



**UNITED NATIONS
ENVIRONMENT PROGRAMME**

**REPORT OF THE
GOVERNING COUNCIL**

**on the work
of its first session**

12-22 June 1973

GENERAL ASSEMBLY

OFFICIAL RECORDS: TWENTY-EIGHTH SESSION

SUPPLEMENT No. 25 (A/9025)

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NOTE

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

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
INTRODUCTION	1 - 12	1
 <u>Chapter</u>		
I. A. ACTION PLAN FOR THE HUMAN ENVIRONMENT: PROGRAMME DEVELOPMENT AND PRIORITIES (agenda item 6)	13 - 60	4
B. REPORT OF THE ENVIRONMENT CO-ORDINATION BOARD (agenda item 8)	61 - 87	13
II. ENVIRONMENT FUND		
(a) GENERAL PROCEDURES GOVERNING THE OPERATIONS OF THE ENVIRONMENT FUND		
(b) REVIEW AND APPROVAL OF THE FUND PROGRAMME FOR 1973-1974 (agenda item 7)	88 - 97	19
III. UNITED NATIONS CONFERENCE-EXPOSITION ON HUMAN SETTLEMENTS (agenda item 9)	98 - 125	21
IV. OTHER MATTERS ARISING FROM RESOLUTIONS ADOPTED BY THE GENERAL ASSEMBLY AT ITS TWENTY-SEVENTH SESSION (agenda item 10)	126 - 136	26
V. ORGANIZATIONAL, ADMINISTRATIVE AND INSTITUTIONAL MATTERS	137 - 173	28
A. Opening of the session (agenda item 1)	137	28
B. Election of officers (agenda item 2)	138	28
C. Agenda and organization of the work of the session (agenda item 3)	139 - 142	28
D. Rules of procedure (agenda item 4)	143 - 145	29
E. Attendance	146 - 154	30
F. Credentials of representatives (agenda item 5).	155	31
G. Organization of the work of future sessions of the Governing Council (agenda item 11)	156 - 166	31
H. Provisional agenda, date and place of the second session of the Governing Council (agenda item 12)	167 - 170	32

CONTENTS (continued)

	<u>Paragraphs</u>	<u>Page</u>
I. Financial implications of actions of the Governing Council (agenda item 13)	171	34
J. Report of the Governing Council to the General Assembly (agenda item 15)	172	34
K. Closure of the session	173	34

ANNEXES

I. Decisions of the Governing Council at its first session	35
II. Report of the Sessional Committee	59
III. List of documents submitted to the Governing Council	72

INTRODUCTION

1. By its resolution 2997 (XXVII) adopted at its 2112th plenary meeting, on 15 December 1972, concerning Institutional and financial arrangements for international environmental co-operation the General Assembly decided to establish a Governing Council of the United Nations Environment Programme composed of 58 members, and defined the functions and responsibilities of the Governing Council. By the same resolution the Assembly decided that an environment secretariat should be established, to be headed by the Executive Director of UNEP, and specified the responsibilities of the Executive Director. In addition, the Assembly adopted provisions relating to the establishment and administration of an Environment Fund and decided to establish an Environment Co-ordination Board under the auspices and within the framework of the Administrative Committee on Co-ordination.

2. At the same meeting, the Assembly elected the following 58 States members of the Governing Council and determined their terms of office:

Argentina,* Australia,*** Austria,** Brazil,** Burundi,*** Cameroon,** Canada,* Central African Republic,*** Chile,*** China,* Czechoslovakia,* France,* Gabon,* German Democratic Republic,*** Germany, Federal Republic of,** Ghana,* Guatemala,* Iceland,** India,** Indonesia,* Iran,** Iraq,*** Italy,** Jamaica,* Japan,** Jordan,*** Kenya,** Kuwait,** Lebanon,* Madagascar,*** Malawi,** Mexico,*** Morocco,* Netherlands,*** Nicaragua,*** Nigeria,*** Pakistan,*** Panama,*** Peru,** Philippines,* Poland,*** Romania,** Senegal,*** Sierra Leone,* Somalia,** Spain,* Sri Lanka,*** Sudan,* Sweden,* Syrian Arab Republic,* Tunisia,** Turkey,*** Union of Soviet Socialist Republics,** United Kingdom of Great Britain and Northern Ireland,*** United Republic of Tanzania,*** United States of America,** Venezuela,** and Yugoslavia.*

3. At that meeting the Assembly, on the nomination of the Secretary-General, elected Mr. Maurice F. Strong Executive Director of the United Nations Environment Programme.

4. At the opening meeting of the first session of the Governing Council, on 12 June 1973, the Executive Director of UNEP read out the text of a message from the Secretary-General, who was unable to be present. In his message, the Secretary-General referred to the formidable environment problems confronting the international community. He urged the Governing Council to find means of reconciling the satisfaction of the legitimate immediate needs of mankind with the protection of the interests of future generations. In that task, he said, both developed and developing countries should be actively involved by reason of the

* Term expires on 31 December 1973.

** Term expires on 31 December 1974.

*** Term expires on 31 December 1975.

inevitable interdependence of all nations. He considered that the Governing Council could perform a vital function in safeguarding or enhancing the quality of life and he expressed the hope that it would conduct its proceedings in the spirit of friendship and co-operation which had dominated the preparations for the United Nations Conference on the Human Environment and that Conference itself.

5. Mr. Ingemund Bengtsson (Sweden), having been elected President of the Governing Council by acclamation, made a statement in which he referred to the recommendations adopted by the United Nations Conference on the Human Environment, held at Stockholm from 5 to 16 June 1972 (the "Stockholm Conference") (A/CONF.48/14/Rev.1), 1/ and to the problems to be dealt with by the Governing Council.

6. The President expressed the hope that the constructive spirit of international co-operation manifested at the Stockholm Conference would continue to prevail. He stressed that the problems of the environment were well-known and that public opinion had been aroused; what was now needed was action to translate the existing knowledge into concrete measures; while action needed to be taken primarily at the national level certain problems should be dealt with at the international level. In this respect, he drew attention to the conclusion of certain conventions in recent months and to the establishment of the Environment Fund and of the Governing Council itself. While it was clearly impossible to act immediately on all 109 recommendations adopted by the Stockholm Conference, nevertheless, he stressed that the expectations to which that Conference had given rise must not be frustrated.

7. At the 1st meeting, Mr. Maurice F. Strong, Executive Director of UNEP, made a statement (UNEP/GC/L.10) in which he described the work done by the secretariat in preparation for the session and set out the subjects which, in his opinion, deserved priority treatment in the context of the programme of work proposed by the secretariat and in conformity with the recommendations of the Stockholm Conference and of the General Assembly.

8. He considered that the first session of the Governing Council was the commencement of the process of implementing the Stockholm recommendations within the machinery created by the General Assembly. The secretariat had concentrated on preparing the essential first steps, as reflected in the agenda, for the Governing Council's approval. Decisions were required concerning the main objectives of the Environment Programme and the consequential priorities within it, the draft general procedures to govern the operation of the Environment Fund and the Fund Programme for 1973-1974, and the recommendations to the General Assembly, in response to its resolution 3001 (XXVII) of 15 December 1972, regarding the Conference-Exposition on Human Settlements. The draft general procedures concerning the Environment Fund were the result of intensive consultations with the United Nations Secretariat in New York, which proposed to complement them with appropriate administrative arrangements concerning personnel matters and financial rules.

1/ This report will be printed as a United Nations Sales publication.

9. Having reviewed certain considerations regarding the Environment Programme, the Executive Director suggested that priority action was both desirable and feasible with respect to threats to human health and well-being posed by the contamination of food, air or water; improvement of water quality; soil degradation; and the deterioration of the marine environment. In addition, action was called for in the fields of economics and trade, energy and human settlements. These areas would, he expected, form the subject of detailed proposals to be submitted to the Governing Council at its second session, although work would proceed in the other important areas. He considered that UNEP should be able to provide assistance to Governments in dealing with their environmental problems, within the framework of its over-all objectives. The measures might take the form of technical assistance, training, development of institutional capacity, mobilization of additional financial resources and the development and dissemination of environmentally-sound technology; and he described some specific methods whereby such assistance might be provided.

10. Looking beyond the immediate and practical questions concerning the environment, the Executive Director mentioned the most important of various areas in which he proposed to initiate the necessary preparatory work and consultations, which would lead to specific proposals in an attempt to plot a future course of UNEP activities. These related to the identification of "outer limits" in certain human activities, weather and climate modification, industries whose activities had particularly significant environmental consequences, "eco-development" designed to help rural communities to make better use of their natural and human resources, and the development of international and environmental law.

11. In conclusion, the Executive Director stressed that the Governing Council now had the opportunity to set the direction of and to impart momentum to its mission of enabling man to survive and to improve the quality of life in a setting that was exposed to the hazards of the most rapid change known in human history, to ensure - in the words of the Stockholm Declaration - "an environment of a quality that permits a life of dignity and well-being".

12. The present report 2/ constitutes a summary of the proceedings and deliberations of the Governing Council during its first session.

2/ Previously issued under the symbol UNEP/GC/10.

Chapter I

ACTION PLAN FOR THE HUMAN ENVIRONMENT: PROGRAMME DEVELOPMENT AND PRIORITIES (agenda item 6)

REPORT OF THE ENVIRONMENT CO-ORDINATION BOARD (agenda item 8)

A. Action plan for the human environment: programme development and priorities

13. The General Assembly by paragraph 2 of its resolution 2994 (XXVII) of 15 December 1972 referred the Action Plan for the Human Environment adopted by the Stockholm Conference (A/CONF.48/14/Rev.1, chap. II) to the Governing Council for appropriate action.

14. For the purpose of the consideration of this item by the Governing Council at its first session, the Executive Director of UNEP had prepared a report (UNEP/GC/5), setting out proposed objectives and programmes for future activities in the context of international co-operation relating to the environment. In his policy statement to the Governing Council, the Executive Director indicated five other areas - namely, the "outer limits" to changes in the environment, weather and climate modification, environmental problems of specific industries, "eco-development" and environmental law - on which preliminary work was being initiated which might give rise to specific proposals for future consideration by the Governing Council.

15. Representatives welcomed the establishment of the United Nations Environment Programme (UNEP) and its secretariat, the Governing Council, the Environment Fund and the Environment Co-ordination Board by the General Assembly. Many representatives noted that considerable progress had been made since the Stockholm Conference, in particular the signature of three international conventions relating to the environment (*ibid.*, para. 4). The secretariat had been able, despite limitations of time and staff, to prepare proposals for programme development and priorities which constituted a good basis for initiating activities. The target of \$100 million for the Environment Fund had been nearly reached. A few representatives considered that the proposed Action Plan was too general, was not sufficiently action-oriented and did not indicate the specific action to be taken. Several representatives expressed their support for the general objectives of UNEP as they appeared in document UNEP/GC/5. Most of them remarked, however, that they would prefer objective (a) to specify the safeguarding of ecological systems and objective (b) to lay greater stress on planning and management of development which would include natural resources; in addition, they considered that the areas of technical assistance, training and information should be spelled out as clear major objectives of UNEP. Several representatives supported without reservations the 14 particular objectives as set out in document UNEP/GC/5, and they were all of the view that it was difficult to set any order of priority among the proposed objectives. It was, however, considered possible to define priority areas for the immediate future on the basis of the universality of the problem, its urgency, the work already being done within and outside the United Nations system and the practical possibilities of making a significant

contribution within available resources. It was stated that the Governing Council would expect at its second session to receive precise and detailed information on the proposed programme, indicating the aims and nature of the programme proposed, the agency or organization which would co-operate in its execution and the cost of its implementation. A number of representatives noted the five new areas for possible future action indicated by the Executive Director and hoped that the information regarding them would be provided at a later session of the Governing Council.

16. Several representatives stressed that as far as possible the services of the specialized agencies and other bodies in the United Nations system should be utilized for carrying out the programmes. A careful review of existing environmental activities within the United Nations system should be made in order to ensure co-ordination, fill gaps and avoid duplication. They considered that the services of other competent bodies outside the United Nations system might usefully be enlisted.

17. It was stressed that UNEP should be the focal point in the United Nations for co-ordinating all activities within and outside the United Nations system in matters relating to environment. This would help the Governing Council to have at its disposal a global picture in order to determine the policies and actions needed.

18. Many representatives welcomed the steps taken by the Executive Director to establish liaison units with each of the regional economic commissions and the United Nations Economic and Social Office at Beirut, which, in their opinion, would tend to promote co-operative regional efforts and also strengthen the activities of the regional bodies in the field of environment. They also stressed that UNEP should maintain close relationship with other subregional, regional and international organizations inside and outside the United Nations system and benefit from their experience and assistance.

19. Several representatives considered that the Governing Council should lay down guidelines for the Programme and programme activities and should be provided with all necessary details to enable it to carry out this responsibility effectively. The Executive Director would then be authorized to carry out the programme activities within the conditions and budget established by the Council.

20. Several representatives advocated the view that the UNEP secretariat should act as the secretariat for conventions relating to the environment for which no other agency had this responsibility. One representative expressed the view that the cost of this function should be met from the regular budget of the United Nations rather than from the Environment Fund.

21. A proposal was made that Governments should provide the Executive Director with concise information about the activities they were undertaking or were planning to undertake to implement the Action Plan.

22. Many representatives referred to principle 26 of the Declaration on the Human Environment which had drawn attention to the hazards of nuclear weapons to man and his environment, and called for the elimination and complete destruction of these weapons. These representatives urged that nuclear tests of every kind should be discontinued forthwith.

23. A large number of representatives expressed the view that high priority should be given to the Earthwatch programme, comprising evaluation, research, monitoring and exchange of information on the state of the environment. The purpose of this programme was to provide a baseline from which trends could be assessed and early warning of harmful effects be issued sufficiently in advance to enable corrective measures to be taken in good time. This programme would also help in estimating the costs of various levels of protection, and this information should be made available to countries, so that each Government would be able to decide for itself the degree of protection required, in the light of the social and economic conditions in the country concerned.

24. Several representatives suggested that a beginning should be made with the monitoring component of this programme - that is, the establishment of a Global Environment Monitoring System - GEMS - which in turn would, in the first place, comprise monitoring pollutant levels and would be developed progressively to cover other environmental parameters. They also supported the proposal by the Executive Director that an intergovernmental meeting on monitoring should be convened in 1974, to elaborate a global plan for monitoring pollutant levels. The Government of Kenya had offered to act as host to that meeting, and several representatives welcomed that offer.

25. The question of monitoring pollutant levels in land, water, soil, food and the biota was dealt with under the "Earthwatch" programme. Some representatives considered that the programme should make provision for action to identify pollutants of international significance, establish the relationship between exposure and effects, primary protection standards and procedures for determining desired working limits.

26. It was also considered desirable by some representatives that the programme should provide for action to investigate and compare information on the sources, pathways and fate of pollutants in the environment and their transformation.

27. Some representatives expressed the view that the programme should also comprise action in the promotion of internationally agreed guidelines and criteria for the control of selected pollutants for the protection of human health and well-being.

28. Several representatives pointed out the need to study climatic effects arising from pollutants and other influences attributable to human activities. Mention was made of regional and baseline background stations, which the World Meteorological Organization was invited to establish by recommendation 79 of the Stockholm Conference. It was assumed that this network of stations would be integrated in the over-all network of stations for the monitoring of pollutant levels to be established within the Global Environment Monitoring System - GEMS. It was suggested that the programme should include action to investigate man-induced climatic changes. The representative of Australia advised the Council of the decision of his Government to establish a baseline and regional monitoring stations in accordance with this recommendation and asked the Executive Director to provide details of the arrangements worked out between the World Meteorological Organization and UNEP.

29. As far as deliberate weather modifications were concerned, there was support for the Executive Director's proposal that action in this area should be

initiated; one representative called for legal studies concerning this subject. Another representative suggested that an international technological assessment should be carried out of all future large-scale projects which were likely to change the climate. Yet another representative suggested that expert groups should evaluate the likelihood and magnitude of the effects of changes in the micro- and macro-climate on man and the biosphere. In addition, it was suggested that UNEP should initiate the design of internationally accepted procedures, including a code of conduct, relating to research into and use of technologies for changing the climate.

30. Widespread apprehension was expressed concerning the increasing pollution of the oceans, which covered three-quarters of the earth's surface and were an important source of food, minerals and other necessities of life. While welcoming the conclusion of the London Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matters, some representatives considered that the Convention did not go far enough in that it failed to cover the intentional discharge of oil and other pollutants at sea. It was suggested that the Governing Council should recommend to the Intergovernmental Maritime Consultative Organization that a total ban be imposed on all such discharges, in conformity with recommendation 86 of the Stockholm Conference. Concern was expressed in connexion with the pollution of a number of areas in the oceans of the world, such as the Mediterranean, the Baltic and the Persian/Arabian Gulf. The Council was informed of the activities of the coastal States of the Baltic, designed to control pollution in that sea. Attention was also drawn to the need to control pollution from land-based sources. Of particular concern to representatives of countries in the region concerned was the pollution of the Baltic Sea. It was hoped that recent efforts by coastal States to prepare a convention on the marine environment of the Baltic Sea, also taking into account land-based pollution, would bear fruit. It was proposed that consultations among interested States on possible means of achieving an internationally accepted system of controls over toxic land-based discharges into rivers and estuarial areas should be undertaken, based on similar initiatives at the regional level. Other representatives were gravely concerned about the pollution caused by oil transport and petrochemical industries in the region of the Persian/Arabian Gulf. It was announced that steps had been taken by the Government of Kuwait to convene a regional conference on the pollution of the Gulf with the participation of all Governments concerned in the region, with a view to preparing a convention for safeguarding this vital body of water. Representatives of coastal States of the Mediterranean also expressed their concern about the pollution of that sea, in particular by ships carrying hydrocarbons. They requested the Governing Council to support their efforts, which had resulted in the fundamental principles of the "Beirut Charter" for safeguarding and developing the Mediterranean. One representative stressed the need for over-all conservation and management of the fishery resources of the high seas in order to prevent their depletion by over-exploitation. Another representative considered that UNEP should participate in regional programmes only at the specific request of all the interested Governments.

31. It was suggested that a world register of clean rivers would be desirable as an important means of assessing land-based pollution of the oceans. The logical first step would be to determine the criteria for selecting clean rivers. A number of representatives pointed out that such measures might be useful at the regional level as part of the work carried out by the interested coastal countries for the purpose of controlling marine pollution.

32. One representative asked the Executive Director to urge the International Whaling Commission to give renewed consideration to a 10-year moratorium on commercial whaling in accordance with recommendation 33 approved at Stockholm.

33. Some representatives stressed the importance of a global energy policy for the purpose of averting an energy crisis. They felt it essential to establish long-term programmes for the development of new sources of energy to meet future demand with minimum adverse effects on the environment. A comprehensive study by UNEP to be completed by 1975 as a preliminary step was suggested, with a view to formulating guidelines for future energy policy. One representative stated that his Government was willing to extend support for the project. It was also suggested that the programme could draw on the proposed studies requested by the Committee on Natural Resources. Other representatives stressed that the problems relating to the use of other energy were extremely complex and deserved much closer attention before any commitment was made by the Programme. They requested the Executive Director to prepare a report on the energy issue and its complexity for consideration by the Council at its second session.

34. Some representatives referred to the question of natural disasters and expressed the hope that, in the context of the work programme of UNEP, studies would be carried out to determine possible methods of predicting and if possible mitigating the effects of catastrophes like drought, storms, floods and seismic phenomena.

35. Many representatives expressed appreciation for the preliminary steps taken by the Executive Director towards the realization of an International Referral System (IRS), ^{3/} though on a relatively small scale and preliminary basis for the present. The IRS was an essential first step towards the establishment of a sound data-gathering and assessment capability. The IRS should be brought into operation experimentally with the aim of assuring a capability to make available information directly in selected sectors to interested parties. However, one representative pointed out that the proposed switchboard concept of IRS was rather limited and hence its scope and objective should be broadened with a view to making it more useful. It should be flexible, interconnected with, and utilize, existing systems and meet users' demands. The IRS should eventually have access to information contained in the available scientific and technical literature on environmental problems, particularly information of importance to the developing countries. At the same time, IRS should maximize the utilization of present knowledge and experience in such areas as soil conservation, forest management, water resources, pollution control, human settlement planning and management and environment legislation and administration. It was hoped that a summary would be made of existing and planned information and data services within the United Nations system and that duplication would be avoided. Several representatives expressed the hope that the Governing Council would authorize the Executive Director to continue the work already begun, and that he would submit further information on the subject to the Council at its next session.

^{3/} It was agreed that the expression "International Referral System" should be used instead of "International Referral Service for sources of environmental information" which had been used earlier.

36. Some representatives, while supporting the further experimental development of IRS, considered that extended support should be given to other machinery designed to increase the availability of information concerning the environment, particularly information relating to developing countries.

37. Some representatives stressed the great importance of information and the need to establish an international referral system. They expressed gratitude for the efforts made by some countries in this respect, but considered that the proposed system suffered from various limitations which necessitated its revision. The Executive Director was requested to appoint a working group, open to all members of the Governing Council wishing to participate, to formulate an international referral system that would benefit all countries members of the United Nations equally; the working group's conclusions might be submitted at the second session. One representative indicated that the new IRS should be under the responsibility of the secretariat and that the secretariat or an expert group should be responsible for the information supplied. He added that the system should be arranged according to countries or according to territories or regions, but not according to a mixture of these.

38. Several representatives attached priority to integrated planning as a means of harmonizing environment and development objectives. It was suggested that research, with the co-operation of the UNESCO Programme on Man and the Biosphere into ecological systems was essential for integrated planning and management. Priority should be given to the formulation of criteria and methods for anticipating and lessening possible negative effects of development projects on the environment. Systematic efforts should be made to adjust technologies to local geographical and ecological circumstances, so as to eliminate harmful effects of imported technologies.

39. Many representatives emphasized that the environmental problems of developing countries were often not the side effect of excessive industrialization, but the direct consequence of underdevelopment. Development was one of the primary means of improving the environment for the purpose of bettering the quality of life of the majority of mankind. Consequently, integrated planning should aim at ensuring a balance between economic growth, population growth and the distribution of available resources and environmental effects. International efforts should be directed at promoting processes of economic growth and development which combined high growth rates with low environmental risks. The United Nations Environment Programme should develop programmes with a view to assisting Governments to incorporate environmental aspects in their national development programmes. It was stressed that development was not incompatible with the maintenance of environmental quality and the sound management of world resources. Some representatives stated that since the developing countries were not primarily responsible for the pollution of the world environment, the burden of the needed protective measures should not fall upon them. In this connexion, they considered that environmental problems should not hamper the economic development of the developing countries.

40. A number of representatives stressed that appropriate attention should be paid to encouraging the development of low-waste and non-waste technology.

41. One representative referred to the need to include the improvement of the work environment as a sector of concern to UNEP, pointing out that this was a matter of importance to developing and developed countries.

42. One representative stressed the obligation of States, in conformity with universally accepted principles of law and with respect to the particular case of shared natural resources and of a shared environment, to ensure and to demonstrate that activities carried on within their jurisdiction or under their control would not cause harm to the environment of other States or to areas outside their national jurisdiction. In conformity with this obligation, which could not be left to be determined by the unilateral decision of the State carrying out activities and projects in the shared environment, that State should provide full information to, and consult with, the interested parties before undertaking such projects. In the opinion of the representative the countries concerned should have the possibility of demanding such information for appropriate evaluation and the right to call consultation meetings when they thought it necessary.

43. In the opinion of some representatives, resources for environmental programmes, both within and outside the United Nations system, should be additional to those to be devoted to development under the International Development Strategy for the Second United Nations Development Decade. Some representatives emphasized that the Environment Fund should not be used for development assistance per se. Some other representatives stated that their Governments would respond to the priorities of developing countries and would be glad to make a high proportion of their aid available for projects and technical assistance of an environmental character and also ensure that their development aid projects would generally take environmental factors into account.

44. Grave concern was expressed by several representatives about the irrational and wasteful exploitation and use of the limited natural resources in developing and developed countries.

45. Many representatives shared the concern expressed by the Executive Director in his introductory statement regarding soil degradation and particularly the spread of deserts and the serious situation south of the Sahara, as well as other countries in Asia and Latin America. The loss of productive soil through erosion, salination and contamination, and the dearth of water of sufficient quantity and good quality were major constraints in attaining optimum agricultural production in most developing countries whose economy was basically agricultural. They considered, therefore, that the Programme should give particular emphasis and priority to the management and conservation of soil and water resources. Urgent measures were justified to investigate and halt the serious degradation of the soil, especially in arid regions and to stop the spread of the world's deserts. A major effort was also called for to combat the waste of natural resources caused by soil erosion, including ill-considered deforestation. Advice and assistance should be given to developing countries to support their efforts to conserve water resources and maintain water quality. Some representatives considered that UNEP should support the environmental aspects of national and regional programmes of water resources management. Other representatives felt that steps should also be taken to make available to developing countries biological techniques for the conservation and improvement of the productivity of agricultural land, besides advice and assistance in the rational use of land resources. Special attention should be paid to the environmental effects of the exploitation of mineral resources.

46. Several representatives drew attention to the need to conserve and improve forestry resources for the purpose of protecting the world forest cover, particularly in tropical and subtropical areas. Some representatives described measures being taken in their countries - in certain cases with the assistance of international organizations - to safeguard the national forest resources. They recognized that UNEP had an important part to play in the carrying out of such programmes.

47. A large number of representatives considered that the improvement of the quality of life in rural and urban settlements should receive highest priority. In the opinion of some representatives, the environmental degradation of cities, towns and the countryside arose primarily from the growth and uneven distribution of the population, exodus from rural to urban areas, shortage of housing, haphazard industrial location, inadequate transportation, insufficient supply of water of good quality, lack of sewerage and waste disposal, as well as the lack of institutional infrastructure. It was realized that a long-term programme for the improvement of human settlements should be undertaken at the urban and rural levels and that integrated pilot schemes should be initiated.

48. It was considered that particular attention should be paid to pilot schemes in the field of water supply, sewerage, solid waste disposal and recycling of valuable by-products which, if left untreated, became an additional burden on the environment both in rural and urban areas.

49. It was felt that the problem should be tackled in the context of comprehensive national economic planning, including deconcentration and distribution of employment and population. Housing projects should be based on local socio-cultural and economic factors. Technological innovations to develop labour-intensive and low-cost housing were needed.

50. Several representatives expressed the hope that action along these lines would begin immediately, without waiting for the results of the United Nations Conference-Exposition on Human Settlements to be held in 1976.

51. Several representatives urged that the establishment of an international fund or financial institution to provide seed capital and technical assistance for the effective mobilization of domestic resources for housing and the environmental improvement of human settlements, envisaged under General Assembly resolution 2999 (XXVII), should be vigorously pursued.

52. Many representatives noted with satisfaction the adoption by the UNESCO General Conference on 16 November 1972 of the Convention concerning the protection of the World Cultural and Natural Heritage and the conclusion of the Convention on International Trade in Endangered Species of Wild Fauna and Flora in Washington on 3 March 1973, which were the outcome of recommendations by the Stockholm Conference. The Governing Council considered the provision in article XII of the latter Convention, which envisaged a secretariat to be provided by the Executive Director of UNEP upon entry into force of the Convention. The hope was expressed in the Final Act of the Convention that the Governing Council would approve the undertaking of such secretariat functions by UNEP (see UNEP/GC/L.3, para.2). Several representatives stated that the problem of endangered wild species was an extremely important area of concern and suggested that the secretariat function should be carried out by the Executive Director, as requested in the Convention. The view was also expressed that when the

administration of a convention relating to environmental questions did not appropriately fall within the mandate of any particular agency, the responsibility might be within the competence of UNEP. One representative felt that in principle, such functions should be financed from the regular budget of the United Nations and not from the Environment Fund.

53. Some representatives expressed concern at the increasing loss of wildlife due to indiscriminate killing and destruction of the habitat of wild animals and plants throughout the world. They suggested that steps should be taken to redress the situation as a matter of priority. Protection of natural sites and habitats should also form part of the activities of UNEP. In this connexion, the representatives concerned considered that assistance should be given to Governments, at their request, in the ecological management of parks and protected areas and in the training of personnel for this purpose.

54. Some representatives felt that the conservation of genetic resources should receive high priority. The survival of many plant and animal species throughout the world was by no means assured. The Convention on Endangered Species covered but one part of the problem. Hence the need for urgent and continuing action for the collection and maintenance of broad-based gene pools for improving sound breeding programmes of different domestic and wild animal species, and selected culture for various crops or forest resources. In this connexion, some representatives announced that their Governments would be prepared to provide facilities and expertise for such projects.

55. A number of representatives stated that national policies and measures adopted for the purpose of protecting the environment should be considered from the point of view of their effects on international trade, in particular the trade of developing countries, and in the light of the provisions of the International Development Strategy. They added that in certain cases synthetic substances which contributed to pollution had replaced bio-degradable natural substances which were important export items of developing countries but which faced trade barriers and discrimination in certain consumer countries. Accordingly, they welcomed the Executive Director's proposals for studies and research concerning the relative merits of the production of synthetic and natural fibres and studies concerning controls and standards which might be used as a pretext for applying protectionist policies in international trade.

56. Some representatives agreed with the proposal by the Executive Director (UNEP/GC/5, para. 116 (iii)) that research should be carried out to determine the possible advantages of locating industries in developing countries. They considered that this research should take into account the effects of the transfer of technology on the receiving countries.

57. Some representatives considered that UNEP should participate actively in the United Nations Population Conference to be held in 1974 and co-operate closely with the secretariat of the Conference in the preparation for the Conference. The Executive Director was asked to request national bodies concerned with the environment also to associate themselves actively in the preparations for the Conference. Some representatives stated that the rapidly increasing population inevitably progressively worsened the degradation of the environment. Besides the need for environmental discipline, they considered that there was also an urgent need for measures to curb population growth in both rich and poor countries.

Other representatives considered that it was premature for UNEP to engage in activities in the population field and, in any case, it should not do so before the Population Conference.

58. Many representatives stated that, even though the problems affecting the environment were mostly well known, a determined effort was needed to educate the general public about the dangers besetting the environment and to urge all sectors of the population to respect the elementary principles of conservation. They referred in this connexion to principle 19 of the Declaration on the Human Environment. They stressed that, in view of the universality of the problem, even the best-conceived plans for the protection of the environment would hardly succeed without the involvement of the public. They urged that high priority should be given by UNEP to the formulation of a comprehensive programme of education and information regarding the environment.

59. Several representatives stressed the importance of national efforts to deal with environmental problems. In developing countries the required scientific managerial and technical skills were for the most part lacking. In the opinion of these representatives it was therefore most urgent that attention be given to the training of national personnel in various disciplines. They thought that UNEP could perform a useful function in formulating an international programme of technical assistance and training in the environmental field and in supporting training programmes, especially training courses on a regional basis for planners and administrators for the purpose of assessing the compatibility of environmental policies. One representative stated that technical assistance was only a short-term solution, and he suggested the idea of establishing a university or centre for training high-level experts to deal with the environment.

60. So far as the topic of international law regarding the environment was concerned, the suggestion was made that the General Assembly should be invited to consider the codification and progressive development of environmental law and possibly to refer the topic to the International Law Commission. It was further suggested that the preparation of international instruments relating to the environment should be undertaken within the framework of UNEP activities.

B. Report of the Environment Co-ordination Board

61. By its resolution 2997 (XXVII), section IV, the General Assembly established the Environment Co-ordination Board as an interagency body under the auspices and within the framework of the Administrative Committee on Co-ordination. The main function of the Environment Co-ordination Board is to ensure co-operation and co-ordination among all organizations in the United Nations system concerned with the implementation of environmental programmes. The Co-ordination Board, which is required to report annually to the Governing Council, held its first session under the chairmanship of the Executive Director of UNEP, at Geneva on 9 April 1973. The report on that session (UNEP/GC/7) was before the Governing Council. In view of the very close interrelatedness and interdependence of UNEP's action programme and the co-ordination of activities in the field of environment to be carried out in order to give effect to this programme, the Governing Council decided that it should discuss the report of the Environment Co-ordination Board in the context of the debate on agenda item 6.

62. In introducing the report of the Environment Co-ordination Board, the Executive Director said that the Board's first session had been a very productive and successful one, auguring well for future co-operation and co-ordination in the field of environment within the organizations of the United Nations system. Describing the novel qualities and the co-operative nature of the United Nations effort in the environment field, he highlighted the concept of co-operating agencies. He said that the agencies would be actively involved in the formulation of programme proposals to serve the objectives established by the Governing Council. For specific programmes which had been authorized by the Governing Council, the United Nations organizations would help to implement them, for example, by co-operating in the implementation of specific projects and by giving counsel in the field of their competence. He added that the resources of the Environment Fund could also be used to strengthen the existing environmental programmes of specialized agencies, or to help launch new ones. In his opinion, Governments could assist in these co-operative efforts by avoiding initiatives which may result in overlapping activities. Moreover, they would be expected to make relevant recommendations through the Governing Council, which, inter alia, could influence the programmes of agencies in the environment field while remaining compatible with the decisions of their respective governing bodies.

63. The representatives welcomed the first report of the Environment Co-ordination Board as an important step in establishing the necessary basis for an effective co-ordination of activities and co-operation within the organizations of the United Nations system. They noted the goodwill displayed by all parties and expressed the hope that good relations would continue to characterize the interagency efforts. Some speakers warned that Governments would be less than realistic were they to overlook the potential duplication and overlap among autonomous international organizations, and various problems that might arise as a consequence. One representative expressed the hope that the next report of the Board would provide better indications as to whether the agencies concerned had truly come to grips with problems of co-ordination on specific environmental programmes. Another representative suggested that Governments should have the possibility of attending meetings of the Board as observers.

64. Many representatives spoke of the need for the Governing Council to scrutinize the work of the Board, but some felt that this could not be entirely the responsibility of the Governing Council of UNEP since the governing bodies of the specialized agencies were also concerned with the problems of the environment. One representative pointed out that the Board had the very important function of serving as a channel of communication between the specialized agencies as a group and the Governing Council of UNEP. Several speakers expressed the view that the relations between the Governing Council and the Board should evolve gradually on the basis of experience, and that the entire problem of co-ordination would become easier to deal with once the action programme of UNEP had been clearly defined and the implementation phase begun.

65. The representative of a specialized agency, speaking also on behalf of other specialized agencies, underlined the necessity for close co-operation with UNEP, and stated their readiness to assume their share in the global effort to achieve environmental objectives approved by the Governing Council.

66. A great deal of attention was devoted by speakers to the general issue of the co-ordination of activities in the environmental field. They felt that co-ordination was of central importance since UNEP was not to undertake projects

in cases where it could rely on other agencies and bodies for the implementation of its programmes, and since the environment by its very nature could not be dealt with sectorally but required an interdisciplinary approach covering the whole range of human activities. In the opinion of many representatives, the avoidance of unnecessary duplication through co-ordinated action was essential in view of the relative scarcity of resources and experts available to deal with these global problems. It was recognized that lack of co-ordination imposed serious strains on smaller countries, whose limited manpower and other resources were becoming increasingly overextended by the amount and scope of international activities in the field of the environment. Several representatives mentioned the UNESCO Programme on Man and the Biosphere as an example of constructive interagency co-operation in an interdisciplinary project which was yielding important environmental data.

67. Speaking specifically on UNEP's co-ordinating role, many representatives felt that this was one of its fundamental functions. Some representatives recalled the recommendation of the United Nations Conference on the Human Environment that the Governing Council should "provide general policy guidance for the direction and co-ordination of environmental programmes within the United Nations system". They referred to UNEP as the central institution for environmental matters in the United Nations system, and the initiator of activities in the environmental field, relying as much as possible on the existing capabilities and expertise within and outside the United Nations system, and helping to put such capabilities to the best possible use, by establishing links between activities and ensuring their complementarity. Some speakers suggested that UNEP should develop means of identifying and filling the gaps in the existing environmental programmes, propose the reorientation and expansion of existing efforts of specialized agencies whenever desirable, and keep Governments informed about the status of collective programmes relating to the environment as well as about any necessary improvements in such programmes. In this context, the potential of the International Referral System was mentioned by some representatives.

68. Some representatives said that UNEP's co-ordinating functions implied a considerable degree of autonomy and operating flexibility for the Executive Director, who should, under the guidance of the Governing Council, play the central role in co-ordinating environmental activities. One representative stated that General Assembly resolution 2049 (XX) of 13 December 1965 had defined the meaning of co-ordination in the United Nations system and that under Assembly resolution 2997 (XXVII) UNEP had the function of giving guidance to specialized agencies in the environmental field. Other representatives added that, in carrying out its task, UNEP would have to pay due regard to the specific structure, characteristics and obligations of each organization. One representative stated that due regard should be given to the central role, assigned by the Charter, to the Economic and Social Council in the co-ordination of social and economic programmes. Representatives felt that it was necessary to lay down very clear guidelines for the co-ordination of environmental activities within the United Nations system, but some warned of the danger that arguments against overlapping might lead to a situation where nothing would be done.

69. Many representatives felt that the resources of the Environment Fund should be utilized not only to supplement the means available to specialized agencies or to initiate and finance various projects, but also to improve co-ordination, to impart a global, co-ordinated direction to existing and future programmes, as well

as to stimulate greater environmental orientation in activities of various specialized agencies.

70. One representative suggested that the functions of UNEP should be:

(a) To know exactly what problems were being dealt with by different international organizations, within and outside the United Nations system;

(b) To give wide publicity to this information in order to avoid or eliminate unnecessary duplication of activities;

(c) To delegate to specialized agencies of the United Nations, and to other organizations, responsibility for dealing with specific problems;

(d) To identify gaps in the activities and, only in those cases where no other international organization could undertake the task, to establish its own working groups or possibly to rely on national institutions;

(e) To utilize rationally and economically the Environment Fund in order to improve co-ordination and stimulate activities in the field of environment.

71. Many representatives stressed the importance of the regional activities of UNEP, and welcomed arrangements planned by the Executive Director for the establishment of regional units in close co-operation with the regional economic commissions and other regional bodies. Several representatives stressed the important role to be played by the regional economic commissions in the global environmental endeavour. Some pointed out that the regional and subregional approach should be based on ecological regions rather than on traditional regional groupings.

72. It was suggested that the Executive Director should make appropriate arrangements to enable the Executive Secretaries of the regional economic commissions to participate in the work of the Environment Co-ordination Board.

73. In welcoming the activities at the regional level, many representatives referred to the promising work initiated at the first session of the Senior Advisers to the ECE Governments on Environmental Problems. The important role of intergovernmental organizations outside the United Nations system was also underlined. In this context, the first consultative intersecretariat meeting of intergovernmental organizations with major environmental responsibilities in the European region, held under UNEP auspices in co-operation with the ECE, was noted with approval.

74. In his concluding remarks the Executive Director noted that, as was to be expected, the question of co-ordination of international activities in the environmental field was a central concern of Governments. He also noted the importance attached by Governments to knowing precisely what international action was being taken or contemplated with respect to the environment, as a basis for the decisions of the Governing Council. In this connexion, he said that one of the basic functions of the UNEP secretariat would be to provide the Council with data and information necessary to enable it to perform its co-ordinating function. He acknowledged with approval the strong and unanimous desire of representatives that UNEP's programme should be carried out as far as possible by using existing

capacities and that UNEP should not create and conduct its own programmes in a way which might compete with the activities of specialized agencies. He added that the role of specialized agencies was a key element of the whole approach to the environment, and that the UNEP programme was a programme of the whole United Nations system, the Governing Council being responsible for giving it a common outlook and direction.

75. At the 10th meeting, on 18 June 1973, the spokesman on behalf of the non-governmental organizations interested in environmental questions made a statement setting out their collective opinion. 4/

76. At the conclusion of the general debate on items 6 and 8 the Executive Director made a statement on proposed action until the next session of the Governing Council and replied to questions asked earlier by representatives. He stated that he had the impression that representatives were not at variance with the general or particular objectives of UNEP, which reflected essentially the views expressed by Governments since the pre-Stockholm discussions. Certain specific suggestions made in the course of the debate would be taken into account fully in the concrete proposals he would submit to the Governing Council at its next session.

77. He was glad to note that almost all representatives had reflected in their policy statements the importance that they attached to information, and he considered that the International Referral System should begin modestly by establishing a directory listing a wide range of sources. The International Referral System was being designed with two objectives:

(a) To help anybody who needed knowledge to obtain what he required quickly, simply and short of extraneous detail;

(b) To avoid wasteful expenditure on information centres or data systems dealing with environmental questions that would duplicate or bypass existing sources of information.

He would suggest to the Governing Council to agree to the System being initiated on an experimental basis to enable the Council to evaluate it fully and take a final decision at a future session.

78. With respect to the responsibilities of the Governing Council in the administration of the Programme and of the Environment Fund, he noted the desire of Governments to be fully informed of the activities at present under way and those contemplated within and outside the United Nations system, to enable the Governing Council to determine the broad outlines of programme and action priorities.

79. The Executive Director reaffirmed his view that UNEP would function under the exclusive authority of the Governing Council. What was needed was to establish procedures for exercising effective control, while at the same time ensuring the operational flexibility required to carry out its decisions.

80. He considered that the first session of the Environment Co-ordination Board had ensured a sound basis for a unified approach on environmental questions within the United Nations system. In fact, the secretariat had had interagency

4/ The statement was made under rule 70 of the interim rules of procedure.

consultations earlier in the year on programming, and the agencies had submitted a large number of preliminary proposals in their respective fields of activity. These proposals provided a basic ingredient for the development of concrete programme proposals. Further consultations would be held in the context of the over-all aims, objectives and priorities which the Governing Council might establish at the present session.

81. He explained, in reply to a particular question, that for linguistic and administrative reasons, and for reasons of consistency, the Secretary-General had considered it appropriate to use the title "United Nations Environment Programme", instead of "United Nations Environmental Programmes".

82. At the 17th meeting, on 22 June 1973, the representative of Jamaica, on behalf of Argentina, Bangladesh, Brazil, Burundi, Cameroon, Central African Republic, Chile, Cuba, Egypt, Gabon, Germany, Federal Republic of, Ghana, Guatemala, India, Indonesia, Iran, Iraq, the Ivory Coast, Jamaica, Jordan, Kenya, Kuwait, Lebanon, Liberia, Madagascar, Malawi, Mexico, Morocco, the Netherlands, Nigeria, Pakistan, Panama, Peru, the Philippines, the Republic of Viet-Nam, Senegal, Sierra Leone, Spain, Sri Lanka, the Sudan, Sweden, the Syrian Arab Republic, Tunisia, the United Kingdom of Great Britain and Northern Ireland, the United Republic of Tanzania, Uruguay, Venezuela, Yugoslavia and Zaire, submitted the text of proposed decisions (UNEP/GC/L.15) by the Governing Council concerning agenda items 6 and 8.

83. In introducing the draft, he explained that the text was the result of a process of consultation with representatives of all interested countries. He expressed his appreciation for the co-operation and spirit of true international concern shown by all delegations and for their recognition of both the universality and the diversity of the problems involved.

84. The President mentioned, as a point of clarification, that document UNEP/GC/L.14 had formed the basis of, and had been superseded by, document UNEP/GC/L.15.

Action by the Governing Council

85. At its 17th meeting, on 22 June 1973, the Governing Council unanimously adopted the draft text introduced by the representative of Jamaica. 5/

86. The representative of Morocco considered that section E of the text should have included provisions requesting the Executive Director to (a) take effective, energetic and immediate measures to prevent any impairment of the health of the marine environment, and (b) to take all necessary measures to play a more active part as a co-ordinator vis-à-vis developed countries to ensure the application of ratified conventions for ceasing pollution of the seas by hydrocarbons and for ending the overexploitation of the oceans by prohibited and excessive means and techniques.

87. The representative of Japan expressed his delegation's reservation concerning the paragraph in the text which dealt with a 10-year moratorium on commercial whaling.

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

Chapter II

ENVIRONMENT FUND

- (a) GENERAL PROCEDURES GOVERNING THE OPERATIONS OF THE ENVIRONMENT FUND
- (b) REVIEW AND APPROVAL OF THE FUND PROGRAMME FOR 1973-1974 (agenda item 7)

88. By the provisions of section III of its resolution 2997 (XXVII) of 15 December 1972, the General Assembly decided that a voluntary fund, known as the Environment Fund, would be established and defined the objectives and general modalities of operation of the Fund. By paragraph 7 of section III of the said resolution, the Assembly decided that "the Governing Council shall formulate such general procedures as are necessary to govern the operations of the Environment Fund".

89. With a view to assisting the Governing Council the Executive Director of UNEP, after consultations with the services directly concerned at United Nations Headquarters, had prepared a draft of such procedures (UNEP/GC/4) for the Governing Council's consideration, as well as a draft of subsidiary procedures regarding the Fund Programme Reserve (UNEP/GC/4/Add.1).

90. By its resolution 2997 (XXVII), section I, paragraph 2 (g), and section II, paragraph 3, the Assembly decided that the Governing Council should review and approve annually the programme of utilization of resources of the Environment Fund (the "Fund Programme") and that operational programme costs, programme support and administrative costs of the Environment Fund should be borne by the Fund.

91. In connexion with this agenda item, the Executive Director of UNEP had submitted a note (UNEP/GC/8) setting out a proposed Fund Programme for 1973 and 1974.

92. In the course of the general debate on items 6 and 8 many representatives announced their Governments' contributions to the Environment Fund. They commented also in general terms on the proposed procedures and mode of operation of the Fund.

93. The Governing Council decided to refer this item to a Sessional Committee for consideration and report.

94. At its 17th meeting, on 22 June 1973, the Governing Council considered the report of the Sessional Committee, 6/ which was introduced by Mr. Vincent Sánchez (Chile), Vice-President of the Council and Chairman of the Committee.

Action by the Governing Council

95. The Governing Council took note of the report of the Sessional Committee concerning its deliberations on item 7 of the agenda. The Council adopted the text

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

of the General Procedures governing the operations of the Environment Fund as proposed. 7/ The Council agreed to postpone until its second session consideration of certain subsidiary procedures regarding the use of the Fund Programme Reserve.

96. In the light of the explanations given by the Director of the Fund and of the ensuing discussion in the Sessional Committee, it was further decided to approve for 1973, and to approve provisionally for 1974, the proposals of the Executive Director concerning the Financial Reserve, the Fund Programme Reserve, the Programme Support costs and the administrative costs of the Fund as presented in document UNEP/GC/8, while noting the Executive Director's declared intent to endeavour to effect savings in the budgets in the amounts recommended by the Advisory Committee on Administrative and Budgetary Questions in paragraph 22 of document UNEP/GC/L.9, and with the understanding that he would fully report to the second session of the Governing Council on the results of his attempts to so do; and with the further understanding that the appropriations for 1974 would be reviewed by the Governing Council at its second session on the basis of revised and fully documented proposals and estimates. The Council further decided to approve the apportionment of resources according to Fund Programme Activities as suggested by the Executive Director (UNEP/GC/L.16), as amended in the course of the discussions. 8/

97. The representative of Sweden stated, with reference to the report of the Advisory Committee on Administrative and Budgetary Questions, that his delegation reserved the right to raise certain matters arising out of that report either at the next session of the Economic and Social Council or at the forthcoming session of the General Assembly.

7/ For the text of the General Procedures, see annex I to the present report.

8/ For the decision regarding the apportionment of resources, see annex I to the present report.

Chapter III

UNITED NATIONS CONFERENCE-EXPOSITION ON HUMAN SETTLEMENTS (agenda item 9)

98. By its resolution 3001 (XXVII) of 15 December 1972, the General Assembly decided to hold a United Nations Conference-Exposition on Human Settlements. By paragraph 2 of the resolution, the General Assembly accepted the offer of the Government of Canada to act as host to the Conference-Exposition. By paragraph 3 of the resolution, the Assembly requested the Secretary-General "to prepare and submit to the Governing Council of the United Nations Environment Programme at its first session a report containing a plan for, and anticipated costs of, the Conference-Exposition". In pursuance of the resolution, the Secretary-General submitted to the Governing Council a report and a statement concerning the estimated costs relating to the Conference-Exposition (UNEP/GC/6 and Add.1).

99. In the course of the general debate in connexion with agenda items 6 and 8 (see chapter I above), many representatives referred to the plans for holding the Conference-Exposition and commended the objectives to be served by the Conference-Exposition. Several of them announced that their Governments were prepared to contribute demonstration projects for the Exposition. The importance of the subject was generally recognized, particularly in view of the conditions under which large numbers of human beings were living both in developed and developing countries.

100. A few representatives, however, reserved their countries' position regarding their participation in the Conference until they had been able to consider the subject further in the light of additional data.

101. A number of representatives endorsed the themes of the Conference as set out in document UNEP/GC/L.2. While endorsing the themes, one representative pointed out that they were too general and should be defined more closely. Another stated that the themes as well as the objectives mentioned in documents UNEP/GC/6 and UNEP/GC/L.2 should be studied further during the preparatory process. A few representatives thought that the objectives needed clearer definition; one representative disagreed with the objectives as listed in document UNEP/GC/6 and felt that these should be determined by Governments in the light of their social and economic system.

102. A large number of representatives underlined the importance of the preparatory process; some representatives endorsed the process in the form outlined in document UNEP/GC/6. All representatives who spoke on the item expressed the view that the Governing Council should recommend to the General Assembly that preparations for the Conference be guided by an intergovernmental preparatory committee and that the Secretary-General of the United Nations should appoint a Secretary-General for the Conference who would be assisted by a small secretariat.

103. There were differences of view regarding the membership of the preparatory committee, the sources from which the secretariat for the Conference should be

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drawn, the body through which the preparatory committee should report to the General Assembly and the role which the Governing Council and the secretariat of UNEP should play in the preparatory process.

104. Some representatives proposed that the preparatory committee should be open to all interested countries members of the Governing Council. One representative considered that membership of the Governing Council should not be a prerequisite for participation in the preparatory committee, while another thought that all interested organizations as well as Governments should be entitled to membership in the preparatory committee.

105. A number of representatives stated that the Committee on Housing, Building and Planning and the Centre for Housing, Building and Planning should play key roles in the preparatory committee and in the secretariat for the Conference-Exposition, respectively.

106. A few representatives suggested that the Committee on Housing, Building and Planning should be the preparatory committee, and some of them considered that the Centre for Housing, Building and Planning should constitute the secretariat. Other representatives felt that, while the preparatory committee should comprise the members of the Committee on Housing, Building and Planning, it should not be limited to these members but might be enlarged, for the specific purpose of advising on the preparations for the Conference-Exposition, by the addition of a restricted number of up to 10 members of the Governing Council. Some representatives felt that the preparatory committee should also be in a position to benefit from the expertise available in UNEP and the specialized agencies of the United Nations as well as from the assistance of the Centre. One representative expressed the view that neither the Governing Council nor the secretariat of UNEP should become too involved in the preparatory work for the Conference.

107. As regards the way in which the preparatory committee - or the Secretary-General of the Conference-Exposition - should report to the General Assembly, some representatives thought that the report should be transmitted through the Executive Director of UNEP, others felt that it should be transmitted through the Governing Council. One representative said that the committee should report through the Executive Director and the Governing Council of UNEP, while another stated that the committee should report to UNEP.

108. So far as the estimated costs of the Conference-Exposition were concerned, some representatives supported the financial estimates contained in document UNEP/GC/6/Add.1; one representative, while supporting these estimates, added that provision should also be made in the budget for a vigorous public information programme. Some representatives expressed concern that the anticipated costs were too high; others pointed out that it would be premature to reach firm decisions on costs at this stage. One representative considered that the decision regarding costs might be left to the General Assembly. Another thought that a decision should await the next session of the Council when more detailed estimates would presumably be available, including an indication of a possible contribution from the Environment Fund. One representative thought that the Environment Fund should have a co-ordinating function, while another thought that any Fund contribution should be kept at a low level. One representative thought the entire proposition should be reversed; since there was no limit to the financing which such a conference could absorb, a target should first be set.

109. Several representatives stressed that, if a substantial portion of the Fund's limited resources was to be devoted to a Conference-Exposition - however interesting - public opinion, which was looking forward to concrete measures for protecting the environment, might be unfavourably impressed.

110. At its 15th meeting, on 21 June 1973, the Governing Council had before it in the form of a chapter of the draft report (UNEP/GC/L.12/Add.3) a proposed text summing up the discussion which had taken place on item 9.

111. A number of representatives, referring to document UNEP/GC/6 and Add.1, addressed questions to the Executive Director concerning the participation of UNEP in the Conference-Exposition and the Fund's contribution to the related expenses.

112. In reply, the Executive Director pointed out that if the figures were to be presented on the basis of very preliminary information, they would have to be entirely revised to take into account the discussion which had taken place in the Governing Council. It was thought, however, that the General Assembly in seeking the Council's recommendations on this matter might like also to know the views of the Council concerning the possibility that some part of the cost of the Conference-Exposition might be borne by the Fund. It might be difficult not to express at least some view to the General Assembly on these discussions. From the point of view of the practical need to commence work, he stated that, should the Governing Council indicate that in principle this might be an area in which funds could be used, it was also clear that human settlements would be a priority area for UNEP's work. He expected no difficulty in initiating whatever kind of preparatory activities might be needed in the coming months without any further specific financial authority or commitment of the larger sums mentioned. If that kind of action were reflected in the Governing Council's report, he would see no difficulty for the secretariat in its preliminary work because, in any event, there was a considerable area of compatibility and coincidence between the kind of preparatory activities that would relate to the programme concerning human settlements generally, and those which would relate to the exposition-demonstration elements of the Conference.

113. The representative of the Philippines stressed the importance of public information as part of education with regard to the environment and asked whether the programme and expenses would reflect this preoccupation.

114. In reply, the representative of the Executive Director stated that the detailed budget which would be submitted to the General Assembly would contain an estimate of the cost of public information activities involved in the Conference-Exposition.

Action by the Governing Council

115. After some further discussion, in the course of which it was agreed to amend the final paragraph of the draft text (UNEP/GC/L.12/Add.3), the Governing Council approved the text as amended. 9/

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

116. The representative of Italy, while reaffirming his support for the organization of the Conference-Exposition, expressed doubts about the composition and number of members of the preparatory committee. He was gravely concerned about the financial aspects of the project at the present stage, pointing out that detailed information on the financing of the Conference-Exposition was so far not forthcoming. In his view, the responsibility for determining such financing rested with the General Assembly; the Environment Fund should not be used to finance expositions. He considered that the amount to be furnished by the Fund should represent only that part of the financing to be allocated strictly to the preparation of pilot activities of which the Conference-Exposition could be considered as the preparatory phase. The cost of the initiative should be brought within the capacity of the United Nations budget and there should be no confusion between that budget and the Environment Fund itself. He requested the secretariat to study the possibility of preparing a more detailed analysis of the expenditure to be borne by the Fund.

117. The United States representative expressed regret at the lack of more detailed information on the financing of the Conference-Exposition, while reiterating his approval of its objectives.

118. The United Kingdom representative expressed reservations concerning the role to be played by the Committee on Housing, Building and Planning. In general, he supported the view expressed by the representative of Italy.

119. The Netherlands representative, referring to the intergovernmental committee which was to advise the Secretary-General, expressed the view that the present machinery of the Committee on Housing, Building and Planning should serve as a preparatory committee; the number of its members might be increased to 37 instead of 27 members. He expressed reservations concerning a preparatory committee of 58 members; his delegation intended to raise the question in the Economic and Social Council and the General Assembly.

120. The representative of Venezuela supported the Netherlands representative's observations concerning a reduction of the number of members of the preparatory committee from 58 to 37.

121. The representative of Brazil said that, at the beginning of the discussion on item 9, his delegation had proposed that the Committee on Housing, Building and Planning should be used as an intergovernmental preparatory committee for the Conference, but was willing that the former should serve as a basis for the preparatory committee. He reserved his delegation's right to raise the question in the Economic and Social Council.

122. The representative of Canada observed that, according to the text, the proposed preparatory committee would be composed of "up to 58 members". In his view, it should have a fairly large number of members. He emphasized the importance of the continuity of the terms of reference of its members and the importance of the "environment" aspect of the Conference-Exposition.

123. In the view of the representative of the Central African Republic, the preparatory committee should comprise a fairly large number of members. Provision should be made above all for financing activities arising out of the Conference-Exposition, which would defeat its purpose if no follow-up action were taken.

124. The representative of France said that he was unable to commit his Government to an indeterminate sum before the next session of the Governing Council, when a more detailed study of costs would be undertaken, except with the proviso that only the financing of a reasonable part of the cost of preparation of the Exposition was entailed.

125. The representative of India emphasized the need for harmonizing the length of the terms of office of the 58 members of the preparatory committee so as to ensure continuity.

Chapter IV

OTHER MATTERS ARISING FROM RESOLUTIONS ADOPTED BY THE GENERAL ASSEMBLY AT ITS TWENTY-SEVENTH SESSION (agenda item 10)

A. Declaration of the United Nations Conference on the Human Environment

126. By its resolution 2994 (XXVII) of 15 December 1972, the General Assembly had drawn the attention of Governments and of the Governing Council to the Declaration of the United Nations Conference on the Human Environment (A/CONF.48/14/Rev.1, chap. I).

127. The President of the Governing Council suggested that it might be appropriate for the Council to consider at a future session what action should be taken in response to the Assembly's resolution. He added that, in the meantime, work on the development of environmental law, which was called for by the Declaration, would proceed in the context of the Programme.

Action by the Governing Council

128. The Governing Council agreed to defer consideration of this matter until a future session.

B. Action at the national level

129. As stated in the annotations to the provisional agenda, a number of General Assembly resolutions called for action by Governments at the national level in the field of the environment. The President of the Governing Council suggested that it might be premature at this session to envisage the setting up of a procedure whereby Governments would report regularly on their national environmental policies, programmes and institutions. Accordingly, he suggested that the secretariat should be asked to look into the ways in which such a flow of information might best be organized and to report to the Governing Council on its findings. He suggested furthermore that Governments might be invited to submit information to the Executive Director on activities relevant to the Programme.

Action by the Governing Council

130. The Governing Council approved the suggestion of the President that the secretariat should be asked to look into the ways in which a flow of information might best be organized and to report to the Governing Council on its findings. It also approved the suggestion that Governments might be invited to submit information to the Executive Director on activities relevant to the Programme.

C. World Environment Day

131. By its resolution 2994 (XXVII) the General Assembly had designated 5 June - the anniversary of the opening of the first United Nations Conference on the Human Environment - as the date on which annually "World Environment Day" would be observed.

132. In the course of the general debate in connexion with the consideration of agenda item 6 (see chap. I above), many representatives stated that World Environment Day 1973 had been celebrated in their countries. They described the events which had been organized to mark the occasion and which had included addresses by heads of State and of Government, by distinguished scientists and scholars and by political leaders; broadcasts of special radio and television programmes; and activities in educational institutions.

Action by the Governing Council

133. The Governing Council took note of the information provided by delegations concerning the celebration of World Environment Day 1973 in their countries.

D. Question of convening a second United Nations Conference on the Human Environment

134. The question of convening a second United Nations Conference on the Human Environment, which was the subject of resolution 4 (I) of the Stockholm Conference, was referred by the General Assembly to the Governing Council "with the request that the Council study this matter, taking into account the status of implementation of the Action Plan and future developments in the field of the environment, and report its views and recommendations to the General Assembly so that the Assembly can take a decision on all aspects of the matter not later than at its twenty-ninth session". 10/

135. In the course of the general debate on agenda item 6 (see chap. I above), the representatives of Japan and Mexico repeated the offer of their respective Governments to act as host to a second Conference on the Human Environment.

Action by the Governing Council

136. It was agreed to defer consideration of this question until the second session of the Governing Council. The Council took note of the offers of the Governments of Japan and Mexico.

10/ General Assembly resolution 2994 (XXVII), para. 5.

Chapter V

ORGANIZATIONAL, ADMINISTRATIVE AND INSTITUTIONAL MATTERS

A. Opening of the session (agenda item 1)

137. The first session of the Governing Council of the United Nations Environment Programme was opened by the Executive Director of UNEP on behalf of the Secretary-General of the United Nations at the Palais des Nations on 12 June 1973.

B. Election of officers (agenda item 2)

138. At the 1st meeting of the Governing Council on 12 June 1973, Mr. Ingemund Bengtsson (Sweden) was elected President by acclamation. At its 2nd meeting on 12 June 1973, the Governing Council elected Mr. Vicente Sánchez (Chile), Mr. Ihsan Sherzad (Iraq) and Mr. Siegfried Zachmann (German Democratic Republic) as Vice-Presidents and Mr. Simon Bedaya Ngaro (Central African Republic) as Rapporteur.

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

139. At its 1st meeting, the Governing Council also considered and adopted the provisional agenda drawn up by the Executive Director (UNEP/GC/1). The agenda as adopted read as follows:

1. Opening of the session.
2. Election of officers.
3. Agenda and organization of the work of the session.
4. Rules of procedure.
5. Credentials of representatives.
6. Action Plan for the Human Environment: Programme development and priorities.
7. Environment Fund:
 - (a) General procedures governing the operations of the Environment Fund;
 - (b) Review and approval of the Fund Programme for 1973-1974.
8. Report of the Environment Co-ordination Board.
9. United Nations Conference-Exposition on Human Settlements.

10. Other matters arising from resolutions adopted by the General Assembly at its twenty-seventh session.
11. Organization of the work of future sessions of the Governing Council.
12. Provisional agenda, date and place of the second session of the Governing Council.
13. Financial implications of actions of the Governing Council.
14. Other business.
15. Report of the Governing Council to the General Assembly.

140. It was agreed that items 6 and 8 would be considered together.

141. The President communicated to the Governing Council the contents of a message from the Secretary-General regarding the financial situation of the United Nations.

142. The Governing Council considered the question of the organization of the work of the session in the light of the suggestions made by the secretariat in the annotations to the provisional agenda and the suggested time-table (UNEP/GC/1 and Add.1). It decided that item 7 would be considered by a sessional committee which would be open to participation by all interested delegations and which would report the results of its deliberations to the Governing Council. It designated Mr. Vicente Sánchez (Chile) to be Chairman of the Sessional Committee. Mr. Utoro Sukaton (Indonesia) was elected by the Sessional Committee as its Rapporteur. 11/

D. Rules of procedure (agenda item 4)

143. The Governing Council had before it draft rules of procedure prepared by the Executive Director in consultation with the United Nations Office of Legal Affairs (UNEP/GC/3); the draft rules were based on standard United Nations procedures and practices. The President suggested and the Governing Council agree that it should follow, on an interim basis, the draft rules proposed in that document, subject to one change concerning rule 18, relating to the size and composition of the Bureau: as a result of informal consultations which had taken place before the session, it was agreed that the Bureau of the Governing Council should consist of a President, three Vice-Presidents and a Rapporteur to be elected with due regard to the principle of equitable geographical representation (see UNEP/GC/3/Corr.1).

144. He pointed out, in connexion with the participation in the Council's work of States not members of the Governing Council, that so far as the representation of China was concerned participation in any organ of the United Nations must be in accordance with General Assembly resolution 2758 (XXVI) of 25 October 1971 entitled "Restoration of the lawful rights of the People's Republic of China in the United Nations".

11/ For the Sessional Committee's report, see annex II to the present report.

Action by the Governing Council

145. Having agreed at its 1st meeting to use on an interim basis the draft rules of procedure, with the amendment relating to draft rule 18 (UNEP/GC/3 and Corr.1) the Governing Council at its 13th meeting, on 20 June 1973, decided to request the secretariat to communicate with Governments as soon as possible after the session inviting them to transmit their comments in writing on the draft rules by 31 October 1973, such comments to be incorporated in a document to be circulated well before the second session. It further agreed that a small working group of five members to be designated by the Governing Council with due regard to the principle of equitable geographical distribution would meet well before the second session and on the basis of the draft rules and the Governments' comments thereon recommend a set of rules for consideration and adoption by the Council at its second session. 12/

E. Attendance

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

147. The following States not members of the Governing Council were represented at the session: Bangladesh, Belgium, Cuba, Denmark, Egypt, Finland, Greece, Hungary, Israel, Ivory Coast, Liberia, Libyan Arab Republic, Malta, New Zealand, Norway, Portugal, Republic of Korea, Republic of Viet-Nam, South Africa, Switzerland, Thailand, Ukrainian Soviet Socialist Republic, United Arab Emirates, Uruguay and Zaire.

148. The United Nations Secretariat was represented by the Office of Inter-Agency Affairs and the Department of Economic and Social Affairs.

149. The following regional economic commissions were represented: Economic Commission for Europe, Economic Commission for Africa and Economic Commission for Asia and the Far East. The United Nations Conference on Trade and Development, the United Nations Industrial Development Organization and the Office of the United Nations Disaster Relief Co-ordinator were also represented.

150. The following United Nations bodies were represented at the session: United Nations Children's Fund, United Nations Development Programme, United Nations High Commissioner for Refugees, United Nations Institute for Training and Research. The World Food Programme was also represented.

12/ The five members designated by the Council were: German Democratic Republic, India, Kenya, Mexico and Sweden.

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

152. The International Atomic Energy Agency and the Contracting Parties to the General Agreement on Tariffs and Trade were also represented.

153. The following other intergovernmental organizations were represented at the session: Caribbean Development Bank, Central Commission for the Navigation of the Rhine, Council of Europe, Danube Commission, East African Community, European Communities, Inter-American Development Bank, International Council for the Exploration of the Sea, League of Arab States, Organization of American States and World Intellectual Property Organization.

154. Representatives of a large number of non-governmental organizations observed the proceedings of the Governing Council.

F. Credentials of representatives (agenda item 5)

155. At its 14th meeting, on 20 June 1973, the Governing Council approved the report of its Bureau on the credentials of the representatives to the first session of the Council (UNEP/GC/9).

G. Organization of the work of future sessions of the Governing Council
(agenda item 11)

156. In general, the representatives who participated in the debate on this item considered that in principle the Governing Council should hold one regular session annually of two weeks' (10 working days) duration, that the period February/March would be appropriate in the light of the United Nations calendar of conferences and that regular sessions should normally be held in Nairobi. They considered that it might in certain circumstances be desirable to hold resumed sessions which might, if appropriate, be held elsewhere, for example, at United Nations Headquarters, just before the annual session of the General Assembly.

157. So far as work between annual sessions was concerned, one representative, whose remarks were subsequently supported by others, stated that it would be desirable that certain work should be delegated to technical groups of experts on an ad hoc basis within the limitation of available resources. In his opinion, the members of such ad hoc groups of experts should have the confidence of their Governments, and he suggested that panels might be established from which such experts could be drawn, as was the practice in certain specialized agencies. He added that the Governing Council should exercise technical oversight over such expert groups. At the same time, he urged that the machinery to be devised for carrying out work between sessions should not be institutionalized at this stage. He added that, provided that the necessary documentation was available in good time, it might be advisable to hold a short preparatory meeting before the second session in an established United Nations headquarters.

158. Several other representatives considered that it would be premature to set up standing committees or permanent machinery; in their opinion, the appointment of any such bodies should await the outcome of more experience, nor were they in favour of the establishment of a preparatory committee though they considered that consultations just before a session might be desirable.

159. Several representatives expressed the view that the Executive Director had authority to convene ad hoc groups of experts to deal with particular matters. In the opinion of one representative such experts should serve in their individual capacity and not as government representatives; he added that expert groups should be informal and very small.

160. One representative suggested that it might be advisable to establish an advisory programme committee to assist the Council in discharging its over-all responsibility with regard to the formulation and implementation of the programme. In his opinion, such an advisory body would pre-digest all relevant material at the Council's disposal and formulate comments thereon. It would also regularly consult with the Executive Director. The membership of such a committee should be of a reasonable size, it should dispose of the necessary expertise and its continuity should be guaranteed. While he recognized that the suggestion was not yet ripe for decision at this stage, he hoped that the idea would receive further consideration. He hoped that the Council would find it useful to study in more detail various suggestions aimed at the creation of machinery which would assist the Council in discharging its over-all responsibility with regard to the formulation and implementation of the programme.

161. A number of representatives considered that, at the first session of the Governing Council, the general debate had taken up a great deal of time and hoped that at future sessions statements in the general debate would be limited in duration. Some of them suggested that delegations might circulate in writing certain descriptive material concerning national activities, policies and programmes relating to the protection and improvement of the environment. Many representatives stated that the Governing Council's first session had been hampered by the fact that certain documents had not appeared in good time, or had been poorly translated. They expressed the hope that such defects would be remedied in future and that the six-weeks rule for the circulation of documents would be observed strictly. One representative emphasized that the provisional agenda for future sessions of the Governing Council should be precise and kept within manageable proportions.

162. Most of the representatives who participated in the debate on this matter considered that it might be desirable at the second session to establish sessional committees to deal with particular items; such committees should be open to the participation of all interested delegations. Several representatives stated that not more than two sessional committees should be established.

163. In the opinion of a large number of representatives, the efficiency of the work of the Council at future sessions would depend on the quality of the documents to be prepared, the soundness of the programmes to be proposed by the Executive Director and the decisions regarding the utilization of the resources of the Environment Fund.

Action by the Governing Council

164. At its 15th meeting, on 21 June 1973, the Governing Council decided that it should normally hold one regular session a year, the session to last for two weeks and to be held in Nairobi in the period February/March. It noted that it was the intention of the Executive Director to make use of expert groups which would include government representatives and which would help the UNEP secretariat in formulating programme proposals and preparing documentation of the required quality for consideration by the Governing Council. The Executive Director would inform Governments when he proposed to set up such expert groups and of the extent of the work he wished them to undertake.

165. With regard to the establishment of preparatory machinery for sessions of the Governing Council, it was agreed that, without prejudice to any long-term arrangements which might eventually be decided, there might be a need for a meeting in advance of the second session of the Governing Council to consider with the Executive Director, on an informal basis, some of the important aspects of his comprehensive programme proposals before their formal consideration at that session. This would be an ad hoc meeting of the members of the Council. It was further agreed that, if such a meeting should be considered necessary and feasible, the President would determine, with the concurrence of the other members of the Bureau and in consultation with the Executive Director, its date, duration and place. In doing so, the President would take account of the views expressed by members of the Council and also of the availability of the necessary documents.

166. The representative of the United States of America considered that, in view of the short time between the end of the first and the opening of the second session of the Governing Council, of the impending move of the UNEP secretariat to Nairobi and of the holding of the General Assembly's twenty-eighth session during that period, it would be undesirable to envisage a preparatory meeting before the Governing Council's second session.

H. Provisional agenda, date and place of the second session of the Governing Council (agenda item 12)

167. At its 16th meeting, on 22 June 1973, the Governing Council considered the provisional agenda for the Council's second session suggested in a note by the Executive Director (UNEP/GC/C.13).

168. A number of representatives suggested certain amendments to the suggested provisional agenda; the Governing Council approved these amendments.

169. In the same note, the Executive Director stated that tentative arrangements had been made to hold the second session in Nairobi from 11 to 22 March 1974.

Action by the Governing Council

170. The Governing Council adopted the provisional agenda for the second session, as amended, and noted that its second session would be held in Nairobi from 11 to 22 March 1974. 13/

13/ For the provisional agenda, as adopted, see annex I to the present report.

I. Financial implications of actions of the Governing Council (agenda item 13)

171. In the course of the debate concerning relevant agenda items, the secretariat drew attention to the fact that certain actions of the Governing Council would have financial implications.

J. Report of the Governing Council to the General Assembly (agenda item 15)

172. At its 17th meeting, on 22 June 1973, the Governing Council adopted the report on its first session.

K. Closure of the session

173. At the 17th meeting of the Governing Council, on 22 June 1973, after the customary exchange of courtesies, and after closing statements had been made by the Executive Director and the President, the President declared the first session of the Governing Council of the United Nations Environment Programme closed.

ANNEX I

DECISION OF THE GOVERNING COUNCIL OF THE
UNITED NATIONS ENVIRONMENT PROGRAMME AT
ITS FIRST SESSION

Contents

<u>Decision No.</u>	<u>Title</u>	<u>Date of adoption</u>	<u>Page</u>
Decision 1 (I)	Action plan for the human environment: programme development and priorities (agenda item 6)	22 June 1973	
	Report of the Environment Co-ordination Board (agenda item 8)		
Decision 2 (I)	General procedures governing the operations of the Fund of the United Nations Environment Programme (agenda item 7 (a))	22 June 1973	
Decision 3 (I)	Review and approval of the Fund Programme for 1973-1974 (agenda item 7 (g))	22 June 1973	
Decision 4 (I)	United Nations Conference-Exposition on Human Settlements (agenda item 9)	21 June 1973	
<u>Other decisions</u>			
	Rules of procedure (agenda item 4)	12 June 1973	
	Other matters arising from resolutions adopted by the General Assembly at its twenty-seventh session (agenda item 10)	19 June 1973	
	Organization of the work of future sessions of the Governing Council (agenda item 11)	21 June 1973	
	Provisional agenda, date and place of the second session of the Governing Council (agenda item 12)	22 June 1973	

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

- 1 (I) Action Plan for the Human Environment: programme development
and priorities
(agenda item 6)

Report of the Environment Co-ordination Board
(agenda item 8)

The Governing Council of the United Nations Environment Programme,

Having considered the report of the Executive Director entitled "Action Plan for the Human Environment: programme development and priorities", a/ the report of the Environment Co-ordination Board on its first session b/ and the policy statement made by the Executive Director at the opening meeting of the first session of the Governing Council, c/

Taking into account the views expressed by its members and on the basis of its consideration of the above-mentioned reports:

I. GENERAL POLICY OBJECTIVES

1. Reiterates that, in accordance with General Assembly resolution 2997 (XXVII) of 15 December 1972 and the Action Plan of the United Nations Conference on the Human Environment, the general policy objectives of the United Nations Environment Programme shall be:

(a) To provide, through interdisciplinary study of natural and man-made ecological systems, improved knowledge for an integrated and rational management of the resources of the biosphere, and for safeguarding human well-being as well as ecosystems;

(b) To encourage and support an integrated approach to the planning and management of development, including that of natural resources, so as to take account of environmental consequences, to achieve maximum social, economic and environmental benefits;

(c) To assist all countries, especially developing countries, to deal with their environmental problems and to help mobilize additional financial resources for the purpose of providing the required technical assistance, education, training and free flow of information and exchange of experience, with a view to promoting the full participation of developing countries in the national and international efforts for the preservation and enhancement of the environment;

a/ UNEP/GC/5.

b/ UNEP/GC/7.

c/ UNEP/GC/L.10.

II. PARTICULAR POLICY OBJECTIVES

2. Notes, as guidelines for the United Nations Environment Programme, the following detailed objectives, which, however, have not been fully discussed, and are not exhaustive:

- (a) To anticipate and prevent threats to human health and well-being posed by contamination of food, air or water;
- (b) To detect and prevent serious threats to the health of the oceans through controlling both ocean-based and land-based sources of pollution, and to assure the continuing vitality of marine stocks;
- (c) To improve the quality of water for human use, in order that all persons may have access to water of a quality compatible with requirements of human health;
- (d) To help Governments in improving the quality of life in rural and urban settlements;
- (e) To prevent the loss of productive soil through erosion, salination or contamination; to arrest the process of desertification and to restore the productivity of desiccated soil;
- (f) To help Governments in managing forest resources so as to meet present and future needs;
- (g) To anticipate natural disasters and to help Governments in mitigating their consequences;
- (h) To assist Governments in anticipating and in preventing adverse effects of man-induced modifications of climate and weather;
- (i) To encourage and support the development of sources and uses of energy which assure future levels of energy adequate to the needs of economic and social development while minimizing deleterious effects on the environment;
- (j) To help to ensure that environmental measures taken by industrialized countries do not have adverse effects on international trade, especially the economic trade or other interests of developing countries, and to help developing countries maximize opportunities which may arise for them as a result of changes in comparative advantages induced by environmental concerns;
- (k) To preserve threatened species of plant and animal life, particularly those which are important to human life and well-being;
- (l) To help Governments identify and preserve natural and cultural areas which are significant to their countries and which form part of the natural and cultural heritage of all mankind;
- (m) To help Governments take into account in development planning the relationship between population growth, density and distribution and available resources and environmental effects;

(n) To help Governments increase public awareness through better education and knowledge of environmental concerns and facilitate wide participation in and support for environmental action;

III. PROGRAMME PRIORITIES FOR ACTION BY THE UNITED NATIONS ENVIRONMENT PROGRAMME

3. Notes that the quality of human life must constitute the central concern of this Programme and that therefore the enhancement of the total human habitat and the study of environmental problems having an immediate impact on man should be given the highest priority in the over-all programme;

4. Decides that the major functional tasks of the Programme consist of the identification and assessment of the major environmental problems for which "Earthwatch" will be one of the important instruments, environmental management activities and supporting measures, the most important of which are:

(a) The provision of technical assistance to Governments in evaluating their environmental needs and in planning and carrying out measures to meet them;

(b) The provision of assistance for the training of personnel who will require specialized skills in order to participate in the development and application of measures - including environmentally sound technologies - for the protection and enhancement of the environment, with particular emphasis on planning and management;

(c) The provision of financial and other forms of support to strengthen national and regional institutions which can contribute significantly to the international institutional network required for carrying out agreed measures under the programme;

(d) The provision of information and related material in support of national programmes of public information and education in the environmental field and the provision of assistance to governmental or non-governmental efforts aiming at increased availability of environmental information related to development;

Taking into account the need:

(a) To improve human health and well-being;

(b) To conserve and enrich the productive resources that sustain life on this planet;

(c) To understand the effect of man's interaction with other components of the biosphere;

(d) To ensure a more efficient integration of developmental and environmental concerns;

(e) To give special consideration to activities which will particularly benefit developing countries;

5. Considers that the administrative criteria which should govern the choice of priority areas for action by the Executive Director are:

(a) The universal significance of the problem;

(b) The urgency of the problem;

(c) Consideration of work already being done within and outside the United Nations system;

(d) The possibilities of making a significant contribution with available resources;

(e) The likelihood of improving international environmental co-operation;

6. Decides that action should be started by the Executive Director in the subject areas mentioned below;

7. Notes that the subject areas of the programme are arranged below in order of priority as they relate directly to the immediate physical condition of the human being and to problems of the environment;

8. Further notes that the lists within each subject area are neither exhaustive nor in strict priority order and that action in one subject area does not preclude the initiation of action in the subject areas below it or the development of programmes adjusted to the needs of particular regions;

9. Requests the Executive Director to prepare concrete proposals, within the capacity of and the resources available to the United Nations Environment Programme, for programme activities together with an evaluation of the feasibility of their immediate implementation, methods of implementation and costs, for consideration at its second session;

10. Asks the Executive Director to pay particular attention to the detailed topics within the priority areas whose importance was emphasized during the Governing Council's debates;

11. Recognizes that paragraph 12 (c) below is interrelated with the other priority subject areas, and requests the Executive Director to proceed immediately with integrating this subject with the other subject areas as well as to develop action programmes specifically for this item;

12. Further requests the Executive Director to perform the following tasks:

(a) Human settlements, human health, habitat and well-being

(i) To prepare by the second session of the Governing Council the report on the establishment of an international fund or financial institution for human settlements which is required by General Assembly resolution 2999 (XXVII) of 15 December 1972;

(ii) To take note of General Assembly resolution 2998 (XXVII) of 15 December 1972 and to express interest in the findings arising therefrom and to report to the Governing Council accordingly;

- (iii) To encourage and support programmes aimed at raising the level of health and eliminating endemic diseases which are due to environmental conditions especially those relating to under-development;
- (iv) To anticipate and prevent threats to human health and well-being posed by contamination of food, air and water; and to co-operate with organizations concerned in establishing criteria for the relevant pollutants;
- (v) To promote, encourage and support the development of new low-cost technologies with potential for widespread application in waste disposal and water treatment, particularly in tropical areas;
- (vi) To assist developing countries, in co-operation with appropriate agencies, in developing and applying low-cost methods for meeting the environmental aspects of their housing needs. Emphasis should be laid on labour-intensive measures and methods utilizing local materials;
- (vii) To promote studies related to the special problems of transitional settlements, including the socio-economic factors of rural-urban migration;
- (viii) To help in providing adequate potable water supply in urban and rural settlements;
- (ix) To ensure that due attention is given to environmental aspects of population densities;

(b) Land, water and desertification

- (i) To mount a concerted programme to help countries control the loss of productive soil through erosion, salination, desertification and laterization, and to help them in land reclamation which is ecologically compatible, with special emphasis to be laid on arresting the spread of deserts;
- (ii) To help countries assess soil degradation caused by mining operations, and to assist them in the prevention and remedy of such degradation;
- (iii) To help countries prevent the loss of productive soils caused by pollution and to help them abate existing soil pollution;
- (iv) To support and encourage concerted research programmes to develop, manage and conserve ecological systems, particularly arid lands and tropical forests, special account being taken for support of initiatives by Governments in their national and regional programmes;
- (v) To support, encourage and initiate national and international efforts for efficient drought forecasting and help countries in mitigating the consequences of drought;
- (vi) To help countries prevent or remedy the pollution of water, and to develop safe methods of waste recycling;

- (vii) To help the development of water resources to meet the present and future requirements of water of high quality;
 - (viii) To support and encourage national and international efforts for assessing environmental effects of agricultural chemicals on man and ecological systems and for avoiding their undesirable effects;
 - (ix) To initiate assessment of trends of forestation and deforestation;
- (c) Education, training, assistance and information
- (i) To support and encourage the development of effective mechanisms for collecting, analysing and disseminating information bearing on environmental problems available in scientific, technical and legal literature and in various research institutions, keeping in mind the special needs of developing countries;
 - (ii) To support and encourage the training of experts in various environmental fields, especially in developing countries to help in development of local expertise;
 - (iii) To encourage environmental education and information at all levels in order to help increase consciousness and appreciation of environmental matters among the masses;
 - (iv) To support and encourage the development of relevant research capabilities in developing countries on environmental problems;
 - (v) To continue further development of the scope, structure and capacity of the International Referral System with special consideration for timely and appropriate access by the developing countries, free of charge, to this facility;
 - (vi) To promote and support the organization of national, regional and international symposia, seminars and workshops for techniques of environmental education and research;
- (d) Trade, economics, technology and transfer of technology
- (i) To help ensure that environmental measures adopted by Governments do not needlessly create non-tariff barriers to trade, especially to the disadvantage of developing countries, to help the developing countries maximize opportunities and assess risks which may arise for them as a result of changes in comparative advantage induced by environmental concerns, and to examine ways of offsetting possible negative trends in trade consequent upon environmental measures taken by developed countries;
 - (ii) To assess the feasibility of, and if appropriate to create, a global "early warning" system to provide notice to countries whose trade may be affected by environmental measures being planned by others or the health of whose populations may be affected by the export of environmentally harmful substances;

- (iii) To examine the degree to which the location of new industry is being or may be influenced by environmental factors and the risks and opportunities this may create especially for developing countries;
- (iv) To examine the optimum uses which may be developed for such natural products as fibres, rubber and forest products and to recommend measures for national and international action, in co-operation with other international bodies as appropriate, and to examine the extent to which problems of pollution could be ameliorated by a reduction in the current levels of production and in the future rate of growth of the production of synthetic products and substitutes which in their natural form could be produced by developing countries;
- (v) To take steps, in collaboration with other appropriate agencies, to encourage developed countries to make increased capital assistance available to developing countries so that extra costs of introducing environmentally-sound technologies by them are covered;
- (vi) To assist countries, as appropriate, in the formulation of guidelines for project appraisal which take into account the environmental aspects;
- (vii) To encourage the exchange of information and co-operation in the field of low-waste and non-waste technology;
- (viii) To encourage training of personnel in the techniques of incorporating environmental considerations into development planning, and of identifying and analysing the economic and social cost-benefit relationships of alternative approaches;
- (ix) To encourage comprehensive studies designed to safeguard against possible negative effects of the international transfer of technology particularly from the developed to the developing countries; and to evaluate the effectiveness of such safeguards as may be devised;

(e) Oceans

- (i) To carry out objective assessments of problems affecting the marine environment and its living resources in specific bodies of water;
- (ii) To prepare a survey of the activities of international and regional organizations dealing with conservation and management of the living resources of the oceans;
- (iii) To assist nations in identifying and controlling land-based sources of pollution, particularly those which reach the oceans through rivers;
- (iv) To stimulate international and regional agreements for the control of all forms of pollution of the marine environment, and especially agreements relating to particular bodies of water;
- (v) To urge the Inter-Governmental Maritime Consultative Organization to set a time-limit for the complete prohibition of international oil discharge in the seas, as well as to seek measures to minimize the probability of accidental discharges;

- (vi) To develop a programme for the monitoring of marine pollution and its effects on marine ecosystems, paying particular attention to the special problems of specific bodies of water including some semi-enclosed seas, if the nations concerned so agree;
 - (vii) To urge the International Whaling Commission to adopt a 10-year moratorium on commercial whaling;
- (f) Conservation of nature, wildlife and genetic resources
- (i) To promote the protection and conservation of plants and animals, especially rare or endangered species;
 - (ii) To support ecological investigations on ecosystem processes in relation to the impact of human activities;
 - (iii) To promote the identification and conservation of unique natural sites and especially representative samples of natural ecosystems;
 - (iv) To initiate the preparation of a comprehensive catalogue of threatened species and varieties of crop plants, fish, domestic animals, and micro-organisms, and to co-operate with the Food and Agriculture Organization of the United Nations in its programmes for genetic resource conservation;
 - (v) To support regional and national institutions in developing countries for promoting the collection, evaluation and conservation of gene pools of plants and animals for maintaining genetic diversity for the future use of mankind;
 - (vi) To promote the development, on an entirely voluntary basis, of a register of clean rivers;

(g) Energy

To collect detailed information on the problem of the world's energy crisis, which is highly complex and has many unforeseen ramifications, for presentation to the Governing Council at its next session;

13. Invites the Executive Director to assemble information and identify capabilities regarding the other areas of the action plan with a view to reaching a stage that permits the formulation of concrete programmes for their implementation;

14. Further requests the Executive Director, in formulating environmental programmes, to ensure their compatibility with the International Development Strategy and with the World Plan of Action for the Application of Science and Technology to Development; and invites him to report to the Council at its next session on the steps taken in this respect to enable the Council to report on the subject to the General Assembly in accordance with paragraph 4 of its resolution 3000 (XXVII) of 15 December 1972;

IV. FUTURE PLAN OF ACTION OF UNEP

15. Notes the intention of the Executive Director to initiate preliminary work in the following areas which may lead to specific proposals for consideration by the Governing Council at a later date:

- (a) Possible outer limits to changes which man's activities may engender in some elements of the biosphere;
- (b) Beneficial use of weather and climate modification technologies;
- (c) Particular environmental problems of specific industries;
- (d) "Eco-development" designed to support the efforts of the people living in villages and other rural settlements to better understand and utilize in their own development the basic natural resources and human skills available in their own environment;
- (e) Arrangements by which Member States can reach agreement on standards and laws, and other processes to ensure that they perceive the safe limits of natural processes at work in the biosphere and warn them of impending risks;

V. PLANNING AND IMPLEMENTATION OF PROGRAMME

16. Invites Member States to provide the Executive Director with information about their national environmental activities relevant to the programme;

17. Further invites Governments to participate actively in the processes of consultation initiated by the Executive Director for the formulation of the programme;

18. Invites the components of the United Nations system to supply the Executive Director on a regular basis with information on their current and planned activities in the field of the environment, so that he may use this information in programme planning, to avoid duplication and promote co-operation;

19. Requests the Executive Director to keep the Council fully informed on all activities within and outside the United Nations system which are relevant to the United Nations Environment Programme;

20. Welcomes the co-operative consultations between the United Nations Environment Programme (UNEP) and other components of the United Nations system and commends the Environment Co-ordination Board for the constructive beginning it has made in contributing to the work of the Governing Council;

21. Welcomes arrangements initiated by the Executive Director to facilitate regional participation in the programme;

22. Considers that the identification of problems and the implementation of environmental actions should take due regard of geographical, regional and national

conditions and that furthermore, in areas of common geographic concern, bilateral or multilateral co-operation between nations could, if necessary, be supported by the Programme; such support must be envisaged taking fully into account the work done by the regional and subregional organizations;

23. Requests the Executive Director, while making maximum use of the resources of the entire United Nations system, in the achievement of programme objectives, to draw upon those appropriate organizations outside it, national and international, governmental and non-governmental, in all parts of the world, in accordance with General Assembly resolution 2997 (XXVII);

VI. ASSISTANCE TO GOVERNMENTS IN DEALING WITH THEIR ENVIRONMENTAL CONCERNS

24. Authorizes the Executive Director to proceed promptly with the implementation of his proposals regarding the support of environmental actions in the various countries, particularly the developing countries, through extending technical assistance, helping with the organization of training programmes, supporting the development of institutional capabilities, mobilizing additional financial resources and encouraging and supporting the development and widest possible dissemination of new, environmentally-sound technologies.

VII. EARTHWATCH

(1) Monitoring

25. Invites Governments, the organizations of the United Nations system and the international scientific community to contribute to the preparation of early initiation of the monitoring portion of Earthwatch;

26. Decides that a monitoring system should be developed first for pollutants liable to affect weather and climate, and persistent and widely distributed substances liable to accumulate in living organisms and move through ecological systems, particularly along pathways leading to man; and that internationally agreed upon "primary protection standards" should be developed as a basis for assessing the significance of pollution levels for human health;

27. Acknowledges that the monitoring process should concern itself not only with chemical pollutants but also with the identification, by all appropriate means, of those environmental problems affecting the developmental process, such as vector-borne diseases;

28. Requests the Executive Director to take the necessary steps for the convening of a technical intergovernmental meeting in 1974 to assist in the identification of pollutants of international significance, and for defining the aims, general principles and intercalibration requirements for monitoring these pollutants, and to develop monitoring programmes for submission to the Governing Council;

29. Welcomes the invitation extended by the Government of Kenya to act as host to that meeting in Nairobi.

(2) International Referral System

30. Authorizes the Executive Director to initiate the pilot phase of the International Referral System drawing upon the expertise of both developed and developing countries and of international organizations concerned, and requests him to report the preliminary results to the second session of the Governing Council to permit further consideration by the Council prior to any final decision on this matter.

VIII. INTERNATIONAL CONVENTIONS

31. Authorizes the Executive Director to provide secretariat services for the implementation of the Convention on International Trade in Endangered Species of Wild Fauna and Flora in accordance with its article XII, and further asks the Executive Director to give assistance as appropriate in the preparation of other international conventions in the environmental field.

IX. PUBLIC AWARENESS OF ENVIRONMENTAL PROBLEMS

32. Invites Governments to consider, in the light of their countries' particular circumstances, the establishment or strengthening of institutions and activities designed to improve public awareness of environmental concerns;

33. Requests the Executive Director to ensure that the activities of the Environment Programme are designed to complement and support national programmes in this area;

34. Commends the actions taken by Governments and the Executive Director to mark World Environment Day, recognizes it as a valuable means for increasing public awareness and invites all Governments to participate in its future observance.

17th meeting
22 June 1973

2 (I) General procedures governing the operations of the Fund
of the United Nations Environment Programme
(agenda item 7 (a))

The Governing Council of the United Nations Environment Programme

Adopts the following general procedures governing the operations of the Fund of the United Nations Environment Programme:

CHAPTER I. INTRODUCTION

The Fund of the United Nations Environment Programme was established by the General Assembly under resolution 2997 (XXVII) of 15 December 1972, hereinafter referred to as "the resolution". d/ The present general procedures are formulated in pursuance of section III, paragraph 7, thereof, which provides that the Governing Council shall formulate such general procedures as are necessary to govern the operations of the Fund.

Article I

Definitions

For the purposes of these general procedures, the following definitions shall apply:

(a) "Fund" means the Fund of the United Nations Environment Programme established by the resolution;

(b) "Governing Council" means the Governing Council of the United Nations Environment Programme;

(c) "Government" means the Government of any State which is eligible for membership of the Governing Council;

(d) "Co-operating agency" means the United Nations, a specialized agency or the International Atomic Energy Agency when co-operating in the Fund Programme or in a project, or when carrying out activities in co-operation with the Fund within the meaning of the resolution;

(e) "Supporting organization" means an organization outside the United Nations system, as referred to in section III, paragraph 6, of the resolution, when carrying out activities supported by the Fund;

(f) "ACABQ" means the Advisory Committee on Administrative and Budgetary Questions;

(g) "The Secretary-General" means the Secretary-General of the United Nations or the officer to whom he has delegated authority or responsibility for the matter in question;

d/ The text of the resolution will be annexed to the printed version of the general procedures.

(h) "The Executive Director" means the Executive Director of the United Nations Environment Programme or the officer to whom he has delegated authority or responsibility for the matter in question;

(i) "Fund Programme" means the programme of utilization of resources of the Fund to which reference is made in section I, paragraph 2 (g) of the resolution;

(j) "Fund Programme Activities" mean the constituent parts of the Fund Programme which have been approved by the Governing Council for the apportionment of resources;

(k) "Project" means an activity separately identified within a Fund Programme Activity and is for management purposes a single financial transaction for a specific purpose and a finite period of time;

(l) "Project document" means a formal document covering a project, as defined in paragraph (k) above, which includes the objectives, a work plan, a budget, pertinent background and supporting data and any special arrangements applicable to the execution of the said project;

(m) "Financial Reserve" means the reserve account established to ensure the financial liquidity and integrity of the Fund, to compensate for uneven cash inflows, and to meet such other similar requirements as may from time to time be decided upon by the Governing Council;

(n) "Fund Programme Reserve" means the reserve established each year at a level sufficient to meet unforeseen needs, to finance unanticipated projects or phases of projects, and to meet such other purposes as may be determined by the Governing Council;

(o) "Resources" available to the Fund consist of:

(i) Voluntary contributions pledged or paid by Governments, and those paid by supporting organizations and non-governmental sources;

(ii) Miscellaneous income;

(p) "Allocation" means the authority given by the Executive Director to assign resources from the Fund for one or more specific purposes;

(q) "Commitment" means the full extent of any liability entered into by the Executive Director or under authority delegated by him in regard to projects within the allocations issued;

(r) "Expenditure" means the disbursement of funds by the Executive Director for the discharge of a commitment or a part thereof.

CHAPTER II. THE RESOURCES OF THE FUND

Article II

Resources

The financial resources of the Fund shall be derived from voluntary contributions, and other sources as defined in the Financial Rules.

Article III

Pledges

1. Governments may pledge contributions to the Fund at any time.
2. Voluntary contributions may be pledged either on an annual basis or for a number of years. Whenever possible, Governments will pledge their contributions for a number of years.
3. At the request of the Governing Council, the Secretary-General shall convene a Pledging Conference at which Governments may announce their contributions to the Fund.

Article IV

Management of resources

The resources of the Fund shall be acquired, authorized, administered, used and disposed of in conformity with the Financial Rules.

Article V

Trust funds

Within the framework of the Fund, trust funds may be established by the Executive Director with the approval of the Governing Council for specified purposes consistent with the policies, aims and activities of the Fund. The purpose and limits of each trust fund shall be clearly defined. The Financial Rules shall apply to any trust fund established under this article.

CHAPTER III. APPROVAL AND IMPLEMENTATION OF THE FUND PROGRAMME

Article VI

Responsibilities of the Governing Council and of the Executive Director

1. The Governing Council shall provide general policy guidance with a view to ensuring that the resources of the Fund are employed with maximum efficiency and effectiveness in pursuance of the purposes of the Fund. To this end, projects may be approved on the basis of estimates of future resources and their apportionment under such conditions as may be laid down by the Governing Council on the recommendation of the Executive Director.
2. The Executive Director shall prepare and submit annually to the Governing Council the Fund Programme and detailed Fund Programme Activities together with a medium-term plan incorporating estimates of resources and expenses. The Fund Programme Activities presented to the Governing Council shall incorporate as much detail as is feasible, including operational activities envisaged and estimates of expenditure.
3. The Governing Council shall approve the Fund Programme and shall exercise effective control over its constituent Fund Programme Activities, apportioning

resources to them and controlling their use. In so doing, the Governing Council shall authorize the necessary allocation of funds to cover the following main categories of expenditure:

- (a) Fund Programme Activities;
- (b) Fund Programme Reserve activities;
- (c) Programme Support costs;
- (d) Administrative costs of the Fund.

4. When approving the Fund Programme Activities the Governing Council shall, if it so decides, request the Executive Director to submit to it for consideration and approval, without prejudice to pre-programming activities, any or all projects to be carried out within approved Fund Programme Activities.

5. Subject to paragraph 4 above, the Executive Director, on behalf of and under the authority of the Governing Council, shall approve projects within the apportionment of resources for Fund Programme Activities, and allocate funds for such projects within the approved Fund Programme. However, the Executive Director shall submit to the Governing Council any project which, because of its policy implications or magnitude, deserves the Governing Council's consideration and approval. The Executive Director shall also submit to the Governing Council for approval any project which he considers should be executed directly by the Executive Director.

6. The Governing Council shall be informed at each session of all projects approved in the interval which has elapsed since its previous session, and of progress made in the implementation of projects.

7. In addition to exercising such responsibilities for the approved Fund Programme as may be delegated to him by the Governing Council, the Executive Director shall be responsible and accountable to the Governing Council for all phases and aspects of the implementation of the Fund Programme as provided in article VII below.

Article VII

The Executive Director

1. The Fund shall be administered by the Executive Director under the policy guidance of the Governing Council. The Executive Director shall have over-all responsibility for the operations of the Fund, including direct responsibility and accountability to the Governing Council for the management and implementation of the Fund Programme in all its aspects. He shall have sole authority to submit the proposed Fund Programme to the Governing Council.

2. He shall have authority on behalf of the Fund and under the authority of the Governing Council to enter into such arrangements, including contractual agreements, consistent with these general procedures and with the Financial Rules, as may be necessary or appropriate for the efficient and effective operation of the Fund.

Article VIII

Formulation of projects

1. The Executive Director shall formulate on a continuous basis such projects as are necessary to accomplish the Fund Programme Activities approved by the Governing Council within the limits of the resources available to the Fund, taking due account of the special needs of the developing countries.
2. The objectives which a project is designed to achieve shall be identified by the Executive Director and included in the project document, as shall be the follow-up action expected to be taken consequent on the completion of the project. The establishment of a basis for such follow-up action may in appropriate cases be a suitable objective for a project.
3. In the project document, the Executive Director shall describe all financial, technical, managerial and other resources required for the successful implementation of the project.
4. Arrangements for the execution of projects shall accord with general guidelines to be approved by the Governing Council on the recommendation of the Executive Director.
5. Detailed arrangements for the execution of each project, including a budget estimate showing the financial implications of the project in its entirety, shall be specified in the project document.
6. Apart from his regular consultations with Governments, the Executive Director shall periodically consult the Environment Co-ordination Board, especially on matters relating to this article.

Article IX

Selection of co-operating agencies and supporting organizations

The Executive Director shall designate the co-operating agencies and supporting organizations that are necessary for the implementation of each project, giving particular attention to the capacity available within the United Nations system.

Article X

Responsibility for the provision of resources

The project document shall identify the Governments, co-operating agencies and supporting organizations which have assumed responsibility for providing the various resources mentioned in article VIII, paragraph 3, above and the role they will assume in the implementation of the project in question.

Article XI

Execution of projects

1. Where necessary to ensure the maximum effectiveness of the Fund Programme or to increase its capacity, and with due regard to the cost factor and the need to

make effective use of the capacity of the United Nations system, use may appropriately be made, with due regard to the principle of equitable geographic distribution, of suitable services obtained from governmental and non-governmental sources, including individual experts, the procurement of equipment, supplies, and services, and the provision of training facilities available in countries in which projects are being implemented. In selecting these services, preference will be given, with due respect to the need to ensure the effective and efficient use of the Fund, to securing the services of experts, other personnel, equipment, supplies, training facilities and other services from the developing countries.

2. The Executive Director is authorized to carry out projects, subject in each case to the approval of the Governing Council as provided in article VI, paragraph 5, above.

Article XII

Capacity within the United Nations Environment Programme for the implementation of the resolution

The Fund shall be utilized to ensure the development and maintenance within the United Nations Environment Programme of such capacity as may be necessary for the adequate implementation of the resolution, and the decisions of the Governing Council.

Article XIII

Facilities provided by agencies

For services additional to those of his staff, the Executive Director shall rely, as appropriate, on the existing facilities of the United Nations, the specialized agencies and the International Atomic Energy Agency.

Article XIV

Reports

The Executive Director shall submit annual and, where appropriate, special reports to the Governing Council in accordance with his accountability for the implementation of the Fund Programme in all its aspects and with emphasis on the concept of performance reporting.

17th meeting
22 June 1973

3 (I) Review and approval of the Fund Programme for 1973-1974
(agenda item 7 (b))

A

The Governing Council of the United Nations Environment Programme

Decides to approve for 1973, and to approve provisionally for 1974, the proposals of the Executive Director concerning the Financial Reserve, the Fund Programme Reserve, the Programme Support costs and the Administrative costs of the Fund as presented in document UNEP/GC/8 (paras. 9, 16, 17 and 22, respectively), noting the Executive Director's declared intent to endeavour to effect savings in the budgets in the amounts recommended by the Advisory Committee on Administrative and Budgetary Questions in paragraph 22 of document UNEP/GC/L.9, and with the understanding that he would fully report to the Governing Council at its second session on the results of his attempts to do so; and with the further understanding that the appropriations for 1974 would be reviewed by the Governing Council at its second session on the basis of revised and fully documented proposals and estimates.

B

The Governing Council of the United Nations Environment Programme

1. Decides to apportion resources, to be available until the second session of the Governing Council, by Fund Programme Activities in accordance with the table below;

2. Requests the Executive Director to undertake appropriate programming and preprogramming activities, utilizing the Fund in accordance with this apportionment as applied to the subjects listed in the table and described further in decision 1 (I) above;

3. Authorizes the Executive Director to adjust the apportionment of funds among the budget lines in the following table, to an extent not exceeding 20 per cent in any one line, should it become necessary to do so to preserve the integrity of the Programme:

	<u>(million dollars)</u>
A. Human settlements, human health, habitat and well-being	1.2
B. Land, water and desertification	1.0
C. Education, training, assistance and information	0.8
D. Trade, economics, technology and transfer of technology	0.5
E. Oceans	0.6
F. Conservation of nature, wildlife, and genetic resources	0.5
G. Energy	0.1
<u>Earthwatch</u>	
A. Monitoring	0.3
B. International Referral System	0.2
Other programme development including future plan of action of UNEP	<u>0.3</u>
	5.5

17th meeting
22 June 1973

4 (I) United Nations Conference-Exposition on Human Settlements
(agenda item 9)

A

The Governing Council of the United Nations Environment Programme

Having considered the documentation submitted concerning the United Nations Conference-Exposition on Human Settlements, e/

Taking into account the views expressed in the debate concerning this matter,

1. Considers that the Conference-Exposition represents an important step in a continuing process of developing and implementing programmes to improve the environment of human settlements;

2. Decides to recommend the following for consideration by the General Assembly:

(1) The General Assembly at its twenty-eighth session should endorse the recommendations contained in documents UNEP/GC/6 and Add.1 and UNEP/GC/L.2 regarding the purposes, objectives and anticipated costs of the Conference-Exposition. The main purposes of the Conference-Exposition should be:

(a) To stimulate innovation, serve as a means for the exchange of experience, and ensure the widest possible dissemination of new ideas and technologies in the field of human settlements;

(b) To formulate and make recommendations for an international programme in this field which will assist Governments;

(c) To stimulate interest in developing appropriate financial systems and institutions for human settlements among those making financial resources available and those in a position to use such resources.

(2) The Secretary-General of the United Nations should be entrusted with the over-all responsibility for the Conference-Exposition, bearing in mind the views expressed during the debates of the Governing Council at its first session.

(3) A preparatory committee for the United Nations Conference-Exposition on Human Settlements, consisting of up to 58 highly qualified members, should be established by the General Assembly at its next session to advise the Secretary-General. Its membership would take into account equitable geographic distribution, and would be drawn from Member States represented on the Governing Council, taking into consideration the membership of the Committee for Housing, Building and Planning.

(4) The Preparatory Committee would, inter alia, have the responsibility of assisting the Secretary-General in clarifying and defining the objectives of the Conference-Exposition.

e/ Documents UNEP/GC/6 and Add.1 and UNEP/GC/L.2.

(5) The Secretary-General of the United Nations should be requested to appoint, as soon as possible, a Secretary-General for the Conference-Exposition to report to the Secretary-General of the United Nations through the Executive Director of the United Nations Environment Programme and to work in close co-operation with the Under-Secretary-General for Economic and Social Affairs, the Executive Secretaries of the regional economic commissions and the heads of the specialized agencies concerned and to set up immediately a small conference secretariat, to be located at United Nations Headquarters, drawing upon the resources of the United Nations system, especially those of the UNEP secretariat and the Centre for Housing, Building and Planning.

(6) The Secretary-General of the Conference-Exposition should be authorized to convene panels of experts as required during the preparatory process; and in view of the limited time available for preparations for the Conference, should invite Governments to indicate to the Secretary-General of the Conference-Exposition, on or before 30 June 1974, which of their demonstration projects they wish to propose for selection as United Nations Human Settlements Demonstration Projects, and for presentation at the Conference-Exposition.

(7) In order to facilitate the preparations for the Conference-Exposition:

(a) The United Nations, the specialized agencies concerned, the regional economic commissions, the United Nations Economic and Social Office at Beirut and the World Bank Group should be invited to collaborate closely and to assist, as appropriate, in the work of the preparatory committee, including the organizing of regional or subregional meetings;

(b) Concerned intergovernmental and non-governmental organizations should be urged to lend every possible assistance;

(c) All means should be employed to bring to world-wide attention the nature and importance of the problems of human settlements;

(d) The Secretary-General should take concrete steps to enable participating countries to play an active role in these preparations.

(8) The Secretary-General should keep the Governing Council and the General Assembly, through the Economic and Social Council, informed of the progress of preparations and should submit in due course a final report on the Conference-Exposition, including an assessment of results and proposals for follow-up.

(9) Since a vigorous information programme is necessary to ensure the success of the Conference-Exposition, the Secretary-General should prepare a programme and estimated cost for consideration by the General Assembly.

B

The Governing Council of the United Nations Environment Programme

1. Notes the financial implications for the United Nations of holding the Conference-Exposition as set out in the report of the Secretary-General; f/

f/ UNEP/GC/6/Add.1.

2. Recommends that the basic costs of the Conference-Exposition be met by the regular budget of the United Nations and that a portion of the costs, especially as regards the "Exposition and Preparatory Process", be met by the Environment Fund;

3. Gives interim approval to that part of the costs to be borne by the Fund which is necessary before the second session of the Council, when a more detailed review of total of such costs should be undertaken, in order to enable work on the Conference-Exposition to start immediately;

4. Suggests that the Secretary-General explore all avenues to keep the cost of the Conference-Exposition within reasonable limits.

15th meeting
21 June 1973

Rules of procedure
(agenda item 4)

At its 1st meeting, on 12 June 1973, the Governing Council decided to use on an interim basis the draft rules of procedure, with the amendment relating to draft rule 18 (UNEP/GC/3 and Corr.1). At its 13th meeting, on 20 June 1973, the Governing Council decided to request the secretariat to communicate with Governments as soon as possible after the session, inviting them to transmit their comments in writing on the draft rules by 31 October 1973, such comments to be incorporated in a document to be circulated well before the second session. It further decided to establish a working group consisting of representatives of the German Democratic Republic, India, Kenya, Mexico and Sweden, which would meet before the second session and, on the basis of the draft rules and the comments of Governments thereon, recommend a set of rules for consideration and adoption by the Council at its second session.

Other matters arising from resolutions adopted by the General Assembly
at its twenty-seventh session
(agenda item 10)

1. Declaration of the United Nations Conference on the Human Environment

The Governing Council decided at its 12th meeting, on 19 June 1973, to defer consideration of this matter until a future session.

2. Action at the national level

At its 12th meeting, on 19 June 1973, the Governing Council decided to request the secretariat to look into the ways in which the flow of information that might be provided by Governments concerning their national environmental policies, programmes and institutions, might best be organized and to report to the Governing Council on its findings. It invited Governments to submit information to the Executive Director concerning activities relevant to the programme.

3. Question of convening a second United Nations Conference on the Human Environment

At its 12th meeting, on 19 June 1973, the Governing Council decided to defer consideration of this question until its second session. It took note of the offers of the Governments of Japan and Mexico to act as host to a second conference.

Organization of the work of future sessions of the Governing Council
(agenda item 11)

At its 15th meeting, on 21 June 1973, the Governing Council decided that it should normally hold one regular session annually, the session to last for two weeks and to be held in Nairobi during the period February/March.

The Governing Council noted that it was the intention of the Executive Director to make use of expert groups which would include government representatives and which would help the UNEP secretariat in formulating programme proposals and preparing documentation of the required quality for consideration by the Governing Council.

With regard to the establishment of preparatory machinery for sessions of the Governing Council, it was agreed that, without prejudice to any long-term arrangements which might eventually be decided, there might be a need for a meeting in advance of the second session of the Governing Council to consider with the Executive Director, on an informal basis, some of the important aspects of his comprehensive programme proposals before their formal consideration at that session. This would be an ad hoc meeting of the members of the Council. It was further agreed that, if such a meeting should be considered necessary and feasible, the President would determine, with the concurrence of the other members of the Bureau and in consultation with the Executive Director, its date, duration and place. In doing so, the President would take account of the views expressed by members of the Council and also of the availability of the necessary documents.

Provisional agenda, date and place of the second session of the Governing Council
(agenda item 12)

At its 16th meeting on 22 June 1973, the Governing Council adopted the following provisional agenda for its second 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. Rules of procedure.

6. Introductory report by the Executive Director.
7. Report of the Environment Co-ordination Board.
8. The Environment Programme:
 - (a) Review of environmental programmes within the United Nations system (in the light of General Assembly resolutions 2997 (XXVII), 3000 (XXVII) and 3002 (XXVII) of 15 December 1972);
 - (b) Approval of activities within the Environment Programme and their implications for the Fund Programme.
9. Matters arising from the General Procedures governing the operation of the Fund.
10. Financial and budgetary matters:
 - (a) Report on the implementation of the Fund Programme in 1973;
 - (b) Review and approval of the Fund Programme 1974-1975;
 - (c) Review of the Secretary-General's proposals regarding UNEP in the regular budget of the United Nations.
11. Human Settlements:
 - (a) United Nations Conference-Exposition on Human Settlements: progress report;
 - (b) Establishment of an international fund or financial institution for human settlements: report by the Secretary-General (General Assembly resolution 2999 (XXVII)).
12. Question of convening a second United Nations Conference on the Human Environment (General Assembly resolution 2994 (XXVII)).
13. Other matters arising from resolutions of the General Assembly.
14. Preparatory process of Governing Council sessions.
15. Provisional agenda, date and place of the third session of the Governing Council.
16. Other business.
17. Report of the Governing Council to the General Assembly.
18. Closure of the session.

The Governing Council noted that its second session would be held at Nairobi from 11 to 22 March 1974.

ANNEX II

REPORT OF THE SESSIONAL COMMITTEE

A. Introduction

1. The Sessional Committee established by the Governing Council at its sixth meeting, on 14 June 1973, to consider agenda item 7 and to report the results of its deliberations to the Council, held meetings on 15, 18, 19, 20, 21 and 22 June 1973 under the chairmanship of Mr. Vicente Sánchez (Chile), Vice-President of the Governing Council. At its second meeting, on 18 June 1973, the Sessional Committee elected Mr. Utoro Sukaton (Indonesia) as its Rapporteur. The Sessional Committee was open to the participation of all interested delegations.

B. Item 7 (a) - General procedures governing the operations of the Environment Fund

Documents

2. The Sessional Committee had before it for its consideration the draft general procedures (UNEP/GC/4) and draft subsidiary procedures (UNEP/GC/4/Add.1) regarding the Fund Programme Reserve. Document UNEP/GC/L.1 invited attention to the administrative arrangements proposed by the Secretary-General (A/C.5/1505) and document UNEP/GC/L.11 invited attention to the report of the Advisory Committee on Administrative and Budgetary Questions (A/9068 and Corr.1).

Statements by the Executive Director and by the Director of the Environment Fund

3. At its first meeting, the Sessional Committee heard a general statement by the Executive Director concerning the action to be taken by the Governing Council to exercise its basic responsibilities in respect of the Environment Programme and Fund. This action was envisaged as being undertaken at three levels of specificity.

4. The most general, and primary level, was that which related to the Programme as a whole. The duties of the Governing Council in this regard were set out in General Assembly resolution 2997 (XXVII), section I, paragraph 2, and could be summarized as follows:

To review all existing and planned international activities in the environment field, and particularly those carried out within the United Nations system in relation to major areas of environmental concern and to the objectives and priorities established by the Governing Council.

5. This review would require that comprehensive information be assembled by the secretariat on all existing and planned environmental activities in the international system, that these activities be given adequate "visibility" to the Council so that emerging environmental problems of wide international significance received appropriate and adequate consideration for possible action.

6. Out of this review would emerge a number of areas in which the Governing Council would wish to take more specific follow-up actions. Such follow-up actions would constitute the second level to which he had referred, and each such action might be called a Programme Activity. A Programme Activity might consist solely in recommending to the appropriate agency or body the reorienting of certain actions within the existing system, or the assignment of different priorities, etc; or it might constitute the design of a comprehensive series of measures designed to meet a particular Programme objective. In any case the Governing Council would wish to have before it a detailed proposal containing all of the necessary background information relating to each such proposed Programme Activity, to enable it to decide on the action needed. Some such proposals might require the use of the resources of the Environment Fund for the financing of some elements of the proposed Programme Activity.

7. Proposals for the funding of specific elements of a Programme Activity thus constituted the third level of specificity. Each element might involve one or more individual projects. Where a Programme Activity involved a proposal for the use of the resources of the Environment Fund, a detailed budget presentation setting out the financial implications would be provided.

8. The Executive Director stated that he would, of course, be expected to make available to the Council in all necessary detail reports on the results of the implementation of Programme Activities financed by the Fund, including details concerning individual projects, so that the Council would be in a position to take any further decisions to which this information might point.

9. In introducing the draft General Procedures submitted by the Executive Director, the Director of the Environment Fund indicated that this draft had been prepared with the sole purpose of developing the mechanism which was necessary to implement General Assembly resolution 2997 (XXVII), a mechanism which must reflect the views of Governments as to the way in which the Programme should work. An analysis of the provisions of section III of the resolution had led to the conclusion that the Fund should not be merely a source of finance for projects, and that it should not be utilized to finance individual projects on an ad hoc basis. It would rather be a means to put into effect policies and programmes approved by the Governing Council by being used to finance parts of an over-all programme approved by the Council. It would thus serve as a stimulant to maintain a programme much broader than the elements it would finance. This distinction between the programme and the Fund Programme, or the programme of utilization of the resources of the Fund, was basic to an understanding of the proposals put forward to the Executive Director.

10. An analysis of resolution 2997 (XXVII) also underlined the particular nature of co-operative efforts in this field, in that environment was not considered as a sector juxtaposed to the other sectoral activities and organizations of the United Nations systems, but rather as an additional dimension pervading the whole system and each sector of activity. It was this consideration which had led to a number of innovative proposals in the draft procedures, such as the terminology of co-operating agencies, the absence of a mechanism of overhead costs payments, and a modified approach to financial accountability - which by no means represented a relinquishing by the Executive Director of his responsibilities in this respect, but aimed at tailoring accountability to individual situations, hopefully through the use of the mechanism of financial control of the agencies.

11. The regulatory system for the Fund had been prepared in two parts: draft general procedures, contained in document UNEP/GC/4, which were to be formulated by the Governing Council in pursuance of section III, paragraph 7, of the resolution; and proposals by the Secretary-General to the General Assembly, contained in document A/C.5/1505, which dealt with administrative, and in particular, financial and personnel, arrangements for the Fund and included a set of draft Financial Rules. This difference in treatment had been rendered necessary by the constitutional position of the Secretary-General as the chief administrative officer of the Organization, and of the General Assembly as the organ with which must rest the power of decision on administrative, financial and personnel matters. However, both documents had been prepared in closest co-operation and consultation between the appropriate offices at Headquarters and the UNEP secretariat. Moreover, both the Secretary-General in respect of his proposals and the General Assembly when called upon to take the relevant decisions would certainly wish to take cognizance of the views of the Governing Council of UNEP on administrative matters concerning the Environment Fund.

12. As for the draft general procedures, it may first be noted that its set of definitions reflected both the necessity to innovate in a number of directions, and the desire to maintain accepted concepts in all cases where existing operative tools of the United Nations system appeared to be adequate for the achievement of the aim to be pursued.

13. Article VIII of the proposed draft, which dealt with the respective responsibilities of the Governing Council and of the Executive Director in respect of the use of the resources of the Fund, had been referred to by a number of representatives in the general debate in plenary meetings. This question revolved around that of the level of specificity of the information which the Governing Council would wish to have at its disposal when making decisions as to the apportionment of resources. It had received considerable attention in the general debate in plenary and the Sessional Committee may wish to examine it in some detail. The proposed system also called for an apportionment of resources based on estimates of future resources in order to ensure a system of "annual funding". The secretariat had felt that this matter might perhaps be best regulated after the programme had been partly developed; hence the proposal in article VIII, paragraph 1, first sentence, that conditions therefor would be laid down by the Governing Council on the recommendation of the Executive Director. Linked to this problem was, of course, that of the estimates of future resources. On all those matters, as indeed in respect of all aspects of the Executive Director's proposals, guidance from the Governing Council would be greatly welcome to ensure the development of a regulatory mechanism which reflected the will of Governments as expressed in General Assembly resolution 2997 (XXVII).

General discussion

14. The members of the Sessional Committee generally agreed that the Fund procedures should reflect a clear concept of the respective roles of the Governing Council and of the Executive Director in regard to the Fund. It was recalled that the agreement reached at the Stockholm Conference and reflected in General Assembly resolution 2997 (XXVII) provided for the exercise of policy guidance, including the assignment of priorities, by the Governing Council in regard to the utilization of the resources of the Fund, and that this agreement envisaged the granting of considerable flexibility to the Executive Director as regards the implementation of the programme.

The view was expressed that the provision in the draft procedures that the Governing Council could request that particular projects be submitted to it for consideration and approval ensured that, in granting such flexibility to the Executive Director, the Council could nevertheless exercise the necessary control. It was also advanced, however, that while authority to dispose of financial resources up to a certain sum could be delegated to the Executive Director by the Governing Council in regard to the approval of projects, projects involving a larger financial commitment should be approved by the Governing Council itself.

15. Some representatives considered that the power to approve projects belonged to the Governing Council which could delegate such power to the Executive Director at each session.

16. Some representatives considered that the differing degrees of emphasis as regards the balance of powers between the Governing Council and the Executive Director were a matter of semantics, and that the adequate definition of various terms could clarify the issue. In this connexion, it was suggested that a clearer definition of "programme" and of "project" and the introduction of a definition of the term "Programme Activity" would resolve certain difficulties of the character mentioned above.

17. The view was widely expressed that the establishment of trust funds should be subject to the approval of the Governing Council.

18. Reference was made to the formulation of projects on a continuous basis by the Executive Director and the view was expressed that the possibility should also be left open for the formulation of projects on the basis of initiatives taken by States.

19. Various representatives considered that article XIII, paragraph 3, relating to the direct execution of projects, required some clarification. The question of the authority of the Executive Director in terms of the relations between UNEP and co-operating agencies was mentioned in this context, and it was considered that the Executive Director's direct activities would principally be focused on those of a pre-programming nature, those relating to the formulation of projects and those of an advisory character. Mention was also made of the desirability of securing the services of personnel and equipment from the developing countries.

20. Reference was made to the importance of the role of the Environment Co-ordination Board in regard to the Programme, and it was felt that consideration might be given to inserting a reference to this role in the procedures.

21. Attention was drawn to the complementary role of the general procedures to be adopted by the Governing Council and the Financial Rules which had been proposed by the Secretary-General. It was considered that it would be desirable to reproduce both in a single document. The view was expressed that the procedures should provide the policy framework, and that some provisions of the general procedures could more appropriately be reflected in the Financial Rules.

22. The emphasis in the procedures on performance accountability was considered desirable, and it was felt that on the conclusion of an activity involving the use of resources from the Fund, the Governing Council would wish to know how money from the Fund had been spent.

23. Various representatives felt that the procedures (UNEP/GC/4) could be adopted on a provisional basis until a later session of the Governing Council. Preparations should be made for consideration of that later session by either an intersessional working group or by the secretariat, due account being taken of the views expressed at the present session. The view was also advanced that the general procedures should incorporate some mechanism whereby a revision could be effected.

24. It was suggested that an intersessional working group should be established to meet three to four months before sessions of the Governing Council in preparation of these sessions. The view was expressed that such an intersessional working group could serve a useful function as regards the Executive Director since it would be preferable that he be acquainted with the policy thinking of the members of the Governing Council as a whole, rather than on an individual basis. However, it was also considered that instead of a small preparatory ad hoc group it might be desirable to adopt the pre-Stockholm procedure whereby ad hoc groups more specifically linked to particular sectors and problems were convened as necessary.

Article I

Purposes

25. It was agreed that this provision should not appear as an article and the title was deleted, subsequent articles to be renumbered. It was also agreed to delete the words "which sets out the purposes of the Fund" at the end of the first sentence. The Sessional Committee considered that the text of General Assembly resolution 2997 (XXVII) should be annexed to the general procedures.

Article II

Definitions

26. The definitions were adopted with changes as follows:

(a) In the definition of "Fund", the expression "United Nations Environment Fund" was replaced by the words "Fund of the United Nations Environment Programme".

(b) The definition of "Governing Council" was adopted.

(c) The definition of "Government" was adopted.

(d) The definition of "co-operating agency" was adopted.

(e) In the definition of "supporting organization" in the third and fourth lines the words "in support of the United Nations Environment Programme, particularly those activities" were deleted.

(f) The definition of ACABQ was adopted.

(g) The definition of "Secretary-General" was adopted.

(h) The definition of "the Executive Director" was adopted.

- (i) The definition of "Programme" was deleted.
- (j) The definition of "Fund Programme" was renumbered as (i). A new definition of "Fund Programme Activities" numbered as definition (j) was inserted.
- (k) The definition of "Project" was deleted and a new definition was inserted.
- (l) The definition of "project document" continued under discussion.
- (m) In the definition of "financial reserve" in the third line, the word "similar" was inserted before the word "requirements" and the words "from time to time" were moved, so that the end of the sentence reads "such other similar requirements as may from time to time be decided upon by the Governing Council;".
- (n) The definition of "Fund Programme Reserve" was adopted.
- (o) The definition of "resources" continued under discussion.
- (p) The definition of "allocation" was adopted.
- (q) The definition of "commitment" was adopted.
- (r) The definition of "expenditure" was adopted.

Article III

Resources

27. In the first line the word "primarily" was deleted and in the second line after the word "contributions", the words "and other sources" were inserted.

Article IV

Pledges

28. The text of this article was adopted.

Article V

Management of resources

29. In the first line the word "authorized" was inserted after the word "acquired". The second sentence beginning with the words "the Executive Director shall" was deleted.

Article VI

Trust funds

30. In the second line after the word "Director" the words "with the approval of the Governing Council" were inserted and in the second sentence it was decided to insert a fullpoint after the word "defined" and to delete the remainder of the words in this sentence.

Article VII

Methods of use of the resources of the Fund

31. This article was deleted.

Article VIII

Responsibilities of the Governing Council and of the Executive Director

32. Paragraph 1. The text of this paragraph was adopted, and a new paragraph numbered 2. was inserted to follow.

Paragraph 2. This paragraph was renumbered as paragraph 3 and the second line amended to read "effective control over its constituent Fund Programme Activities, apportioning resources to them and controlling their use". In subparagraph (i) the word "projects" was replaced by the words "Fund Programme Activities;" and in subparagraph (iii) the word "support" in the phrase "Programme support costs" was amended to appear with an initial capital "S".

Two new paragraphs numbered 4 and 5 were inserted to follow the new paragraph 3.

Paragraph 5. This paragraph was renumbered as paragraph 6. At the end of the paragraph the fullpoint was changed to a comma and the words "and on progress made in the implementation of projects" were inserted.

Paragraph 6. This paragraph was renumbered as paragraph 7, and the reference to article XVII in the last line should be amended to follow the new numbering of articles.

Article IX

Formulation of projects

33. This article was renumbered article VIII.

34. In paragraph 1 the words "the purposes of the resolution" were replaced by the words "Fund Programme Activities approved by the Governing Council". At the end of this sentence the words "taking due account of the special needs of the developing countries" were added.

35. In paragraph 2, the words "by Governments, Supporting Agencies and Supporting Organizations" in the third and fourth lines were deleted and at the beginning of the second sentence the word "provision" was replaced by the word "establishment".

36. In paragraph 3, the beginning of the sentence now reads "In the project document ..." and the words "identify the inputs in terms of the" were deleted and replaced by the words "describe all". At the end of the second line the word "successful" is inserted before the word "implementation" in the third line.

37. Paragraph 4 was redrafted.
38. Paragraph 5 was adopted.
39. A new paragraph 6 was inserted.

Article X

Selection of Co-operating Agencies and Supporting Organizations

40. This article was renumbered article IX.
41. In the first line the word "select" was replaced by the word "designate" and in the second line the words after the word "Organizations" were deleted and the beginning of the third line now reads "that are necessary for the". In the last line the word "resources" is replaced by the word "capacity".

Article XI

Responsibility for the provision of inputs

42. Article XI was renumbered article X.
43. In the title of the article, and in the text, the word "inputs" is replaced by the word "resources", and the reference to article IX becomes a reference to article VIII.

Article XII

Agreement with Governments regarding particular projects

44. The text of this article was deleted.

Article XIII

Direct execution of projects

45. The text of this article was redrafted.

Article XIV

Capacity within the United Nations Environment Programme for the implementation of the resolution

46. At the end of the first paragraph the words "and the decisions of the Governing Council" were added.
47. The second paragraph was deleted.

Article XV

Capacity for clearing-house type functions

48. The Sessional Committee decided to delete the text of this article but considered that the Executive Director should develop further proposals based on the concepts contained in the article, and present these to a future session of the Governing Council.

Article XVI

Reports

49. This article was renumbered as article XIV and the words "and with emphasis on the concept of performance reporting" were added at the end.

Article XVII

The Executive Director

50. This article was divided into two paragraphs, the first three sentences of the previous text to form the first paragraph and the remaining sentence forms the second paragraph.

51. In the third line the words "to the Governing Council" were inserted after the word "accountability", and the last sentence which is to form the second paragraph was redrafted.

Article XVIII

Facilities provided by agencies

52. This article was renumbered as article XIII.

53. The second sentence of this article was deleted.

54. Having concluded its article-by-article consideration of provisions of the draft General Procedures, the Committee reverted to certain provisions which it felt needed further clarification or had been held over for further consideration.

Article II

Definitions

55. In the introductory sentence the reference to the Financial Rules of the Fund contained in the words "and of the Financial Rules of the Fund" was deleted.

56. (1) 'Project Document'. The first part of the definition up to the words 'objectives of the project' was redrafted.

57. (o) "Resources". Paragraph (i) of this definition was modified by adding the words "in currencies readily usable by the Fund and convertible to the greatest extent possible, as well as those" after the word "Governments" and by deleting the word "and" in the last line.

Article VIII

Responsibilities of the Governing Council and of the Executive Director

58. The Committee further clarified its earlier drafting of paragraphs 4 and 5 of this article so that, in paragraph 4, the first phrase would read "When approving the Fund Programme Activities the Governing Council shall, if it so decides, request the Executive Director to submit to it for consideration and approval". The first phrase of paragraph 5 would read "subject to paragraph 4 above".

Article XIII

Execution of projects

59. In paragraph 1 of the redrafted article, the Committee decided to redraft the last sentence to read "In selecting these services preference will be given, with due respect to the need of ensuring the effective and efficient use of the Fund, to securing the services of experts, other personnel, equipment, supplies, training facilities and other services from the developing countries."

60. The draft general procedures of the Fund, as adopted by the Committee, are reproduced in annex I. a/

Subsidiary procedures regarding the Fund Programme Reserve

61. The Sessional Committee took the view that the procedures in question, the text of which is contained in document UNEP/GC/4/Add.1, should be put to the Governing Council for consideration at its second session.

Financial Rules proposed by the Secretary-General

62. The Committee noted that it would be the intention of the Secretary-General to reflect in the Financial Rules of the Environment Fund (annex to document A/C.5/1505) any changes made necessary by the Governing Council's decisions with regard to the general procedures.

a/ For the text of the general procedures, see decision 2(I) of the Governing Council.

C. 7 (b). Review and approval of the Fund Programme for 1973-1974

63. The Sessional Committee had before it a note by the Executive Director on the review and approval of the Fund Programme for 1973-1974 (UNEP/GC/8); the report of the Advisory Committee on Administrative and Budgetary Questions on the administrative and programme support budget estimates of the Environment Fund for 1973-1974 (UNEP/GC/L.9); and a note by the Executive Director (UNEP/GC/L.8) inviting attention to the financial provision regarding UNEP in the regular budget of the United Nations (section 16 of the regular budget of the United Nations).

64. The Chairman informed the Sessional Committee that the Bureau had decided that the Committee should examine sections C, E, F and G of the proposals of the Executive Director contained in document UNEP/GC/8, concerning respectively the Financial Reserve, the Fund Programme Reserve, Programme Support costs and the Administrative costs of the Fund. Section D concerning the allocation of funds for project activities would be examined in plenary after conclusion of the consideration of item 6.

65. In presenting the Executive Director's proposals, the Director of the Fund also presented the latter's comments on the report of the ACABQ referred to above. He indicated that the Executive Director was in a position to agree with a large number of recommendations made by the ACABQ, in particular those concerning the submission of more detailed supporting information in future budget estimates, and the presentation of a consolidated budget showing the resources requested under both the United Nations Regular Budget and the Fund Budget; the use in future presentations of the standard classification of objects of expenditure; the advisability of consultations with appropriate services in respect of computer-assisted activities and communications and the appropriations for hospitality.

66. On the other hand, the Executive Director felt constrained to remark that the level of posts in the proposed manning table reflected the particular nature of UNEP, which was of policy guidance in the direction and co-ordination of environmental programmes within the United Nations system, a function that necessarily called for a somewhat different staff structure from that of an agency operational in a particular sector. He also felt that the observations of the ACABQ concerning the ratio between General Service and Professional staff did not appear to take account of the general services requirements of the substantive divisions of UNEP in regard to statistical and research assistance, nor of those of the support services which would have to be developed in a self-contained way in a new location, such as registry, security, finance clerks messengers, drivers and documents reproduction personnel. As for the recommendation that the UNEP Liaison Office in Geneva should make unnecessary the establishment of a support office attached to the Economic Commission for Europe, any merger of the two offices would be likely to lead to an unfortunate confusion between the world-wide responsibilities of the liaison office, and the work to be developed at the regional level in Europe. The decision of the General Assembly to establish UNEP headquarters in Nairobi made it particularly important that such a confusion be avoided. The comments of the ACABQ concerning travel costs estimates and the acquisition of vehicles had been carefully noted. While in both cases care would be taken to limit expenses to the lowest possible level, the Executive Director considered that the estimates presented by him were realistic in the light of the likely requirements in these respects.

67. Referring to the considerations of principle adduced by the ACABQ in paragraphs 7 and 8 of its report, the Director of the Fund felt obliged to restate the basic fact that there was a fundamental difference between the Programme of UNEP and the Fund Programme defined as the programme of utilization of the resources of the Environment Fund. As a consequence, the concept of Programme Support was in its own right central to one of the main functions of UNEP and provided in itself a legitimate ground for the commitment of the resources of the Fund. The lumping together of administrative and programme support costs and the determination of their ratio to total estimated expenditures did not provide a valid measure for arriving at conclusions on the rationality of the use of the resources of UNEP. Similarly, any ratio between the total staff at UNEP and the size of the programme of utilization of resources of the Fund could not provide a relevant measurement of managerial efficiency in relation to the tasks of UNEP as defined by the General Assembly.

68. The Director of the Fund concluded by communicating the Executive Director's assurances that he would exercise a strict watch on expenditures so as to achieve at least some of the savings which had been recommended. He would accordingly be prepared to attempt to maintain total expenditures within the ceiling recommended by the ACABQ, it being understood that the Council would approve the proposed manning tables.

69. In the ensuing discussion, several representatives stressed the fact that they would be prepared to take into account, in considering the proposals of the Executive Director, the pressing time-limits under which the proposals had been prepared. In respect of the financial reserve, in particular, it was pointed out that in future, more detailed information would be needed for the Council to be able to take a fully informed decision. In the circumstances, however, they were ready to give favourable consideration to the proposals made by the Executive Director.

70. Several representatives indicated that they attached importance to the comments made by the ACABQ and welcomed the explanations given by the Director of the Fund as to the position of the Executive Director in their respect. It was also noted in this context, however, that account should be taken of the innovative nature of some of the features of UNEP, as well as of the difficulty of making adequate plans at the very outset of the development of such a programme.

71. In the light of the explanations given by the Director of the Fund and of the ensuing discussion, the Sessional Committee decided to approve for 1973, and to approve provisionally for 1974, the proposals of the Executive Director concerning the Financial Reserve, the Fund Programme Reserve, the Programme Support costs and the Administrative costs of the Fund as presented in document UNEP/GC/8, noting the Executive Director's declared intent to endeavour to effect savings in the budgets in the amounts recommended by ACABQ in paragraph 22 of document UNEP/GC/L.9, and with the understanding that he would fully report to the Governing Council at its second session on the results of his attempts to so do; and with the further understanding that the appropriations for 1974 would be reviewed by the Governing Council at its second session on the basis of revised and fully documented proposals and estimates.

D. Adoption of the report

72. The Sessional Committee, in adopting its report at the 12th meeting, on 22 June 1973, decided to review its decision regarding article II, paragraph (o) (which relates to the definition of resources), and to replace this definition by the definition contained in document UNEP/GC/4.

ANNEX III

LIST OF DOCUMENTS SUBMITTED TO
THE GOVERNING COUNCIL

<u>Symbol</u>	<u>Title</u>
UNEP/GC/1	Provisional agenda (including annotations)
UNEP/GC/1/Add.1	Suggested time-table of plenary meetings: note by the Executive Director
UNEP/GC/2	Introductory report of the Executive Director
UNEP/GC/3 and Corr.1	Draft rules of procedure of the Governing Council: note by the Executive Director
UNEP/GC/4	General procedures governing the operations of the Environment Fund: note by the Executive Director
UNEP/GC/4/Add.1	Subsidiary procedures regarding the Fund Programme Reserve: note by the Executive Director
UNEP/GC/5	Action Plan for the Human Environment - Programme development and priorities: report of the Executive Director
UNEP/GC/6	United Nations Conference - Exposition on Human Settlements - Plan for and anticipated costs of the Conference - Exposition: report of the Secretary-General
UNEP/GC/6/Add.1	United Nations Conference - Exposition on Human Settlements - Estimated costs of the Conference - Exposition: report of the Secretary-General
UNEP/GC/7	Report of the Environment Co-ordination Board on its first session - Geneva, 9 April 1973
UNEP/GC/8 and Corr.1	Review and approval of the Fund Programme for 1973-1974: note by the Executive Director
UNEP/GC/9	Credentials of representatives: report of the Bureau
UNEP/GC/L.1	General procedures governing the operations of the Environment Fund - Administrative arrangements proposed by the Secretary-General: note by the Executive Director

<u>Symbol</u>	<u>Title</u>
UNEP/GC/L.2	United Nations Conference-Exposition on Human Settlements - Meeting of experts held at Vancouver from 8 to 12 May 1973: report of the Executive Director
UNEP/GC/L.3	Convention on International Trade in Endangered Species of Wild Fauna and Flora: note by the Executive Director
UNEP/GC/L.4	Preparations within the United Nations system for a global environment monitoring system: note by the Executive Director
UNEP/GC/L.5	Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matters: note by the Executive Director
UNEP/GC/L.6	Action Plan for the Human Environment - Programme Development and Priorities: note by the Executive Director on the demonstration project concerning the International Referral Service
UNEP/GC/L.7	Economic and Social Council resolution 1761 F (LIV) - Natural resources and environment: note by the Executive Director
UNEP/GC/L.8	Review and approval of the Fund Programme for 1973-1974 - Financial provision regarding UNEP in the regular budget of the United Nations: note by the Executive Director
UNEP/GC/L.9	Review and approval of the Fund Programme for 1973-1974: Report of the Advisory Committee on Administrative and Budgetary Questions on the administrative and programme support budget estimates of the Environment Fund for 1973 and 1974
UNEP/GC/L.10	Introductory statement by the Executive Director
UNEP/GC/L.11	General procedures governing the operations of the Environment Fund - Report of the Advisory Committee on Administrative and Budgetary Questions: note by the Executive Director
UNEP/GC/L.12	Draft report of the Governing Council of the United Nations Environment Programme on its first session - Contents and Introduction
UNEP/GC/L.12/ Add.1	Draft report of the Governing Council - Chapter I
UNEP/GC/L.12/ Add.2	Draft report of the Governing Council - Chapter II

<u>Symbol</u>	<u>Title</u>
UNEP/GC/L.12/ Add.3 and Add.3 (A)	Draft report of the Governing Council - Chapter III
UNEP/GC/L.12/ Add.4	Draft report of the Governing Council - Chapter IV
UNEP/GC/L.12/ Add.5	Draft report of the Governing Council - Chapter V
Add.5 (A)	Chapter V (continued)
Add.5 (B)	Chapter V (continued)
UNEP/GC/L.13	Provisional agenda, date and place of the second session of the Governing Council: note by the Executive Director
UNEP/GC/L.14	Proposed decisions of the Governing Council concerning agenda items 6 and 8 - Proposal submitted by: Argentina, Brazil, Burundi, Cameroon, Central African Republic, Chile, Cuba, Egypt, Gabon, Ghana, Guatemala, India, Indonesia, Iran, Iraq, Ivory Coast, Jamaica, Jordan, Kenya, Kuwait, Lebanon, Liberia, Madagascar, Malawi, Mexico, Morocco, Nigeria, Pakistan, Panama, Peru, Philippines, Republic of Viet-Nam, Senegal, Sierra Leone, Sri Lanka, Sudan, Syrian Arab Republic, Tunisia, United Republic of Tanzania, Venezuela, Yugoslavia, Zaire.
UNEP/GC/L.15 and Corr.1	Proposed decisions of the Governing Council concerning agenda items 6 and 8 - Proposal submitted by: Argentina, Bangladesh, Brazil, Burundi, Cameroon, Central African Republic, Chile, Cuba, Egypt, Gabon, Germany, Federal Republic of, Ghana, Guatemala, India, Indonesia, Iran, Iraq, Ivory Coast, Jamaica, Jordan, Kenya, Kuwait, Lebanon, Liberia, Madagascar, Malawi, Mexico, Morocco, Netherlands, Nigeria, Pakistan, Panama, Peru, Philippines, Republic of Viet-Nam, Senegal, Sierra Leone, Spain, Sri Lanka, Sudan, Sweden, Syrian Arab Republic, Tunisia, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, Uruguay, Venezuela, Yugoslavia, Zaire.
UNEP/GC/L.16	Review and approval of the Fund Programme for 1973-1974: note by the Executive Director
UNEP/GC(I)/SC/L.1 and Add.1 and 2 and annex A-C	Draft report of the Sessional Committee
UNEP/GC/INF.1	List of participants

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