3, involving the insertion, in the second line, of the word "relevant" between the words "other" and "organs" and, in the third line, the insertion of the words "including the International Law Commission" after "system".

416. At its 38th meeting, the Governing Council voted on the revised text of the joint draft decision.

417. A roll-call vote was requested on the draft decision by the delegation of Brazil. The voting was as follows:

In favour: Argentina, Burundi, Canada, Central African Republic, Egypt, Finland, Gabon, Ghana, Iran, Jamaica, Jordan, Kenya, Mexico, Morocco, Netherlands, Nigeria, Pakistan, Philippines, Romania, Senegal, Sierra Leone, Sudan, Sweden, Switzerland, United Republic of Tanzania, Venezuela, Yugoslavia, Zaire.

Against: Brazil.

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

418. The draft decision was adopted by 28 votes to 1, with 20 abstentions.

419. The representatives of Brazil, Chile, France, Gabon, Senegal and the USSR made statements in explanation of their votes.

420. The representative of Brazil said that the environmental aspects of the question of shared natural resources could not be dissociated from its political and economic ones. He felt, therefore, that UNEP should not be solely responsible for drafting principles on the subject, since its work might otherwise reflect only the environmental dimension of the problem. He suggested that the International Law Commission should be assigned the task of studying the question as a whole, taking into account sectoral contributions by the agencies of the United Nations system. That could provide the basis for comprehensive treatment

of the subject. In his view, the mandate of the group was too vague and abstract, and there was a need for a clearer definition of "natural resources shared by two or more States". Only when such a definition had been agreed upon would it be possible to draft principles to guide the conduct of States. The Government of Brazil considered that the question of each country's sovereign control over the utilization of its natural resources, subject only to the general principle of significant damage caused to others, had become a most important one. Therefore developing countries, in particular, should be cautious about adopting premature decisions. Due consideration should be given to all natural resources, including sea and ocean resources and oil, all of which required a most cautious approach.

421. The representative of Chile said that his delegation had abstained for the same reasons which had led it to abstain from the vote on the adoption of General Assembly resolution 3129 (XXVIII). Chile had, on that occasion, questioned the competence of the Governing Council to play a role in establishing the principles of prior consultations and information concerning the exploitation of natural resources shared by two or more States. Chile was applying those principles in its bilateral relations; it considered that they should result from the free will and consent of the States concerned, and could not be imposed on them, as appeared to follow from the Executive Director's recommendations.

422. The representative of the USSR, speaking on behalf of the delegations of Bulgaria, Czechoslovakia, the German Democratic Republic, Hungary and Poland, as well as his own delegation, said that they had not been able to vote against the decision and had abstained for the reasons set forth in paragraph 188 of the Governing Council's report on the work of its second session, 34/ and also because the basic provisions of the decision related not only to the competence of UNEP, but must be considered jointly with other organs of the United Nations system dealing with the problems involved. The delegations on whose behalf he spoke could not support the establishment of the group mentioned in the decision, since the reason for its establishment was not explained.

423. The representative of Senegal said that UNEP should be involved in the preparation of guidelines on resources, since it raised environmental problems, such as those of river basins. However, the International Law Commission was the body which should be responsible for drafting legal principles or articles dealing with the subject as a whole.

34/ Official Records of the General Assembly, Twenty-ninth Session, Supplement No. 25 (A/9625).

CHAPTER X

OTHER BUSINESS

A. Headquarters Agreement between the United Nations Environment Programme and the Government of Kenya

424. The Headquarters Agreement was discussed in the context of the general debate, and the Governing Council adopted a draft decision concerning the establishment of permanent missions to UNEP (decision 45 (III)) (see chap. II, para. 78 above).

B. Resolutions of the twenty-ninth session of the General Assembly of relevance to the activities of UNEP

425. A number of the resolutions in question were referred to in the course of the general debate (see chap. II above). In addition, the resolutions directly relevant to the programme of UNEP were discussed in Sessional Committee I, and the Council adopted, on the recommendation of the Committee, a draft decision concerning the implementation of resolution 3337 (XXIX) on international co-operation to combat desertification (decision 30 (III)) (see chap. III, paras. 278 to 284 above).

C. Relationships with non-governmental organizations

426. The Governing Council considered this part of agenda item 15 at its 38th meeting. The Council had before it the Executive Director's note on relationships with non-governmental organizations (UNEP/GC/53).

427. The representative of the Pan-Africanist Congress of Azania made a statement in which he drew to the Governing Council's attention a number of political and environmental issues relevant to South Africa. The representative of the United States, speaking in exercise of the right of reply, rejected certain allegations concerning his Government made by the representative of the Pan-Africanist Congress of Azania.

Action by the Governing Council

428. At its 38th meeting, the Governing Council adopted by consensus the recommendation contained in section 3, paragraph 13, of the Executive Director's note (decision 46 (III)). 35/

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

CHAPTER XI

PROVISIONAL AGENDA, DATE AND PLACE OF THE FOURTH SESSION

429. The Council considered agenda item 14 at its 40th meeting. Introducing the discussion, the Deputy Executive Director pointed out that the Governing Council reported to the General Assembly through the Economic and Social Council; since the provisional dates for the latter's sixty-first session were 7 July to 6 August 1976, and bearing in mind the requirements of the six-week rule, the Governing Council's report would have to be prepared before the end of May 1976. Moreover, the fourth session of the United Nations Conference on Trade and Development was scheduled to be held at Nairobi, in the Kenyatta Conference Centre, for four weeks starting on 3 May 1976; since preparations for that meeting would occupy the previous week, the Governing Council's fourth session would have to be concluded by 24 April. However, Friday, 16 April and Monday, 19 April would be national and United Nations holidays in Kenya. To avoid the inconvenience and expense of a four-day interruption during the session, the Executive Director proposed that the Governing Council's fourth session should be held in Nairobi from 30 March to 14 April 1976; the informal consultations would take place on 29 March 1976.

430. The Deputy Executive Director also drew attention to a number of suggested changes in the provisional agenda for the fourth session as compared with the agenda for the third session.

Action by the Governing Council

431. At its 40th meeting, the Council adopted by consensus a recommendation by the President that the fourth session should be held in Nairobi from 30 March to 14 April 1976.

432. At the same meeting, the Council approved the provisional agenda for its fourth session 36/.

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

CHAPTER XII

ADOPTION OF THE REPORT OF THE THIRD SESSION

433. The Governing Council considered the draft report at its 39th and 40th meetings. At its 40th meeting, it adopted the present report subject to the incorporation of amendments approved at the 39th and 40th meetings.

CHAPTER XIII

CLOSURE OF THE SESSION

434. At the Council's 40th meeting, after the customary exchange of courtesies, the President declared the third session closed.

ANNEX I

Decisions

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23 (III)	Informal consultations	2 May 1975	89
24 (III)	International conventions and protocols in the field of the environment	30 April 1975	89
25 (III)	Protection of the marine environment: Third United Nations Conference on the Law of the Sea	24 April 1975	90
26 (III)	Role of the Environment Co-ordination Board	24 April 1975	91
27 (III)	Review of the environmental situation and of activities relating to the environment programme	30 April 1975	92
28 (III)	Concepts for the development of the programme and Fund programme activities	30 April 1975	93
29 (III)	Programme and Fund programme activities	2 May 1975	95
30 (III)	Implementation of General Assembly resolution 3337 (XXIX): International co-operation to combat desertification	30 April 1975	98
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Decisions of the Governing Council of the United Nations
Environment Programme at its third session

20 (III) Programme policy and implementation

The Governing Council,

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

Recalling also its decisions 5 (II) and 6 (II) of 21 March 1974, subsequently endorsed by Economic and Social Council resolution 1883 (LVII) of 31 July 1974 and by General Assembly resolution 3326 (XXIX) of 16 December 1974,

Taking fully into account, as adopted, General Assembly resolutions 3201 (S-VI) and 3202 (S-VI) of 1 May 1974 entitled, respectively, "Declaration on the Establishment of a New International Economic Order" and "Programme of Action on the Establishment of a New International Economic Order", General Assembly resolution 3343 (XXIX) of 17 December 1974 entitled "Special session of the General Assembly devoted to development and international economic co-operation", and General Assembly resolution 3345 (XXIX) of 17 December 1974 entitled "Research on the interrelationships between population, resources, environment and development",

Having considered:

- (a) The introductory report of the Executive Director, 1/
- (b) The introductory statement of the Executive Director, 2/
- (c) The report of the Environment Co-ordination Board on its third and fourth sessions, 3/
- (d) The report of the Executive Director on the determination of environmental elements for inclusion in the criteria for review and appraisal of the International Development Strategy for the Second United Nations Development Decade, 4/
- (e) The note by the Executive Director on the role of the United Nations Environment Programme in the attainment of the science and technology objectives of the Second United Nations Development Decade and the World Plan of Action for the Application of Science and Technology to Development, 5/

1/ UNEP/GC/28.

2/ UNEP/GC/L.27.

3/ UNEP/GC/29.

4/ UNEP/GC/33.

5/ UNEP/GC/34 and Corr.1.

(f) The note by the Executive Director on resolutions of the twenty-ninth session of the General Assembly of relevance to the activities of the United Nations Environment Programme, 6/

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

I

1. Reaffirms the importance of the full application of the three-level programmatic approach as the basic process for the development of the programme and for the management of environmental issues within the United Nations system. In this approach:

Level One, through its presentation of the "state of the environment", seeks to identify emerging problems requiring the attention of Governments. The review in each priority subject area or functional task identified by the Governing Council seeks to display issues in relation to the activities being undertaken or planned to deal with them, and thus to help Governments to identify gaps in action, establish or revise objectives and priorities and allocate responsibilities for action;

Level Two (the programme) is based on the objectives and priorities established by Governments and defines a programme of action to meet these objectives. Basic tools in this regard are the "programme frameworks" which outline the conceptual approach followed in programming to meet the objectives, establish an operational framework and point out the principal actions to be taken and the principal "actors" involved. This provides the basis for the identification and elaboration within each programme framework of specific projects;

Level Three (the Fund programme) consists of those actions and projects identified within the programme framework at Level Two which are selected for support by the Fund of the United Nations Environment Programme. Such support will normally consist of only a portion of the costs involved and will be based on the degree to which the provision of such support is likely to contribute to the implementation of the programme activity concerned. Funding in full is normally considered only in respect of relatively small projects undertaken as the initial stages of programme development, when preliminary work is required in the course of elaborating the programme in particular areas which may then lead to a large project;

2. Considers that full exchange of information on environmental problems and solutions is essential to environmental management by countries and at the regional and global levels, and that the institution of a management information system for the environment is a key element in the programmatic process and will be an important contribution of the United Nations Environment Programme to the defining and implementation of harmonized objectives by the United Nations system;

6/ UNEP/GC/51 and Corr.1 and Add.1 and 2 and Add.2/Corr.1.

3. Requests the Executive Director to intensify his consultations at the regional level and to strengthen his participation in the consultative meetings of the Executive Secretaries of the regional commissions and the heads of regional offices of specialized agencies and United Nations organs, bearing in mind the need for closer collaboration between the United Nations Environment Programme and the regional commissions in carrying out the mid-term review and appraisal of the International Development Strategy for the Second United Nations Development Decade;

II

1. Considers that it is essential to concentrate the efforts and available resources of the United Nations Environment Programme in the medium-term on ensuring the implementation of activities within coherent, balanced and integrated frameworks in selected areas;

2. Invites the governing bodies and executive heads of the organizations and organs of the United Nations system to formulate, following consultations between the executive heads of such organizations and organs and the Executive Director of the United Nations Environment Programme, activities to implement in the medium-term the strategies approved by the Council, as contained in the frameworks set out in the environment programme, in respect of matters which fall within their respective mandates and to allocate the necessary resources for the purpose;

3. Decides that in general the resources of the Fund of the United Nations Environment Programme should be concentrated in support of large projects, each such project covering to the extent possible a particular activity within a programme framework for the medium-term; this should not, however, preclude support of small projects where the Executive Director considers these to be of a pre-programming or methodological character, or of particular significance, especially in support of small institutions in the developing countries;

4. Requests the Executive Director to seek to maintain a balance in the commitment of Fund resources in accordance with paragraph 1 (c) of Governing Council decision 5 (II);

5. Further requests the Executive Director to present to the Governing Council at its fourth session his views and recommendations regarding the methodology he has developed for the evaluation of the results of projects;

6. Calls upon all Governments to contribute generously to the Fund of the United Nations Environment Programme so as to ensure the availability of the necessary resources to enable the Fund to play the catalytic and innovative role envisaged for it, and to broaden the base of support for the Fund;

7. Approves the suggestion of the Executive Director regarding the environmental elements which should be included in the criteria for the review and appraisal of the International Development Strategy for the second United Nations Development Decade, and urges that these elements be so included;

8. Approves also the role suggested for the United Nations Environment Programme by the Executive Director in the attainment of the science and

technology objectives of the Second United Nations Development Decade and the World Plan of Action for the Application of Science and Technology to Development; 7/

9. Considers that:

(a) The issues of population, resources, environment and development are interrelated problems. Solutions to these problems must form part of an integrated strategy directed towards harmonized objectives, to which the United Nations Environment Programme will contribute within the framework of its specific environmental tasks. Fundamental to these objectives is the importance of meeting the aspirations of man for the fulfilment of his basic needs;

(b) Environmental management implies sustainable development of all countries, aimed at meeting basic human needs without transgressing the outer limits set to man's endeavours by the biosphere;

(c) The United Nations Environment Programme must be concerned with prompt and effective implementation of co-ordinated and integrated strategies to enhance and safeguard the environment for the benefit of present and future generations of man. Elements of a balanced programme of the United Nations Environment Programme must be based upon continuous assessment of environmental concerns;

(d) The United Nations Environment Programme must remain the focal point for environmental activities within the United Nations system and, commensurate with this role, develop a capability in environmental affairs that is universally recognized;

(e) The United Nations Environment Programme has an important role to play in contributing to the studies on the possible restructuring of the United Nations system in accordance with General Assembly resolutions 3172 (XXVIII) of 17 December 1973 and 3343 (XXIX).

40th meeting
2 May 1975

21 (III) Environment and development

The Governing Council,

Welcoming the introductory statement by the Executive Director, 8/ and noting the views expressed during the debate on the environment-development complex of issues and the identification of environmental elements for inclusion in the criteria for review and appraisal of the International Development Strategy for the Second United Nations Development Decade,

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

8/ UNEP/GC/L.27.

Noting that the United Nations Conference on the Human Environment and the previous sessions of the Governing Council, as well as recent international gatherings, such as the sixth special session of the General Assembly on raw materials and development, the World Population Conference, 1974, and the World Food Conference, have contributed significantly to a better understanding of environment-development relationships, nationally and internationally, and at the same time have shown all the complexity and great importance of these questions for the further evolution of national economies and of international economic relations,

Recognizing the need for a complex and integrated analysis of the over-all concept of development which would include the environmental dimension,

Welcoming the initial work being undertaken in this field by the United Nations Environment Programme towards arriving at a sound and comprehensive framework of environment-development relationships,

1. Decides to include the issue of the relationship between environment and development as a special item on the agenda of the fourth session of the Governing Council;
2. Authorizes the Executive Director to prepare a report on this matter for consideration by the Governing Council at its fourth session, enlisting the support of institutions and individual experts from various parts of the world and especially from developing countries.

40th meeting
2 May 1975

22 (III) Review of the institutional arrangements for
international environmental co-operation

The Governing Council,

Recalling General Assembly resolution 2997 (XXVII) of 15 December 1972, section IV, paragraph 7, in which the Assembly decided to review as appropriate, at its thirty-first session, the institutional arrangements for international environmental co-operation, bearing in mind, inter alia, the responsibilities of the Economic and Social Council under the Charter of the United Nations,

Believing that the Governing Council, at its fourth session, should consider whether it is desirable to propose to the General Assembly any suggestions for the improvement of these institutional arrangements,

Believing furthermore that members of the Governing Council may wish to give due and careful consideration to any such proposals in close consultation with the Executive Director,

1. Decides to include in the provisional agenda of the fourth session of the Governing Council an item entitled "Review of the institutional arrangements for international environmental co-operation";

2. Urges its members to submit in writing to the Executive Director, preferably not later than 1 November 1975, any proposals for the improvement of the institutional arrangements;

3. Requests the Executive Director to hold further consultations, inter alia, during forthcoming annual informal consultations, with States members of the Governing Council with a view to considering and assessing proposals submitted in accordance with paragraph 2 above and soliciting their advice on formulating recommendations for consideration by the Governing Council;

4. Further requests the Executive Director to submit a full report on the results of the above-mentioned consultations, as well as his recommendations to this effect, for consideration by the Governing Council at its fourth session.

40th meeting
2 May 1975

23 (III) Informal consultations

The Governing Council

1. Decides that informal consultations with Governments shall be held twice each year, once for one day prior to the opening of the session of the Governing Council at Nairobi and once for three days at a date and place to be determined by the Executive Director in consultation with the members of the Bureau;

2. Requests the Executive Director to provide for the informal consultations in his budget estimates for each biennium;

3. Recommends that, for 1976, the informal consultations take place at Nairobi during the second half of January; the purpose of these consultations will be to exchange views on issues of policy and to consider items which would not normally be considered in depth at sessions of the Governing Council, for example, any difficulties facing the Executive Director in the implementation of Governing Council decisions and any proposals of the Executive Director for new programme activities; the informal consultations would not consider the documents prepared by the Executive Director for the forthcoming session of the Council, except for the "Review of institutional arrangements for international environmental co-operation", as decided in paragraph 3 of decision 22 (III) of 2 May 1975.

40th meeting
2 May 1975

24 (III) International conventions and protocols in the field of the environment

The Governing Council,

Recalling that the Declaration of the United Nations Conference on the Human Environment, 9/ adopted at Stockholm on 16 June 1972, was intended, inter alia, to promote international law in the field of the environment,

9/ United Nations publication, Sales No.: E.73.II.A.14, chap. I.

Noting with satisfaction that a number of global and regional conventions and protocols in the field of the environment have been negotiated and adopted since the adoption of the Declaration, including the Convention on the Prevention of Marine Pollution by Dumping of Wastes and other Matter of 29 December 1972, 10/ the Convention on International Trade in Endangered Species of Wild Fauna and Flora, 11/ the International Convention for the Prevention of Pollution from Ships of 2 November 1973, 12/ and the Convention for the Prevention of Marine Pollution from Land-Based Sources of 4 June 1974, 13/

Noting further with satisfaction that the Convention on International Trade in Endangered Species of Wild Fauna and Flora will enter into force on 1 July 1975,

Concerned that a number of States have not yet ratified or acceded to existing international conventions or protocols in the field of the environment, with the result that such conventions or protocols have not yet received the wide acceptance and application they deserve,

1. Urges all States entitled to become parties to existing conventions and protocols in the field of the environment to do so as soon as possible;

2. Requests the depositaries of the Conventions mentioned above to inform the Executive Director of the United Nations Environment Programme periodically of the status of acceptance of those conventions and protocols;

3. Requests the Executive Director to assist States, upon request, in preparing proposals for legislative or other measures necessary for the adherence to conventions in the field of environmental management;

4. Further requests the Executive Director to keep the Governing Council informed at each session of any new international conventions concluded in the field of the environment and of the status of existing conventions, with particular reference to ratifications, accessions and entry into force, as well as of the intention of various Governments to become parties to such conventions during the year of the Council's session.

39th meeting
30 April 1975

25 (III) Protection of the marine environment: Third United Nations Conference on the Law of the Sea

The Governing Council,

Recalling General Assembly resolution 3133 (XXVIII) of 13 December 1973 on the protection of the marine environment,

Bearing in mind its decision 8 (II) of 22 March 1974, in which it urged the Third United Nations Conference on the Law of the Sea to attach importance to

10/ United Nations publication, Sales No.: E/F.74.V.2, p. 464.

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

12/ ST/LEG/SER.B/18/Add.2, p. 318.

13/ Ibid., p. 335.

its work relating to the preservation of the marine environment, and the subsequent statement made by the Executive Director on behalf of the United Nations Environment Programme to the Third Conference on the Law of the Sea at its second session at Caracas,

Deeply concerned that the development of ocean resources, including the sea-bed, not be accompanied by degradation of the marine environment, its life-supporting systems and its living resources,

Convinced that draft treaty articles for the protection of the marine environment should be produced before the end of the current session of the Third United Nations Conference on the Law of the Sea at Geneva,

1. Urges the Third United Nations Conference on the Law of the Sea to attach the highest priority to its efforts to incorporate in the draft treaties under its consideration effective provisions for the protection of the marine environment;
2. Directs the President, on behalf of the Governing Council, to communicate the text of the present decision immediately to the President of the Third United Nations Conference on the Law of the Sea at Geneva.

37th meeting
24 April 1975

26 (III) Role of the Environment Co-ordination Board

The Governing Council,

Having considered the report of the Environment Co-ordination Board on its third and fourth sessions, 14/

1. Welcomes the decision of the Board to seek ways of maximizing the benefits from the resources expended on United Nations system activities, and of evaluating the best means of using them, thus constituting a positive approach to co-ordination, as described in the Board's report;
2. Endorses the view of the Board that it is primarily a programming body;
3. Urges the Board to exercise full co-ordination in regard to the programmes of its members so as to ensure the incorporation of the environmental dimension in these programmes and the full implementation of the environment programme.

37th meeting
24 April 1975

14/ UNEP/GC/29.

27 (III) Review of the environmental situation and of activities relating to the environment programme

The Governing Council,

Noting with gratitude the Level One report of the Executive Director, 15/

1. Approves the concepts for the development of a common environmental data base, as proposed by the Executive Director, which should be mutually compatible with the International Referral System and designed to serve as an effective source of management information for Governments, the United Nations Environment Programme and other parts of the United Nations system;

2. Decides that future presentations of the state of the environment report should include:

(a) An identification of the major environmental issues facing the world at the international, regional, subregional and, if possible, national levels;

(b) An account of:

(i) The way in which the aims of environmental development and protection are seen as an integral part of the development process in the context of the real needs of mankind;

(ii) The action taken and planned during the period of review in the field of environmental management;

(iii) The global and regional conventions concluded or being considered for the protection of the environment;

(iv) The legislation enacted and institutional mechanisms established at the national and international levels to deal with relevant environmental issues;

3. Requests the Inter-Agency Task Force on Data to accelerate its work towards establishing guidelines for the input of data from the United Nations system, other organizations and national sources into the common environmental data base;

4. Requests the Executive Director:

(a) Further to develop methods for the structured presentation of data in a condensed and analysed form as part of his report to the Governing Council on Level One activities;

(b) To encourage and support the further development of global models as a basis for assessing particular environmental concerns within the context of integrated environmental management;

(c) To prepare, taking into account the relevant views and comments of the Governing Council at its third session, reviews in the following priority subject areas and functional tasks along the lines of those prepared in the area "Land, water and desertification" by the fourth session of the Governing Council, to be held in 1976:

- (i) Oceans;
- (ii) Conservation of nature, wildlife and genetic resources; 16/
- (iii) Environment and development;

and by the fifth session of the Governing Council to be held in 1977:

- (iv) Human settlements and habitat;
- (v) Health of people and of the environment;
- (vi) Natural disasters;
- (vii) Environmental management;
- (viii) Environmental education and training;

5. Notes with satisfaction the large number of Governments which have set up national environmental bodies;

6. Notes with appreciation the response from Governments, United Nations organizations and other intergovernmental bodies to requests for information on their activities related to the environment programme;

7. Reiterates its invitation to all Governments, organizations of the United Nations system, intergovernmental organizations and international non-governmental organizations, in accordance with General Assembly resolution 2997 (XXVII) of 15 December 1972, to co-operate fully with the Executive Director in the preparation of the review by providing the necessary data requested by him.

39th meeting
30 April 1975

28 (III) Concepts for the development of the
programme and Fund programme
activities

The Governing Council,

Noting the framework adopted by the Executive Director in his programmatic approach to Levels Two and Three, the possible areas of concentration suggested

16/ Formerly a separate priority subject area; now part of the new priority subject area "Terrestrial ecosystems, their management and control".

by the Executive Director in his introductory report, 17/ the restructuring and renaming of the two priority subject areas "Terrestrial ecosystems, their management and control" and "Environment and development" and the criteria for the role of the Fund in Level Three,

1. Requests the Executive Director, in the further development and execution of the programme, to take into account the following additional criteria for concentrating the programme's efforts in both Levels Two and Three:

(a) That resources (whether from the Fund or in terms of personnel or available expertise) are not overstretched to the point where effective action cannot be achieved;

(b) That support is likely to produce new or improved socio-economic, scientific and technical methodologies and solutions, relevant to all stages of development, of wide applicability within the context of international environmental co-operation;

(c) That effort is needed to fill gaps in the field of environmental development and protection, and that such effort will lead to a better understanding of the Programme's activities and of how they can be used to encourage and co-ordinate the wider systematic collection and dissemination of environmental knowledge, to stimulate supportive institutional arrangements for environmental education, training and management particularly in developing countries, and to promote a greater understanding of environmental matters of concern throughout the world;

(d) That support by the United Nations Environment Programme is likely to lead to the formulation and implementation of a carefully chosen number of highly concentrated spearhead programmes in a particular ecoregion or concerning a chosen ecological problem with member States, other parts of the United Nations system and other organizations, where programme objectives coincide;

(e) That in the future development of the concept of programme activity centres the need for the secretariat to keep a headquarters capability for effective programme management will be borne in mind, while using this concept to encourage national and regional participation in the programme, particularly by developing countries;

2. Requests the Executive Director to improve the lines of communication between the secretariat and all countries so that they may fully contribute to, and benefit from, the United Nations Environment Programme.

39th meeting
30 April 1975

29 (III) Programme and Fund programme activities

The Governing Council,

Having considered the proposed programme and Fund programme activities as presented by the Executive Director,

Bearing in mind the needs of many countries for accelerated economic and social development which should be approached in accordance with sound principles of environmental management and protection,

1. Endorses, subject to the views and comments expressed at its third session, the proposed objectives, strategies and Fund programme activities in the various priority subject areas;
2. Considers that the solution of many environmental problems could be dealt with in the context of a new international economic order, the implementation of which could provide the basis for ensuring a considerable improvement in environmental quality, particularly in developing countries;
3. Requests the Executive Director to continue his efforts in the study of alternative patterns of development which do not transgress outer limits, in order to help to meet the needs of mankind, and in this connexion to initiate studies on pilot projects in ecodevelopment in response to paragraph 4 (i) of General Assembly resolution 3326 (XXIX) of 16 December 1974;
4. Notes the progress the Executive Director has made towards developing a comprehensive concept of environmental management which permeates all priority subject areas of the programme, cuts across various sectors and disciplines, and is related to other functional tasks, and urges him to continue to encourage basic research on environmental management methodologies, with a view to developing guidelines and procedures for environmental management which the United Nations Environment Programme can offer at the global, regional and national levels, taking due account of the various kinds and levels of national and regional economic development, socio-economic structures, physical and ecological characteristics and socio-cultural goals;
5. Approves the Executive Director's intention to give high priority to environmental education and training, which have a central role in accomplishing the goals of the programme, and supports the proposed international conference on environmental education to be held in 1976 in co-operation with the United Nations Educational, Cultural and Scientific Organization, as well as the proposal of the Executive Director to establish on an experimental basis a programme activity centre on environmental education;
6. Authorizes the Executive Director to establish the proposed clearing house for technical assistance in co-operation with Governments, the United Nations Development Programme and the regional commissions, and to gather the related information in a manner which is in harmony with the common environmental data base and the International Referral System;

7. Agrees that public awareness is an indispensable pre-condition of effective environmental action and that world-wide communication of information is an important substantive component of the programme as a whole, and supports the Executive Director's intention to intensify awareness and appreciation of environmental issues by stimulating the flow of relevant information through mass communication media, as well as through a significant publishing activity;

8. Authorizes the Executive Director to establish a programme activity centre for the International Register of Potentially Toxic Chemicals, to serve as an essential tool in optimizing the use of chemicals for human well-being while at the same time providing a global early warning system of undesirable environmental side effects;

9. Requests the Executive Director:

(a) To continue the intensive development of the different elements of the programme in the human settlements field with a view to arriving at practical solutions for environmentally sound policy formulation, planning and operation of human settlements, with special attention to the problems encountered in developing countries, and, in view of the widespread research in this field by numerous national and international organizations and institutions, to engage wherever possible the support and expertise of these institutions within or outside the United Nations system, with special regard to the Centre for Housing, Building and Planning;

(b) To initiate as soon as possible programme activities on environmentally sound and appropriate technologies;

(c) To increase the effort and attention devoted to the health of people and of the environment so that all countries can benefit from the use of environmental quality criteria, whether these are concerned with pollutants, endemic diseases, or other agents of environmental degradation;

(d) To pay special attention to ecological studies and improvement programmes dealing with particular ecosystems in relation to human communities and resource management, and to give high priority to the efforts directed towards the establishment of adequate networks of protected ecosystems, sites and samples that may otherwise be lost, and will provide valuable contributions to other aspects of the programme's activities, including conservation of genetic resources and endangered species and the development of environmental management;

(e) To support the establishment of training centres for water resources management, within the framework of the programme and for the benefit of all countries;

(f) To pay special attention, in the ongoing energy study, to the comparative assessment of the environmental and health effects of all relevant forms of energy production and use;

(g) To concentrate effort in the priority subject area of natural disasters on monitoring, early warning and community preparedness within the context of regional programmes;

(h) To give high priority to the consolidated development and improvement of Earthwatch, which consists of research, evaluation, monitoring and information exchange activities, to treat all these components both functionally, in terms of an integrated system, and programmatically, at Levels Two and Three, as part of each priority subject area which they serve, and to produce a detailed progress report in time for a thorough review at the fourth session of the Governing Council;

(i) To accelerate the development of the International Referral System and the Global Environmental Monitoring System by promoting the establishment of International Referral System focal points, particularly in developing countries, and by convening small groups of governmental experts to work in close harmony with the relevant United Nations bodies in designing and implementing the first stage of the Global Environmental Monitoring System, taking into account the views expressed by the Governing Council at its third session, and to report on the results of these efforts to the Council at its fourth session;

(j) To include, in the priority programme activities, the strengthening of the human and material potential of developing countries, in order to enable them to participate directly in all monitoring, surveying, research, development and implementation activities related to measures for environmental protection and management;

(k) To prepare for consideration by the Governing Council, at its fourth session, of the criteria for technical assistance;

10. Decides that new topics for inclusion in the programme should normally be considered within the context of the appropriate priority subject area or functional task, and not as a separate activity;

11. Further requests the Executive Director:

(a) To treat the section on "Trees" as part of the priority subject area "Terrestrial ecosystems, their management and control";

(b) To treat the section on "Outer limits" as part of the functional task "Environmental assessment: Earthwatch";

(c) To treat the section on "International environmental law" as an additional functional task, and to refer to it in future as "Environmental law";

12. Decides to exclude the remaining subjects dealt with under "Development of the programme";

13. Requests the various organizations of the United Nations system and other intergovernmental, international and non-governmental bodies to continue to co-operate with the Executive Director in the implementation of the actions necessary to carry out the objectives and strategies of the United Nations Environment Programme, as reaffirmed by the Governing Council at its third session;

14. Invites all countries to co-operate with the Executive Director, at his request, by supplying, in an agreed fashion, environmentally relevant information for the maintenance of all information systems of the United Nations Environment Programme for global, regional and national use, especially in developing countries.

40th meeting
2 May 1975

30 (III) Implementation of General Assembly resolution
3337 (XXIX): International co-operation to
combat desertification

The Governing Council,

Having considered the report 18/ of the Executive Director on the implementation of General Assembly resolution 3337 (XXIX) of 17 December 1974 on international co-operation to combat desertification,

1. Approves the proposals of the Executive Director concerning the proposed scope of, preparations for and documentation to be presented to the United Nations Conference on Desertification, including provision for financial support to encourage full participation by developing countries;

2. Recommends to the governing bodies of the relevant members of the United Nations system that they authorize their secretariats to provide for their participation in the conference secretariat and the ad hoc interagency task force required by General Assembly resolution 3337 (XXIX);

3. Recommends to the Governing Council of the United Nations Development Programme that it consider favourably the proposed financial support by that Programme for the implementation of General Assembly resolution 3337 (XXIX);

4. Authorizes the Executive Director to commit from the allocation for Fund programme activities of the Fund of the United Nations Environment Programme, between the third and fourth sessions of the Governing Council, an amount of not more than \$500,000 for the implementation of General Assembly resolution 3337 (XXIX), and requests him to provide the Council, at its fourth session, with a precise accounting of the allocation of the sum in question;

5. Decides to increase the allocation for Fund programme activities by \$300,000 in 1975, and to increase provisionally the allocation for Fund programme activities in 1976 by \$200,000;

6. Decides also to consider the further financing of the programme of action and of the Conference at its fourth session, on the basis of a report by the Executive Director on progress made in the implementation of the General Assembly resolution, together with a detailed plan of expenditure for the period 1976-1977.

39th meeting
30 April 1975

31 (III) Water resources

The Governing Council,

Taking into account its decision at its second session on the priority subject area of water, 19/

18/ UNEP/GC/51/Add.2 and Corr.1.

19/ Official Records of the General Assembly, Twenty-ninth Session, Supplement No. 25 (A/9625), annex I, decision 8 (II), sect. A.I, paras. 2 (g) and (h).

Considering that the rational use of water resources requires an integrated approach in which aspects relating to water quality are associated with those concerning water resources in general, particularly water quantity,

1. Decides that, in the field of water, the role of the United Nations Environment Programme is to stimulate, promote and co-ordinate activities related to the environmental and ecological aspects of water development programmes conducted by the specialized agencies and organs of the United Nations system, as well as by other international organizations concerned with the area of water quality and quantity, in order to satisfy human needs and to protect this resource for present and future generations;

2. Requests the Executive Director to continue to co-operate and participate actively in the preparations for the United Nations Water Conference to be held in Argentina in 1977.

40th meeting
2 May 1975

32 (III) Oceans: monitoring

The Governing Council,

Considering that inadequate knowledge of the physical, chemical and biological aspects of the oceans exists upon which to base environmental assessments of the impact of man's activities upon the oceans and their living resources,

Further considering that only meagre knowledge exists on the role of the oceans in regulating climate,

Decides that the proposed programme of the Executive Director for oceans should:

(a) Include ocean baseline stations, analogous to the atmospheric baseline stations, which could take the form of island stations, data buoys or ships of opportunity;

(b) Assist in the expansion of the Integrated Global Ocean Station System to include other pollutants in addition to petroleum hydrocarbons;

(c) Support education and training efforts that should enhance the participation of developing nations and thus improve the over-all effectiveness of the oceans programme.

40th meeting
2 May 1975

33 (III) Oceans: conservation of marine mammals

The Governing Council,

Noting that the Executive Director is providing support for the studies of the interagency Advisory Committee on Marine Resources Research,

Recognizing that a need exists to preserve marine ecosystems and to ensure the continued survival of different stocks of marine mammals,

Noting that the United Nations Conference on the Human Environment called for the International Whaling Commission to adopt a 10-year moratorium on commercial whaling and called for Governments to strengthen the Commission and to increase international research efforts, and that the Governing Council at its first meeting endorsed these recommendations, 20/

1. Requests the Executive Director to support the interagency Advisory Committee's Working Party on Marine Mammals and its symposium, scheduled to be held in 1976;

2. Further requests the Executive Director to support research on marine mammal populations and on whales and small cetaceans in particular.

40th meeting
2 May 1975

34 (III) Improvement of the human environment through the use of renewable energy resources

The Governing Council,

Aware that hundreds of millions of people live in the rural areas of the developing countries of Asia, Africa and Latin America, far removed from the mainstream of development activities, and in conditions of abject poverty, which cause degradation of the quality of life and hence of the social dimension of the human environment,

Noting that an input of energy on a comparatively small scale could provide the basic energy needs for the cooking of food, the pumping and desalination of water for drinking and irrigation, and the lighting of dwellings in such areas, which would lead to the enhancement of the quality of life and therefore of the social environment,

Recognizing that most of such rural areas have no fossil fuel resources, but possess, in varying degrees, renewable energy resources, such as solar energy, wind energy, hydro-power, biogas obtained from agricultural and animal wastes and wood from quick-growing trees, which could be harnessed to meet the energy needs of the local communities,

20/ Ibid., Twenty-eighth Session, Supplement No. 25 (A/9025), annex I, decision 1 (I).

Believing that the existing state of the art of the appropriate technologies for harnessing renewable energy resources under the conditions prevailing in the rural areas of developing countries of Asia, Africa and Latin America could justify, on the basis of socio-economic considerations, the use of such technologies,

Conscious of the catalytic role of the United Nations Environment Programme,

1. Requests the Executive Director to accord high priority to the establishment in some of the typical rural areas of the countries of Asia, Africa and Latin America, in co-operation with the Governments of the countries concerned and such agencies within and outside the United Nations system as may be considered appropriate, of a few demonstration centres which will harness, individually or in combination, locally available renewable resources of energy;

2. Authorizes the Executive Director to provide the necessary financial support from the Fund of the United Nations Environment Programme towards the establishment of such demonstration centres;

3. Further requests the Executive Director to submit to the Governing Council, at its fourth session, a progress report on the implementation of the present decision.

40th meeting
2 May 1975

35 (III) Environmental law

The Governing Council,

Recalling the Declaration of the United Nations Conference on the Human Environment, 21/

Bearing in mind its decision 8 (II) of 22 March 1974,

Noting in particular its decision at its second session that the solutions to many environmental problems are dependent on adequate law relating to the environment, 22/

Convinced that the development of adequate environmental law is an indispensable supporting measure for the implementation of the policies, strategies and recommendations of the United Nations Environment Programme,

Noting with satisfaction the objectives and strategies relating to the programme of the United Nations Environment Programme in the field of environmental law,

21/ United Nations publication, Sales No.: E.73.II.A.14, chap. I.

22/ Official Records of the General Assembly, Twenty-ninth Session, Supplement No. 25 (A/9625), annex I, decision 8 (II), sect. A.III, subsect. 5.

Requests the Executive Director to take such measures as may be necessary for the realization of the objectives and the implementation of the strategies mentioned above, emphasizing the preventive character of environmental law, and in particular to take measures designed to provide technical assistance to developing countries at their request for the development of their national environmental legislation.

40th meeting
2 May 1975

36 (III) Allocation of resources for Fund programme activities

The Governing Council,

Having reviewed the proposals of the Executive Director as outlined in his note on proposed Fund programme activities (revised 1975, proposed 1976-1977), 23/

1. Decides to apportion the allocation for Fund programme activities as follows, subject to the availability of voluntary contributions:

Areas	1975	1976	1977
Human settlements, human health	\$3,950,000	\$4,850,000	\$7,500,000
United Nations Habitat and Human Settlements Foundation	600,000	1,500,000	1,200,000
Terrestrial ecosystems, their management and control	4,400,000	5,900,000	6,800,000
Environment and development	2,500,000	3,550,000	5,000,000
Oceans	2,300,000	3,000,000	4,000,000
Energy	300,000	600,000	1,000,000
Natural disasters	200,000	200,000	200,000
Earthwatch	1,900,000	2,200,000	2,600,000
Environmental management	525,000	850,000	1,050,000
Supporting measures	3,000,000	3,900,000	5,200,000
Development of the programme	325,000	450,000	450,000
	20,000,000	27,000,000	35,000,000 <u>24/</u>

23/ UNEP/GC/32 and Corr.1-3.

24/ The total of this figure and the \$250,000 referred to in para. 2 (c) below was subsequently reduced, on the recommendation of Sessional Committee II, to \$32,500,000, in order not to exceed the proposed total allocation of \$82 million for Fund programme activities for the three-year period 1975-1977 (see decision 42 (III), sect. II, para. 1).

2. Decides further to supplement the above allocations as follows:

(a) An additional \$1,150,000 in 1975 and \$350,000 in 1976 for Habitat: United Nations Conference on Human Settlements;

(b) \$300,000 in 1975 and provisionally \$200,000 in 1976 to finance the secretariat of the United Nations Conference on Desertification;

(c) \$250,000 in 1975, \$250,000 in 1976 and \$250,000 in 1977 for data-gathering related to the preparation of the Level One report;

3. Requests the Executive Director to submit to the Governing Council at its fourth session proposals for consequent adjustments in the allocations for Fund programme activities and their apportionment for 1976 and 1977 within the framework of the over-all resources available for Fund programme activities in accordance with the medium-term plan;

4. Authorizes the Executive Director to adjust the apportionment of funds up to a maximum of 20 per cent on each line, if this should be necessary, in order to implement specific requirements identified by the Governing Council and to preserve the integrity of the programme as a whole;

5. Further authorizes the Executive Director to enter into forward commitments of up to \$9 million for the year 1978 and up to \$4 million for the year 1979, subject to the availability of voluntary contributions.

40th meeting
2 May 1975

37 (III) Habitat: United Nations Conference on
Human Settlements

The Governing Council,

1. Takes note of the progress report on Habitat: United Nations Conference on Human Settlements; 25/

2. Approves an additional allocation of \$1.5 million from the Fund of the United Nations Environment Programme towards the budget of Habitat, as requested in paragraphs 12 to 15 of the progress report.

36th meeting
23 April 1975

38 (III) United Nations Habitat and Human Settlements Foundation

The Governing Council,

Having considered the report of the Executive Director on the plan and programme of operations for the United Nations Habitat and Human Settlements Foundation, 26/

Endorses the plan and programme of operations for the Foundation and authorizes the Executive Director to proceed with its implementation, taking fully into account the views expressed during the consideration by the Governing Council of the agenda item concerning the Foundation.

37th meeting
24 April 1975

39 (III) Dissemination of information and mobilization
of public opinion regarding the United Nations
Habitat and Human Settlements Foundation

The Governing Council,

Decides to recommend to the General Assembly at its thirtieth session the adoption of the following draft resolution:

"Dissemination of information and mobilization of public opinion
regarding the United Nations Habitat and Human Settlements Foundation

"The General Assembly,

"Recalling its resolution 3327 (XXIX) of 16 December 1974, establishing the United Nations Habitat and Human Settlements Foundation as from 1 January 1975,

"Convinced that the dissemination of information and the mobilization of public opinion among Member States would be an important factor in creating greater awareness of the problems of human settlements and would thus promote the increased efforts required in the sphere of international co-operation,

"Reiterating the importance of publicity as an instrument for furthering the aims and purposes of the Foundation,

"1. Requests the Secretary-General to stimulate and intensify efforts to mobilize public opinion in all countries in support of the objectives and policies of the United Nations Habitat and Human Settlements Foundation, having due regard to national policies, programmes and development priorities;

"2. Invites all States, the specialized agencies and other organizations within the United Nations system and non-governmental organizations in consultative status with the Economic and Social Council, as well as other non-governmental organizations having a special interest in the field of human settlements, to undertake or intensify, in co-operation with the Secretary-General and within their respective spheres of competence, the broad dissemination of information referred to above."

40th meeting
2 May 1975

40 (III) General procedures governing the operations
of the Fund of the United Nations Environment
Programme 27/

The Governing Council

I

General guidelines for the execution of projects

1. Approves, as general guidelines for the execution of projects, the concepts put forward by the Executive Director in his note on the general guidelines for the execution of projects, 28/
2. Requests that, in the implementation of the guidelines, attention be paid to the views expressed by delegations during its third session;

II

Amendments to the general procedures and the
Financial Rules of the Fund of the United
Nations Environment Programme

1. Approves the following amendments to the general procedures governing the operations of the Fund of the United Nations Environment Programme:

Article I, paragraph (n)

Replace the words "each year" by the words "for each biennial budget cycle";

Article VI, paragraph 1

Add at the end of the paragraph a foot-note reading: "Governing Council decision 10 (II); see annex";

27/ Official Records of the General Assembly, Twenty-eighth Session,
Supplement No. 25 (A/9025), annex I, decision 2 (I).

28/ UNEP/GC/37.

Article VI, paragraph 2

Delete the word "annually" between the words "submit" and "to the Governing Council";

Article VI, paragraph 3

Replace subparagraphs (c) and (d) by the following new subparagraph (c):
"Programme and programme support costs";

2. Notes that the following amendments will be introduced by the Secretary-General to the Financial Rules of the Fund of the United Nations Environment Programme: 29/

Rule 210.1

(a) Delete the words "each year" between the words "prepare" and "a budget";

(b) Replace the words "programme support costs and administrative costs of the Fund" by the words "programme and programme support costs (other than those borne by the regular budget of the United Nations)";

Rule 211.2

Replace subparagraphs (d) and (e) by the following new subparagraph (d)
"Programme and programme support costs";

Rule 211.5

Replace the words "programme support costs and administrative costs of the Fund" by the words "programme and programme support costs";

Rule 212.1

Replace the words "programme support costs and administrative costs of the Fund" by the words "programme and programme support costs".

39th meeting
30 April 1975

41 (III) Matters relating to the implementation of
the Fund programme

The Governing Council

I

Implementation of the fund programme

1. Takes note of the report on the implementation of the Fund programme in 1974 30/ and of the report on Fund programme reserve activities in 1974; 31/
2. Requests the Executive Director to pay particular attention in the preparation of subsequent reports on the implementation of the Fund programme, to the comments made during the debate as reflected in the report of the Governing Council on its third session;

II

Financial report and accounts

1. Takes note of General Assembly resolution 3227 G (XXIX) of 12 November 1974 regarding the financial report and accounts of the Fund of the United Nations Environment Programme for the year ended 31 December 1973; 32/
2. Requests the Executive Director, after consultations with the Secretary-General, to present to the Governing Council at its fourth session his recommendations regarding the application of financial rule 214.1 with respect to the action required of the Council following its consideration of the financial report and accounts of the Fund of the United Nations Environment Programme and of the report of the Board of Auditors;
3. Takes note of the comments presented by the Executive Director in part II of his note on the financial report and accounts of the Fund of the United Nations Environment Programme and on the report of the Board of Auditors 33/ regarding the timing of the submission of audited accounts to the Governing Council.

39th meeting
30 April 1975

30/ UNEP/GC/40 and Corr.1-3.

31/ UNEP/GC/48.

32/ Official Records of the General Assembly, Twenty-ninth Session,
Supplement No. 7F (A/9607/Add.6).

33/ UNEP/GC/52.

42 (III) Financial and budgetary matters

The Governing Council

I

Level of the financial reserve

1. Decides that the level of the financial reserve should for each year be equivalent to approximately 8 per cent of the approved volume of expenditures for that year;
2. Decides further that the level of the financial reserve should be increased by adding to the existing reserve the required amount which will be deducted from the balance available at the beginning of the year and, if necessary, from the voluntary contributions paid in accordance with financial rule 209.1, which states that "the financial resources of the Fund are to be available at all times to the maximum extent possible for Fund programme purposes, subject only to the maintenance on a continuous basis of a financial reserve";

II

Level of the Fund programme reserve

1. Decides that the level of the Fund programme reserve should be established for each biennial cycle in the year preceding the cycle and should be reviewed by the Governing Council at its sessions held during even years;
2. Authorizes an allocation of \$1 million for the Fund programme reserve for the year 1975;
3. Notes that the amount of \$1 million may be increased for subsequent years in order to meet increased costs owing to inflationary trends;
4. Notes that a higher amount may be authorized depending on the Council's decision to have additional tasks, as it may determine, financed from the Fund programme reserve;

III

Revolving Fund (Information)

1. Takes note of the rules governing the use of the Revolving Fund (Information); 34/
2. Authorizes the Executive Director to allocate an amount of \$100,000 to the Revolving Fund (Information) from the Fund programme reserve for 1975;

IV

Establishment of a rationale for the allocation of the
expenses of the United Nations Environment Programme

1. Takes note of the Executive Director's note on the establishment of a rationale for the allocation of the expenses of the United Nations Environment Programme between the United Nations regular budget and the Fund of the United Nations Environment Programme, 35/ and approves this rationale for the biennium 1976-1977;

2. Requests the Executive Director to seek assurance from the Secretary-General that efforts will be made to reassess, for the biennium 1978-1979, the distribution of staff costs between the regular budget of the United Nations and the programme and programme support costs of the Fund of the United Nations Environment Programme;

V

Medium-term plan

1. Approves the medium-term plan proposed by the Executive Director, 36/ subject to the adjustments rendered necessary by the decision concerning the level of the Fund programme reserve for 1976 and 1977;

2. Requests the Executive Director, having regard to the implementation of the medium-term plan, to review with Governments their voluntary contributions for the years 1977 to 1979;

VI

Approval of the Fund programme in 1975 and 1976-1977

1. Authorizes the allocation of \$21,700,000 in 1975, \$27,800,000 in 1976 and \$32,500,000 in 1977 for Fund programme activities;

2. Authorizes the allocation of \$1 million in 1976 and \$1 million in 1977 for Fund programme reserve activities;

3. Authorizes the allocation of \$5,221,000 (including the provision of \$50,000 for the architectural and engineering survey for the construction of permanent headquarters of the United Nations Environment Programme at Nairobi) for programme and programme support costs in 1975, and requests the Executive Director to take into consideration the comments made thereon during the debate at the third session of the Governing Council;

4. Authorizes the allocation of \$12,103,000 for programme and programme support costs for the biennium 1976-1977;

35/ UNEP/GC/42.

36/ UNEP/GC/41/Add.2, table II, "Proposed allocation of resources 1973-1979".

Headquarters of the United Nations Environment Programme
and the construction of temporary premises

1. Takes note of the Executive Director's report on the pre-feasibility study on the environmental aspects of the construction of a permanent headquarters for the United Nations Environment Programme at Nairobi and the financing of an architectural and engineering survey, 37/ and approves an additional allocation of \$50,000 to the programme and programme support costs for 1975 for the detailed architectural and engineering survey mentioned in that report;
2. Endorses in principle the construction of temporary premises for the United Nations Environment Programme at Nairobi in accordance with the proposal contained in the Executive Director's note regarding the proposed construction of temporary premises for the United Nations Environment Programme at Nairobi; 38/
3. Approves a cash advance from the Fund of the United Nations Environment Programme in the amount of \$1,150,000 for implementation of the project, to be recovered as outlined in the Executive Director's note;
4. Further approves an additional amount of \$220,000 for temporary assistance under the proposed budget for programme and programme support costs for the biennium 1976-1977;
5. Requests the Executive Director to report fully to the Governing Council at its fourth session on the steps he has taken to implement the above measures, and to provide full details on the financial aspects of the construction of temporary premises.

39th and 40th meetings
30 April and 2 May 1975

43 (III) Question of convening a second United Nations
conference on the human environment

The Governing Council,

Having considered the note by the Executive Director on the question of convening a second United Nations conference on the human environment, 39/

Recommends that a second United Nations conference on the human environment be scheduled for not earlier than 1980, and that its date and venue be considered when the Governing Council is in a position to address a recommendation to the General Assembly taking into account the review by the Assembly, at its thirty-first session, of the institutional arrangements for international environmental co-operation pursuant to its resolution 2997 (XXVII) of 15 December 1972 and the results of the following conferences: the third session of the Third United

37/ UNEP/GC/46.

38/ UNEP/GC/54.

39/ UNEP/GC/43.

Nations Conference on the Law of the Sea, the fourth session of the United Nations Conference on Trade and Development (1976), Habitat: United Nations Conference on Human Settlements (1976), the United Nations Water Conference (1977), the United Nations Conference on Desertification (1977) and others.

38th meeting
25 April 1975

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

The Governing Council,

Noting with satisfaction the report of the Executive Director 40/ on co-operation in the field of the environment concerning natural resources shared by two or more States,

Expressing also its satisfaction at the work done by the Executive Director in carrying out the tasks entrusted to him for the implementation of General Assembly resolution 3129 (XXVIII) of 13 December 1973,

Taking also into consideration articles 3 and 30 of the Charter of Economic Rights and Duties of States, approved by the General Assembly in its resolution 3281 (XXIX) of 12 December 1974,

1. Notes with approval the recommendations and proposals for implementing General Assembly resolution 3129 (XXVIII) contained in the Executive Director's report; 40/

2. Requests the Executive Director to establish an intergovernmental working group of experts, to be drawn from among the member States of the Governing Council, selected on the basis of equitable geographical distribution, in order to prepare, on the basis of the above recommendations and proposals and of other useful elements that it may have at its disposal, draft principles of conduct for the guidance of States in the conservation and harmonious exploitation of natural resources shared by two or more States, and to submit a report on progress made in this respect to the Governing Council for consideration at its next session, in order that it may be presented to the General Assembly of the United Nations;

3. Further requests the Executive Director to transmit his report to the General Assembly, the specialized agencies and other relevant organs of the United Nations system, including the International Law Commission, and to international governmental and non-governmental organizations which may have an interest in this field, and to invite such specialized agencies and international governmental and non-governmental organizations to collaborate with the Executive Director on this subject;

40/ UNEP/GC/44 and Corr.1 and 2 and Add.1 and 2.

4. Decides to place the question of co-operation in the field of the environment concerning natural resources shared by two or more States on the provisional agenda for its next session.

38th meeting
25 April 1975

45 (III) Establishment of permanent missions to the
United Nations Environment Programme

The Governing Council

1. Notes with appreciation the report made by the Executive Director in his introductory statement 41/ concerning the signing of the Headquarters Agreement between the United Nations Environment Programme and the Government of Kenya;

2. Expresses its gratitude to the Government of Kenya for its assistance in establishing the United Nations Environment Programme headquarters at Nairobi;

3. Requests Governments to establish permanent missions to the United Nations Environment Programme as provided in article XII of the Headquarters Agreement.

40th meeting
2 May 1975

46 (III) Relationships with non-governmental
organizations

The Governing Council

1. Takes note of the note by the Executive Director on relationships with non-governmental organizations; 42/

2. Requests the Executive Director to pursue the development of working relationships with those non-governmental organizations that have an interest in the field of the environment, and to report on the matter to the Governing Council at its fourth session.

38th meeting
25 April 1975

41/ UNEP/GC/L.27.

42/ UNEP/GC/53.

Other decisions

Provisional agenda, date and place of the Governing Council's fourth session

At its 40th meeting, on 2 May 1975, the Governing Council decided that its fourth session will be held at Nairobi from 30 March to 14 April 1976, and adopted the following provisional agenda for that session:

1. Opening of the session.
2. Election of officers.
3. Agenda and organization of the work of the session.
4. Credentials of representatives.
5. (a) Introductory report by the Executive Director;
(b) Review of the environmental situation.
6. Report of the Environment Co-ordination Board.
7. Programme matters:
 - (a) Review of activities relating to the environment programme;
 - (b) Review of the status of the programme;
 - (c) Review of Fund programme activities 1976-1977.
8. Habitat: United Nations Conference on Human Settlements: progress report.
9. United Nations Habitat and Human Settlements Foundation: progress report.
10. Implementation of General Assembly resolution 3337 (XXIX) on international co-operation to combat desertification: progress report.
11. Management of the Fund of the United Nations Environment Programme and financial matters:
 - (a) Report on the implementation of the Fund programme in 1975;
 - (b) Review and approval of over-all level of Fund programme activities for 1976-1977;
 - (c) Procedural and regulatory matters;
 - (d) The audited 1974 accounts;
 - (e) Revised estimates for programme and programme support costs, 1976-1977;
 - (f) Review of the Fund programme 1976-1977 and of the medium-term plan 1976-1979;

12. Report on progress made on draft principles of conduct for the guidance of States in the conservation and harmonious exploitation of natural resources shared by two or more States.
13. Review of institutional arrangements for international environmental co-operation.
14. Environment and development.
15. Provisional agenda, date and place of the fifth session of the Governing Council.
16. Other business.
17. Report of the Governing Council to the General Assembly.
18. Closure of the session.

ANNEX II

Documents before the Governing Council at its third session

<u>Symbol</u>	<u>Title</u>
UNEP/GC/24	Report of the Intergovernmental Meeting on Monitoring (11-20 February 1974)
UNEP/GC/27 and Corr.1	Agenda and organization of the work of the session
UNEP/GC/28	Introductory report of the Executive Director
UNEP/GC/29	Report to the Governing Council of the Environment Co-ordination Board on its third and fourth sessions
UNEP/GC/30	Review of the environmental situation and of activities relating to the environment programme
UNEP/GC/31 and Corr.1-3	The proposed programme
UNEP/GC/31/Add.1	Review of the impact of energy production and use on the environment and role of the United Nations Environment Programme
UNEP/GC/31/Add.2	The Global Environmental Monitoring System
UNEP/GC/31/Add.3	The International Referral System for sources of environmental information (IRS)
UNEP/GC/32 and Corr.1-3	Proposed Fund programme activities (revised 1975, proposed 1976-1977)
UNEP/GC/33	Determination of environmental elements for inclusion in the criteria for review and appraisal of the International Development Strategy for the Second United Nations Development Decade
UNEP/GC/34 and Corr.1	The role of the United Nations Environment Programme in the attainment of the science and technology objectives of the Second United Nations Development Decade and the World Plan of Action for the Application of Science and Technology to Development
UNEP/GC/35 and Corr.1	Progress report on Habitat: the United Nations Conference on Human Settlements to the Governing Council of the United Nations Environment Programme
UNEP/GC/36	Plan and programme of operations for the United Nations Habitat and Human Settlements Foundation

<u>Symbol</u>	<u>Title</u>
UNEP/GC/37	General guidelines for the execution of projects
UNEP/GC/38	Amendments to the general procedures governing the operations of the Fund of UNEP and to the Financial Rules of UNEP
UNEP/GC/39	Review of the level of the Fund programme reserve
UNEP/GC/40 and Corr.1 (English only), 2 and 3	Report on the implementation of the Fund programme in 1974
UNEP/GC/41 and Add.1-2	Review of the Fund programme for 1975, review and approval of the medium-term plan (1976-1979) and approval of the Fund programme for 1976-1977
UNEP/GC/42 and Corr.1 (French only)	The establishment of a rationale for the allocation of the expenses of UNEP between the United Nations regular budget and the Environment Fund and the format of the budget of the Environment Fund
UNEP/GC/43	Question of convening a second United Nations conference on the human environment
UNEP/GC/44 and Corr.1 (English and Spanish only) and Corr.2 (English and Spanish only) and Add.1	Co-operation in the field of the environment concerning natural resources shared by two or more States
UNEP/GC/45	Review of the level of the financial reserve
UNEP/GC/46	Report on the pre-feasibility study on the environmental aspects of the construction of a permanent headquarters for UNEP in Nairobi and the financing of an architectural and engineering survey
UNEP/GC/47	Revolving Fund (Information)
UNEP/GC/48	Report on Fund programme reserve activities, 1974
UNEP/GC/49	Revised 1974-1975 budget estimates for programme and programme support costs of the Fund of the United Nations Environment Programme
UNEP/GC/50 and Corr.1	Proposed budget for programme and programme support costs 1976-1977
UNEP/GC/51 and Add.1	Resolutions of the twenty-ninth session of the General Assembly of relevance to UNEP's activities
UNEP/GC/51/Add.2 and Corr.1	Implementation of General Assembly resolution 3337 (XXIX): International co-operation to combat desertification

<u>Symbol</u>	<u>Title</u>
UNEP/GC/52	Fund of the United Nations Environment Programme: Financial report and accounts and report of the Board of Auditors
UNEP/GC/53	Relationships with non-governmental organizations
UNEP/GC/54	Revised 1974-1975 budget estimates for programme and programme support costs of the Fund of the United Nations Environment Programme and proposed budget for programme and programme support costs 1976-1977: proposed construction of temporary premises for the United Nations Environment Programme at Nairobi
UNEP/GC/L.26	Report of the Advisory Committee on Administrative and Budgetary Questions on the revised 1974-1975 budget estimates for programme and programme support costs of the Fund of the United Nations Environment Programme and on the proposed budget for programme and programme support costs, 1976-1977
UNEP/GC/L.27	Introductory statement by the Executive Director
UNEP/GC/L.28	Revised 1974-1975 budget estimates for programme and programme support costs for the Fund of UNEP and proposed budget for programme and programme support costs 1976-1977
UNEP/GC/L.29, Add.1 and Corr.1 and Add.2 and 3	Draft report of the Governing Council on the work of its third session
UNEP/GC/L.30	Activities of organizations in the field of international environmental law
UNEP/GC/L.31 and Add.1-6	Report of Sessional Committee I
UNEP/GC/L.32 and Add.1-2	Report of Sessional Committee II
UNEP/GC/L.33	Credentials of representatives: report of the Bureau