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PREPARATORY COMMITTEE FOR THE  
UNITED NATIONS CONFERENCE ON  
THE HUMAN ENVIRONMENT

Second session  
Geneva, 8-19 February 1971

Dual distribution

## REPORT OF THE PREPARATORY COMMITTEE FOR THE UNITED NATIONS CONFERENCE ON THE HUMAN ENVIRONMENT

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REPORT OF THE PREPARATORY COMMITTEE FOR THE UNITED NATIONS  
CONFERENCE ON THE HUMAN ENVIRONMENT

1. ORGANIZATION OF THE SECOND SESSION

Time and Place

1. The Preparatory Committee for the United Nations Conference on the Human Environment held its Second Session at the United Nations Office in Geneva from 8 to 19 February 1971.

Attendance

2. In addition to the members of the Preparatory Committee, observers from member States, from non-member States, from the specialized agencies of the United Nations, and from inter-governmental and non-governmental organizations attended. A list of participants is contained in Annex I of this report.

Documentation

3. The documents before the Preparatory Committee at its Second Session, including Conference Room Papers, are listed in Annex II.

Election of Officers

4. The officers of the Preparatory Committee were re-elected on the understanding that they would continue in office until the time of the Conference.

<u>Chairman:</u>	Ambassador Keith Johnson (Jamaica)
<u>Vice-Chairmen:</u>	Mr. Fereydoun Hoveyda (Iran)
	Mr. Rastislav Lacko (Czechoslovakia)
	Ambassador Vernon Johnson Mwaanga (Zambia)
<u>Rapporteur:</u>	Mr. Ove F. Heyman of Sweden was elected Rapporteur of the Preparatory Committee to fill the position that had been vacated by Mr. Börje Billner.

Agenda for the Second Session of the  
Preparatory Committee

5. The Agenda, adopted by the Preparatory Committee, is contained in Annex III.

Organization of work

6. The Preparatory Committee on the recommendation of the Bureau adopted its programme of work for the Second Session. In the light of the lengthy Agenda for the Session the Committee undertook to consider a certain group of items in Plenary Session, and allocated another group of items to sub-committees of the whole,<sup>1/</sup> which, like the Plenary, could start and complete discussion of the items assigned to them. The reports of the sub-committees are incorporated in the present report.

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<sup>1/</sup> Sub-Committee A elected Mr. B. de Azavedo BRITO as Chairman and Mr. G.C. BUTLER as Rapporteur. Sub-Committee B elected Mr. L.J. MOSTERTMAN as Chairman and Mr. S. DRAZ as Rapporteur.

The items on the Agenda were allocated as follows:

Plenary

1. Procedural matters
  - (a) Opening of the Session
  - (b) Election of Officers
  - (c) Adoption of the Agenda
  - (d) Organization of the work of the Session
2. The programme of the Conference  
(Statement of the Secretary-General of the Conference and remarks by delegations on the statement of the Secretary-General of the Conference)
3. (d) National participation
  - (a) Participation of organizations other than governments and the United Nations
4. Public information and education
5. Future meetings of the Preparatory Committee
6. Other business
7. Adoption of the Report of the Second Session

Sub-Committee A

Conference Agenda and Work Programme

2. The programme of the Conference
  - (a) Basic concept of the programme and possible subjects and topics for the Agenda
  - (b) Economic, financial and social aspects
  - (c) International institutional implications
3. Organizational matters.
  - (a) Structure of the Conference
  - (b) Pre-Conference documentation
  - (c) Pre-Conference work plan and methods

Sub-Committee B

Actions for Completion at the Conference

2. The programme of the Conference
  - (c) Declaration on the Human Environment

Other subjects proposed for completion at the Conference

## II. THE PROGRAMME OF THE CONFERENCE

### Statement by the Secretary-General of the Conference and general remarks by delegations

7. One of the more important subjects discussed in the report of the Secretary-General to the Second Session of the Preparatory Committee <sup>1/</sup> concerned the Agenda and Programme for the Stockholm Conference. In this report the Secretary-General gave his preliminary views on the Conference programme, and included a list of topics that had been proposed from various sources for inclusion in the Conference Agenda. He also pointed out that it was necessary to allow for additional consultations with governments, United Nations agencies and other organizations concerned, before he could present his specific recommendations to the Preparatory Committee on the Conference Programme and Agenda.

8. In his statement and the accompanying material the Secretary-General of the Conference presented specific suggestions as to the proposed items of the structure and Programme of the Conference. He devoted considerable attention to the Conference documentation and gave details of the nature of the material requested from Governments and United Nations and other organizations. The dates by which such material should reach the Secretariat were given and other preparatory work for the Conference was outlined.<sup>2/</sup> He also outlined steps being taken to facilitate the participation of the developing countries in the Conference. The statement of the Secretary-General of the Conference is given in full in Annex IV of this report.

9. The general debate that followed reaffirmed the advice of the Preparatory Committee at its First Session, as well as the specific recommendations of the United Nations General Assembly and of ECOSOC, that the Stockholm Conference as a Conference, of governments, should be essentially action oriented. The principal subjects presented for the Committee's consideration in the Secretary-General's report, and in his opening statement, were discussed in the presentations made by most delegations taking part in the general debate.

10. There was concurrence in general debate that the Declaration on the Human Environment would be a commitment of all countries to the preservation of the global habitat of mankind. Several delegations felt that the Declaration could thus be a major result in line with the concept of the Stockholm Conference; while it would not be formally binding it would nevertheless have the force of a statement of understanding mutually agreed by all countries, and it would carry moral strength. The Committee generally proposed that the Declaration should be brief, concise and inspirational in character.

11. The Declaration should be directed mainly at public opinion, it was felt, and should contain principles recommended for action by Governments and by the international community. With regard to the preparatory work and negotiations, it was suggested that

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<sup>1/</sup> See document A/CONF.48/PC.8 and Add.1.

<sup>2/</sup> See Annex V to the present report.

an Intergovernmental Working Group should be established to provide guidance and advice at the various drafting stages. It was understood that the Third Session of the Preparatory Committee would devote an important part of its time to consideration of the first draft of the Declaration.

12. It was agreed that countries should act in concert to undertake solutions for the problems of marine pollution and that there be provision for substantive discussion of the issue at the 1972 Conference in light of the many aspects of human activity which affect the oceans. While the RIA Conference and the Law of the Sea Conference in 1973 appeared to many to be the proper occasion for adoption of conventions on certain aspects of marine pollution, the Stockholm Conference seemed to most delegations to be the occasion for consideration of all aspects of marine pollution, including the sources and effects. The global nature of this issue was emphasized repeatedly by delegates in the course of debate. Many delegations, however, stressed that regional and sub-regional agreements might prove most useful, at least initially, in preventing or controlling pollution of the marine environment. A number of delegations felt that the work and study already under way in the United Nations system could be given greater impetus by the Stockholm Conference, thereby strengthening the action to be taken by the IMCO Conference and the Law of the Sea Conference.

It was thought advisable for the Preparatory Committee to establish an Intergovernmental Working Group which would study the matter with a view to guiding the Secretary-General of the Conference in his consultations with Governments, UN agencies and other organizations on the preparation of material for the Stockholm Conference and in deciding on subjects in this field capable of Level III action, i.e. actions which could be completed even in an initial stage by the Conference.

13. The ability systematically to acquire environmental data on a world-wide basis was recognized by most delegations as being an important foundation for action on many specific environmental problems. In any such international endeavour it would be necessary to take account of the sovereign rights of participating States. Several countries referred to the need for adoption of common standards and for compatibility of measuring techniques, which could in turn provide a basis for the establishment of global standards and criteria on environmental matters. Several delegations drew attention to the number of existing monitoring systems, both national and international, pointing out the importance from various points of view of utilizing existing knowledge and experience and of ensuring an appropriate place for present systems in any study of future needs.

14. Members of the Preparatory Committee underscored the importance of the Report on the State of the Human Environment (Level I), as this would provide the conceptual framework within which the specific discussions for the Conference would be organized, and would serve also to include all other relevant discussion of problems of the human environment. This report would be directed at the widest possible audience and would contain the ingredients of the environmental actions required, but would not itself be a document for discussion at the Conference.

15. The general debate affirmed acceptance of the concept suggested by the Secretary-General of the Conference that the main body of substantive decisions at the Stockholm Conference would be at Level II - the action-plan level - which would set forth the elements of the basic work programme in the international environmental field for the post-Conference period. It was emphasized that the subjects for Level II action-plans should cover topics which would in a balanced manner reflect the interests of developed and developing countries.

16. Delegations attached equal importance to a number of specific topics which were capable of third level action, and therefore required immediate initiation of preparation. It was clear, in some cases, that the distinction between Levels II and III should be as flexible as possible in order to enable a subject to be developed for conclusion at the Conference, although it may have been originally proposed for consideration under Level II - or vice versa. A number of delegations made specific suggestions regarding subjects that should be included for consideration under third level actions. A more detailed report on these suggestions, and the recommendations made upon them by the Preparatory Committee is contained in paragraphs 37 to 89 below.

17. It was generally recognized that it was of greatest importance to outline the mechanism for implementing the programme that will emerge from the Stockholm Conference. Delegations felt, however, that it was too early to give any detailed consideration to what mechanisms might be necessary. The subject would be studied in sufficient detail for discussion at the Third Session and for full consideration at the Stockholm Conference.

18. The General Debate generally recognized the fact that problems of the human environment are of concern to all countries, regardless of their state of development, but it was accepted that special emphasis should be placed on the problems of the developing countries.. It was felt that far from retarding the process of development, measures to safeguard the environment should form an integral part of the whole process of economic and social development. As the question of development and environment is a central issue in the preparations for the Stockholm Conference, delegations welcomed the report of the Secretary-General of the Conference on the proposals he had made to convene regional seminars as soon as possible, in order to develop inputs for the Conference agenda topics that would have a direct bearing on the issues of greatest concern to developing countries. Some delegations also made specific suggestions in connexion with providing additional items on the Conference agenda for the discussion of this issue.

19. In view of the expressed interest in the work of ECE on the ECE Conference on Environment - to be held in Prague from 2 to 15 May 1971 - the Preparatory Committee welcomed the opportunity to hear the Executive Secretary of the ECE, Mr. J. Stanovnik, on the preparatory work for that Conference. In his progress report the Executive Secretary underlined the main issues of the programme of the Prague Conference that were of special relevance to the work of the Preparatory Committee and the 1972 United Nations Conference. Note was taken of the considerable importance that the Prague Conference might have for the preparation of the Stockholm Conference.

Basic concept of the Conference Programme  
and Subjects and Topics for the Agenda 1/

20. The Preparatory Committee proposed the Conference Agenda presented below and the annotations to the substantive items of that Agenda enumerated in the subsequent sections.

PROPOSED CONFERENCE AGENDA

1. Opening ceremony
2. Election of officers
3. Adoption of the Agenda
4. Introductory statement by Secretary-General of the Conference
5. Constitution of Committees, etc.
6. General debate (Plenary)
7. The planning and management of human settlements for environmental quality (Committee 1)
8. The environmental aspects of natural resource management (Committee 2)
9. Identification and control of pollutants and nuisances of broad international significance (Committee 3)
10. Educational, informational, social and cultural aspects of environmental issues (Committee 1)
11. Development and Environment (Committee 2)
12. The international organizational implications of action proposals (Committee 3)
13. Adoption of plan of action
14. Formal adoption of concrete measures (actions completed)
15. Adoption and signature of the Declaration on the Human Environment
16. Closing ceremony

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1/ Including economic, financial and social aspects as well as international organizational implications.



## ELEMENTS TO BE CONSIDERED IN RELATION TO RECOMMENDED AGENDA SUBJECTS

A. In respect of all subjects the following factors would be especially considered in relation to action proposals:

- (i) Requirements for collection, interpretation, inventory and distribution of data and information to guide decision-making; types of data and information required and sources; mechanisms for efficient collection, inventory, distribution and use.
- (ii) Requirements for analysis, evaluation and research to identify problems, foresee significant future trends, help develop new solutions, new technologies and new means of improving environmental quality and assessing future quality; identification of gaps in knowledge, technology and capability.
- (iii) Requirements for establishment of criteria, standards and guidelines for achievement of optimum environmental quality; development of methods and techniques for implementation and co-ordination.
- (iv) Identification and evaluation of principal development alternatives; criteria and techniques for evaluating trade-offs between economic and social factors in consideration of development alternatives.
- (v) Economic and financial implications of policies and programmes; alternative financial and fiscal measures.
- (vi) Legislative, legal, organizational and administrative factors - harmonization of policies; requirements for national legislation to complement and support local policies and programmes; requirements for national legislation to complement and support agreed international measure ; organizational and administrative requirements at national, regional and international levels for implementation and enforcement of policies.
- (vii) Special concerns of developing countries; concerns of particular developing regions; possible requirements for additional financial resources; role of development assistance programmes.
- (viii) Related ongoing and planned activities of the United Nations system of organization and their capacity to implement action proposals.

B. In respect of each of the six main subjects, the elements proposed for consideration in relation to the Conference Agenda are:

### I. THE PLANNING AND MANAGEMENT OF HUMAN SETTLEMENTS FOR ENVIRONMENTAL QUALITY

(a) Comprehensive Development Planning as a means for incorporating environmental considerations in development programmes for human settlements on national, regional and local levels; human environmental rights and socio-economic costs and benefits on

fundamental criteria in planning and decision-making; avoidance of replication of inadequate and faulty environmental patterns and policies; optimum use of land and space.

(b) Management of Settlements Development - Governmental organization and administrative machinery for decision-making in planning, implementing and management of settlements networks; legal, economic and fiscal measures for settlements development; urban land reform as a means for environmental improvement.

When considering planning and management of human settlements the following components should be taken into account:

- (i) Population growth and distribution - factors affecting population flows to urban areas; trends in urbanization; urban-rural relationships; integral planning of urban and rural development; social and environmental aspects of settlements patterns.
- (ii) Rural development - Planning of rural development with special emphasis on the needs, problems and priorities of developing countries.
- (iii) Industry - national and regional distribution of productive forces, location of industries within settlements framework. Control and incentives affecting industrial development, with special emphasis on industrial zones and cities. Environmental specifications for working places.
- (iv) Housing and related facilities - human requirements and developing standards; mobilization of technological, financial and human resources.
- (v) Transitional and marginal areas - in-migrant settlement problems, improving living conditions and services in slum areas, specific environmental conflicts in suburban and rural-urban fringe areas; problems of central city areas.
- (vi) Recreation and leisure - facilities and space for recreation and their environmental role within the framework of settlements networks. Environmental aspects of tourism.
- (vii) Transport and communication - development and environmental aspects of roads, railways, urban and inter-urban transportation networks; terminal facilities (airports, docks, etc.); telecommunication as an alternative to transport.
- (viii) Water supply, sewage and waste disposal - sources, consumption water quality standards; human and industrial waste disposal, recycling technologies; role of infrastructure in settlements patterns.

- (1b) Human health and welfare factors - factors affecting physical and mental health; pollution and nuisances - standards and enforcement in context of urban management; problems of noise, crowding and densities of development; specifics of urban microclimate.
- (c) Social, cultural and aesthetic factors - traditional and cultural factors; problems of erosion of sense of community; development preservation of aesthetic values; preservation and use of significant historical, cultural and natural sites.

## II. THE ENVIRONMENTAL ASPECTS OF NATURAL RESOURCE MANAGEMENT

(a) Means for incorporating environmental considerations in the comprehensive planning and management of natural resources development; relationship between natural resources development, transport and utilization, and environmental considerations on national, regional and local levels.

When considering the planning and management of natural resources, the following components should be taken into account in the respect to the principle of national sovereignty:

- (i) Agriculture and soil - use of chemicals (e.g. pesticides, herbicides, and fertilizers); alternative technologies; control of animal wastes; animal productivity; plant productivity; ecological aspects of monocultures; erosion.
- (ii) Forestry - afforestation; ecology and forest areas; implications of environmental management of forests for forest-related industries.
- (iii) Fisheries and other aquatic resources - conservation of stocks and species; effects of land reclamation and pollution on inland fisheries.
- (iv) Wildlife and recreational resources - conservation of wildlife; preservation and development of nature reserves and wilderness areas; national parks, beaches and other recreational facilities; implications of and for tourism.
- (v) Water - maintenance of water quality; the environmental impact of development and utilization of water resources; special problems of rivers and lakes as recipients and transport mechanisms for various pollutants.
- (vi) Air - the quality of air as a resource to support life.
- (vii) Energy - environmental consideration on production and use of energy; alternative sources and technologies; special problems related to nuclear energy and fossil fuels.
- (viii) Minerals - environmental aspects of mining operations, location and development of processing facilities (other than petroleum), special problems related to petroleum industry.

- (ix) Transport - relation of transport facilities to resource development and utilization; environmental aspects of international transportation networks.

(b) Management of natural resources of special regional importance, e.g. resources common to more than one national jurisdiction - river basins, inland waters; control of pollution to prevent damage in other countries.

(c) Effect of man's interventions in natural ecological systems; special ecological problems of arid regions, tropical regions, arctic regions, marshlands and islands.

### III. IDENTIFICATION AND CONTROL OF POLLUTANTS AND NUISANCES OF BROAD INTERNATIONAL SIGNIFICANCE

(a) Most serious sources and types of pollutants and nuisances of broad international significance:

- (i) Identification of principal sources and future trends - e.g., manufacturing, mining, energy production, agriculture, water transport, air transport, land transport, with special reference to automobiles, nuclear activities, human settlements.
- (ii) Identification of principal types of pollutants, their dispersion, and transformation.
- (iii) Identification of economic and fiscal measures for achieving environmental quality: incentives, subsidies, penalties, compensations, prohibition, taxation, effluent charges. Discharge standards, environmental quality criteria, operational requirements, harmonization of policies, treatment of special interest groups, industrial planning.

(b) Effects of pollutants and nuisances of international significance:

- (i) Transport of pollutants in the biosphere, contamination through man's food chain, contamination through water supply and air supply, criteria, standards and guides for permissible levels of human exposure.
- (ii) Identification and evaluation of the principal acute and long-term effects on man's health including effects on man's genetic development.
- (iii) Identification and evaluation of related effects on other living organisms and soils.
- (iv) Identification and evaluation of effects on climate; changing chemical composition of atmosphere; cloud effects, released heat.
- (v) Identification and evaluation of effects on goods, materials, buildings, construction, etc.; problems of corrosion.

(c) Co-operative measures for maintaining and improving the quality of global environmental media;

- (i) Atmosphere - measures required to control effects of changes in composition and conditions of atmosphere.
- (ii) Hydrosphere - measures required for rational use, management and conservation of water resources in relation to environmental quality; specific proposals for prevention and control of marine pollution at the international levels.
- (iii) Land - measures required to identify, evaluate and control changes in composition and condition of land, soils and sub-surface waters from the point of view of the environment.
- (iv) Outer space - measures required for identification and control of potential hazards of pollution from man's intervention in outer space.
- (v) Measures for identification and study of principal elements in planetary life-support system, application of systems approach to global environmental planning.

(d) Means of minimizing and possibly preventing hazards from natural disasters e.g., floods, earthquakes, typhoons, including the improvement of techniques for disseminating warnings to people in the path of the impending natural disaster.

#### IV. EDUCATIONAL, INFORMATIONAL, SOCIAL AND CULTURAL ASPECTS OF ENVIRONMENTAL ISSUES

##### (a) Education

Means for inclusion of environmental and ecological principles in formal education at all levels; implications for both the substance and methodology of education.

Means for development of capable manpower through education; training to provide competence in all aspects of environmental management; types of capabilities required and most efficient means for supplying them at national and international levels.

Role of adult education, including workers and management education.

##### (b) Information

Methods of public information, particularly for children and youth in support of environmental improvement; measures to arouse the interest and participation of young people in environmental activities; development and presentation of information to the public to enable them to understand the costs and benefits of alternative policies and actions.

(c) Social

The impact of environmental considerations on relations between people; demographic and behavioral aspects of societies in relation to the environment.

(d) Cultural

Cultural and quality of life implications; environment in relation to human rights; development and acceptance of an "environmental ethic".

V. DEVELOPMENT AND ENVIRONMENT

(a) Environmental policies as a component of comprehensive development planning, taking specially into account the particular problems, interests, needs and priorities of developing countries; link and relationship to strategy for Second Development Decade.

(b) Environmental problems, priorities, perspectives and actions concerning developing countries.

(c) Impact of national and international environmental action on economic growth; impact of economic growth on the human environment.

(d) Means of calculating costs of environmental factors in economic transactions and of providing for allocation of such costs; development of criteria and techniques for evaluation and presentation of social factors in cost-benefit analysis of alternative policies and actions; means and criteria for relating economic growth indicators to quality of life factors.

(e) Fiscal implications of planning, conserving and developing natural resources and of environmental programmes for decontamination of air, treatment of water and elimination of industrial wastes.

(f) Environmental consideration in the choice of location of new industries on national and international level with particular reference to new industries in areas of lower industrial concentration, for example, developing countries.

(g) Resources required to meet needs for environmental quality at different stages of economic development; implications for alternative use of resources and resource flows; financing of international programmes of environmental action, technical co-operation and assistance - all with particular reference to developing countries.

(h) Implications of environmental issues for international trade, technical and development assistance, including technology transfer, its required cost and financing.

VI. THE INTERNATIONAL ORGANIZATIONAL IMPLICATIONS OF ACTION PROPOSALS

(a) Consideration of functions which would have to be carried out at international level based on acceptance of Conference's action proposals.

(b) Review of existing organizational situation at the international level as it is related to dealing with environmental issues and in particular in relation to action proposals being considered by the Conference; current and planned activities and capacities of existing organizations; particular reference to United Nations system.

(c) Consideration of alternative means of meeting needs for performance of required functions with particular reference to United Nations System; means of meeting special needs of developing countries; particular organizational requirements for meeting needs at regional level.

## OBSERVATIONS AND COMMENTS

### General

21. Approval of the agenda annotations was made on the understanding that not all items of the annotated agenda would necessarily appear in the form of Action Papers. Several delegations expressed concern that the actual scope of the subject matter to be considered be carefully determined within the framework of the time and priorities proposed for the Stockholm Conference. It was understood that the inclusion of respective subjects in the annotations of the agenda did not prejudice any decision or institution for their implementation. In addition, several delegations expressed the conviction that proposed plans of action should not lead to the addition or proliferation of new machinery, and that all efforts should be made to work within existing institutions and programmes.

22. One delegation requested that particular emphasis be given to the subject of water management and use in the context of subject areas (I), (II) and (III). Another delegation asked that special attention be directed to man's physical and mental health, particularly in subject areas (I) and (II).

### Subject Area (II)

23. When approving the sub-item a(v) on water, some delegations indicated a desire that sufficient attention be given to the ecological repercussions of dams and reservoirs. Other delegations, however, felt that the ecological problems, even if they did not exist, were not of overriding importance in view of the magnitude of the economic benefits to the development of the respective areas.

### Subject (III)

24. One delegation requested that in the preparation of the Position Paper the subject matter be organized in the following sequence: sources and types of critical pollutants, transport of these pollutants to man, the acute and long-term effects of these pollutants on man, standards, and monitoring for research and compliance with standards. Another delegation requested that the Stockholm Conference concentrate on marine pollution by agents other than oil or radioactivity, so as to avoid the unnecessary duplication of activities of existing institutions, and that agreements be initiated on a regional basis.

### Subject (IV)

25. Although recognizing the importance of this subject as a topic for discussion, several delegations expressed the desire that it not be given disproportionate time and attention at the Stockholm Conference.

### Subject (V)

26. In reference to item (g) two delegations expressed the concern that financing of international programmes be taken within the context of the existing budgets of international organizations. A number of delegations were not in favour of item (h) as drafted, and one delegation criticized the emphasis of the whole section.

## Declaration on the Human Environment

27. The Preparatory Committee was informed that, as of 11 February 1971, 14 replies had been received to the Secretary-General's letter and questionnaire of 21 December 1970 inviting Governments to comment on the possible form and contents of a draft Declaration.

28. There was general agreement that the Declaration could represent one of the most important documents of the Stockholm Conference and should be carefully prepared by an Intergovernmental Working Group meeting between sessions of the Preparatory Committee. It was agreed that the Intergovernmental Working Group should be composed of all Members of the Preparatory Committee and such other Member States as would express the wish to participate in its work. It should be convened in New York. Its first meeting, a brief organizational meeting, should take place as soon as possible after the end of the second session; a substantive session should take place in the period May-June so that the results, including a draft Declaration, would be available well in advance of the third session of the Preparatory Committee. The Secretary-General was requested to renew the invitation to Member Governments to submit their views on the questionnaire or as regards other matters for possible inclusion in the draft Declaration, so that the Intergovernmental Working Group could take them into account and base its discussions on a larger number of Government's replies, as well as on a summary of the discussions at the present session. The Committee urged that the Intergovernmental Working Group proceed in such a way that a preliminary draft for the Declaration could be discussed in detail at the Committee's third session.

29. The Preparatory Committee held a general discussion on the Declaration, its principal objectives and possible form and contents. There was general consensus that the Declaration should be inspirational and concise; it should be readily understandable by the general public so that it could serve as an effective instrument for education and stimulate public awareness and community participation in action for the protection of the environment.

30. Most members of the Committee felt that the Declaration should be a document of universally recognized fundamental principles recommended for action by individuals, States and the international community.

31. With regard to the structure of the Declaration, it was generally agreed that it should contain a preamble of an inspirational character.

32. There was some divergence of views on the question to what extent the Declaration should also attempt to lay down specific guidelines for action. The prevailing view, however, was that while the Declaration could outline broad goals and objectives, it should not set out a detailed action programme which would be more appropriate in the context of other action to be taken by the Conference (e.g. resolutions, conventions).

33. It was pointed out that, by its very nature, the Declaration should not formulate legally binding provisions, in particular as regards relations between States and individuals, or as between the latter, which were considered in principle to be governed by national legislation. The Declaration could, however, in the view of some delegations, make an important contribution by universally recognizing the fundamental need of the individual for a satisfactory environment which permits the enjoyment of his human rights. Other delegations were of the opinion that the Declaration could contain a separate section embodying general principles elaborating the rights and duties of States with respect to the environment. Some delegations favoured emphasis in the Declaration on the responsibilities of States and the need for solidarity in combating environmental problems.



34. The importance of international co-operation in solving environmental problems was stressed. The Preparatory Committee considered that it would be desirable for the Declaration to focus on the need for States to legislate internally to protect and preserve the environment, as well as on the need for international co-operation for the same purpose.

35. The Committee agreed that the relationship between environment and development is one of the issues of crucial importance and it would be useful to make a particular reference in the Declaration to the protection of the interests of developing countries.

36. On the question whether the Declaration should include a definition of the term "human environment", many delegations felt that it might be difficult at the present stage to reach agreement on a satisfactory definition which would not be unduly restrictive; and that an attempt to formulate a definition might unprofitably delay the preparatory work on the substance of the draft Declaration. Some representatives, however, favoured a definition as a necessary element to clarify and guide future environmental action.

Other subjects proposed for completion at the Conference (3rd level actions)

A. Marine Pollution

37. The Preparatory Committee heard presentations of the various activities of the United Nations system in respect of marine pollution from the representatives of the Department of Economic and Social Affairs of the United Nations, the Intergovernmental Maritime Co-ordinative Organization, the Food and Agriculture Organization, UNESCO and the World Meteorological Organization. Throughout these presentations, the co-operative character of many of these activities was emphasized, including, in particular, the work of the Joint (IMCO/FAO/UNESCO/WMO/WHO/IAEA) Group of Experts on the Scientific Aspects of Marine Pollution, the Long term and Expanded Programme of Oceanographic Research and the International Global Ocean Station System being undertaken by the Intergovernmental Oceanographic Commission and the report being prepared pursuant to General Assembly Resolution 2560 (XXIV) on promoting effective measures for the prevention and control of marine pollution. Also mentioned prominently in these presentations, and of particular relevance to the subject of marine pollution, were the 1954 Convention for the Prevention of Pollution of the Sea by Oil, the FAO Technical Conference on Marine Pollution held in 1970 and the conferences on pollution of all kinds from ships and on the law of the sea to be held in 1973.

38. The Preparatory Committee held a general discussion on the problems of marine pollution. There was general agreement, in the light of the urgency, importance and complexity of these problems, that an Intergovernmental Working Group on Marine Pollution should be established. This Intergovernmental Working Group would look at the problem of marine pollution as a whole and attempt to develop an integrated plan for dealing with marine pollution. This plan would take into due account those areas in which the United Nations system is already active as well as those areas in which initiatives may be needed.

39. It would consider marine pollution arising from land-based, bottom-based and sea based activities as well as air-borne pollutants. In this connexion, the importance of national, sub-regional and regional, as well as international activities was emphasized, as was the need for assistance to developing countries in taking action to control marine pollution. Several delegations expressed the view that, in addition to this plan, the Stockholm Conference could receive from the Intergovernmental Working Group a number of principles to be used as guidelines in undertaking future action in the area of marine pollution.

40. On the question of whether specific actions for the control of marine pollution should be taken at the Stockholm Conference, there were a number of views. Several delegations felt that specific actions should be taken at Stockholm on such problems as the deliberate marine dumping of toxic materials and the discharge of chlorinated hydrocarbons to the environment. Several delegations stated that such actions need not take the form of conventions. Other delegations felt that it would not be possible to take specific actions for the control of marine pollution at the Stockholm Conference, but it was generally agreed that the terms of reference of the Intergovernmental Working Group should be broad enough to enable it to consider specific actions and to recommend them to the Stockholm Conference if it found that agreement on specific actions was feasible. The view was also expressed that specific actions on marine pollution arising from certain marine activities should be left to the IMCO conference

on pollution from ships and the Law of the Sea Conference, both of which will be held in 1973. It was however, suggested that the Stockholm Conference might specify in any plan for the control of marine pollution particular subjects which should be considered at these conferences in 1973, as well as recommended guidelines as to how they might be approached.

41. With respect to the ongoing activities of the United Nations system relevant to the problem of marine pollution, there was general agreement as to the importance of what was being done, as set forth both in the documents made available by the Conference Secretariat and in the statements of the representatives of the various parts of the United Nations system. It was, however, the general view that a synopsis of these activities was required. Such a synopsis might be prepared by the Intergovernmental Working Group, or it might be provided by the United Nations Department of Economic and Social Affairs from work already underway pursuant to General Assembly resolution 2566 (XXIV), but in either case it would include the activities of all the different parts of the United Nations system.

42. In the light of this discussion, the Preparatory Committee has reached the following conclusions:

(a) The Preparatory Committee recognizes the deep concern over the pollution of the marine environment being felt by many Governments and by many international bodies as well as by other intergovernmental and non-governmental organizations. It considers that this is a topic deserving full discussion at the Stockholm Conference, that international action may be appropriate on many aspects of marine pollution, and that to facilitate Conference consideration there should be a full appraisal of this subject by an Intergovernmental Working Group.

(b) The Preparatory Committee recommends the establishment of an Intergovernmental Working Group initially composed of Argentina, Australia, Belgium, Brazil, Canada, France, Iceland, India, Iran, Japan, Mexico, Norway, Sweden, USSR, UAR, UK, USA, Yugoslavia, of such other interested United Nations Member States who indicate a desire to participate and of appropriate components of the United Nations system, to consider the reviews of aspects of marine pollution now available, including the pending reports of the Secretary-General of the United Nations pursuant to General Assembly resolution 2566 (XXIV), with a view to recommending, inter alia and in the light of the discussions as reflected in this section of the report:

- (i) The extent to which any general guidelines and criteria can usefully be established to assist Governments in preventing or controlling the pollution of the marine environment;
- (ii) Specific actions which might issue from:
  - a consideration of the extent to which any particular substances can be identified whose discharge in the marine environment should be prevented or limited because of their toxicity, persistence, accumulation in living tissues of other properties, and in the light of this to consider the possibilities for action to prevent or control pollution by these substances;

- an appraisal of international arrangements in particular sub-regional or regional ones, both as a start for later actions on a broader scale and to give immediate protection to areas of the marine environment which are especially liable to dangerous pollution. Such steps may be based upon or comprise more limited measures which have already been proposed or initiated in certain regions;
- an appraisal of the action that might be taken by the Conference to improve the enforcement by Governments of existing instruments or conventions relating to the prevention and control of marine pollutions and to encourage the early implementation of further instruments now being formulated or to be formulated in this field.

43. In reaching these conclusions the Preparatory Committee has considered the following documents relevant to the discussion on marine pollution provided by the Conference Secretariat:

- "Progress Report on the Implementation of General Assembly Resolution 2566 (XXIV) on Promoting Effective Measures for the Prevention and Control of Marine Pollution" (A/CONF.48/PC.8/Add.1, Annex IV)
- "Possible Third level actions in Respect of Marine Pollution" (A/CONF.48/PC(II)/CRP.4 Annex II)
- "Summary of Relevant Parts of Resolutions Adopted by the General Assembly Dealing with Marine Pollution" (A/CONF.48/PC(II)/CRP.5)
- "Excerpts of Relevant Parts of Debates at the 25th Session of the General Assembly (including debates in the Committee I) Dealing with Marine Pollution" (A/CONF.48/PC(II)/CRP.6)
- "Marine Pollution: Review of Possible Level III or Level II Actions" (A/CONF.48/PC(II)/CRP.7 and Corr.1)
- "Summary of Some Selected Recommendations Approved by the FAO Technical Conference on Marine Pollution (1970)" (A/CONF.48/PC(II)/CRP.12)

44. In addition, the Conference Secretariat had made the following documents from within the United Nations system available to the Preparatory Committee:

- "Report of the Second Session (2-6 March 1970) of the Joint Group of Experts on the Scientific Aspects of Marine Pollution" (GESAMP II/11)
- "Marine Pollution Problems and Remedies" (UNITAR Research Report No.4)
- "The Sea: International Co-operation in Questions Relating to Oceans", a report of the Secretary-General of the United Nations to the Forty-ninth session of ECOSOC (E/4836)

- "Marine Pollution and other hazardous and harmful effects which might arise from the exploration and exploitation of the sea bed and the ocean floor, and the subsoil thereof, beyond the limits of national jurisdiction", a report of the Secretary-General of the United Nations to the Committee on the Peaceful Uses of the Sea Bed and Ocean Floor beyond the Limits of National Jurisdiction (A/7924)

45. Additionally, the following documents were available in limited supply:

- Extracts from the Report of a Group of Experts on Long term Scientific Policy and Planning established by the IOC (first session held at Monaco, 16-25 November 1970)
- Summary of a Report of the FAO sponsored Seminar on Methods of Detection, Measurement and Monitoring of Pollutants in the Marine Environment (Rome, 4-10 December 1970)

### 3. Monitoring or Surveillance

46. The Preparatory Committee recommends that preparations be initiated so as to enable the Conference to review the adequacy of, and take any appropriate action to make full use of, and improve, present regional or world-wide arrangements for the monitoring or surveillance of certain variables of the environment that relate to the proper balance of the biosphere and the health and well-being of men. These shall include the monitoring or surveillance of environmental variables making possible:

(a) the continued assessment of those physical, chemical and biological changes in the environment that are brought about by human activities;

(b) the continued assessment of the changes of the natural resources of the biosphere;

(c) the detection of climatic changes, and

(d) the forecasting of natural disasters.

47. For the purposes outlined above, the Preparatory Committee recommends the establishment of an Intergovernmental Working Group initially composed of Argentina, Australia, Canada, Japan, France, Mexico, Sweden, USSR, UK, USA, of such other interested United Nations Member States who indicate a desire to participate and of appropriate components of the UN system.

48. The Intergovernmental Working Group should:

(a) Consider the needs and priorities of Governments for the various aspects of environmental monitoring or surveillance and, in its work, clearly define the purposes for which any monitoring or surveillance activity might be undertaken.

(b) Review and assess the adequacy and compatibility of existing regional or world-wide monitoring or surveillance activities in air, in water, on land and on man and ecosystems.

(c) Assess the value of:

(i) using, co-ordinating, and extending existing monitoring or surveillance systems;

(ii) supplementing them through the utilization of remote-sensing techniques and

(iii) establishing new systems including early warning systems.

(d) Examine and recommend possible means for improving, where required, present monitoring and surveillance arrangements.

(e) Estimate the financial implications of any such recommendation.

(f) Consider which organs should receive the resulting data and which should evaluate them on a world-wide scale.

(g) Consider and recommend those organs to which the overall evaluations should be submitted for possible remedial action at Government level.

### C. Pollutant Release Limits

49. The Preparatory Committee, having considered the question of establishing, on an international basis, guidance for the limitation of the release of pollutants, requests the Secretariat to compile information on and, with appropriate consultation with experts, to examine the feasibility of the following:

(a) The development and recommendation, in co-operation with the competent international organizations, of additional international environmental quality criteria<sup>1/</sup> aimed at the protection of man's health and his environment for use by Governments in limiting the release into the environment of critical pollutants;

(b) The continuing review of existing criteria<sup>1/</sup> relevant to environmental problems and the identification of areas in which new or revised criteria are needed;

(c) The identification of substances which, because of their toxicity, persistence, accumulation in living tissues or other special properties, should not be discharged into the environment when this is avoidable, or failing that, whose discharge should be limited;

(d) The development of internationally agreed recommendations for the use of pesticides;

(e) Conducting a critical review of existing practices in the transportation, storage and disposal of toxic substances and developing if necessary additional guidelines or rules.

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<sup>1/</sup> In pollution control the word criteria has come to have a special meaning which is, briefly, the data describing quantitatively the effects of a pollutant on a variety of receptors. These data require a knowledge of the quantitative and qualitative differences in the effects of the pollutant as a result of: the chemical form of the pollutant, the target organism and the type of exposure, i.e., acute or chronic. The kinds of harm which might be considered and which may be determining include effects on human health, fauna, flora and natural resources. Knowledge of all these permits the identification of the most likely effect in the most sensitive organism.

Norms or standards are regulated levels of quality of a natural resource or emission rates of pollutants prescribed for specific control purposes. They are arrived at by objective and subjective judgement weighing the risks of biological damage (described by the criteria), economic, social and aesthetic factors against the expected benefits of accepting a certain level of a noxious agent or environmental pollutant. The judgement requires taking into consideration, as well as the risks of harm, local conditions, available control technology, needs of developing industries and other scientific, social and political factors.

50. The Secretariat should report to the Intergovernmental Working Group on "Monitoring" and if it makes positive recommendations in any of the above areas should submit them to the Intergovernmental Working Group on "Monitoring" for consideration.

51. The Preparatory Committee has considered the proposals for an International Registry of Potential Chemical Pollutants and considers that these proposals should be discussed at level II for the time being.

52. It requests the Secretariat accordingly to seek Basic Papers from governments and appropriate governmental and non-governmental organizations, and to collate these papers in the light of discussion during the second session of the Preparatory Committee, and to present the results of its work of collation for further consideration at the third session in September 1971, when the Preparatory Committee may wish to consider initiation of possible level III preparations.



## D. Conservation

### I Areas of natural, cultural or historical significance

53. The Preparatory Committee recommends that preparations should be initiated in order to enable the Governments present at the Stockholm Conference, should they so decide, to agree to establish a World Heritage Foundation under which special recognition would be accorded to certain areas of natural, cultural or historical significance, as well as to take favourable action, possibly including the opening for signature, of two related conventions presently in preparation: one on the conservation of wetlands, one on the conservation of islands for science.

54. In order to assure adequate preparation, the Preparatory Committee recommends that UNESCO together with the IUCN, FAO and interested Member States, develop a constitution for the proposed World Heritage Foundation, to define its objectives and mode of action, to settle the criteria for the selection of natural areas and sites, and to outline the measures to be adopted by States for the conservation of trust areas.

55. For the purpose outlined above the Preparatory Committee recommends establishment of an Intergovernmental Working Group initially composed of representatives of Brazil, France, India, Iran, Italy, Japan, Sweden, USSR, UK, USA, Zambia, and of such other interested United Nations Member States who indicate a desire to participate, together with representatives of UNESCO, FAO and IUCN. The Preparatory Committee recommends that this Intergovernmental Working Group hold its first meeting concurrently with the third session of the Preparatory Committee to discuss reports previously prepared by UNESCO, FAO and IUCN.

56. Additionally, the Preparatory Committee recommends that UNESCO ensure that this action process in respect of the proposed convention on islands for science is called to the attention of the South Pacific Commission at its meeting at Noumea in August 1971 and to assure that appropriate action is taken for its discussion at the Pacific Science Congress in Canberra in August-September 1971.

### II Protection of endangered species

57. The Preparatory Committee recommends that preparation should be initiated in order to enable the Governments present at the Stockholm Conference should they so decide to take positive action on a draft convention to regulate the import, export and transit of threatened species of animals and plants.

58. In order to assure adequate preparation, the Preparatory Committee agreed that it would not be necessary to establish a special Intergovernmental Working Group since a draft convention is already in preparation by the IUCN with the assistance of FAO.

59. While recognizing that present plans call for a meeting open to all Member States early in 1972 to agree on the text of a convention, the Preparatory Committee recommended that IUCN, in co-operation with FAO and UNESCO, accelerate the preparatory process in order that Governments not yet involved could be apprised of the state of the convention in time to consider associating themselves with its signature at the Stockholm Conference.

## E. Soils

60. Considering that the steady and sometimes irreversible degradation of soils, followed by highly detrimental decline of productivity, is a matter of serious concern, particularly for developing countries, the Preparatory Committee recommends that preparations should be initiated in order to enable Governments present at the Stockholm Conference to endorse a Plan of Action for the purpose of strengthening and increasing the efficiency of national programmes of soil preservation and reclamation, with particular reference to wise land use, already initiated or to be proposed by Governments and competent Specialized Agencies of the United Nations acting in close co-operation with each other and with non-governmental Organizations.

61. Such preparation should permit, in particular, the determination of the most appropriate form of the measures which ought to be taken by the Stockholm Conference in this respect (e.g. an international Convention, the establishment of a Special Fund and of a permanent international group of experts to keep the situation constantly under review and recommend appropriate actions at the national, regional and international levels, etc...).

62. The proposed Plan of Action should enable national authorities, with the assistance of existing international institutions and organizations, to take measures necessary to:

- a) prevent various forms of soil degradation such as:
  - mechanical erosion (mainly by water flows including tidal action and tsunami waves and wind),
  - pollution resulting either from deliberate (but inappropriate) use of chemical substances (such as pesticides and fertilizers) or from accidental side effects of non agricultural activities (for example, oil pumping, mining wastes, transport and storage of fuels, etc.),
  - overgrazing, fatigue resulting from too intensive exploitation, destruction caused by the use of inappropriate mechanical equipment, secondary salinization or alcalinization and, in general, all negative effects of misuse of lands,
  - destruction caused by floods, earthquakes or other disasters resulting from development projects being undertaken without the careful scientific investigations necessary to forecast their short and long term consequences (impact) on the bio-geo-equilibrium.
- b) improve or restore the productivity of degraded lands, make best possible use of naturally unproductive lands and, more generally, counteract by appropriate educational and training programmes the detrimental effects of ignorance, negligence or shortsighted exploitation on the quality of the soil or unwise land use not based on sound ecological principles.

63. In order to ensure adequate preparation the Preparatory Committee recommends the establishment of an Intergovernmental Working Group to:

- a) consider proposals to be submitted by Member Governments, the FAO in close co-operation with UNESCO, the IUCN, the International Soil Society and other organizations (including possibly Regional Economic Commissions of the United Nations, the UNDP, the IBRD) whose experience and support might contribute both to the efficiency of this preparatory planning work and to the success of the future Plan of Action;

- b) prepare the recommendations to be submitted to the Stockholm Conference for adoption;
- c) consider the scientific, legal, administrative and financial implications of such recommendations;
- d) prepare the instruments (agreements, resolutions etc.) necessary for such recommendations to become effective at the time of the Stockholm Conference.

64. The Preparatory Committee, being informed that present plans of the Secretariat make provision for the preparation of basic papers on these subjects by interested specialized agencies (with FAO as focal point) and also by interested Governments and non-governmental organizations by the end of May 1971, suggests that the Inter-governmental Working Group should meet in June 1971 in order to discuss these basic papers and elaborate proposals for immediate actions in the areas outlined above.

65. For the purposes outlined above the Preparatory Committee recommends establishment of an Intergovernmental Working Group initially composed of Argentina, Australia, Brazil, Canada, India, Iran, Italy, Jamaica, Japan, Mexico, USSR, UAR, USA, Yugoslavia, Zambia, of such other interested United Nations Member States who indicate a desire to participate and of appropriate components of the UN system.

66. Concerning the contents of the Plan of Action referred to above, the Preparatory Committee considers that the following problems would require special attention:

- adoption of policies enabling farmers or agricultural communities to let the soil rest whenever necessary for its conservation or reclamation;
- stabilization of marginal lands;
- establishment of guidelines in order that economic development planning may take account of the necessity to preserve biological balances, with due consideration of the conditions (climatic, demographic, socio-economic, etc.) prevailing in various regions;
- establishment of national bodies to advise governments and local authorities and communities on land and soils survey and mapping, proper land use planning, adequate legislation, research and experimentation activities required, and to promote the necessary information, educational, training and demonstration activities;
- establishment of regional research and training centres for collecting data relating to similar ecological conditions, experimenting techniques, advising national authorities upon request and, in general, promoting regional co-operation in devising adequate soil use and reclamation policies.

67. The Preparatory Committee considers that the urgent necessity to preserve and improve the productivity of the soil required for the proper supply of future generations with food and other natural products should be one of the main principles reflected in the future Declaration on the Human Environment and invites the Secretariat to extend to the Intergovernmental Working Group in charge of the draft Declaration all advice and information required for this purpose.

## F. Training

68. The Preparatory Committee recommends that preparations should be initiated in order to enable the Governments present at the Stockholm Conference to consider specific international measures for the education and training of specialists in various fields of environmental problems (including the social, economic and cultural aspects of the human environment) such as:

- a) establishment or development of regional training centres on the human environment which might be sponsored by the relevant bodies and agencies of the United Nations system;
- b) determination of means for financing these centres and provision of fellowships and scholarships for the study at these centres or other institutions;
- c) preparation, in consultation with the United Nations system and the appropriate non-governmental organizations, of programmes of co-ordination of the teaching and training activities of the United Nations system and non-governmental organizations in this field;
- d) determination of appropriate ways and means by which Governments might obtain expert services on an international basis.

69. In order to assure adequate preparation, the Preparatory Committee recommends the following action process;

- a) the Secretariat should undertake, on the basis of data made available by UN Agencies, national reports and other sources the preparation of a general outline of the status of:
  - (i) teaching and training programmes; bibliographies;
  - (ii) the availability of funds, scholarships or any financial means to support international training;
  - (iii) the availability of experts in various fields of environmental problems who may serve for international teaching and consultation.
- b) This information will be available for consideration by the Preparatory Committee at its third session at which time the Preparatory Committee would recommend whether or not an Intergovernmental Working Group should appropriately be established for level III consideration.

70. In making such recommendations the Preparatory Committee at its third session will be guided by the need to determine whether the functions envisaged in paragraph 68 above can be carried out satisfactorily by existing or planned programmes in the United Nations system, and non-governmental organizations with particular regard to such proposed programmes as an "International Centre for the Environment" which, if established, might sponsor advanced educational and training programmes in environmental problems and which might also play a co-ordinating role for the regional training centres.

## G. Information Exchange

71. The Preparatory Committee agrees that one important objective of the Stockholm Conference should be an analysis of the adequacy of the present machinery for interchange of information on environmental matters between Governments, and a consideration of ways in which it may be improved, particularly with regard to information other than scientific.

72. To this end the Committee recommends that the Secretariat of the United Nations Conference on the Human Environment;

- a) determine the needs of Governments for international exchange of information about the environment including scientific data, and information about legislative and administrative experience in the environmental field, planning, resource management, environmental aspects of economic development and human health, pollution and pollution control, and the technical and scientific methodology which has been found valuable in these fields.
- b) ask United Nations Member States, either directly or through an appropriate intermediary agency, for an assessment of the extent to which the present machinery for international exchange of information meets their requirements.
- c) ask United Nations Member States, especially in developing countries, how far inadequacies in the flow of information concerning the environment result from a shortage of bibliography, trained librarians, abstractors, and other interpretative personnel, rather than from deficiencies in the primary sources of material.
- d) review in the light of the needs of United Nations Member States the adequacy of the information gathering, storage, assessment and dissemination currently being undertaken by economic regional commissions, and by intergovernmental and other international agencies as well as the adequacy of the training of personnel referred to in section F.
- e) provide information that will allow United Nations Member States to determine how far the work in this field of the existing international agencies, including regional commissions, requires co-ordination or expansion, and, if necessary, how far it might be appropriate and feasible to organize a comprehensive system for the exchange of information on environmental matters and an adequate series of centres with expertise in this field.
- f) keep United Nations Member States informed at all appropriate stages of this work, and to report progress at the third session of the Preparatory Committee, at which meeting recommendations for Third Level action at the Stockholm Conference could be made.

## H. Genetic Pools

73. The Preparatory Committee, taking into account the accelerating rate of plant and animal species extinction, largely because of the destruction of suitable habitats for them; noting that the extensive use of high-yielding varieties contributes to the disappearance of primitive and other forms and earlier varieties which may be needed, for instance, for further advances in selection and breeding work, and to meet the needs of developing countries for varieties adapted to their specific ecological conditions; recognizing that the conservation and rational use of the existing diversity of the genetic resources and ecosystems of the world constitute not only a necessity for scientific purposes and ethical reasons, but can also help in selecting pest resistant varieties and thereby reduce the use of persistent pesticides, in selecting species and varieties for possible uses; recommends that preparation should be initiated in order to enable the Government present at the Stockholm Conference:

- a) To take full cognizance of the existing activities of Member States, specialized agencies of the United Nations and non-governmental organizations in the important field of utilization and preservation of genetic resources and to evaluate progress made in this respect.
- b) To take additional measures for the rational conservation of world genetic resources including the survey and collection of these resources, the creation of additional centres of conservation in natural conditions (natural reserves and parks), in gene banks and other storage centres of genetic material, and also for strengthening their co-operation.
- c) To reinforce and co-ordinate, wherever needed, existing activities of registration, exchange of information and exchange of biological material for breeding and other purposes, eventually leading to the establishment of a world register of genetic resources.
- d) To strengthen and harmonize on-going programmes of selection and breeding of plants and animals with a view to:
  - (i) developing additional high-yielding varieties especially adapted to the needs and to ecological conditions of developing countries;
  - (ii) increasing the resistance to pest and diseases of those varieties, thereby reducing the use of persistent pesticides.
- e) To take similar measures as under b) and c) above regarding culture collections of micro-organisms, for example, those used for anti-biotics and for soil improvement (nitrogen fixation by rhizobia).
- f) To recommend, wherever needed, the creation of additional national and regional centres which could perform the above-mentioned general activities, especially in subtropical and tropical regions, and also some specialized institutes performing the above tasks (b, c and d) for specific crops such as rice and for domesticated animals in order to increase their productivity and resistance to pest and diseases.

74. In order to ensure adequate preparation, the Preparatory Committee recommends that interested Member Governments, FAO, UNESCO, WHO and other interested specialized agencies, as well as ICSU, IUCN and other non-governmental organizations, provide the Conference Secretariat, by the end of May 1971, with "basic papers" on the subject. The Secretariat will then ensure the compilation of these papers and prepare action proposals in those specific sectors which require urgent action, for consideration by the Preparatory Committee at its next session.

## 1. Early Work

75. The Preparatory Committee heard a common statement of the representatives of the organizations of the UN system who expressed the hope that the Stockholm Conference would provide additional impetus and guidance to on-going or planned international activities and programmes in specific sectors directly related to the problems of the human environment.

76. The Preparatory Committee recognized that this objective should be met through the conference preparation process itself and does not constitute as such a topic for third level action.

77. The Preparatory Committee recognized the importance of the work underway in the UN system with respect to the problems of the human environment and of the plans and proposals already submitted, approved or in the course of submission to the respective governing bodies of those organizations. The Preparatory Committee further agrees that it is important that the fullest possible use be made in preparations for the Conference of the full potential of resources represented by the UN system and that any duplication of activities be avoided by assuring the provision of all necessary information concerning all pertinent programmes of each element of the UN system.

78. With a view to achieving the above objectives, in respect of all recommended agenda subjects, the Preparatory Committee recommends that full attention be paid to on-going and planned activities of the UN system with particular regard to action proposals for consideration at the Conference as well as to the capacity of the UN system to carry out any such action proposals.

## Concluding Remarks

79. Debates on the subjects proposed for completion at the Conference were based on the proposals summarized in documents A/CONF.48/PC(II)/CRP.4 and Add.1. The Secretary-General pointed out in his introductory statement that one of the most important matters to be dealt with by the Preparatory Committee at its second session would be to recommend items which should be prepared in the near future for possible completion, at least in an initial stage, at the Stockholm Conference, and to specify for each such item the nature of the action contemplated, the nature of the action-process by which the action would be prepared, and the most appropriate means by which to secure intergovernmental participation in this process.

80. At a later point in the session, after the need to establish some Inter-governmental Working Groups to prepare third level actions on specific topics for appropriate action at the Stockholm Conference had been agreed, it was further agreed that progress reports on the work of the Intergovernmental Working Groups would be presented to the Third Session of the Preparatory Committee in September 1971 so that the Preparatory Committee could then consider what further guidance might be needed, whether any IWG should be terminated as well as whether additional IWG's, as noted elsewhere, are desirable.

81. It was generally recognized that in order to carry out the objectives laid down by the General Assembly it is desirable to facilitate participation by United Nations member States in this preparatory process whether or not they are members of the Preparatory Committee. A number of delegations felt that it might prove necessary to limit the size of the working groups in view of problems of support and managability, but it was agreed that this could be left to the discretion of the Secretary-General.



82. As reflected elsewhere in this report, the Preparatory Committee recognized the need to secure maximum contribution from all components of the United Nations system in the preparations for the Conference and specifically in the level III action process. It was therefore considered highly important to obtain the participation of specialized agencies and other components of the United Nations system, as well as of certain international non-governmental organizations (e.g. ICSU and IUCN) in any IWG dealing with matters, for which they are specially qualified to contribute.

83. As requested under the terms of rule 34 of the Rules of Procedure of the Economic and Social Council and rule 154 of the Rules of Procedure of the General Assembly, the Secretary-General of the Conference informed the Preparatory Committee that the convening of the Intergovernmental Working Groups would have financial implications but he also observed that no provision had been made in the Conference budget for financing such Working Groups. These financial implications could not be determined with any degree of accuracy until details on the venue, duration, dates and composition of each meeting were known together with their interpretation and documentation needs. One effective and practical means of meeting these additional financial requirements was for Member States to host the inter-governmental Working Groups at their expense. For the guidance of those Governments who might be prepared to host such meetings, the Secretary-General provided some cost estimates based on certain broad assumptions he had to make.

84. The Committee appealed in this connexion to the generosity of member States to assist, by hosting IWGs and by other means, to make it possible to convene all recommended Intergovernmental Working Groups without further combination or reduction of their number. It was noted in this connexion that it may be possible in some instances, within existing financial limitations, to convene IWGs at United Nations Headquarters in New York or Geneva. It was also suggested that the specialized agencies examine whether they could, within the limits of their budgets, provide accommodation and services for the work of the IWG. In the case of the IWG on soils, it was suggested that, in order to save money, its work could be conducted in English only.

85. The view was also expressed that some member States might assist by helping finance the cost of participation by experts from developing countries; also that Governments might provide experts' services to the Secretariat for the preparation of the basic documentation to be made available to the Working Groups.

86. The Preparatory Committee recommended that the IWG on the proposed Declaration on the Human Environment be convened as a sub-group at United Nations Headquarters in New York at a time to be announced by the Conference Secretary-General after consultations with interested members.

87. Recognizing the financial and other constraints under which the Secretary-General of the Conference must act the Preparatory Committee expects him to exert his best efforts to secure necessary support, and urges Governments in a position to do so to inform him by the end of March of their ability to invite IWGs to meet in their countries. The Preparatory Committee hopes means will be found to convene each of the recommended IWGs, and to enable all member States interested in the participation to do so, and leaves the arrangements for this in the hands of the Secretary-General of the Conference together with convening States as appropriate for IWGs 1/ on the following subjects:

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1/ See paragraph 55 above for "conservation".

- a) Marine Pollution
- b) Monitoring and Environmental Criteria
- c) Soils

88. As to the other proposals discussed by the Preparatory Committee, it was felt that they were not ripe for initiation of level III action at the present time.

#### Observations and Comments

89. One delegation expressed a reservation concerning the establishment, the terms of reference, the composition and the nomination of the Inter-governmental Working Groups, expressing the view that the Preparatory Committee and the Secretary-General of the Conference are not authorized by the relevant resolutions of the General Assembly (2398 (XXIII), 2581 (XXIV), 2657 (XXV)), or by existing practice, to select or nominate the membership of subsidiary organs or working groups on the intergovernmental level, outside the framework of the Preparatory Committee.

### III. ORGANIZATIONAL MATTERS WITH REGARD TO THE CONFERENCE

#### Conference Organization and Structure

90. The Preparatory Committee after debate on proposals forwarded by the Secretary-General, <sup>1/</sup> and further information supplied by the Secretary-General of the Swedish Preparatory Committee about the availability of rooms and services, arrived at a general consensus on a number of considerations.

91. Facilities would be provided for plenary discussions throughout the whole of the conference so that these could proceed concurrently with the work of the three committees.

92. The six subjects would be assigned to the committees as follows:

#### Committee 1

- The Planning and Management of Human Settlements for Environmental Quality, and,
- Educational, Informational, Social and Cultural Aspects of Environmental Issues.

#### Committee 2

- The Environmental Aspects of Natural Resources Management
- Development and Environment.

#### Committee 3

- Identification and Control of Pollutants and Nuisances of Broad International significance
- The International Organizational Implications of Action Proposals.

93. Because of possible differences on the sizes of action plans for the different subject areas, there was general agreement that the work schedules of these committees should be kept quite flexible, particularly for the second week.

94. Countries would be able to rearrange the membership of their delegation on any committee in whatever manner they desired.

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<sup>1/</sup> See Report of the Secretary-General (A/CONF.48/PC.8) and the Statement by the Secretary-General of the Conference (Annex IV).

95. The working committees would have to constitute themselves on the morning of 7 June 1972, and begin their debate, at the latest, if not in the same morning, that same afternoon. Flexibility should also be retained for a final decision on this item.

96. The Stockholm arrangements would have to conform to the physical limitations of the Conference rooms allocated.

97. The Secretary-General of the Stockholm Preparatory Committee pointed out that, apart from other considerations, limitations of space in the meeting rooms would impose that no more than 6 persons per delegation be seated in the plenary and no more than 3 in each committee.

98. After discussing how the Declaration on the Human Environment should be dealt with at the Conference, the Preparatory Committee did not take a decision on whether it should be considered first by Committee I or the Plenary Session. It was agreed that this would depend on the state of preparation of the document at the beginning of the Conference.

#### Pre Conference Documentation, Work Plan and Method

99. The Preparatory Committee based its debate on proposals forwarded by the Secretary-General 1/ and remarks made by the Secretary-General on 15 February 1971.

100. Questions from delegations and explanations by the Secretariat illuminated the following points:

(a) National Reports should be submitted to the Secretariat by 31 March 1971 and basic papers 2/ by 31 May 1971.

(b) These will be collected in the Conference Library, which will have a published bibliography which will be a Conference document.

101. The Secretariat pointed out that these deadlines were necessary for completion of first drafts of Position and Action Papers 2/ prior to the Third Session of the Preparatory Committee, it was hoped by 15 August.

102. The discussion indicated that several delegations attached special importance to case studies. It was therefore agreed that the Secretariat would circulate to all member States of the United Nations a list of suggested topics for case studies as well as topics already proposed by Governments.

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1/ See Report of the Secretary-General (A/CONF.48/PC.8) and accompanying material part of which is reproduced in Annex V and the Statement by the Secretary-General of the Conference (Annex IV).

2/ See Annex V.

103. The Preparatory Committee agreed that in the preparation of Position Papers and Action Plans there should be consultations with experts and governments, as required by the Secretariat. It was also agreed that intergovernmental consultations on the action proposals were essential and that they could take place mainly at the Third Session of the Preparatory Committee, to assure completion of documents by 31 October. The Secretariat explained that this schedule was essential to meet the deadline imposed by the time required for translation, printing and distribution of the conference documents by February 1972, and for their subsequent examination by governments.

104. Several delegations advanced the point of view, during various stages of the debate in the Preparatory Committee that the subject of Development and Environment be given special consideration. The Preparatory Committee agreed that after preliminary examination by experts the subject might be later considered by an Intergovernmental Working Group.

National participation and participation of organizations  
other than governments and the United Nations

105. In introducing the proposals contained in paragraphs 70-74 of his report 1/, the Secretary-General of the Conference laid special emphasis on measures designed to enable developing countries to participate in the Conference. In this connexion he informed the Committee that regional seminars would be organized and that they would take place in August or early September 1971.

106. Regarding the participation of organizations other than governments and United Nations (intergovernmental organizations - IGOs and non-governmental organizations - NGOs) the Secretary-General of the Conference first noted the need for participation of IGOs, calling the Committee's attention to the presence at this session of the Preparatory Committee of many of these organizations.

107. Turning to NGOs, the Secretary-General of the Conference reiterated the very important role of these organizations because of the variety of talent they could give to the Conference and because of the need for governments to have the backing of public opinion. Recommendations received from NGOs would be carefully considered and consultations would be held with NGOs to clarify these recommendations. He also noted the more direct relationship with some NGOs that can make particular substantive contributions.

108. The Preparatory Committee expressed its appreciation for the various measures undertaken by the Secretary-General of the Conference in order to enable developing countries to participate in the Conference. In this connexion it was pointed out that the seminars proposed by the Secretary-General would be valuable as an expression of the regional approach and it was recognized that the ECE Conference on the Environment would be an important contribution to the Stockholm Conference.

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1/ See doc. A/CONF.48/PC.8

109. In commenting on the item covering NGO participation, the members generally approved of the Secretary-General's recommendations. Several delegations felt that NGOs, particularly youth, could not find adequate representation on government delegations, while other delegations felt that representation should be left with governments.

110. It was suggested that a pre-Conference for NGOs should be held at which NGOs could make recommendations to the Stockholm Conference.

111. Some delegations, convinced of the universal character of the problem of the environment, expressed the opinion that participation in the Conference should also have universal character.

#### IV. PUBLIC INFORMATION AND EDUCATION<sup>1/</sup>

112. The Preparatory Committee discussed the proposals set out in Annex III of the report of the Secretary-General. 2/ There was general agreement that public information was of primary importance and that special emphasis should be placed on providing policy makers with adequate information on which to base their decisions and on informing public opinion in developing countries. It was stressed that action in the environmental field implied changes in the way of life and that the public had to be prepared for such changes.

113. There was some criticism of the proposals contained in Annex III which was found to be in some respects contradictory. It was pointed out that these proposals did not in themselves constitute an action plan. One delegation found that the premises for action in the information field tended to over-emphasize the global aspects of the environmental problem and also that more stress should be put on mankind's ability to overcome these problems.

114. Many delegations found it important that information activities in connexion with the Conference should make full use of existing information networks, both national and international. Stress should be put on direct contacts with newspaper editors and other leaders of public opinion. All use should be made of audio-visual media with particular stress on material for television. It was repeatedly emphasized that work in the information field required a high level of professional expertise.

115. A proposal for an international film competition on the environment was supported by several delegations. In this connexion it was felt by some delegations that such a competition should not be under direct UN sponsorship.

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1/ This section should be read in connexion with paragraphs 68-70 (Training) above.

2/ See doc. A/CONF.48/PC.8

## V. FUTURE MEETINGS OF THE PREPARATORY COMMITTEE

116. Pursuant to General Assembly resolution 2657 (XXV) the third session of the Preparatory Committee will take place in New York from 13 to 24 September 1971.

117. At the third session, the Preparatory Committee was expected to have before it progress reports on the elaboration of action proposals for the Conference. Also the Committee would give detailed consideration to the drafting of the Declaration on the Human Environment. It was suggested that the Preparatory Committee, at its third session, could set up three sessional working groups which would correspond to the three committees suggested for the Conference itself. 1/

118. The fourth meeting of the Preparatory Committee was expected to be held in New York early in 1972.

## VI. OTHER BUSINESS

### Report on the ECA Conference of Ministers

119. The representative of the Secretary-General of the Conference to the ECA session gave a summary of the statement he had made at Tunis.

- The developing countries should participate in the discussion of principles so that any decisions adopted at Stockholm would not be made only by rich countries, whose conceptions and preoccupations in the matter of environment might be different from those of poor countries.
- It was obviously in the interests of the developing countries to negotiate with the advanced countries the terms of specific assistance which would enable them to deal with environmental problems in the context of their development policies.
- In view of the exceptional nature of the problem of environment, it was essential for all people, whatever their material resources, and for all governments on their behalf, to agree on measures which would improve the quality of their lives on the earth.

120. With reference to the need to intensify public information activities, the representative of the Secretary-General of the Conference stated that a consultant loaned by the Canadian Government would visit some twelve countries in March and April, accompanied by a representative of the ECA secretariat. The Secretary-General of the Conference would himself visit other countries in the next few months to establish contacts at the highest level. He would also attend the meeting of United Nations Resident Representatives at New Delhi.

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1/ See para. 92 above.



### Preparation of a glossary

121. It was suggested that it would be useful to prepare a glossary of current terms concerned with environment in the four working languages of the United Nations. Because of the importance of avoiding misunderstandings during the preparation and discussion of documentation, work on this should begin as soon as possible.

### Rules of procedure

122. The Committee agreed to consider at its next session draft rules of procedure for the Stockholm Conference and recommended that the Secretary-General of the Conference prepare a draft for this purpose.

### Methods to expedite the adoption and implementation of international rules and standards for environment protection

123. At the request of the Secretary-General of the Conference, the legal Counsel of FAO presented a paper entitled "Methods to Expedite the Adoption and Implementation of International Rules and Standards for Environment Protection", which was distributed as a Conference Room Paper.

### VII. ADOPTION OF THE REPORT

124. The Preparatory Committee adopted the above report on the last day of its second session, i.e. 19 February 1971.

ANNEXES

Annex I

LIST OF PARTICIPANTS

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Dr M. Ul-Haq, Senior Consultant

Mr. A. Korn, Secretary of the Preparatory Committee

Department of Economic and Social Affairs

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Mr. A. Ciborowski  
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Mr. D. Steinthorsen  
Principal Officer, Centre for Development, Planning, Projections and Policies

Mr. C. Roosevelt  
Chief, NGO Section

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Mr. J. Stanovnik  
Executive Secretary

Mr. A.S. Bishop  
Director, Division of Environment and Housing

Mr. B.F. Reiner  
Deputy Director, Division of Environment and Housing

Mr. J. Stvan  
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Mr. G. Dente  
Transport Division

Office for Inter-Agency Affairs

Mr. A. Dollinger,  
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Mr. P. Casson, Senior Co-ordination Officer, Co-ordination Unit

Mr. T.S. Zoupanos, Co-ordination Officer

Office of the Under-Secretary General for Special Political Affairs

Mr. F. Sella  
Secretary, Scientific Committee on the Effects of Atomic Radiation (UNSCEAR)

Office of Legal Affairs

Mr. P. Raton  
Senior Officer, Legal Liaison Officer, Office of the Director-General, Geneva

Mr. Z. Marcella  
Legal Officer, General Legal Division

E. United Nations Bodies

United Nations Conference on Trade and Development (UNCTAD)

Mr. J. Kohout  
Special Adviser to the Secretary General

Mr. V. Kolontai  
Special Assistant, Research Division

United Nations Industrial Development Organization (UNIDO)

Mr. J. Fath  
Chief, Industrial Technology Division

United Nations Development Programme (UNDP)

Mr. Townley,  
Chief, Animal and Fish Resources Programme

United Nations High Commission for Refugees (UNHCR)

Mr. C.H. Mace,  
Deputy High Commissioner

United Nations Institute for Training and Research

Mr. D.P. Serwer  
Assistant Research Fellow, UNITAR

F. Specialized Agencies and IAEA

International Labour Organisation (ILO)

Mr. B. Bolin  
Assistant Director-General

Mr. A. Ali  
Chief of the Relations and Conference Dept.

Mr. J.A. Northcott  
Occupational Safety and Health Branch

Food and Agriculture Organization of the United Nations (FAO)

Mr. E. Saouma  
Chairman of FAO Inter-Departmental Working Group on Natural Resources  
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Mr. M. Ruivo  
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Mr. P.J. Mahler  
Senior Officer, Natural Resources and Human Environment, Agriculture Division

United Nations Educational, Scientific and Cultural Organization (UNESCO)

Mr. M. Batisse  
Director, Natural Resources Research Division

Mr. M. Makagiansar  
Department of Social Sciences

World Health Organization (WHO)

Dr. M.M. Kaplan  
Director, Office of Science and Technology

Dr. M. Sacks  
Chief, Programme Co-ordination Division

Dr. P. Macuch  
Medical Officer, Office of Science and Technology

International Bank for Reconstruction and Development (IBRD)

Mr. J. Lee,  
Environmental/Health Adviser, World Bank, Washington

Mr. A. von dem Bussche  
Observer, Paris Office, IBRD

International Telecommunication Union (ITU)

Mr. C. Stead  
Chief, Department of External Relations

Mr. R. Smith  
Engineer, External Relations Department

World Meteorological Organization (WMO)

Mr. C.C. Wallen  
Chief of Division of Scientific Programmes and Techniques

Inter-Governmental Maritime Consultative Organization (IMCO)

Mr. C. GORD,  
Secretary-General

Mr. S.L.D. Yung  
Head of Marine Science Section

International Atomic Energy Agency (IAEA)

Mr. J. Servant  
Director, IAEA Office in Geneva

Prof. Dr. Z. Wilhelmi  
Director, Division of Health Safety Waste Management

Mr. G. Klevanski  
IAEA Office, Geneva

General Agreement on Tariffs and Trade (GATT)

Mr. J. Tumlin  
Director, Trade Intelligence Division

Mrs. M. Potter  
Counsellor, General Division

Mrs. B. Beer  
Counsellor, External Relations Section

G. Other Intergovernmental Organizations

Organization for Economic Co-operation and Development

Mr. G. Eldin  
Deputy Secretary General

Dr. H. Roderick,  
Director, Environmental Directorate

Mr. C. Cochrane  
Principal Administrator, International Co-operation in Science Division

Mr. G. Mallett,  
Deputy to Head, External Relations

Organization of American States (OAS)

Mr. G.J. Shamis  
Ambassador, Representative of European Office, Geneva

Mr. D. Chadwick Braggiotti  
Alternate Representative of the OAS in Europe

African Development Bank

Mr. Shawky Bishara  
Head of Social Service Division

European Economic Community

Mr. P. Nicholas  
Head of Permanent Delegation, EEC Geneva

Mr. G. Maurel  
Permanent Delegation, EEC Geneva

Council of Europe

Mr. S. Renborg  
Head, Directorate of Environment

H. Non-governmental Organizations

All-India Women's Conference

Mrs. P. Jungalwalla

Battelle Memorial Institute

Mr. M. Royston

Miss V. Walker-Leigh

Boy Scouts World Bureau

Mr. K.E. Kentopp

Mr. A.J. Murdoch

Mr. C. Lindsten

Commission of the Churches on International Affairs, The

Rev. Canon D. Jenkins

Mr. E. Rees

Friends World Committee for Consultation

Mr. B. Hollister

International Air Transport Association

Mr. J.L. Gilmore

International Alliance of Women

Miss M. Ginsberg

Mrs. I. Rimondini-Schnitter



International Catholic Child Bureau

Canon J. Mošrman

International Confederation of Free Trade Unions

Mr. H. Umrath

International Conference of Catholic Charities

Mr. T. Szmitkowski

International Co-operative Alliance

Mr. G.J. Alder

International Council of Jewish Women

Mrs. S. Eskapa

Mrs. K. Lévy

Mrs. A. Schwob

International Council of Scientific Unions

Mr. T.F. Malone

International Council of Women

Miss R. Gaillard

International Council of Social Welfare

Miss M-L. Cornaz

International Federation of Business and Professional Women

Miss A. Travelletti

International Federation of Settlements and Neighbourhood Centres

Mr. G. Kupfer

International Federation of University Women

Mrs. C. Jones

International Organization of Consumers Unions

Mr. W. Schirmer

International Law Association

Mr. M. Brandon

International Planned Parenthood Federation

Mr. S. Johnson

Mrs. J. Swingler

International Student Movement for the United Nations

Miss G. Walker

Mr. T. Lemaesquier

International Touring Alliance

Mr. C.A. Kuysten

Mr. P. Ossipow

Mr. R. Schmitz-Leuffen

Mr. M. Krause

International Union for Conservation of Nature and Natural Resources

Mr. G. Budowski

Mr. R. Nichols

Mr. R.I. Standish

International Union of Family Organizations

Mrs. K. Midwinter-Vergin

League of Red Cross Societies

Mrs. Y. Camporini

Mr. C. Schusselé

Pan-Pacific South-East Asia Women's Association

Mrs. C. Jones

Pax Romana

M. O. Roullet

St. Joan's International Alliance

Mrs. P. Wolf-Johnson

Women's International League for Peace and Freedom

Dr. (Mrs.) G. Baer

Mrs. E. Ballantyne

Mrs. S. Godhaber

World Association of Girl Guides and Girl Scouts

Mrs. P. Bugnion

World Federation of Trade Unions

Mr. C. De Angeli

World Federation of UN Associations

Mr. H. Perera

World Muslim Congress

Mr. Najib El Rawi

World Peace Through Law Centre

Mr. E.J. Smith

Dr. B.D. Stosic

World Union of Catholic Women's Organizations

Miss L. Herren

Mrs. M-T. Graber-Duvernay

World University Service

Mr. S. Chidambazanathan

Mr. R. Eggleston

World Young Women's Christian Association

Miss A. Arnold

Miss A. Paquier

Zonta International

Mrs. G. Deneke

## Annex II

### LIST OF DOCUMENTS SUBMITTED TO THE PREPARATORY COMMITTEE AT ITS SECOND SESSION

<u>Title of Document</u>	<u>Symbol</u>
- Provisional agenda	A/CONF.48/PC.7
- Report of the Secretary-General	A/CONF.48/PC.8 and Add.1
- Conference Agenda, Organization and Work Programme	A/CONF.48/PC(II)CRP.No.1
- Conference Agenda, Organization and Work Programme, Annex II	A/CONF.48/PC(II)CRP.No.1/Amend.1
- Report on the Meeting of the Panel of Experts on Human Settlements	A/CONF.48/PC(II)CRP.No.2
- Methods to Expedite the Adoption and Implementation of International Rules and Standards for Environment Protection	A/CONF.48/PC(II)CRP.No.3
- Proposed Third Level Actions	A/CONF.48/PC(II)CRP.No.4
- Proposed Third Level Actions, Addendum	A/CONF.48/PC(II)CRP.No.4/Add.1
- Summary of Relevant Parts of Resolutions adopted by the General Assembly, dealing with Marine Pollution	A/CONF.48/PC(II)CRP.No.5
- Excerpts of Relevant Parts of Debates at the 25th Session of the General Assembly (including Debates in the Committee I) dealing with Marine Pollution	A/CONF.48/PC(II)CRP.No.6
- Marine Pollution: Review of Possible Level III or Level II Actions	A/CONF.48/PC(II)CRP.No.7
- Note by the Secretary-General of the Conference	A/CONF.48/PC(II)CRP.No.8*
- Replies to Questionnaire in Connexion with the Preparation of a Draft Declaration on the Human Environment - Note by the Secretary-General of the Conference, Addendum	A/CONF.48/PC(II)CRP.No.8/Add.1
- Summary of Decisions on 10 February 1971	A/CONF.48/PC(II)CRP.No.9
- Interchange of Information - Note by the Delegates of the United Kingdom, Sweden and the United States	A/CONF.48/PC(II)CRP.No.10
- Summary of Work Status of Sub-Committee B	A/CONF.48/PC(II)CRP.No.11
- Summary of some Selected Recommendations Approved by the FAO Technical Conference on Marine Pollution (1970)	A/CONF.48/PC(II)CRP.No.12
- Draft Summary Paper for Drafting Party No.6; Conservation	A/CONF.48/PC(II)CRP.No.13/Rev.1
- DELETED	A/CONF.48/PC(II)CRP.No.14

Title of DocumentSymbol

- Drafting of a Declaration on the Human Environment	A/CONF.48/PC(II)CRP.No.15/Rev.1
-- Summaries of Comments received by the Secretariat from Non-governmental Organizations registered with the Preparatory Committee	A/CONF.48/PC(II)CRP.No.16
-- Statement of the Commission of the Churches on International Affairs	A/CONF.48/PC(II)CRP.No.16/Add.
-- Draft Summary Paper for Drafting Party No.9; Prevention of Soil Degradation	A/CONF.48/PC(II)CRP.No.17
-- Drafting Party 2 - 3; Release - Limits	A/CONF.48/PC(II)CRP.No.18
-- Recommended Agenda	A/CONF.48/PC(II)CRP.No.19
-- Draft Summary Paper for Drafting Party No.8; Educational and Training Programmes of Environmental Experts	A/CONF.48/PC(II)CRP.No.20
- Draft Summary Paper for Drafting Party No.4; Interchange of Information	A/CONF.48/PC(II)CRP.No.21
- Draft Summary Paper for Drafting Party No.1; Monitoring	A/CONF.48/PC(II)CRP.No.22
-- Interim Report of Sub-Committee A	A/CONF.48/PC(II)CRP.No.23
-- Conference Organization and Structure	A/CONF.48/PC(II)CRP.No.24
-- Report of Drafting Party No.5; U.N. System	A/CONF.48/PC(II)CRP.No.25
- Report of Drafting Group No.7; Registration, Preservation and Utilization of Genetic Resources	A/CONF.48/PC(II)CRP.No.26
-- Marine Pollution	A/CONF.48/PC(II)CRP.No.27

### Annex III

#### AGENDA OF THE SECOND SESSION

1. Procedural matters
  - (a) Opening of the Session
  - (b) Election of Officers
  - (c) Adoption of the Agenda
  - (d) Organization of the work of the Session
2. The programme of the Conference
  - (a) Basic concept of the programme and possible subjects and topics for the Agenda
  - (b) Economic, financial and social aspects
  - (c) Declaration on the Human Environment
  - (d) International institutional implications
3. Organizational matters
  - (a) Structure of the Conference
  - (b) Pre-Conference documentation
  - (c) Pre-Conference work plan and methods
  - (d) National participation
  - (e) Participation of organizations other than governments and the United Nations
4. Public information and education
5. Future meetings of the Preparatory Committee
6. Other business
7. Adoption of the Report of the Second Session

#### Annex IV

### STATEMENT BY THE SECRETARY-GENERAL OF THE UNITED NATIONS CONFERENCE ON THE HUMAN ENVIRONMENT

at the second session of the Preparatory Committee,  
Geneva, 8 February 1971

Mr. Chairman, I am indeed pleased to have the privilege of speaking to the distinguished delegates, observers and guests who have assembled here for the commencement of the Session of the Preparatory Committee. Before getting down to the very concrete work before this meeting, it may be useful to make some general observations about the prospects for the Stockholm Conference as they appear to the Secretariat at this point in our preparations.

Nothing I shall say, of course, could affect the basic objectives of the United Nations Conference on the Human Environment as established by the General Assembly and elaborated with the advice of the Preparatory Committee at its First Session. My comments here will reflect merely the evolution of the setting in which our work proceeds, the experience we are gaining in dealing with this most challenging task, and the many discussions which we have been having within the United Nations System, with officials of Governments, with members of the scientific community and others.

One of the original objectives foreseen for the Conference was to alert public opinion to the dangers for all peoples arising from man's intervention in the natural environment on which he depends for his life and well-being. Today in the highly industrialized countries concern for the environment has moved rapidly to the front ranks of public attention and political priority. Seldom has concern for any issue mounted so rapidly or so widely. I believe it is fair to say generally that for Governments in the industrialized countries the problem now is one of responding adequately to growing public pressure for action rather than of stimulating public interest and concern.

A growing number of countries have enacted important new legislation and established new ministries or high level authorities to deal with problems of the environment. It is indeed most encouraging to see this mounting crescendo of concern and the prompt response of so many Governments to it. In the industrialized countries our most urgent task now is to move from a general concern to a more precise understanding of the real choices which confront us and then to action in implementing these choices. In short, we must use the present period of public interest and political vitality to establish the basis for the kind of long-term, sustained programmes and processes which will be required if man is to achieve the new and positive equilibrium with his environment which is essential to our future on this planet.

But if environment has acquired such political potency in the more industrialized countries it is endowed with no such magic in much of the developing world. Although it is encouraging to note that here too interest and concern are growing, environment is still seen by many as a rich man's problem, a disease they would be prepared to risk if it is a necessary accompaniment to the economic growth they want and urgently need. They are quite rightly concerned about how the preoccupation of the industrialized countries with environment will affect their priority task of satisfying the basic and

immediate needs of their people for food, shelter, jobs, education and health care. For another thing, they quite naturally have been concerned that those whose industrial technology has produced the major part of today's pollution should assume the major responsibility of dealing with the environmental consequences. They want to be more sure before jumping enthusiastically on the environmental band-wagon about just how it is likely to affect their own interests and their own priorities. One of our principal tasks is to assure that these concerns are fully taken into account in our preparation for the Conference and in the agenda itself. But I believe there is growing recognition, in both the developing and the more developed areas, that there is much more to the environmental crisis than industrial pollution and that the environmental problems of poverty are no less acute and certainly more widespread than the environmental problems of affluence. It is true in all societies that it is the poor who stand to gain most from enhancement of their environment; they have fewer resources to waste on costly mistakes or remedial action; and their voice must be fully heard with respect to activities which, even if taken by others, will affect vitally their own interests. Beyond that the related and combined effects of population pressures, urbanization, resources depletion and environmental deterioration are international in scope. Most importantly, it is coming to be recognized that while improperly planned economic development can have deleterious effects upon the environment, effective environmental planning and action can make a positive contribution to development.

So now that we begin to perceive the environmental crisis in its whole context, it is overwhelmingly clear that, though perspectives and priorities will of course differ, this is a matter of vital concern for governments and peoples in industrialized countries and for those in a more preliminary stage of industrialization as well.

Our proposed agenda for Stockholm is designed to reflect the emergent view of the environmental issue in its broad context: there are problems of human settlement everywhere; there is no country which should not be concerned with the rational management of natural resources; and our consideration of pollution problems will be focused on those aspects of demonstrably international scope.

I believe that our work will be influenced increasingly by the evolution of a shared view that the well-being of the environment, the well-being of societies and the well-being of individuals - everywhere - cannot be separated in thought or action in this time of dangerous stress in the relationship between man and his environment. There are some other important considerations that appear to me to be coming into much clearer focus as the environmental panorama unfolds.

First, we are all - as individuals, as Governments, as United Nations agencies and Secretariat staff - becoming increasingly aware of the enormous gaps in our knowledge about the ecosystem and how it works. Indeed, it might be more accurate to speak, not about gaps in our range of knowledge, but of islands of knowledge in a sea of ignorance. This has many implications for our work - not least of them being a greater sense of urgency about identifying the things that we most desperately need to know if we are to replace mindless exploitation with intelligent management of the earth's resources. An important part of the work programme that we expect to emerge from the Stockholm Conference, therefore, is quite likely to be related to increasing our collective access to and use of the knowledge we require to understand our alternatives and make our choices.



Second, I believe that we are coming increasingly to sense the very long-term - in fact the permanent - character of the environmental management task. We are learning not to look for final solutions to environmental problems but to seek to establish processes and techniques for identifying problems and developing solutions on a continuing basis. We are coming more and more to see that whatever actions may be taken at Stockholm will be in the nature of first steps towards a long-term and on-going commitment to managing more effectively the critical relationships between the human race and the natural environment.

Third, we are coming to recognize in a more sophisticated way that most decisions on environmental questions require some measure of compromise between interests which, in many cases in the past, have been pursued single-mindedly without regard to their effects upon other equally valid interests. The need to reconcile such interests is often expressed in terms of "conflict." But I believe we are moving towards the more constructive and more hopeful habit of thinking about this in terms of choices - of options - of trade-offs, not to the detriment of human well-being but in the interest of not social progress in a world community which honours both the dignity of man and the related integrity of nature. This tends to focus our attention more and more on the importance of institutions - most specifically on the decision-making processes within Governments and at the inter-governmental level. I believe this, too, will be reflected significantly in the course of our continuing preparatory work and throughout the proceedings at Stockholm.

Fourth, I should mention that the effort to come to grips with the newly-perceived problems of the human environment is having a pervasive impact throughout the United Nations system of agencies. At a luncheon two weeks ago with an international group of experts on human settlements, the Under-Secretary-General for Economic and Social Affairs referred to the "mind-stretching" impact of environmental problems. This is forcing the Secretariat of the United Nations itself, he said, into thinking in terms of universal planning.

For these and other reasons, I have become convinced that the preparatory work, in which this Committee plays such a crucial role, is equally as important as the Stockholm Conference itself. The study and learning process already has begun and it is one in which no nation can assume the role of teacher. We have much to learn from the experiences of each other; but in environmental affairs, all societies are as children entering kindergarten.

At the same time, as we go into the details of Conference planning, and the thinking behind the proposals we shall be discussing, it will, I trust, become clear that the Secretariat understands quite clearly its own limitations. You will see from the proposed scheduling of the work that there will be no surprises for participating Governments as the Stockholm Conference unfolds; they will be meeting to discuss matters of which they have advance knowledge and in the preparation of which they have participated as fully as they cared to do so.

More generally, the proposed plans before you will make clear that, in its role as a service agency for member Governments, the Conference Secretariat can do no more than lay before Governments alternative choices for action or inaction. It is the Governments which control the common supply of political will to co-operate.

This does not mean that an active Secretariat, living and working with agenda subjects from week to week and month to month, will be devoid of substantive views. Indeed we consider it an essential part of our responsibilities to bring what substantive views we may have to the attention of the Governments we are here to serve. I do not speak, of course, of substantive judgments from a scientific or technical viewpoint but from a pragmatic sense of what may be ready and what may not be ready for serious consultation among Governments.

Let me at this point record my gratitude for the very fine co-operation and support that I and my Secretariat are receiving from Governments, from the United Nations system, from other intergovernmental organizations and from non-governmental sources as well. I hope that such co-operation will continue and increase and would particularly welcome a greater degree of youth participation in the preparatory process.

I know what a substantial amount of indispensable work is being done by Governments; I am more and more impressed with the range and quality of substantive work under way within the Agencies, Departments and Commissions of the United Nations; co-ordination is proceeding in the ACC Ad hoc Working Group and within United Nations Headquarters by a special working group convened by the Department of Economic and Social Affairs; and finally, direct working relationships are established with such non-governmental bodies as the International Council of Scientific Unions and such ad hoc advisory groups as an international panel brought together last month by the Center for Housing, Building and Planning to advise us on human settlements in relation to the proposed agenda. A summary account of the latter meeting will be made available to you.

The establishment of our Secretariat at Geneva close to the offices of the Economic Commission for Europe will greatly assist in the co-ordination of our work with that of the ECE Secretariat in preparation for the Prague Conference. We have already benefitted greatly from their advice and co-operation and the two Conferences and their results will be fully harmonized as complementary steps in the integral approach by the United Nations to the problems of the human environment.

You will note that we have made some new and valuable additions to our Secretariat staff, but it will remain a very small Secretariat and most of us are still relatively new to our tasks.

As for the work before this Second Session of the Preparatory Committee, the Report of the Secretary-General for this meeting was completed December 2 so it could be translated and sent to Governments by the end of the year. Since then our thinking in respect of many of the matters referred to in the Report has been influenced by the further evolution of our work and the advice we have received from many sources.

Rather than take your time at this opening session to spell out these additional thoughts, I have prepared a memorandum on the Stockholm Conference Agenda, Organization and Work Programme which is, in effect, a supplement to the Secretary-General's Report to the Second Session of the Preparatory Committee. This is being distributed to you as Conference Room Paper No. 1.

I shall not, therefore, in these remarks duplicate all the points and the details set forth in the Conference Room paper. I should like, however, to highlight and to some extent expand upon those aspects of conference preparation which seem to me to be of general significance to the work of this meeting without suggesting any priority by the order in which I take them up. I shall do so under the following headings:

### Participation of the developing countries

From the beginning it has been agreed that one of the Secretariat's highest priorities has been to do what is possible to facilitate the full participation of the developing countries in both the preparatory process and in the proceedings at Stockholm. In this connexion, arrangements have been made through the Conference Secretariat to facilitate technical assistance, if wanted, to developing countries in preparing their several inputs to the planning process; a series of regional seminars in Latin America, Africa, Asia and the Middle East are being planned in co-operation with the Regional Economic Commissions and the United Nations Economic and Social Office in Beirut to take place hopefully before the next meeting of the Preparatory Committee; and special financial assistance is being arranged to assure that experts from developing countries can play a full role as consultants in the preparation of conference documents.

### Programme of the Conference

Governments have made clear during the First Session of the Preparatory Committee and in subsequent discussions at the Economic and Social Council and the General Assembly their desire that the Conference be "action-oriented." But one of the principal lessons we must learn from the problems we are now experiencing with the human environment is that actions cannot be taken or their consequences evaluated in isolation - for they are integral aspects of a complex system of cause and effect relationships which must be perceived and evaluated as such. The environmental issue is the cumulative result of a series of unco-ordinated interventions in the environment and cannot be resolved by a series of Ad Hoc unco-ordinated responses. Most of all we need to establish a broad and comprehensive framework within which we can better perceive the total consequences of our actions, define alternatives and determine priorities. Individual actions must be taken within this broad framework. I see the development of the framework as one of the principal tasks of the Stockholm Conference. Thus in developing the Conference Programme and Agenda I feel that we must move from a general review of the subject matter as a whole to the establishment of a framework for action and then to the formulation of specific action proposals.

It would not, of course, be feasible to give detailed consideration at the Conference itself to all aspects of the subject matter. Accordingly, some organizing principle must be applied to the selection of the items which will command the limited amount of Agenda time available for consideration of each subject during the Conference.

In light of the desire of Governments that the Conference be "action-oriented," it is proposed that the organizing principle to be applied in the selection of items for particular attention at the Conference be the "action-proposal": i.e., those particular items which lend themselves to the development of specific proposals for action which could be recommended by the Conference in accordance with the criteria outlined in paragraph 22 of the Report of the Secretary-General. If they are to be useful and meaningful, however, action proposals must be developed and considered within a comprehensive framework which enables them to be related to each other in terms of priority and to the longer term measures towards which, in most instances, they would represent first steps. These first steps, even when they are relatively small ones, will be of great importance, as they will establish the pattern for future action. Intellectual consensus must, of course, precede and form the basis for the political consensus which permits the formulation of specific action proposals. Some issues will lend themselves to broad policy recommendations and others to more specific measures such as for collection, dissemination and evaluation of knowledge, for research and for implementation of policies. As most of the kinds of action which are likely to be necessary fall wholly within the area of national jurisdiction, many action proposals would be in the form of specific recommendations to national Governments. Of particular importance, of course, would be those cases where complementary international action will be called for at the regional and/or global level. In these cases action proposals would include recommendations to the appropriate international bodies at the regional and/or global level.

#### Possible subjects and topics for the Agenda

As you know, we attempted to list in summary form in Annex i to the Report of the Secretary-General for this meeting the specific topics which had been suggested for inclusion in the Agenda and stated that I would present my specific suggestions on the Agenda in my opening statement to the Session. Accordingly, based on the consultations which have taken place within the United Nations and the views which Governments have made known to me, I am now proposing that the Conference Agenda be divided into the following six major subject areas which are described more fully in Conference Room Paper No. 1,

1. The Planning and Management of Human Settlements for Environmental Quality
2. The Environmental Aspects of Natural Resource Management
3. The Control of Pollutants and Nuisances of Broad International Significance
4. The Educational, Social and Cultural Aspects of Environmental Issues
5. The Economic and Financial Aspects of Environmental Issues
6. The International Institutional Implications of Action Proposals to be considered by the Conference

In essence our tasks in formulating the Agenda is to organize the subject matter in the manner best suited to enabling us to identify clearly the main issues requiring the attention of Governments, to establish a rational framework in which measures to deal with the issues can be formulated, and to decide on the specific measures which are most important and feasible for priority action. We must also organize the Agenda in a way which lends itself most readily to obtaining and utilizing the contributions from various sources to the substantive preparations of material covering the subject matter. We have attached considerable weight to these considerations in proposing this arrangement of the subject matter.

### Committees

It has been suggested to us that it might be preferable to establish six conference committees, one to deal with each of the main subject areas. I favour this suggestion and would propose that the six committees be designated respectively Committee I, II, III, IV, V and VI, that each committee deal with the corresponding subject area, and that Committees IV, V and VI meet after Committees I, II and III respectively. As the Position and Action Papers for all six subject areas will have been prepared from common source material through a common process, they could be expected to be consistent and compatible in their coverage of the subject matter. However, the discussion of the more specific subjects to be dealt with in Committees I, II and III will necessarily condition the consideration of the broader subjects to be considered afterwards in Committees IV, V and VI. Arrangements will therefore be made to feed the results of those first meetings into the meetings of the second group of three committees.

The time available for committee meetings is dependent very much on the time allocated for plenary sessions. This in turn depends on the amount of time allocated for "general debate". I am inclined to believe that it will be necessary to provide some time for general debate, and that it would be best to provide this time in the plenary. But I feel it is important to confine it to a limited time - not more than two days. I am most anxious to have your advice on this matter.

### Pre-Conference Documentation

Some changes would be required in the number and designation of documents for the Conference if the proposals outlined in my memorandum on the Conference Agenda, Organization and Work Program are carried out. Four kinds of papers are referred to, and to clarify the designation of these we will from now on refer to them as follows:

- i. Basic Papers - the studies or reports of all kinds, including National Reports and Case Studies, prepared by Governments, United Nations Agencies and others as contributions to the substantive preparations in respect of various aspects of the subject matter of the Conference. Some of these will cover a subject area broadly and others may deal with more narrow and specific aspects of a subject. These papers will not be official Conference documents but will provide the basic source material from which "Position Papers" and "Action Papers" are developed.

- ii. Position Papers - the papers to be prepared under the responsibility of the Secretariat as official Conference documents based on material derived from the Basic Papers. Position Papers would outline, in respect of each main subject area, a summary of the principal ideas and issues, the main considerations underlying proposed policies and actions, and the broad framework and strategy within which proposals for specific action should be formulated.
- iii. Action Papers - the papers to be prepared under the responsibility of the Secretariat as official Conference documents based on action proposals recommended in Basic Papers. Each Action Paper would define a specific measure being proposed for consideration by the Conference and outline its justification, economic and financial implications and other relevant information.
- iv. Case Study Summaries - these will be summaries of selected Case Studies which will be prepared under the responsibility of the Secretariat as official Conference documents to illustrate and illuminate specific Agenda subjects.

#### Conference Library and Bibliography

The Basic Papers submitted for the Conference will constitute the knowledge base from which the proposals considered by the Conference will be developed. They will therefore have a unique and continuing value beyond the specific action proposals to which they give rise for the Conference itself. Accordingly I propose that an official Conference Library be established as a depository for all Basic Papers and that an annotated bibliography of the contents of this library be prepared as an official Conference document.

#### Deadlines for documentation

The following dates are proposed by the Secretariat as the critical deadlines for the documentation process:

- May 31, 1971: for receipt of all Basic Papers by the Secretariat.
- August 15, 1971: for completion of the first drafts of Position Papers and Action Papers.
- September 30, 1971: for completion of consultation on draft Position and Action Papers.
- October 31, 1971: for completion of final Position and Action Papers.
- February 1972: for distribution of Conference documents to Governments.

#### Report on the State of the Environment

This will be the principal end-product of what I have referred as the "first level" of preparatory work - the effort to develop a general conceptual framework for approaching the environmental issue and for our discussions about it.

Under present plans it will take the form of a report to the world on what is known, what is not known, and what most needs to be known about the relations between man and his environment. Substantively the material will be drawn largely from the Basic Papers and so will be consistent with the Position Papers. Editorially and conceptually we shall seek the guidance of a broad and representative group of international advisors in an effort to bring the novel and complex facets of environmental affairs within the compass of a shared, understandable perspective. The report will be available well in advance of the Stockholm Conference and hopefully will make an important contribution to intellectual preparations for that meeting.

#### Declaration on the Human Environment

The preparatory Committee at its First Session asked the Secretary-General to include in his report to the Second Session suggestions for the content of the Declaration on the Human Environment, foreseen in the Stockholm Resolution for adoption by the conference. Before doing so I wanted the full benefit of views of Governments and I therefore addressed a letter dated December 21, 1970 to all Governments, annexing a questionnaire and some accompanying notes. Several replies have been received so far and I hope that some further views may be forthcoming in the course of this meeting. I believe it also would be useful to take account of the views which will be reflected in the basic materials we shall be receiving in the course of preparing the Conference documentation. I therefore would like to suggest that the Declaration be the subject of special attention on the Agenda of the Third Session of the Preparatory Committee in September. Meanwhile, we could use the occasion of this meeting to discuss the general form and content of the Declaration and the members may wish to consider in what ways the establishment of a working group might best assist in further development and possible drafting of a Declaration between the Second and Third Sessions.

#### Stockholm Arrangements

May I draw your attention to Annex II of my report to this Session, especially paragraphs 3 to 6 describing the physical limitations of the Conference rooms in Stockholm. These practical restraints, which exist in any United Nations organized Conference, require not only that the number of official delegations be held to six persons, but that the total number of delegates and advisers which any delegation should expect to seat in a Committee room at any given time be limited to three.

Limitations should also be placed on the number of participants or observers from United Nations agencies, intergovernmental bodies, international non-governmental organizations and others. These limitations must affect both the number of organizations and the number of their representatives. In view of this and the tremendous interest already being shown by a very large number of such organizations, I would like to suggest that we apply the following guiding principle: we would extend invitations to those organizations which are best able to contribute specifically to the preparations for and purposes of the Conference. We are not yet in a position to establish even a provisional list of such participants before we know more about the contributions they will be able to make to the Conference.

#### Proposals for action on "third level"

Discussion in the first session of the Preparatory Committee, the Economic and Social Council and General Assembly have pointed out the concern of Governments that the Stockholm Conference be an instrument for facilitating action and not a reason for

deferring action. Accordingly, provision has been made in the Conference process for the identification of specific issues as to which international action which is considered urgent may be initiated immediately for completion, at least through an initial stage, by the time of the Conference. In our letter to Governments dated 21 December 1970, we asked for suggestions as to specific items which might be considered for action at this "third level". One of the most important matters to be determined at this Second Session is the determination of items to be dealt with on this level, the kind of action which is envisaged in respect of each such item e.g. whether it be by means of convention, treaty, agreement or resolution of the Conference, and the kind of intergovernmental machinery to be established or utilized to deal with each such item during the preparatory period. A number of specific suggestions have been made by Governments by members of the United Nations System and others for Level-three action and these have been collected in a separate paper which will be made available for consideration by the Committee. Meanwhile, I have also had some discussions with representatives of the international scientific community. I am persuaded that with hard and urgent attention, and with a will to co-operate among Governments, we can initiate some significant actions with a view to completing them, at least through an initial stage, by the spring of next year.

For example, there would appear to be a sufficient consensus about the need for additional knowledge of what is happening to the atmosphere and to the oceans to justify a high priority to the early establishment of a global monitoring system; I am pleased to say that a study of this matter from the scientific point of view is being undertaken by the Scientific Committee on Problems of the Environment (SCOPE) of the International Council of Scientific Unions and will also be available to the Conference.

It is my judgment, too, that there is sufficient evidence of growing consensus among Governments and in the international scientific community about the biological and health effect on human beings of environmental contamination to warrant urgent work on the preparation of a proposal for the establishment of an international registry of chemical compounds.

And given the crucial importance of mobilizing environmental knowledge in the service of social progress, it seems evident to me that we shall want to identify and give full support to those programmes of research which will improve the methodologies for forecasting adverse and beneficial impacts of economic development on the human environment.

Mr. Chairman, I said early in these remarks that the Secretariat would not hesitate to lay substantive views before Governments for their consideration. I therefore wish to comment here on a matter of great importance to the whole world community and to make a specific proposal to this Committee.

With the increasing awareness of man's growing impact on his own immediate environment, we have seen mounting concern around the world about the need to protect the oceans before irreparable damage has occurred. The General Assembly over a period of years has taken decisions designed to increase man's knowledge and understanding of the ocean systems. The decisions of recent Sessions of the Assembly provide the basis for a broad and accelerated advance in man's collective efforts to preserve and protect the vitality of the oceans.



Largely as a result of work already well advanced within the United Nations System we have before us evidence that major sources of serious marine pollution are frequently far removed from the marine environment itself. I suggest that we may be assisted in the task of dealing with this problem by the existence in international law of an obligation on States to co-operate in the prevention of pollution of the oceans resulting from harmful agents regardless of their source. There is, I believe, great promise in the language of Article 25 of the 1958 Convention on the High Seas that "all States shall co-operate with the competent international organizations in taking measures for the prevention of pollution of the seas or air space above, resulting from any activities with radio-active materials or other harmful agents".

I consider, then, that the principal task of the Stockholm Conference in this field of marine pollution, is to lay out a comprehensive programme and strategy - a "master plan" if you will - by which Governments can move progressively to protect the oceans and to take some of the urgent first steps in implementation of this plan. This master plan would derive largely from work already underway throughout the United Nations System. It would facilitate and rationalize the work of the international community to secure necessary agreements through IMCO, through the Law of the Sea Conference, and through other appropriate channels.

Thus it would show the world precisely where and when and by whom each major source of pollution is to be brought under control.

I therefore suggest that this Committee consider establishing a special inter-governmental working group on marine pollution. As I see it, the main tasks of such a group would be two-fold:

First, to establish the broad design for a master plan to safeguard the health of the oceans for the greater benefit of all mankind;

Second, to initiate action with a view to intergovernmental agreement by the time of the Stockholm Conference on some particular measures which are both urgent and feasible, such as a convention on the control of ocean dumping.

I am aware, Mr. Chairman, that Governments are confronted with problems of priority in allocating scarce human and material resources and there is an understandable impulse to give first priority to problems that are most immediate and closest to home, even when it comes to dealing with the problems of marine pollution.

It is perfectly clear that most of the actions required to cope with marine pollution can, and should, be taken within national jurisdictions. Clearly, too, many of the most pressing and immediate problems requiring international action are those of a regional nature involving a relatively few countries, such as those bordering more or less landlocked seas.

But if these actions, important as they are, are not clearly and rationally related to the larger dimensions in space and in time in which their ultimate consequences will be felt, we will be making exactly the same kind of mistake that has led us into the present environmental predicament.

Mr. Chairman, the First Session of the Preparatory Committee laid the foundation on which the work of preparing for the Conference has proceeded since then. The Second Session which we are now beginning is, in my view, of crucial importance to the success of the Conference. It must make final recommendations on the Conference Agenda, it must make concrete recommendations on the programme of preparatory work and on the organization of the Conference itself; and it must agree on those urgent issues as to which actions may be initiated immediately for completion, at least through a first stage, by the time of the Conference and on the nature of such actions and the means of dealing with them.

If we have a productive meeting in this sense, I firmly believe that despite serious constraints we shall be able to give Governments the opportunity to turn the Stockholm Conference into the historic event that we all want it to be - and which the objective environmental situation demands. If we should for any reason falter here, the prospects for a successful meeting at Stockholm would be very dim indeed.

Your Secretariat is mindful of the rather awesome responsibility it shares with you as we begin our work together.

## Annex V

### METHODS OF WORK DURING PREPARATORY PERIOD

Input Sources - the basic resource material for the Conference would be derived from the following three principal sources:

#### (a) Governments

In addition to the National Reports and Case Studies, which will constitute one of the principal sources of basic material for the Conference, Governments would be invited on a voluntary basis to make a further important contribution by preparing "Basic Papers" on various aspects of the subject areas with which the Conference will be dealing and which may not be fully dealt with in National Reports or Case Studies. The process of organizing and utilizing these contributions is referred to in further detail below.

#### (b) The United Nations System

A Basic Paper would also be prepared by one or more of the Agencies, Departments and Regional Commissions within the United Nations System for each principal topic.

#### (c) Other Sources

The other sources include governmental organizations outside of the United Nations and certain non-governmental organizations and consultants from which contributions in the form of Basic Papers would be solicited by the Conference Secretariat in respect of certain selected topics on the basis of their special competence and/or interest in the area concerned.

### Methods of Organizing and Co-ordinating Inputs - Basic Papers and aspects to be covered

Some Basic Papers would cover a subject area comprehensively and others more selectively, depending on the particular interest and expertise of the contributor. It is expected that, as all Basic Papers would be prepared by those with particular expertise in the area covered by the paper, they would be drawing on their present knowledge of the field rather than undertaking new or original research. Each Basic Paper would be expected to cover the following aspects of the topics concerned:

(a) A review of the existing state of knowledge and opinion in respect of the topic with particular reference to knowledge gaps, technology gaps, and new technologies available or potentially available.

(b) Identification, in accordance with the criteria referred to in paragraph 22 of the Secretary-General's Report for the Second Session <sup>1/</sup> of the principal issues in relation to the topics which, in the opinion of the contributors, require the attention of policy-makers, and an indication of the priority they would attach to such issues.

(c) Identification of principal alternative policies and approaches, with particular reference to development alternatives and main elements in evaluation of these alternatives.

(d) Explanation as to the broad direction in which, in the opinion of the contributors, national and international policies and programmes should proceed; with particular reference to ~~the~~ relationship between national measures and complementary international measures at both the regional and global levels.

(e) Identification of specific actions which, in the opinion of the contributors, should be considered by national Governments and/or appropriate international bodies, and in respect of each such action an analysis covering in particular the following aspects:

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<sup>1/</sup> See Doc. A/CONF.48/PC.8, para 22:

"The following are the basic criteria proposed to be applied in the selection and weighing of subject matter for the Conference programme:

(a) the subject should be of broad international interest and of such a character that its solution would require or be greatly facilitated by international co-operation. Principal emphasis would be placed on those subjects which are of interest to all or most countries on a global basis but with special attention being paid to subjects of importance to a significant number of countries in a regional context;

(b) the subject should be one which is especially deserving of priority from the point of view of the human environment;

(c) the subject should be one as to which consideration at this Conference is likely to make an important and distinctive contribution both to understanding and to action, having regard to the role and responsibilities of other bodies in dealing with the same subject area;

(d) the subject should be directly related to an important need for action of a kind which can be facilitated by the Conference;

(e) the subjects as a whole should represent a proper balance between the desires and interests of developing countries and those of the more industrialized countries."

- (i) Specific definition of the action to be considered;
- (ii) Justification for the action and the priority which it is proposed be accorded to it, in relation to other alternatives;
- (iii) Assessment of its principal economic and social implications, with particular reference to its implications for developing countries;
- (iv) Assessment, where appropriate, of its direct costs and proposed methods of financing such costs, with particular reference to means of financing participation by developing countries;
- (v) Outline of alternative organizational arrangements which should be considered for implementation of the actions, with particular reference to utilization of existing institutional machinery.

All Basic Papers should be especially pointed at the identification of action proposals. It is anticipated that action proposals will be derived directly out of the processes of considering issues and priorities in relation to each topic. Many of the action proposals would in all probability represent initial steps in a long range and continuing process of dealing with the issues to which they relate. Accordingly it would be most important for the contributors of Basic Papers involving action proposals to relate such proposals as clearly as possible to the longer term programmes, policies towards which they are aimed and the anticipated timetable for such future measures. All Basic Papers would be expected to include a summary or abstract of no more than 1000 words. Many contributions will of course, be based on information and papers prepared for other purposes. For example, the material prepared by Governments for the Prague Conference of the United Nations' Economic Commission for Europe will undoubtedly provide the basis for much of the contributions of Governments to Basic Papers for the Stockholm Conference.

#### Arrangements for organizing contributions

The following arrangements are proposed for organizing and co-ordinating the contributions of Governments, the United Nations System and other contributors, respectively:

##### (a) Governments

It is proposed that all participating Governments be invited to submit, in addition to their National Reports and Case Studies, contributions in the form of Basic Papers on any aspect of a subject area in which they may wish to make such a supplementary contribution. All Governments desiring to make such contributions would be asked to advise the Conference Secretariat of their intention to prepare a Basic Paper or Papers and the topics of such Papers. The Conference Secretariat would be responsible for facilitating appropriate co-ordination of such contributions with contributions being undertaken by others in reporting the same topic.

(b) United Nations System

Co-ordination of the contributions from members of the United Nations System, will be carried out with the assistance of the ACC Ad Hoc Working Group which has already established the necessary procedures. Co-ordination will be further facilitated by the establishment at UN Headquarters in New York of a special working group convened by the Department of Economic and Social Affairs. It is envisaged that all topics within each subject area would be covered by at least one Basic Paper from within the United Nations System.

(c) Other sources

Contributions in the form of Basic Papers from sources other than Governments and the United Nations System would be organized and co-ordinated by the Conference Secretariat. Basic Papers would be solicited or accepted from organizations or consultants in respect of particular aspects of each subject area, based on the special interest or competence of such contributors in the areas concerned, and the value which it is considered that such contributions could make to consideration by the Conference of the issues concerned.

Preparation of Position Papers and Action Papers

After receipt of Basic Papers the Conference Secretariat will undertake responsibility for preparing drafts, based on these contributions, of the Position Papers and Action Papers which all constitute the official Conference documentation. These papers will be prepared in close consultation with those who have submitted the Basic Papers on which they have been based. Drafts of the Position and Action Papers will be circulated to a Panel of Experts, including people who have been closely associated with preparation of Basic Papers by Governments and United Nations Agencies, for their comments and advice. The papers would then be revised by the Conference Secretariat in light of such comments and advice and put in final form for printing and distribution. The deadline for distribution to Governments would be February 1972. Following distribution of the final Position Papers and Action Papers it is expected that a further process of consultation amongst Governments and within the United Nations System would take place in order to facilitate development of positions in respect of the issues concerned prior to the Conference itself.