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PREPARATORY COMMITTEE FOR THE
UNITED NATIONS CONFERENCE ON THE
HUMAN ENVIRONMENT

Third session
New York, 13-24 September 1971

REPORT OF THE PREPARATORY COMMITTEE ON ITS THIRD SESSION

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Chapter I
ORGANIZATIONAL MATTERS

A. Opening of the session

1. The third session of the Preparatory Committee for the United Nations Conference on the Human Environment was opened by its Chairman, Keith Johnson (Jamaica), at United Nations Headquarters on 13 September 1971

B. Officers

2. The officers of the Committee at its third session were those re-elected at its second session on the understanding that they would continue in office until the time of the Conference.^{1/} The officers were:

Chairman: Keith Johnson (Jamaica)

Vice-Chairmen: Fereydoun Mousyda (Iran)

Rastislav Lacko (Czechoslovakia)

Vernon Johnson Ilunga (Zambia)

Rapporteur: Olof Heyman (Sweden)

C. Adoption of the agenda (agenda item 1)

3. The provisional agenda for the third session was contained in document A/CONF.48/PC.10. At the suggestion of the Chairman, a new item 2 "General discussion", was added to the agenda. The agenda as adopted by the Preparatory Committee is contained in Annex I to this report.

D. Establishment of sessional working groups (agenda item 1)

4. In accordance with the suggestion made by the Preparatory Committee at its second session,^{2/} the Preparatory Committee set up three sessional working groups corresponding to the three main committees of the Conference. These working groups considered agenda items 4,5 and 6 and their reports are incorporated in the present report (chapters IV to VI).

1/ See A/CONF.48/PC.9, para. 4.

2/ Ibid., para. 117.

5. At the third meeting of the session, on 14 September 1971, the Preparatory Committee nominated the following representatives to serve as officers of the sessional working groups:^{1/}

Working Group 1

Chairman: O. Oladapo (Nigeria)

Rapporteur: G. Ringnalda (Netherlands)

Working Group 2

Chairman: E. Bradley (Argentina)

Rapporteur: K. Kaneko (Japan)

Working Group 3

Chairman: J.W. MacNeill (Canada)

Rapporteur: S. Orcic (Yugoslavia)

E. Attendance

6. A list of participants in the session is contained in Annex II to this report.

F. Fourth session of the Preparatory Committee (agenda item 11)

7. In discussing the date of the fourth session of the Preparatory Committee, a number of delegations said that they attached great importance to the need for intergovernmental consultations on the content of the action plan for the Conference before it was put into final form. They suggested that it might be desirable to enable the Preparatory Committee itself to review the action plan by convening its fourth session in January 1972, i.e. earlier than the scheduled date of 6-17 March 1972.

8. In commenting upon this suggestion, the Secretary-General of the Conference pointed out that the Conference secretariat expected to complete the preparation of the action plan by the middle of November 1971 and that, if the document had to await review by the Preparatory Committee in January 1972 before being submitted for translation and distribution, this would seriously delay the circulation of the document and reduce by half the time available for all Governments to consider the document before the Conference. He stressed, however, that the Conference secretariat was deeply committed to consulting Governments on all aspects of the

1/ In the course of informal consultations concerning the nomination of these officers, the representative of Egypt kindly consented to chair Working Group 1, but at a later stage, in a spirit of co-operation, he agreed that the representative of Nigeria - an expert on human settlements - be asked to be Chairman of that Group.

preparations of the Conference and especially on the action plan. He pointed out that he had already made arrangements for consultations with government experts in October and indicated that he was ready to arrange further consultations with interested members of the Preparatory Committee to discuss the action plan after the secretariat had completed its work on it in mid-November.

9. The Preparatory Committee therefore welcomed the proposal of the Secretary-General of the Conference that the action plan be reviewed by individual expert representatives of Governments meeting in Geneva and agreed that a convenient time for such a meeting would be in December 1971.

10. The Preparatory Committee agreed that its fourth session should take place, as scheduled, from 6-17 March 1972 at United Nations Headquarters, New York.

G. Adoption of the report and closure of the session (agenda item 13)

11. The Preparatory Committee adopted the present report at the 12th (last) meeting of its session on 24 September 1971.

12. The third session of the Preparatory Committee was declared closed by its Chairman at the same meeting.

Chapter II
GENERAL DISCUSSION^{1/}
(Agenda item 2)

13. In his opening statement, the Secretary-General of the Conference reviewed the state of preparations for the Conference, placing special emphasis on developments which had taken place since the completion of his report to the Preparatory Committee (A/CONF.48/PC.11). He referred with satisfaction to the growing involvement of the developing countries in the preparations for the Conference and said that it had been generally recognized that the environment issue was an integral part of the development process. He expressed his thanks to those countries which had contributed funds to make possible a number of activities aimed at facilitating the participation of developing countries in the preparations for the Conference.

14. The Secretary-General of the Conference reported on the inflow of basic documentation from Governments, United Nations agencies, and other sources. He expressed the opinion that the compilation of this basic documentation was in itself a concrete achievement, in that it constituted the first world-wide survey of the human environment. He said that the analysis of the basic documentation had led to a number of general conclusions, namely: that there was a high degree of common concern in a significant number of areas; that while the principal need in those areas of concern was for national action, it was also recognized that some kind of international action was required; that all action proposals received could be divided broadly into those calling for more knowledge and better methods of applying it and those on which existing knowledge was sufficient to permit immediate action; and that only a few action proposals had so far been formulated precisely enough to permit decisions on their implementation. He considered that those conclusions demonstrated that, while there was a sound basis for an action plan for Stockholm, much work remained to be done in the selection of action proposals

1/ In view of the importance given to the Declaration on the Human Environment and the Report on the State of the Human Environment in many general statements, the views expressed on those subjects during the general discussion have been incorporated in the chapters of this report dealing specifically with them (Chapters VII and VIII).

and their definition. It was the principal task of this session of the Preparatory Committee to give guidance on these matters, in particular on the priorities to be given to various action proposals.

15. On the organization of the Conference, the Secretary-General of the Conference stated that the basic structure consisting of six substantive agenda items divided among three main committees was still valid, although it might be desirable to consolidate the various sectoral recommendations into programmes which would be common to all the subject areas; for example, the various recommendations concerning the acquisition and application of knowledge could be consolidated into a "global environmental knowledge programme".

16. Turning to the question of the international organizational implications of action proposals, he reiterated his view that the first step was to clarify what needed to be done and only after that could one decide how to do it. He considered that additional organizational arrangements should be made only where they were clearly needed. He suggested that it might be desirable for Governments to consider whether or not it would be necessary to provide for some form of fund for the financing of international environmental activities which would be additional to existing funds devoted to other purposes.

17. In the general discussion that followed, it was recognized that a substantial amount of preparatory work had been accomplished since the second session of the Preparatory Committee and that this work - in particular the preparation of national reports and the organization of intergovernmental working groups and regional meetings - was beginning to produce concrete results even before the Conference, in the form of an increasing awareness of environmental problems and a readiness to act on them, particularly in developing countries. In this connexion, a general consensus had emerged that the solution of environmental problems had to be found within the framework of economic and social development and that concern for the environment should not be permitted to retard such development.

18. It was agreed that the main purpose of the third session of the Preparatory Committee was to provide clear guidance to the secretariat on policy matters and on priorities, so that action proposals for the Conference could be completed in the near future. While the discussion of priorities was mainly undertaken in relation to specific subject areas, a number of general comments on the action plan for the Conference were made in the course of the general discussions.

17. It was felt that the approach to the action plan should be highly selective and that the plan should consist only of concrete measures, commanding sufficient political consensus to permit agreement at Stockholm and rapid implementation thereafter, and including provisions for the necessary work to be undertaken within the United Nations system. Further, the action plan should reflect the problems and interests of all regions. The action proposals should be precise and accompanied by an assessment of their organizational and financial implications.

18. Several representatives stressed the importance of basing the action plan on the recognition that most actions to protect and enhance the environment had to be taken at the national level, pointing out that, since national activities were at the source of global environmental problems, action to solve domestic problems would inevitably contribute to the solution of global ones. In drawing the distinction between national, national and global levels of action, some delegations expressed the view that the Stockholm Conference should give priority to actions of a global nature.

19. Some representatives pointed out that decisions on the relative priorities of action proposals in the environment field could only be taken by Governments and that priorities would vary according to differing national conditions and policies. These representatives emphasized that it was inconceivable that any action proposal could run counter to the concept of national sovereignty, especially sovereignty over national resources.

20. Several members referred to the question of the international organizational implications of action proposals. There was general concurrence with the approach indicated by the Secretary-General of the Conference whereby the question of establishing new international machinery could only be taken up after the functions to be performed at the international level had been clearly defined and the capacity of existing institutions to perform these functions assessed. Several delegations expressed their conviction that the Conference should not lead to the establishment of any new specialized agency or operational body, and that any co-ordinating mechanisms which might be necessary should not have operational functions. One delegation stated that it was necessary to avoid imposing rigid institutional structures which would be rendered obsolete after a few years by rapid scientific and technological advances. Another representative stated that while it was proper for existing organizations to consider how they would undertake tasks which might be assigned to them as a result of the Stockholm Conference, it would be wrong for such organizations to seek to invest money and staff in expanded programmes in advance of intergovernmental decisions at Stockholm.

23. A number of delegations expressed the view that it was impossible to consider institutional proposals without also considering the question of finance for them; they said that Governments would have to face this issue between now and the time of the Conference. One representative said that funds for environmental activities could only be found by reallocating resources from less essential uses. Another representative said that in his view, the resolution concerning the Conference on the Human Environment adopted by the General Assembly at its twenty-fifth session^{1/} stated quite clearly that the definition of environmental policies should be accompanied by measures to provide additional financial assistance to developing countries to enable them to implement such policies. A number of delegates also referred to the need for additional technical cooperation with developing countries for environmental activities.

24. It was generally agreed that the question of institutional arrangements would have to be further considered at the fourth session of the Preparatory Committee. One delegate suggested that such consideration would be facilitated by informal exchanges of views between Governments before that session.

25. Most members expressed satisfaction at the progress of the intergovernmental working groups which had been set up to advance action in certain fields. One delegation expressed the opinion that the list of areas in which it was hoped to initiate action at or before Stockholm should not be enlarged.

26. One representative recalled his initial doubts concerning the procedure for establishing intergovernmental working groups and observed that, although the groups had done useful work, participation by developing countries had been inadequate. He also felt that the intergovernmental working groups should not be used to circumvent the normal procedure for the preparation of conventions.

27. With reference to the mention in the statement by the Secretary-General of the Conference of the need for increased knowledge on the human environment, one delegation said that any knowledge programme set up by the Conference should be action-oriented. The need for knowledge, the adequacy of existing knowledge and the capacity of people and institutions to use knowledge should be carefully examined before any programme was created. Another member observed that there might be a certain imbalance in the existing knowledge base available to the Conference secretariat in the form of basic documents, which appear to be biased towards certain sources of information.

^{1/} General Assembly resolution 2657 (XXV) of 7 December 1970.

28. It was stressed by many speakers that, unless the Conference documents were available well before the Conference, it would be impossible for governments to formulate their positions and to be prepared to take decisions at Stockholm. They emphasized that the deadlines agreed upon at the last session of the Preparatory Committee, whereby the Conference documents would be available to Governments by February 1972, must be strictly respected. One of these delegates further stated that the results of the work of the intergovernmental working groups should also be subject to the February deadlines.

29. A number of delegations referred to the universal character of environmental problems and said that such problems could not be adequately solved without the participation of all interested governments.

30. Another representative stressed the importance of contributions which could be made to the Conference by non-governmental organizations, and referred in this connexion to the International Youth Conference on the Environment which had taken place at Hamilton (Canada) in August 1971. He felt that the recommendations of that Conference deserved consideration by the Preparatory Committee.

31. The representative of Czechoslovakia gave an account of the Symposium on Problems of Environment which had been organized by the Economic Commission for Europe in Prague in May 1971 at the invitation of his Government.

32. The general discussion was reopened in the course of the session for a statement by the Secretary-General of the Conference in reply to certain questions put to him by delegates. In this statement he described the three main stages in the development of action proposals:

(a) The identification of an area of concern in which there was a broad consensus that some form of international action was required;

(b) The identification in general terms of the action proposals which would seem to represent the most appropriate response to an area of concern;

(c) The detailed definition of action proposals, including analysis of the organizational and financial requirements and the time required for implementation.

33. He said that these three stages corresponded broadly to the three levels of action described in his report to the second session of the Preparatory Committee.^{1/} He pointed out that any work on the third stage of detailed definition of the action proposals would

be carried on as a continuing process between now and the time of the Conference. The Secretary-General of the Conference said that the principal conference documents which would be made available to Governments in February 1972 would consist of position papers on each of the six main subject areas, a single "action plan" document and a limited number of case studies. In addition, a supplementary paper containing the results of the secretariat's study of the organizational and financial aspects of action proposals would be available in March 1972 and a further paper giving up-to-date information on the progress of work on the definition of action proposals would be completed by mid-April 1972.

34. In concluding his account of the work which had to be done in the months before the Conference, the Secretary-General of the Conference pointed out that, without in any way prejudging the decisions which Governments might take at Stockholm on organizational arrangements, it was already evident that much of the work initiated for the Conference would need to be followed up after it. He further observed that any organizational arrangements agreed upon at Stockholm would probably be of an interim nature but that if, as suggested by certain Governments, a second conference were to be held three or four years after Stockholm, more permanent arrangements could be established upon that occasion.

Chapter III.

SEMINARS ON DEVELOPMENT AND ENVIRONMENT
(Appendix item 3)

35. Under this item the Preparatory Committee discussed the results of the three regional seminars in Bangkok, Addis Ababa, and Mexico City, which had taken place prior to the start of the third session of the Committee, as well as the ECE Symposium on Problems of Environment held in Prague in May 1971.

36. An introductory statement on the three seminars held in developing regions was made by the representative of the Secretary-General of the Conference who had been responsible for co-ordinating the seminars. A statement concerning the Prague Symposium was made by the representative of the Economic Commission for Europe.

37. In his summary of the results of the three regional seminars, the representative of the Secretary-General of the Conference pointed out that the conclusions and recommendations of the seminars did not imply any formal commitment from participating countries but reflected their general views in such a way as to provide guidance for the preparation of the Stockholm Conference. He said that the high level of participation in the seminars and the positive support received from host Governments, regional organizations, and specially invited experts provided evidence of the growing interest of the developing regions in environmental questions and in the Stockholm Conference.

38. The representative of the Secretary-General of the Conference said that ten common conclusions could be drawn from the results of the three different seminars. These were:

(i) There was a general endorsement by the participants in the seminars of the spirit and the recommendations of the report of the panel of experts on development and environment (the so-called Founex report), which was considered to constitute a positive and balanced approach to the relationship between development and environment.^{1/}

(ii) They agreed that the relationship between development and environment varied according to different levels of economic and social development and that the solutions to environmental problems in developing countries could only be found within a dynamic process of economic and social development.

^{1/} The report of the panel of experts convened by the Secretary-General of the Conference was a basic document for the three regional seminars and also constitutes an important element in the basic documentation available to the Conference secretariat. Although it was not an official document for the Preparatory Committee, it was frequently referred to in the Committee's discussions.

(iii) Action for the protection and improvement of the environment must be considered within the context of national strategies for economic and social development. Each country has the right to determine its priorities and its own standards of environmental quality.

(iv) While there was confidence that the progress of science and technology would contribute to the solution of environmental problems, it was recognized that the present level of knowledge of some aspects of the environment, particularly the ecology of tropical, subtropical and arid zones, was still inadequate. Action should not be taken on the basis of inadequate knowledge.

(v) While the developing countries recognized the need to participate in efforts to solve certain global environmental problems, such as marine pollution and air pollution, they did not consider themselves responsible for those problems. Furthermore, they were concerned about the economic implications for them of environmental action taken by industrialized countries, in particular the possible effects on trade, development assistance, aid criteria, transfer of technology, and industrial location policies.

(vi) The importance of regional co-operation to deal with environmental problems was stressed in all three seminars, with particular reference to co-operation in research and exchange of information and also in the formulation of environmental policies for natural areas covering the territory of more than one country (e.g. river basins).

(vii) There was a consensus in all three regions in the need for an interdisciplinary approach to national environmental problems through the integration of environmental considerations in planning machinery at the national and local levels. It was recommended that each country should consider establishing adequate institutions for environmental planning, management, and control, to be integrated with the national machinery for development planning.

(viii) The need for immediate action in the fields of research, training and exchange of information and experience was stressed.

(ix) The seminars demonstrated that the developing countries were fully prepared to contribute constructively to the success of the Stockholm Conference. While believing that existing international institutions should be used as far as possible to undertake new tasks in the field of the environment, these countries would support any strengthening of international co-operation in the field, including the provision of new financial resources for the protection of the global environment.

(x) The three seminars recognized that the concern for the environment could provide the developing countries with new economic opportunities which might include: an improvement in the value of natural commodities in relation to synthetic products; the reallocation of industries to developing regions; an increase in resources available for social development programmes aimed at improvement of the quality of life in developing countries; and a better understanding of the nature of development problems and of the need for international co-operation to solve them.

39. A number of delegations from developing regions expressed support for the conclusions of the seminars which their countries had attended.

40. The representative of an Asian country described the efforts of his Government in co-operation with others in that region to establish regional machinery for environmental activities, particularly in the fields of education and training, research and exchange of information. He believed that practical solutions to environmental problems could often be found more easily at the regional and subregional levels because of the strong bonds of common interest among neighbouring countries. He hoped that the machinery which would be set up in his region could serve as a prototype for similar institutions in other parts of the world.

41. The representative of a Latin American country said that the ten areas of common concern which had emerged from the three regional seminars held so far were evidence of the common denominator of under-development. He emphasized three principal points, namely: that it is the industrialized countries which were responsible for globally significant pollution problems, that environmental problems arising from poverty could only be solved through economic development and that the developing countries should be compensated for any adverse repercussions on them of environmental measures taken by industrialized countries. This delegate among others considered that the Founex report and the report of the Mexico City seminar provided a proper framework for consideration of the environmental problems of developing countries and provided guidelines to the Secretary-General of the Conference in his preparations for Stockholm.

42. Another representative said that developing countries should seek to avoid the environmental damage caused by the industrialization process which had occurred in developed countries.

Chapter IV

PREPARATORY WORK FOR COMMITTEE 1: PROGRESS REPORT
(Agenda item 4)

A. Subject Area I: The planning and management of human settlements for environmental quality

43. The Preparatory Committee reviewed a note by the Secretary-General tentatively listing priority areas in the field of human settlements. As a preliminary remark, the Group noted that it was unrealistic to try to establish a scale of priorities in this field. It was considered doubtful that such priorities could have international significance, in view of the high degree of variety among national priorities. It was, however, recognized that the main areas of concern were indeed health, population distribution, excessive population growth in some countries and regions, water supply, sewerage, waste disposal, the siting and management of industries, construction processes, housing and transport.

44. The broad guidelines for action in the main areas of concern were found acceptable. However, it was recommended that the Conference secretariat define further the action proposals in order to present specific proposals at the Conference with a full assessment of their implications, in particular regarding financing and the transfer of technology to developing countries.

(i) Comprehensive integrated development planning

45. It was agreed that there was a strong interdependence in the areas mentioned in the enumeration of priority fields and that this called for comprehensive integrated development planning, incorporating physical, economic, social and environmental components. Such comprehensive development planning should be pursued at the local, regional and national levels, linking all human settlements, both urban and rural.

46. On the subject of comprehensive integrated development planning, the need was stressed for the definition and integration of rural and urban development and the provision of necessary services - including social and cultural services - as well as the upgrading of housing conditions in rural areas. Attention was also drawn to the fact that the financial mechanism for maintaining and upgrading urban centres should be seriously reviewed and refined as appropriate. For instance, financing systems for low and moderate income housing were of growing concern.

47. It was considered that the problem of co-ordination of different governmental bodies, which was necessary for a comprehensive integrated development planning system, must be studied more thoroughly.

38. It was felt that the high levels of population density existing in certain countries as well as the problem of population growth which exists in some regions may have a global significance, but that it was the responsibility of each State to determine policies on the matter.

39. In the framework of comprehensive integrated development planning, a more rational distribution of population should be pursued, particularly emphasizing the allocation of productive enterprises within settlement networks so as to reduce the trend of migration to prime cities.

40. It was agreed that, while each country should pursue its own policy in the light of its local conditions, Governments would greatly benefit from an information exchange system covering all relevant aspects of comprehensive integrated development planning.

41. Since the development of comprehensive and integrated planning systems requires expert knowledge, bilateral and multilateral assistance could be provided upon request.

42. Mutual co-operation ought to be pursued in those areas of comprehensive integrated development planning which prove to be of common concern to more than one country.

(ii) Rural development

43. It was agreed that high priority should be given to the integration of rural and urban development. As far as human settlements were concerned and within the economic means available, the following measures were considered highly necessary to improve the quality of life in the rural environment:

- (a) Provision of necessary infrastructure of water supply, roads, energy supply and waste disposal;
- (b) Location of new productive enterprises in the rural areas;
- (c) Upgrading of rural housing;
- (d) Provision of adequate technology for the rural areas;
- (e) Provision of necessary public services, including social and cultural sectors and transportation.

44. Through co-operation in research and exchange of information, international efforts should be made to find appropriate means to integrate rural and urban planning systems and to evaluate the relationship between these systems and population migration.

(iii) Health and well-being of man

45. The Committee believed that attention should also be given to the stresses in human settlements, especially in metropolitan areas, and their effect on the emotional and social stability of man. More direct health hazards generated in human settlements should also be further studied.

56. In the further preparation for the Conference, it was recommended that more consideration should be given to subjects such as recreation and cultural activities.

(iv) Water supply, sewerage and waste disposal

57. It was recognized that water supply and proper waste-disposal systems were basic necessities for life and that Governments should develop policies and provide adequate guidelines for the protection of their water-supply systems, and also initiate policies and develop guidelines on sewerage schemes and waste-disposal systems.

58. It was further suggested that national programmes should include, in addition to the above infrastructural services, specific provisions regarding the generation and utilization of energy in human settlements.

(v) Industry

59. The urgent need for Governments to formulate and implement their own pollution control programmes was emphasized. To accomplish such programmes, technical co-operation could be made available upon request, in particular to developing countries. The siting of new industries should be planned so as to avoid harmful effects on the environment. In this context, it was emphasized that the production processes of new as well as of existing industries and the siting of new industries ought to be harmonized with the national programmes of pollution control, population movement and other aspects of environmental quality.

60. The location of industrial enterprises should be carried out in such a way as to avoid excessive concentration in large cities and to allow small cities to grow. Technical co-operation could be organized in this respect.

(vi) Construction development

61. Representatives considered that, in view of the pressing need in developing countries to conserve foreign exchange, the development of local building materials should be pursued as a matter of priority.

62. Much information on research and experience is available in the field of housing construction and technology. International information exchanges might usefully be developed in the field of low cost housing, such as the use of modular systems, the feasibility of temporary housing, the mobile home industry etc.

(vii) Transport

63. As the crisis in urban transportation areas was becoming more serious every day, it was recommended that the Conference secretariat further define action proposals concerning transportation systems, stressing as a priority the public urban transportation system, especially for large cities.

(viii) Transitional areas and urban centres

64. The deterioration of transitional and urban centres was considered to be a source of major concern. In this respect, it was recommended to the Conference secretariat that it formulate proposals on this subject because it was of common concern to a number of Governments.

(ix) Housing

65. It was felt that housing was primarily a problem to be solved at the national level. Priority for international action in this field should be given: (a) to self-help programmes for people with low incomes; and (b) to training of urban environmental generalists^{1/} concerned with managing housing projects.

66. It was agreed that housing was a national matter and that Governments should be encouraged to develop their own programmes on housing. Certain delegates considered it inadvisable to organize a world housing programme. Other delegates suggested that the proposed world housing programme should be looked into very carefully and that it was a matter for the United Nations system to consider.

67. Some delegates recommended that the role of the Centre for Housing, Building and Planning be developed and strengthened further, so that it could be of greater assistance to developing countries. In order to assume this expanded role, account should be taken of a possible review of the distribution of the funds currently available for development activities within the Organization.

D. Subject Area IV: Educational, informational, social and cultural aspects of environmental issues

68. The general principles presented by the Secretary-General of the Conference as guidelines for a plan of action on this subject were approved, in particular his emphasis on developing a dynamic sense of responsibility in the general public. It was emphasized that international actions would do little for environmental control if there were not concurrently a active and informed participation and commitment of the people of the world. The new environmental ethic to be adopted was defined as man's being an integral part of the whole environment. Promotion of such an ethic should be pursued through all pedagogical means in order to avoid any environmental educational gap.

^{1/} A distinction was made between specialist experts on the one hand and administrators/policymakers on the other. The term "generalists" was used to refer to the latter category.

between Governments and people. It was agreed that the aims of the environmental information and education action programme at the Conference should be first to increase man's understanding of the environment and secondly to build a sense of awareness and commitment for a better human environment.

69. It was recommended that the above remarks be conveyed to the Intergovernmental Working Group on the Declaration on Human Environment, in order that it might take them into account in its future work. More particularly, it was suggested that in the fundamental principles, after articles 1 and 2, there be a statement calling upon States to educate and inform the people concerning their environmental rights and responsibilities.

(i) Education

70. It was agreed that there was an urgent need to expose all human beings to a continuous and sustained programme and process of environmental education. This education should start at the primary level and go on through the secondary to the university level. If it were felt that the curricula of the primary and secondary levels were already overburdened, special ad hoc campaigns devoted to particular aspects of the environment could be organized for students at these levels. It was noted that non-governmental organizations were also active in this respect.

71. However, it was agreed that it was essential that basic environmental training be given in the universities. Environment being interdisciplinary by nature, education in that field could not be limited to one discipline only. Emphasis should be laid upon education for change.

72. As environmental educational programmes were generally related to local conditions and were developed through a dialogue with the local community, it was recognized that the local level was the most appropriate for initiative in this field.

73. It was considered that the Conference should recommend that all Governments intensify their efforts to develop new teaching methods and materials on the environment.

74. As Governments might gain much by exchanging information on their aims, activities and experiences, it was further recommended that the proposed referral system for exchange of information should cover the collection and dissemination of information concerning environmental education.

75. The proposed creation of a world youth voluntary service for the environment did not meet with approval, but it was recommended that the newly established United Nations Volunteer Corps include environmental skills in the services it provides.

(ii) Intergovernmental Working Group on Conservation: progress report^{1/}

76. The Working Group noted that the Intergovernmental Working Group on Conservation had made recommendations to the Secretary-General of the Conference concerning:

- (a) The draft Convention on Conservation of the World Heritage, prepared by IUCN;
- (b) The Convention on Conservation of Wetlands of International Importance, especially as Waterfowl Habitat, as adopted at the Ramsar Conference;
- (c) The draft Convention on Conservation of Certain Islands for Science, prepared by IUCN;
- (d) The draft Convention on Export, Import and Transit of Certain Species of Wild Animals and Plants prepared by IUCN.

77. The Preparatory Committee also took note of the fact that the following conventions were also being prepared:

- (a) the draft convention on the international protection of monuments, groups of buildings and sites of universal value, prepared by UNESCO;
- (b) the draft convention on the export, import and transit of wildlife, prepared by the Government of Kenya.

78. Since the report of the Intergovernmental Working Group on Conservation was not yet available, it was recommended that the Secretary-General of the Conference report to the Preparatory Committee at its fourth session on the progress made so far in preparing the draft conventions.

(iii) Training of environmental specialists

79. The status report on the training of environmental specialists^{2/} was noted with appreciation. In particular, it was agreed that:

- (a) There was an urgent need for training environmental specialists on the national and regional levels and that special emphasis in this respect should be given to training in the less developed countries;
- (b) This training should be interdisciplinary in character;
- (c) Rethinking in greater depth is required on the scope and content of interdisciplinary training in the environment;

^{1/} A/CONF.48/PC/11/Add.3.

^{2/} A/CONF.48/PC/11, paras. 89-104.

(d) Such training should include people who are involved in physical planning, conservation of nature, natural resources management, environmental control and resource utilization, as well as social scientists familiar with the problems of lower income groups.

80. This important question should be tackled by Governments on a national basis. It was, however, recognized that international action could usefully supplement national action from the points of view of industrialized and developing countries and that such action should be considered by the Conference.

81. International action should first of all focus on compiling an inventory of existing facilities for training in environmental matters and on related information exchange. It was noted that experience in this field had been developed in some countries, for instance in France, Japan, the Union of Soviet Socialist Republics and the United Kingdom. These experiences, however, were not always necessarily relevant to the needs of other countries.

82. The need was also felt for an evaluation of the results of existing environmental training mechanisms. In this connexion, research should be carried out on methods for providing specialists with greater knowledge on the environment. It was generally agreed that the referral system proposed for the exchange of information on the environment might be an appropriate framework for the functions described above.

83. The second need identified concerned a more complete utilization of existing mechanisms, in particular for the developing countries. Some industrialized countries expressed their readiness to make their experience available and to receive, as appropriate, trainees whenever requested.

84. A suggestion was made for the establishment of national human resources data banks, which countries would set up after assessing their available human capability for international work in environmental areas. Such mechanisms would assist the developing countries in efforts to promote national and regional environmental training centres. These data banks should be made available to the proposed referral system.

85. The regional approach to training was stressed, in view of the regional nature of many environmental problems, and the possible role of the regional economic commissions was mentioned in that respect. It was suggested that a proposal be made at the Conference for the establishment on a regional basis of international post-graduate schools on environmental problems. These schools would facilitate the training of environmental generalists, administrators and specialists, such as sanitary engineers, urban planners, and sociologists. It was agreed that international co-operation might be needed for this.

86. It was recommended that the possible functions of the referral system for exchanging and evaluating information on environmental training be studied in depth and that international co-operation in the field of environmental training be increased. New ways for transferring technology on environmental know-how should be explored and investigations on possible additional funding mechanisms initiated.

(iv) Exchange of information on environment between Governments

87. Concerning the general aspects of environmental information exchange, the Preparatory Committee agreed on the importance and urgency of facilitating the exchange of information between Governments at all levels (bilateral, multilateral, international); it was further recognized that this subject was one of the important matters to be discussed at the Stockholm Conference.

88. Agreement was reached on the following points, which it was recommended should be taken into account by the Conference secretariat in preparing an action proposal on this subject:

(a) It was widely felt that a new and comprehensive integrated information exchange system was neither practical nor required and that maximum utilization of existing international and national centres was more appropriate. However, some co-ordination among the existing mechanisms would appear to be necessary.

(b) While information on the environment already existed at least in some sectors, it was recognized that the main problem was the accessibility to that information and its effective use. Some suggestions were made concerning ways of presenting information (such as digests on a specific topic, abstracts, etc.) and of obtaining it and concerning the practical difficulties in obtaining information.

89. It was recommended that, in order to guide the action proposal to be decided at the Stockholm Conference, the Conference secretariat should undertake some preliminary studies, which should include the following elements:

(a) With reference to the note circulated by the secretariat showing those United Nations bodies which operate information systems on the environment, more specific details were requested on the type of information collected by those United Nations bodies and the problems involved in gaining access to that information. The attention of the Secretary-General of the Conference was also drawn to the reference and information centres of WHO, UNESCO, ILO and other international organizations.

(b) Study of problems involved in establishing an international referral system which, inter alia, could handle information on environmental status and trends,

available technology, laws, standards and compliance, management policies and practices and current research and education. This concept of a referral system would include reference to main scientific, technical, economic and political institutions and information services which were themselves the sources of environmental information; it would describe the scope of their work and show how to have access to them and use their information efficiently. In this respect, it was recommended that the Secretary-General of the Conference take account of the principles of UNISIST^{1/} and of the information systems of the United Nations system in developing specifications for the referral system.

(c) Consideration of the problem of handling socio-economic information in the field of environment, and of the feasibility of a network for the exchange of information for decision makers, bearing in mind the necessity of using existing systems and having access to their information.

90. It was further noted that information on environment might be categorized as follows: scientific and technical, socio-economic and operational. Also, it was recognized that monitoring data were not included under this item, but were considered under subject area III.

91. In the light of the above deliberations, the Preparatory Committee recommended that the Conference secretariat, subject to the availability of financial resources, undertake a study programme on information exchange and report thereon to the Preparatory Committee at its fourth session.

1/ UNISIST = feasibility study on the establishment of a world science information system (undertaken jointly by UNESCO and ICSU).

Chapter V

PREPARATORY WORK FOR COMMITTEE 2: PROGRESS REPORT
(Agenda item 5)

A. Subject area II: The environmental aspects of natural resources management

92. The representative of the Secretary-General of the Conference, in introducing the subject, emphasized the fact that some natural resources, including certain mineral, plant and animal resources, were slowly undergoing a process of depletion or decline in quality unless they were properly managed. The continued existence of natural resources might be threatened unless they received adequate measures of protection and control. There was, however, neglect and outright misuse of these resources in the full knowledge of the consequential dire results to the resources involved and eventually to the ecosystems. On the other hand, there were also certain shortcomings and gaps in people's knowledge of the function of ecosystems. To forestall the deterioration of natural resources and to stimulate public awareness and information on the subject, it was of primary importance to try to obtain a system for the management of natural resources. In some developed countries, for example, it had been possible to incorporate within over-all national plans measures formulated to preserve the quality of the human environment. The representative of the Secretary-General of the Conference also identified areas of action based on the proposals received from Governments and specialized agencies; these areas of possible action were subsequently listed in a note by the Secretary-General.

93. Most representatives were in agreement on the need for a rational management of the natural resources of this planet, whether such resources were renewable or not. There was indeed cause for concern due to the degradation and depletion of those resources, particularly soil, water, plant and animal resources, as well as energy and mineral resources.

94. Many representatives emphasized the need for international action at the Conference aimed at exchanging technology and experience on the planning and management of basic natural resources, together with the establishment of a system of public information to educate people in the functioning of the mechanism of

ecosystems, in the interrelationships between the various natural resources within these ecosystems and in the impact of man's activities on the ecosystems.^{1/}

95. Some representatives were of the view that there was an unwarranted element of dramatic urgency about the whole issue of the human environment and an excessive call for globalism in the areas proposed for action in this regard. Care had to be exercised to avoid the infringement of national sovereignty which seemed to be implicit in some of the proposals for action put forward.

96. Some representatives observed that on the global level, it was preferable to limit action to the diagnosis of problems and the exchange of experience and information among interested countries. They believed that there was more scope for action on bilateral or regional and subregional levels where water or forest resources, for example, were within the boundaries of two or more countries.

97. Many representatives endorsed the list of areas for action put forward in the note by the Secretary-General, although there were differences of opinion regarding the order of priorities to be given to the various areas. Some delegations however expressed the view that endorsement or rejection was impossible without clearer and more specific proposals than those contained in the Secretary-General's note. Many representatives also expressed reservations concerning some action proposals which were not considered feasible for international action. One plan of action on the international level which received wide support was that for the conservation of gene pools.

98. There was a strong preference for giving high priority to the prevention of soil deterioration and to the improvement of soil and water management. Some representatives emphasized the need for increased technical co-operation in that field to be organized by United Nations bodies for those developing countries requesting it. Many representatives endorsed the recommendations made by the Intergovernmental Working Group on Soils^{2/} but one representative expressed strong reservations concerning those recommendations. One representative suggested that the conference secretariat investigate the possibility of developing a system of regional soil departments or institutes, preferably connected with the United Nations regional economic commissions.

^{1/} It was noted that the problems of integrated planning dealt with in Chapter IV of the present report and in this chapter should be considered together.

^{2/} A/CONF.48/IWGS.1/24

99. With respect to energy, many representatives were in favour of giving high priority to the conservation and more rational utilization of scarce energy resources, finding less polluting sources of energy, and transferring high energy consuming industries to developing regions with higher environmental carrying capacity.

100. The majority of representatives considered that undertaking an inventory of natural resources affected by degradation would be a very lengthy and expensive procedure. It was suggested that those countries which had carried out such inventories on a national level could provide information on the methods used to the international community.

101. The view was put forward that there was a need for a better understanding of the relationship between population growth and changes in environmental quality.

102. There were also proposals that the following additional topics be considered by the Conference: conservation of natural and semi-natural areas and certain ecosystems, recycling of natural resources, management of international watersheds and encroachment of deserts on adjacent areas, as well as the effects of "desert creeping" on the biological and human behaviour in the areas concerned. No full discussion was held on those proposals, nor was any recommendation made.

B. Subject area V: Development and Environment

103. In his introductory statement, the representative of the Secretary-General of the Conference stated that the proposals on the subject of development and the environment put forward in the report of the Secretary-General were naturally of a general character. It was intended that more definite and detailed guidelines and action proposals should be formulated by the Conference secretariat on the basis of the views and recommendations given at the third session of the Preparatory Committee and at the regional seminars held on the subject.

104. In attempting to reconcile the goals of development with the goals of preserving and improving the environment, the representative of the Secretary-General of the Conference further stated that it was important to bear in mind the following basic considerations: concern for the environment should be an integral part of the development process; the limited resources available to developing countries could not be diverted from the urgent needs of development; the quality of life in developing countries was directly dependent on accelerated development; and measures adopted by the developed countries could have adverse consequences on the economies of the developing countries.

105. During the discussion, a large majority of representatives fully endorsed the work carried out by the Panel of Experts on Development and the Environment which met at Founex in June 1971. Many representatives were, moreover, prepared to endorse the recommendations of the Panel. Other representatives indicated that they had not completed examination of these recommendations and were not in a position to comment on them at that time. Still others indicated that they could not endorse the recommendations. Most representatives of the countries concerned supported the recommendations resulting from the regional seminars convened on the subject which, in turn, had used the report of the Panel of Experts as a basic working document. Some representatives regretted that the reports on the regional seminars on development and environment were not available in time, so that they could not express their views on them. One representative proposed that some of the ideas put forward in the report of the Panel of Experts should be incorporated in the Declaration of the Human Environment.

106. Many representatives, mainly those from the developing countries, pointed out that there should not be any basic contradiction between the goals of development for the developing countries and environment-oriented actions. A basic difference was nevertheless pointed out between the environmental problems that arose out of the process of development itself, and those related to the state of poverty of many of the developing countries. The basic solution for most of the latter problems could be achieved through an accelerated process of development. It was also recognized that, in the course of development, similar problems to those already existing in industrialized countries could occur. In those cases, preventive action could be taken in the light of the experience obtained by the industrialized countries.

107. It was stated further by many representatives from the developing countries that, in view of the limited resources at their disposal and in view of the goals for development set by the International Development Strategy for the Second United Nations Development Decade, developing countries were reluctant to divert their goals and resources to an area of lesser priority for them. It was however noted with approval by many representatives that the Panel of Experts not only understood the basic dilemma faced by the developing countries but also sought to find such areas of action where measures to overcome environmental problems could accompany plans for development. In that connexion, the need was emphasized for augmenting the resources available to developing countries by extending technical co-operation and financial assistance for the purpose of coping with their environmental

problems. Such assistance could also help in maintaining the order of priorities in their national development plans. Another area of concern about which the developing countries were apprehensive was the adverse effect which new standards and measures adopted by the developed countries in the area of the human environment could have on international trade. ^{1/}

108. Many representatives from the industrialized countries also endorsed the essential elements of the report of the Panel of Experts as a basis for the definitive work needed to resolve the issues concerned with development and the environment and expressed their agreement with the view that environmental factors should be considered within the framework of integrated economic and social development strategies. It was suggested by a few representatives that the secretariat might investigate the feasibility of an early warning system concerning national environmental policies or programmes which might have international repercussions.

109. Some of the representatives of the industrialized countries were of the opinion that the concept of sovereignty had to be respected, but that all countries shared the environment of the earth and environmental problems were, therefore, of universal concern, common to both developed and developing countries. Accordingly, proposals could be found for international action whereby the goals of development and the protection of the environment could be reconciled. A few representatives stated that some of the proposals for international action should be considered within the competence of other organizations such as UNCTAD or GATT. There were also many particular problems which were shared by certain countries in both groups.

110. One representative stated that, while understanding the apprehensions felt by developing countries regarding the question of development and the environment, the experience of the socialist countries demonstrated the possibility of reconciling the two elements under centrally planned policies.

^{1/} One delegation reserved its position on this paragraph.

Chapter VI

PREPARATORY WORK FOR COMMITTEE 3: PROGRESS REPORT
(Agenda item 6)

A. Subject Area III: Identification and control of pollutants and nuisances of broad international significance

(i) Research

111. It was decided that the priority research needs lay within the following five subjects - toxicology (especially chronic toxicology); marine pollution; quantitative terrestrial ecology; atmospheric science; and pollution control technology - and that concrete action proposals for the Stockholm Conference should be identified within these areas.

112. Toxicology: The Preparatory Committee agreed that research in the broad, multidisciplinary field of toxicology was of basic importance in view of the dependence of primary protection standards on toxicological information, which is most inadequate at present (e.g. dose-response curves and variations of susceptibility with age, climate and nutritional state). Studies of the effects of low-level exposure over long periods of time were considered to be of the highest priority. There was a need for better inter-calibration of techniques and a more rigorous theoretical basis for extrapolation of data from animal experiments to man. It was pointed out that it was difficult for the smaller countries to undertake the necessary very large-scale animal toxicity experiments and that there was a need for an international division of labour in this area. Finally, several delegations stressed the need for estimating the toxicities of pollutants for many species other than man.

113. Marine pollution: In view of the special scientific meeting to be held in October 1971 for the preparation of a "Global Investigation of Pollution in the Marine Environment" (GIPME) under the sponsorship of ACMRR, SCOR, ACOMR and GESAMP^{1/} as a major component in the Long-term and Expanded Programme of Oceanic Research (LEPOR), the Committee did not attempt to identify priority research needs in this area.

^{1/} ACMRR: Advisory Committee on Marine Resources Research (FAO);
ACOMR: Advisory Committee on Oceanic Meteorological Research (WMO/IOC);
SCOR: Scientific Committee on Oceanic Research (ICSU); GESAMP: Joint Group of
Experts on the Scientific Aspects of Marine Pollution (IMCO, FAO, UNESCO (IOC), WMO,
WHO, IAEA and the United Nations).

114. Quantitative terrestrial ecology: It was felt that there was a need for quantitative knowledge of the transfers of pollutants through environmental media, especially through food chains. Information of this kind was basic to the development of derived working levels, such as environmental quality standards. The representative of UNESCO reported that research in this area could be implemented as part of studies on ecosystem dynamics under the "Man and the Biosphere" programme of that Organization.

115. Atmospheric science: The Committee identified four priority areas: (1) natural causes of climatic changes; (2) transformation and transport of pollutants in the atmosphere; (3) man's impact on global climates; (4) and man's impact on local climates.

116. Pollution control technology: The Preparatory Committee pointed out the need for economic feasibility studies and for efficient exchange of information on technological research and development in this area.

117. The Committee emphasized that efficient information exchange through an adequate referral system on existing and future research activities in all the above areas was urgently required.

118. In view of the multidisciplinary approach required for many of the priority research areas identified by the Preparatory Committee, a need was recognized for increased co-operation in research activities and integration of results amongst all organizations concerned.

119. Because of the important link between research and information dissemination, the Committee agreed that there should be provision in the action plan for research on methods of interpretation and analysis, so that research results could be presented in the form required by decision makers in developing environmental policies and programmes.

(ii) Marine pollution

120. The Committee reviewed the progress report on the Intergovernmental Working Group on Marine Pollution (IWGMP) which met in London from 14 to 18 June 1971 at the invitation of the Government of the United Kingdom. It was noted that the report of the IWGMP on its first session was an acceptable basis for the Working Group's second session, which will be held at Ottawa from 8 to 12 November 1971 at the invitation of the Government of Canada.

121. The Committee received a revision of the proposal of the United States of America for a convention on the regulation of transportation for ocean dumping first submitted at the IWGMP session in London as a basis for the further discussion of that subject at the second session. The draft had been revised in the light of comments made at the first session.

122. During the debate delegations commented briefly on the substance of the Draft Convention for Ocean Dumping in view of the forthcoming meeting of the IWGMP. Some representatives expressed general support for the document. Others expressed various reservations and one, with a degree of support,^{1/} pointed out, inter alia, that it entailed:

- (1) a complex administrative machinery not always justified in view of the stage of development of the country concerned;
- (2) a system of licensing which in fact legalized the practice of the dumping under subjective criteria defined solely by the State undertaking the dumping without due consideration for the rights of States most liable to suffer from it.

123. Some delegations considered that it would be premature for the Stockholm Conference to try to finalize conventions or binding legal provisions. This would be an objective to achieve in due course following the Conference, but should not prevent the Conference from trying to achieve agreement on guiding concepts. Other delegations said that measures to control the dumping of wastes at sea were also a necessary step towards the protection of the marine environment and would be a desirable achievement for the Conference.

124. The Committee also took note of the offer made at the London meeting by the delegation of Canada to submit a working paper on suggested guiding principles for the preservation of the marine environment and the prevention of marine pollution. In keeping with that undertaking a working paper was informally submitted to the Committee as advance information only and to facilitate discussion on this subject at the IWGMP meeting in Ottawa.

125. The representative of the Secretary-General of the Conference advised the Committee that at the second session of the IWGMP there would be a further consideration of the constituent elements of a comprehensive plan to preserve the marine environment which was begun at the first session. The Committee was also informed that the recommendations of the IWGMP and the IWG on Monitoring regarding the Intergovernmental Oceanographic Commission (IOC) could be considered at the next session of IOC in early November and that the relevant sections of the report of this IOC meeting could be made available at the IWGMP meeting in Ottawa.

^{1/} One delegation wished to have it put on record that it held certain reservations regarding this paragraph.

126. It was also proposed that in view of the complexity of the work undertaken by the IWCMP, additional sessions would probably be required. It was therefore suggested that the feasibility of holding future sessions be investigated.

127. The Committee discussed the relationship and identification of responsibilities of the three future conferences - Human Environment, IMO, and Law of the Sea - especially as regards the preparation of conventions. It was stated that IMO had already initiated its programme concerning pollution from ships, vessels and other equipment; that not all of the objectives for the Law of the Sea Conference had been clearly established; and that, for the time being, the United States draft convention was the only convention being considered in the IWCMP for the Stockholm Conference. Some delegations expressed the view that, in the Preparatory Committee or in the General Assembly, direction should be given as to the co-ordination of work between the Committee on the Peaceful Use of the Sea-Bed and Ocean Floor and the Sub-soil Thereof Beyond the Limits of National Jurisdiction and the Preparatory Committee of the United Nations Conference on the Human Environment, in particular, in regard to the draft convention on the regulation of transportation for ocean dumping, submitted by the United States of America. In this connexion, it was suggested by some delegations that the continental sources of pollution of the sea be the subject for consideration at the Stockholm Conference.

iii) Monitoring

128. The Committee reviewed the progress of the work of the Intergovernmental Working Group on Monitoring (IWGM) on the basis of document A/CONF.48/PC.11/Add.1 which listed the principles and objectives of monitoring as identified by the IWGM, and summarized the recommendations contained in the report of the IWGM.

129. It was noted that the report called for further action before the task outlined by the Preparatory Committee at its second session¹ could be considered to have been fulfilled, since cost estimates had not been attached to any of the recommendations, relative priorities had not yet been assigned to them and the institutional arrangements required to ensure that any programmes resulting from the recommendations would be carried out in a co-ordinated manner had not yet been indicated.

¹ A/CONF.48/PC/9, paras. 46-48.

130. The representative of the Secretary-General of the Conference indicated that, to complete the task, the following action was required:

- (a) Information would be sought from components of the United Nations system regarding the cost that the implementation of the recommendations would involve for the system and regarding the co-ordination within the system and with other organizations that such implementation would require;
- (b) On the basis of the information thus obtained and in consultation with components of the United Nations system, the Secretary-General of the Conference would prepare the study referred to in paragraph 12 of document A/CONF.48/PC.11/Add.1 and in more detail in the report of the IWGMI;
- (c) The report of the IWGMI would be sent to all States Members of the United Nations with a request for comments on the recommendations and particularly on their relative importance and urgency;
- (d) Members of the IWGMI would also be asked to express their views on the need to hold a further session of the Group;
- (e) In the light of the replies and of the possibility of servicing meetings, the Secretary-General of the Conference would decide whether or not to convene a further session of the IWGMI which would examine priorities for monitoring activities on the basis of the comments received from Member States of the United Nations and the cost estimates obtained from components of the United Nations system.

131. In the course of the discussion, delegations emphasized the need to exploit to the fullest networks already in existence; to define the purpose of any monitoring activity before it is undertaken; to secure data relevant to the assessment of risks and the identification of critical pathways; to select among the recommendations those having highest priority; and to give highest priority to problems of global import.

132. The Committee noted the contribution that the specialized agencies had made to the work of the IWGMI by means of the joint report summarizing their current and planned activities in the field of monitoring of the environment. It was emphasized that, while the contribution of the International Council of Scientific Unions (ICSU) had been significant, no further requests on the problem of monitoring need be directed to it or its subsidiary bodies before the Conference.

(iv) Environmental quality control

133. In reaching the following conclusions and recommendations, the Committee stressed the fundamental importance of the development of criteria and, in some cases, of primary protection standards for the planning of any environmental quality programme.

It also emphasized that research, the improvement of control technology, and the development of criteria and standards formed an unbroken cycle. Constantly increasing scientific knowledge on the effects of pollutants necessitated the continual review of these criteria and standards. Monitoring also provided an essential component in that review.

151. For purposes of clarity in its report and to encourage more uniform usage in the future, the Committee decided to define some of the terms in general use in the field of environmental quality control as follows:

A. Basic terminology:

- (i) Exposure: The amount of a particular physical or chemical agent that reaches the target.
- (ii) Risk: The expected frequency of undesirable effects arising from a given exposure to a pollutant.
- (iii) Target (or receptor): The organism, population or resource to be protected from specified risks.

B. Criteria: The quantitative relations between the exposure to a pollutant and the risk or magnitude of an undesirable effect under specified circumstances defined by environmental variables and target variables.

C. Standards:

- (i) Primary protection standard: An accepted maximum level of a pollutant (or its indicator) in the target or some part thereof, or an accepted maximum intake of a pollutant into the target under specified circumstances.
- (ii) Derived working levels: Maximum acceptable levels of pollutants in specified media other than the target designed to ensure that under specified circumstances a primary protection standard is not exceeded.
- (iii) Derived working levels are known by a variety of names, including environmental or ambient quality standards, maximum permissible limits and maximum allowable concentrations. When derived working levels apply to products such as food or detergents, they may be known as product standards.

The maximum acceptable release of a pollutant from a given source to a specified medium under specified circumstances may be termed a discharge (or effluent or emission) standard or a release limit.

In order to meet such discharge standards or release limits, it may be necessary to set various types of technological standards or codes of practice concerned with the performance and design of those technologies or operations leading to the release of pollutants.

(iv) Action level: The level of a pollutant at which specified emergency countermeasures such as the seizure and destruction of contaminated materials, evacuation of the local population or closing down of the sources of pollution are to be taken.

135. The Committee recommended that these definitions be taken into account by the Secretary-General of the Conference in preparing the glossary of environmental terms.

136. While it was not considered appropriate to attempt to set new international standards at the Conference in the light of those definitions, it was felt that Conference recommendations should provide the conceptual framework for subsequent actions to develop environmental quality control for pollutants and nuisances at the national or, where appropriate, regional or international level. The framework should provide for action in the short term as well as the long term and due stress should be laid on the application of the best available and economically feasible abatement technologies. It should be axiomatic that levels of pollutants be kept as low as readily achievable, social and economic factors being taken into account.

137. The action plan for the Conference should emphasize the importance of an international exchange of information on criteria as a basis for the development of standards at the national level. As a means of achieving this, there could be a referral system which would identify, utilize and facilitate co-ordination of existing and future national and international information systems. In addition, it would be useful to have periodic assessments of the criteria information as required by competent scientists at the international level so that the criteria may gain international recognition.

138. Since all countries would be expected to make use of the criteria, the criteria should take account of the many variables which might be expected to affect their application by Governments in their establishment of standards. In different countries there might be a different balance between the risks of a practice (as defined by the criteria) and the social and economic benefits of that practice; therefore different standards might be adopted in different countries. It was considered important, however, that national terminologies in environmental quality control should be compatible in order to facilitate comparisons between national standards. It would be useful to establish an international exchange directory of sources of information about national standards, existing and proposed.

139. It was recognized that there were at present only a very limited number of primary protection standards that were adopted internationally. It was recommended that the feasibility and the means of adding to these, when appropriate, be examined.

140. The international economic implications of different national standards of environmental quality should also be examined.

141. There should be international programmes of intercalibration of analytical procedures so that comparable data can be obtained.

142. Finally, the Committee agreed that priority should be given to international discussions on the relative success of national environmental quality control measures, since action at the national level is of prime importance.

B. Subject Area VI: The international organizational implications of action proposals

143. The Committee had a preliminary discussion on institutional arrangements. Some delegations commented in a preliminary and general way on the problem; others thought it should be discussed fully at the plenary level;^{1/} some delegations submitted their views in writing. A number of delegations expressed views on the subject. Still other delegations reserved the right to express their views fully at a later stage.

144. The Committee expressed general agreement with the criteria which the Secretary-General of the Conference had proposed for its guidance, as set forth in paragraph 222 of A/CONF.48/PC.11. Some members, however, expressed their views on the emphasis given by those criteria. One member felt that under criterion (g), stress should be placed on the United Nations role in encouraging, rather than providing, strong capabilities at the regional level.

145. In the discussion of the criteria, members particularly stressed the importance of ensuring that form should follow function. It was thus considered appropriate for a full discussion of organizational implications to take place at the fourth session of the Preparatory Committee, after the action plan had been prepared. Several members, however, stressed the importance of early preparation and distribution of a secretariat paper setting forth institutional alternatives in a clear and concise manner for governmental consideration and decision.

^{1/} It should be noted that this part of the report refers to discussions which took place in a sessional working group.

146. Among the considerations which members of the Committee felt should be included in such a paper was the need for flexibility of arrangements. The options of Governments should be kept open so that institutional arrangements established in the context of the Conference would be adaptable enough to accommodate the decisions of future intergovernmental meetings on environmental matters.

147. With regard to preferences for actual institutional arrangements to be adopted, several delegates noted that that was properly the concern of the Committee at the plenary level.^{1/} A number of delegates pointed to the need for an intergovernmental body to co-ordinate the environmental activities of the United Nations system, and for secretariat support for and scientific advice to such a body. Several delegates felt that initially such an intergovernmental body should have a relationship to other United Nations bodies similar to that of the Preparatory Committee. Others stressed the need to evolve intergovernmental co-ordinating arrangements within the Economic and Social Council framework, especially in view of the considerable economic and social implications of future environmental activities. Several delegations felt that co-ordination might be too ambitious a task in the light of precedents and suggested that a "light" structure - whatever its nature - might be enough for the purpose of orienting and organizing the work of the specialized agencies.

148. As regards co-ordination of existing and future environmental programmes of the United Nations and the specialized agencies, some delegates expressed the view that that problem could largely be solved by the designation of existing specialized agencies and other United Nations bodies to have principal responsibility for certain fields of activity and that the capacities of the present agencies and bodies were capable of expansion to handle any new environmental activities which the United Nations system might be called upon to undertake. Other delegations stressed the need to establish a mechanism of co-ordination, under the United Nations General Assembly, which would have the authority to devise policies for the effective co-ordination of work within the United Nations system. It was also recommended that the Preparatory Committee should receive, before its fourth session, a concise summary of the joint consolidated document prepared by the ACC on current and planned activities and capacities of the existing United Nations bodies in relation to environmental issues.

^{1/} It should be noted that this part of the report refers to discussions which took place in a sessional working group.

Chapter VII

DECLARATION ON THE HUMAN ENVIRONMENT

(Agenda item 7)

149. The Preparatory Committee considered the progress achieved in drafting the Declaration on the Human Environment, in the light of the report of the Intergovernmental Working Group on the Declaration.^{1/} Members of the Preparatory Committee paid tribute to the work of the Bureau of the Intergovernmental Working Group. There was general agreement that the object of the discussion of the report at the present session of the Preparatory Committee was not to engage in a redrafting exercise but to give guidance for further work on the draft Declaration.

150. A number of delegations indicated their general approval of the text proposed by the Intergovernmental Working Group as a first draft. Other delegations raised a number of questions concerning the form and content of the draft and expressed a need to re-examine the matter. In this connexion, it was recalled that some delegations had not been able to participate fully in the first session of the Intergovernmental Working Group because it coincided with other important meetings. All members shared the hope that this situation would not arise again and that the developing countries would participate fully in any future work on the draft Declaration.

151. There continued to be general agreement in the Preparatory Committee that the Declaration should be concise and inspirational, embodying the aspirations of the world's peoples for a better environment, and that it should not include specific guidelines for action which would find their place elsewhere in the programme of the Conference. However, there was still a difference of views on the extent to which the Declaration should attempt to incorporate principles indicative of not only the rights of States but also their responsibilities in the exercise of these rights. These different views had emerged at the second session of the Preparatory Committee and had not been resolved in the Intergovernmental Working Group.

152. Several members felt that the Declaration should be general and pragmatic, that it should avoid detailed formulations and that it should not attempt to solve particular contentious issues. The general view of these delegations was that an over-ambitious

^{1/} A/CONF.48/PC.12

Declaration would be an ineffective one. A number of delegations said that the Declaration should not include binding legal obligations. Other members considered that the Declaration should not consist of mere exhortations but should recognize the responsibility of States to protect the environment and provide guidance for action by States, thus serving as a basis for future treaties and other agreements. One of these delegations considered that the present draft did not go far enough in the direction of establishing responsibilities and that it should not be further weakened by a search for compromises.

153. Some members suggested that the views of those who were in favour of a concise Declaration could be reconciled with those who wished the Declaration to prescribe commitments by drafting the Declaration in the form of an introduction to the action plan which would be adopted at Stockholm. Other delegations also felt that the Declaration should be complementary to the action plan and one suggested that no attempt at redrafting the Declaration should be made until the content of the action plan was known.

154. There was general agreement that the Declaration should be based on well-established principles of international law, notably those embodied in the United Nations Charter, including the principle of national sovereignty and international co-operation. Some members felt that the present draft was deficient in this respect, in that it contained propositions that ran contrary to national sovereignty, in particular those which referred to the exploitation of natural resources and to population growth. It was pointed out by some speakers that national sovereignty was the only basis for international co-operation.

155. Some members felt that the whole document should be redrafted. Instead of a limitative approach in relation to the freedom of developing countries in the use of their natural resources, it should contain an inspirational message that would mobilize the whole world towards a more equitable distribution of income and a better global environment for all peoples. In this connexion, one delegate stated that his interpretation of the term "conservation", which had been used in a pejorative sense in the discussions, did not equate that term with mere preservation but with the application of scientific knowledge to the wise management of natural resources.

156. Another point on which there was agreement was that the Declaration should stress the principle that concern for the environment did not in any way conflict with the objectives of economic and social development but was indeed a part of those objectives.

Several members stressed the need for the Declaration to reflect the fundamental distinction between the environmental problems typical of industrialized countries and those typical of developing countries. These representatives also stated that measures to protect the environment should not involve any additional economic burden on developing countries. One member expressed the opinion that the present draft contained anti-development views. Another member pointed out that the report of the panel of experts on development and environment, which had not existed when the Intergovernmental Working Group met in May, contained the basis for a formulation which could reconcile the needs of development with those of the environment.

157. In expressing their opposition to the inclusion of obligatory provisions in the Declaration, some delegates emphasized that this opposition did not preclude the conclusion of bilateral or multilateral agreements between States on the basis of equality.

158. Several members insisted that the Declaration should cover the question of additional financial assistance to developing countries and that of transfer of technology.

159. A number of delegations of States members of the Preparatory Committee and of States represented by observers made specific suggestions concerning the drafting of the Declaration. Some of these, taking account of the general opinion that the present draft fell short of its function of being inspirational, recommended that the Conference secretariat should engage the services of a professional writer to improve the language of the Declaration once the substance had been agreed. This suggestion was not acceptable to one representative, who felt that the normal process of negotiation was the only way to produce a satisfactory draft.

160. Other suggestions concerned the need for a definition of the term "human environment", the desirability of placing increased emphasis on the rights and responsibilities of the individual and the possible extension of the concept of the environment so as to embrace all living beings and not only humans. One delegate suggested that the Declaration should consist basically of a clear statement of a

universal goal to which all peoples could subscribe; he proposed a form of words for such a statement.^{1/} Another suggestion was made that the words "physical working conditions" in the draft be replaced by "working environment".

161. One representative suggested that the drafting process should first concentrate on reaching agreement on principles and then go back to the preamble. He also suggested that the progression of ideas in the Declaration should start with the individual level and go on to the national and then the international levels.

162. One delegation drew the attention of the Preparatory Committee to a meeting of developing countries in Lima (Peru), starting at the end of October. He suggested that, in view of the likelihood that the preparations for the Conference and particularly the Declaration would be discussed at that meeting, the continuation of the drafting process should not start until the results of that meeting were known.

163. A number of delegations in discussing the arrangements for future work on the Declaration recommended that the Secretary-General of the Conference should play a more active part in that work.

164. The Secretary-General of the Conference made a statement of the financial implications of convening a second session of the Intergovernmental Working Group on the Declaration in New York early in 1972.^{2/}

Conclusion

165. The Committee recommended that the Intergovernmental Working Group on the Declaration on the Human Environment should continue its work and meet again in formal session in New York from 5 - 14 January 1972. The purpose of the session would be to develop further the draft preamble and principles of the Declaration. This work would be based on, but not confined to, the draft contained in annex I of A/CONF.48/PC.12, taking into account the views expressed at the third session of the Preparatory Committee and any pertinent discussions and decisions of the 26th session of the General Assembly.

^{1/} The proposed text was: "The ultimate goal of mankind should be so to adjust the physical and biological condition of the biosphere, in so far as we are capable of doing so, that the human race can live now, and continue to live, with enjoyment of the greatest possible health and happiness."

^{2/} Assuming that the meeting would be held in New York from 5 - 14 January 1972, the financial implications were estimated at \$16,000, on the basis of 150 pages of pre-session and 50 pages of in-session documentation and a report of approximately 20 pages, in four languages. Interpretation in four languages would be provided.

Chapter VIII

REPORT ON THE STATE OF THE HUMAN ENVIRONMENT
(cont'd.)

166. Several delegations referred to the importance of the Report on the State of the Human Environment, which should provide a comprehensive framework for the consideration of specific action proposals at the Conference. A number of these delegations said that it was important for the report to reflect the special problems of the developing countries, as well as those of the industrialized countries, and that contributions of experts from developing countries should be sought in the preparation of that document. One of those delegations said that the report should take account of the analysis of the relationship between the environment and economic and social development contained in the report of the panel of experts on development and environment.

167. One representative suggested that there should be a real link between the preparation of the Report on the State of the Human Environment and the formulation of action proposals for consideration by the Conference, and suggested that the Secretary-General of the Conference should take a more active part in ensuring this relationship. Some representatives observed that the report was being prepared with the collaboration of distinguished experts but without the participation of Governments: they suggested that intergovernmental participation in this very important part of the preparations for Stockholm could still be envisaged.

Chapter IX
PUBLIC INFORMATION PROGRAMME
(Agenda item 9)

168. In introducing the discussion of the public information programme, on the basis of chapter VII of document A/CONF.48/PC.11, the Secretary-General of the Conference informed the Committee of the favourable and widespread press coverage which had been given to the regional seminars on development and environment. He stressed the importance of alerting government information services to the Conference so that they could contribute to the build-up of information prior to Stockholm.

169. A number of speakers referred to the importance of stimulating world public opinion so that it might facilitate the achievement of the objectives of the Conference. It was observed that, while the subject of the environment had attracted the attention of mass media and of public opinion, there was very little public awareness of the role of the United Nations system in the environment field. It was suggested that public information activities should be geared to stimulating such awareness in the coming months in preparation for the Conference itself.

170. One delegation said that it was important that public information activities should be continued after the Conference and asked the Secretary-General of the Conference if funds were available for this purpose. In reply, the Secretary-General of the Conference stated that, although funds were not presently available, he hoped that they would be forthcoming.

171. Another representative asked that attention be given by the secretariat to the briefing of specialized audiences which could exert a positive influence on Governments in their preparations for the Conference.

172. One delegation stressed the need to avoid the illegitimate insertion in the public information programme of the Conference of misinformation generated in certain areas whose scientific basis and doubtful purposes could only create suspicion and jeopardize the preparations for the Conference.

Chapter X
CONFERENCE ARRANGEMENTS
(Agenda item 10)

A. Participation of non-governmental organizations in the Conference

173. The discussion of this question was based on the suggestions made by the Conference secretariat in paragraphs 244-247 of document A/CONF.48/PC.11 concerning arrangements for the invitation and participation of non-governmental organizations. These suggestions met with the broad consensus of the Preparatory Committee. It was noted that all facilities normally available to non-governmental organizations at United Nations conferences would be available in Stockholm.

174. The Preparatory Committee also considered the question of additional facilities for non-governmental organizations and other interested groups which would be made available by the Swedish authorities in Stockholm.

175. The representative of Sweden described the arrangements which were envisaged, including the special arrangements made for interested non-governmental organizations, institutions, groups and private citizens that would not be able to participate formally in the Conference but would nevertheless wish to organize certain activities in connexion with it. In order to provide a site for such activities, the Swedish Government had decided to make available the premises of the Stockholm Tennis Stadium.

176. It was agreed that, while the programme of activities undertaken by interested non-governmental groups should properly be organized and financed by those groups, the management of the facilities available in Stockholm would be the responsibility of an appropriate Swedish non-governmental organization.

177. It was also agreed that it would be useful for the Conference secretariat to play an advisory role in this process. It was envisaged that any non-governmental body interested in organizing activities at Stockholm should submit its proposals in writing to the Conference secretariat, which would in turn consult an advisory panel on non-governmental organizations, which is being established, on the content of the programme put forward. After consideration by this advisory panel, the proposal, together with the views of the panel, would be transmitted by the Conference secretariat to the Swedish organizing body.

B. Draft rules of procedure for the Conference

178. The Preparatory Committee considered the draft rules of procedure contained in document A/CONF.48/PC.III/CRP.1^{1/} in the light of the explanatory notes contained in paragraphs 248-257 of the report of the Secretary-General (A/CONF.48/PC.11).

1/ A revised version of this document was issued in the course of the session.

179. A number of amendments were proposed by delegations for the consideration of the Preparatory Committee. A general consensus of the Preparatory Committee was reached on the amended text of the draft rules of procedure which is contained in Annex IV. However, several delegations made it clear that, while they accepted the general consensus, they wished their positions upon certain points to be recorded in the present report.

Rule 3: Submission of credentials

180. Agreement upon the text of Rule 3 was reached on the understanding that it permitted the transmission of credentials according to normal procedures.

Rule 6: Election (Officers)

181. In connexion with Rule 6, it was agreed that, while the principle of electing officers should be maintained, elections should proceed as expeditiously as possible, so as to minimize that part of limited time available to the Conference devoted to procedural matters. The hope was expressed that the procedure of elections by secret ballot could be dispensed with and that agreement upon the officers to be elected could be arrived at before the Conference through informal consultations. It was recognized that the introduction of provisions for electing officers required the addition of rules concerning voting in elections; these additional rules would be patterned on those of the General Assembly, but would provide for the possibility of waiving the requirement for a secret ballot.^{1/}

Rules 24-26: Adjournment and closure of debate and suspension or adjournment of meeting

182. It was noted that these rules were subject to the provisions of Rule 18 which imposed the President to propose to the Conference the limitation of time to be allowed to speakers.

Rule 31: Reconsideration of proposals

183. One representative expressed reservations concerning the wisdom of retaining this rule, since he felt that reconsideration would not be feasible in a conference of such limited duration.

Rules 33 and 34: Required majority and meaning of the expression "representatives present and voting":

184. Several suggestions were made concerning the formulation of the rule concerning the required majority for decisions of the Conference and the discussion of the definition of the term "representatives present and voting" was linked with the question of the required majority. Three main questions emerged from the discussion:

(a) Whether a two-thirds majority should be required for decisions of substance or whether a simple majority should be sufficient for all decisions;

1/ See Rules 40-42 in Annex IV.

187. The question of "representatives present and voting" should be extended to cover the alternative "representative or voter".

188. It was further agreed that the majority should be based on the basis of representatives present and voting of the representatives participating in the Conference. The Chairman, however, felt the majority should be on the basis of all representatives, present and voting, including those abstaining and that the requirement of "representatives present" for substantive decisions should be retained. All those representatives who were in agreement of representatives present and voting for all decisions should interpret the term "representatives present and voting" in the substantive sense which is a "voted" abstention. Both these proposals were later withdrawn by the representatives concerned who joined in support of the proposal of another representative to the effect that all decisions of the Conference should be taken by a simple majority of representatives participating in the Conference.

189. The proponents of this latter suggestion emphasized that their object in putting it forward was to ensure that the majority required for any decision would be a genuine one in the relation to the number of States participating in the Conference. It was argued against this view that this formula would allow representatives to block decisions by abstaining themselves from a vote and that it could be an inducement to inactivity.

190. A majority of members participating in the discussion favoured the formulation contained in the draft put forward by the secretariat which provided for a two-thirds majority of representatives present and voting for decisions on matters of substance and a simple majority for decisions on matters of procedure. They pointed out that this formula had worked well throughout the existence of the United Nations.

191. It was finally agreed that the texts of rules 33 and 34 recommended for approval by the General Assembly should consist of the drafts as included in the original suggestion by the secretariat.

Participation in the Conference other than by representatives of Governments

192. The Proprietary Committee considered the drafts of rules 54-56^{1/} as contained in the draft by the Conference secretariat together with two additional drafts proposed by members of the Proprietary Committee.

One of these additional drafts was as follows:^{2/}

"Technical Advisers"

With a view to securing the widest possible technical representation, the Secretary-General of the Conference may invite any expert to attend, without the right to vote, the public meetings of the Conference and its main committees. Upon the invitation of the Chairman these experts may make oral statements in the main committees."

^{1/} Numbered 57-60 in the revised text (Annex IV)

^{2/} The draft was proposed as the last rule in chapter IX of the rules.

191. A member of the delegation supported this proposal, emphasizing that its objective was to broaden the possibility for the range of technical expertise available to the Conference. However, it was suggested by another other representative who pointed out that the Conference was meant to be of the UN member governments and that the introduction of third parties would right away bring up the question of the Conference.

192. In proposing the former addition and draft, the representative concerned expressed the view that the proposed rule on "the widest possible" was not necessary and that rules 53 and 54 of the draft submitted by the former draft could be deleted since they raised the question of participation which had to be decided by the General Assembly. This proposal provoked the amendment of these rules by a new rule as follows.

"Participation in the functions of the Conference"

"Article 53. The invitation of the President of the Conference or Chairman of the main Committee, a. a. o., delegations, delegates, experts, representatives of United Nations specialized agencies and the IAEA, as well as observers for intergovernmental organizations within the United Nations system or non-governmental organizations, upon the participation of which the General Assembly will accept the capacity, will make oral statements."

193. One other delegation supported this proposal and others pointed out that the General Assembly had already decided upon the principle of the participation in the Conference of specialized agencies, intergovernmental organizations and non-governmental organizations.

194. After the ensuing discussion the delegation which had proposed the two new texts then insisted on them, on the understanding that they would be fully reflected in the present report and that the question of participation in the Conference would be considered by the General Assembly.

Role 54. Representative of United Nations specialized agencies and the International Atomic Energy Agency (IAEA)

195. One representative pointed out that the draft of rule 54^{1/} did not include the necessary provision for the circulation of written statements by the United Nations specialized agencies and the IAEA. He suggested that this omission should be remedied and that, in order not to impose any unnecessary burden on the Conference secretariat, specialized agencies wishing to circulate written statements should be required to make them available in all the working languages of the Conference.

196. The representative of the Food and Agriculture Organization of the United Nations, speaking on behalf of the other United Nations specialized agencies present, suggested that the circulation of brief written statements by the agencies would contribute to the smooth running of the Conference, especially as the agencies might be expected to have

^{1/} Renumbered rule 51 in the revised draft in Annex IV.

to express their opinion on representations by the Conference involving the assumption by them of new responsibilities. It was felt that standard provision for the circulation of written statements were in conformity with an express provision of the Conference to 'work in the United Nations and the specialized agencies.'

196. The Secretary-General of the Conference explained that the United Nations Environment Programme and the IAEA were participating fully in the preparations for the Conference and had been the major source of the basic documentation for it. In addition, he recalled that the Conference would have before it a special paper prepared by the Administrative Committee on Coordination outlining existing environmental plans, programmes and responsibilities within the United Nations system.

197. In reply to the question whether the formulation of rule 54 provided for the participation in the Conference of United Nations bodies other than the specialized agencies and the IAEA (i.e. UNEP, UNTAD and UNEDO), it was pointed out that such bodies, being part of the United Nations Organization, would automatically be entitled to participate in any United Nations Conference.

198. The text of rule 54 was then agreed upon in the form in which it had originally been drafted by the secretariat.^{1/}

Summary records

199. It was noted that while the proposed rules of procedures did not provide for summary records for the Conference, this did not prejudge any decision which the General Assembly might take on the matter. It was further noted that the provision of summary records would have significant financial implications which could best be considered by the General Assembly.

Conclusion

200. In light of the above discussion, the Preparatory Committee recommended that the draft rules of procedure contained in Annex IV to the present report be approved by the General Assembly at its twenty-sixth session.

^{1/} Renumbered rule 57 in the revised draft in Annex IV.

Chapter XI

OTHER BUSINESS

(Agenda item 12)

A. Non-United Nations intergovernmental organizations

201. In reply to a question, the Secretary-General of the Conference indicated that so far the twelve following non-United Nations intergovernmental organizations had been invited to attend the meetings of the Preparatory Committee as observers and would be invited to be represented in the same capacity at the Conference itself: African Development Bank, Asian Development Bank, Caribbean Development Bank, Council for Mutual Economic Assistance, Council of Europe, European Economic Community, Inter-American Development Bank, League of Arab States, Organisation for Economic Co-operation and Development, Organization of African Unity, Organization of American States, Regional Co-operation for Development.

202. He also reported that the two following organizations had expressed interest in sending observers to the Conference: East African Community, International Joint Commission (Canada - United States).

203. He suggested that, should they express their interest to the Conference secretariat, all non-United Nations intergovernmental organizations which had previously been invited to send observers to other United Nations Conferences or which had established a formal relationship with other United Nations organs could also be invited to be represented by observers at the Conference.

204. The Preparatory Committee agreed with the suggestion of the Secretary-General of the Conference.

B. Study of national environmental legislation

205. The Conference secretariat circulated a preliminary note containing the first report of a consultant who was preparing a study of national environmental legislation.^{1/} The purpose of circulating the note was to inform Governments of the progress achieved in the study, to enable them to check its accuracy and to provide additional information, and to seek their advice on the continuation of the study.

206. Several representatives expressed the view that the study would need considerable reorientation before being carried further.

207. It was agreed that the report should be circulated to member Governments in order that they might submit their views to the Conference secretariat on the advisability of continuing the work on this subject and the orientation it would require if continued.

C. Closing remarks by delegations

208. In his closing remarks on the business of the session, one representative commented on the priority areas of concern as seen by his delegation. He expressed the belief that the Stockholm Conference would be in a position, in light of the preparatory work now going on, to approve conventions on several important topics and open them for signature. He was sure that other delegations would join in assisting the preparatory groups and intergovernmental working groups so as to assure that the conventions would be ready for appropriate action at Stockholm.

ANNEXES

Annex I

Agenda for the third session of the Preparatory Committee

1. Procedural matters
 - (a) Opening of the session
 - (b) Adoption of the agenda
 - (c) Organization of the work of the session
2. General discussion
3. Report on the State of the Human Environment
4. Report on Committee I
 - (a) Level II proposals
 - (b) Training
 - (c) Exchange of information
 - (d) Report on Intergovernmental Working Group on Conservation
(New York, 14 September 1971)
5. Report on Committee 2
 - (a) Level II proposals
 - (b) Report on Intergovernmental Working Group on Soils
(Rome, 21-25 June 1971)
 - (c) Gene pools
6. Report on Committee 3
 - (a) Level II proposals
 - (b) Report on Intergovernmental Working Group on Marine Pollution
(London, 14-18 June 1971)
 - (c) Report on Intergovernmental Working Group on Monitoring
(Geneva, 16-20 August 1971)
7. Declaration on the Human Environment
8. Regional seminars on development and environment

9. Public information

10. Conference arrangements

- (a) Participation of non-governmental organizations
- (b) Draft provisional rules of procedure

11. Future meetings of the Preparatory Committee

12. Other business

13. Adoption of the report of the Preparatory Committee on its third session.

Annex II

List of participants

A. Members of the Preparatory Committee

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Embajador
Ministerio de Relaciones Exteriores y Culto

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Gerente de Protección Radiológica y Seguridad de la Comisión
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J.E. Fleming
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Ministry of Health

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S. Orcic
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ZAMBIA

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A.K. Siuchimba
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Minister Counsellor
Permanent Mission to the United Nations

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Australia

H. C. Webster
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Liberia

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Permanent Mission to the United Nations

Malaysia

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First Secretary
Permanent Mission to the United Nations

A. Kadir
Second Secretary

Mongolia

N. Tsogtyn
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United Nations Industrial Development Organization (UNIDO)

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Universal Postal Union

M. Regan
United States Postal Service

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Chief, Scientific Programmes and Techniques Division

Inter-Governmental Maritime Consultative Organization (IMCO)

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International Atomic Energy Agency (IAEA)

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B. Hammad

Organization for Economic Co-operation and Development (OECD)

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Head of Publication Centre, Washington

D. Roderick
Director of Environment, Paris

Organization of American States (OAS)

H.O. Salzman
Director, Office of Liaison and Co-ordination

K.P. Rodgers
Director, Office of Regional Development

P. Huber
Chief, Division of Urban Development

B. Orejas-Miranda
Senior Specialist, Department of Scientific Affairs

G. Non-governmental Organizations

All-India Women's Conference

Mrs. S. Achaiga

Chamber of Commerce of the United States of America

F. T. Ostrander

Eastern Regional Organization for Public Administration

C.S. Ascher

Friends World Committee for Consultation

B. Hollister

Inter-American Planning Society

C.S. Ascher

International Confederation of Free Trade Unions

H. Umrath

International Council of Jewish Women

Mrs. B. Abraham

K. Levey

International Council of Scientific Unions

T.F. Malone

International Federation for Housing and Planning

C.S. Ascher

International Federation of Business and Professional Women

Mrs. E.W. Hymer

International Federation of University Women

Mrs. R.A. Bell

Mrs. P. Campbell

International Institute of Administrative Sciences

C.S. Ascher

International Movement for Fraternal Union Among Races and Peoples

E. Schaffler

International Organization of Consumer's Unions

Mrs. P. Campbell

W. Schirmer

International Union for Conservation of Nature and Natural Resources

R.N. Gardner

F.G. Nicholls

International Union of Local Authorities

C.S. Ascher

League of Red Cross Societies

Mrs. J. Sheppard

Pax Romana

Mrs. E. Egan

World Alliance of Young Men's Christian Associations

J.E. Sproul

World Association of Girl Guides and Girl Scouts

Mrs. J.P. Reiner

World Society of Ekistics

Mrs. H. Reurs

World Union of Catholic Women's Organizations

Miss A. Zizzamia

World Young Women's Christian Association

J.E. Sproul

M.G. Foresyth

* * *

Commonwealth Human Ecology Council

Mrs. Z. Daysh

International Youth Conference on Human Environment

Miss Nguyen Thai Thanh

M. Chtaini

J. Hurtubia

R. Lanier

R. de Miller

A. Pearce

S. Reeves

R. Vincent

J. Wiredu

Annex III

List of documents submitted to the Preparatory Committee at its third session

A/CONF.48/PC.10	Provisional agenda
A/CONF.48/PC.11	Report of the Secretary-General
- Add. 1	Intergovernmental Working Group on Monitoring: Progress report
- Add. 2	Regional seminars on development and environment
-- Add. 3	Intergovernmental Working Group on Conservation: Progress report
A/CONF.48/PC.12	Report of the Intergovernmental Working Group on the Declaration on the Human Environment
	* * * *
A/CONF.48/PC.III/CRP.1 and CRP.1/Rev.1	Draft rules of procedure of the United Nations Conference on the Human Environment
A/CONF.48/PC.III/CRP.2	Provisional list of participants
A/CONF.48/PC.III/CRP.3	Pollutant release limits
A/CONF.48/PC.III/CRP.4	Suggested schedule of meetings - Note by the Bureau of the Preparatory Committee
A/CONF.48/PC.III/CRP.5	Progress report on the preparation of Conference documentation
A/CONF.48/PC.III/CRP.6	Exchange of information on the environment between governments
A/CONF.48/PC.III/CRP.7	Suggested agenda for Working Group 2
A/CONF.48/PC.III/CRP.8	Suggested agenda for Working Group 3
A/CONF.48/PC.III/CRP.9	Report on Committee I: action proposals
A/CONF.48/PC.III/CRP.10	Suggested agenda for Working Group 1
A/CONF.48/PC.III/CRP.11	Action proposals for subject area II
A/CONF.48/PC.III/CRP.12 and Add. 1-4 and Add. 2/Rev. 1	Draft report of Working Group 3
A/CONF.48/PC.III/CRP.13	Environmental legislation - a preliminary note
A/CONF.48/PC.III/CRP.14 and Add. 1 to 6	Draft report of the Preparatory Committee on its third session
A/CONF.48/PC.III/CRP.15 and Add. 1	Draft report of Working Group 2
A/CONF.48/PC.III/CRP.16 and Add. 1 to 3	Draft report of Working Group 1

Annex IV

Draft rules of procedure for the Conference

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I. REPRESENTATION AND CREDENTIALS

Composition of delegations

Rule 1

The delegation of each State participating in the Conference shall consist of one head of delegation and no more than five accredited representatives and such alternate representatives and advisers as may be required.

Alternates or advisers

Rule 2

An alternate representative or an adviser may act as a representative upon designation by the head of delegation.

Submission of credentials

Rule 3

The credentials of representatives and the names of alternate representatives and advisers shall be submitted to the Secretary-General of the Conference, if possible not less than one week before the date fixed for the opening of the Conference. Credentials shall be issued either by the Head of State or Government or by the Minister for Foreign Affairs.

Credentials Committee

Rule 4

A Credentials Committee shall be appointed at the beginning of the Conference. Its composition shall be the same as that of the Credentials Committee of the General Assembly at its twenty-sixth session. It shall examine the credentials of representatives and report to the Conference without delay.

Provisional participation in the Conference

Rule 5

Pending a decision of the Conference upon their credentials, representatives shall be entitled to participate provisionally in the Conference.

II. OFFICERS

Election

Rule 6

The Conference shall elect the following officers: the President of the Conference, three Vice-Presidents and the Rapporteur of the Conference, and the Chairman, Vice-Chairman and Rapporteur of each of the three main committees provided for in rule 41.

President

Rule 7

The President shall be responsible for the general conduct of business in the plenary meetings of the Conference.

Rule 8

The President, in the exercise of his functions, remains under the authority of the Conference.

Acting President

Rule 9

If the President is absent from a meeting or any part thereof, he shall designate a Vice-President to take his place.

Rule 10

A Vice-President acting as President shall have the same powers and duties as the President.

The President shall not vote

Rule 11

The President, or Vice-President acting as President, shall not vote, but shall appoint another member of his delegation to vote in his place.

III. BUREAU OF THE CONFERENCE

Composition

Rule 12

The officers listed in rule 6 shall constitute the Bureau of the Conference.

Functions

Rule 13

The Bureau shall assist the President in the general conduct of the business of the Conference and, subject to the decisions of the Conference, shall ensure the co-ordination of its work.

IV. CONFERENCE SECRETARIAT

Duties of the Secretary-General of the Conference

Rule 14

The Secretary-General of the Conference, or his representative, shall act in that capacity in all meetings of the Conference and its committees.

Rule 15

The Secretary-General of the Conference shall be responsible for translating, reproducing and distributing the official documents,^{1/} reports and resolutions of the Conference and its committees; interpreting speeches made at the meetings; keeping sound records of the public meetings of the Conference and its three main committees; having the custody and preservation of the documents in the archives of the United Nations; publishing the report of the Conference; and, generally, performing all other work which the Conference may require.

Rule 16

The Secretary-General of the Conference, or his representative, may make statements concerning any question under consideration.

V. CONDUCT OF BUSINESS

Quorum

Rule 17

A quorum shall be constituted by the representatives of a majority of the States participating in the Conference.

General powers of the President

Rule 18

In addition to exercising the powers conferred upon him elsewhere by these rules, the President shall declare the opening and closing of each plenary meeting of the Conference; direct the discussions at such meetings; accord the right to speak; put questions to the vote and announce decisions. He shall rule on points of order and, subject to these rules of procedure, have complete control of the proceedings and over the maintenance of order thereat. The President may propose to the Conference the limitation of time to be allowed to speakers, the limitation of the number of times each representative may speak on any question, the closure of the list of speakers or the closure of the debate. He may also propose the suspension or the adjournment of the debate on any question under discussion.

^{1/} Position and action papers, case-study summaries, the annotated bibliography of the contents of the Conference library and any other official document prepared under the responsibility of the Conference secretariat (see annexes IV and V of document A/CONF.48/PC/9).

Speeches

Rule 19

No person may address the Conference without having previously obtained the permission of the President. Subject to rules 20 and 21, the President shall call upon speakers in the order in which they signify their desire to speak. The President may call a speaker to order if his remarks are not relevant to the subject under discussion.

Precedence

Rule 20

The Chairman or Rapporteur of a committee may be accorded precedence for the purpose of explaining the conclusion arrived at by his committee.

Points of order

Rule 21

During the discussion of any matter, a representative may rise to a point of order, and the point of order shall be immediately decided by the President in accordance with the rules of procedure. A representative may appeal against the ruling of the President. The appeal shall be immediately put to the vote and the President's ruling shall stand unless overruled by a majority of the representatives present and voting. A representative rising to a point of order may not speak on the substance of the matter under discussion.

Time-limit on speeches

Rule 22

The Conference may limit the time to be allowed to each speaker and the number of times each representative may speak on any question. When the debate is limited and a representative has spoken his allotted time, the President shall call him to order without delay.

Closing of list of speakers

Rule 23

During the course of a debate the President may announce the list of speakers and, with the consent of the Conference, declare the list closed. He may, however, accord the right of reply to any representative if a speech delivered after he has declared the list closed makes this desirable.

Adjournment of debate

Rule 24

During the discussion of any matter, a representative may move the adjournment of the debate on the question under discussion. In addition to the proposer of the motion, one representative may speak in favour of, and one against, the motion, after which the motion shall immediately be put to the vote.

Closure of debate

Rule 25

A representative may at any time move the closure of the debate on the question under discussion, whether or not any other representative has signified his wish to speak. Permission to speak on the closure of the debate shall be accorded only to two speakers opposing the closure, after which the motion shall immediately be put to the vote. If the Conference is in favour of the closure, the President shall declare the closure of the debate.

Suspension or adjournment of the meeting

Rule 26

During the discussion of any matter, a representative may move the suspension or the adjournment of the meeting. Such motion shall not be debated, but shall immediately be put to the vote.

Order of procedural motions

Rule 27

Subject to rule 21, the following motions shall have precedence in the following order over all other proposals or motions before the meeting:

- (a) To suspend the meeting;
- (b) To adjourn the meeting;
- (c) To adjourn the debate on the question under discussion;
- (d) To close the debate on the question under discussion.

Proposals and amendments

Rule 28

Proposals and amendments before the meeting shall normally be prepared in writing and presented to the Secretary-General of the Conference, who shall circulate copies to the delegations. As a general rule, no proposal shall be discussed or put to the vote at any meeting of the Conference unless copies of it have been circulated in all working languages to all delegations not later than the day preceding the meeting. Subject to the consent of the Conference, the President may, however,

permit the discussion and consideration of proposals or amendments even though these proposals or amendments have not been circulated in all working languages or have only been circulated the same day.

Decisions on competence

Rule 29

Subject to rule 27, any motion calling for a decision on the competence of the Conference to discuss any matter or to adopt a proposal or amendment submitted to it, shall be put to the vote before the matter is discussed or a vote is taken on the proposal or amendment in question.

Withdrawal of motions

Rule 30

A motion may be withdrawn by its sponsor at any time before voting on it has commenced, provided that the motion has not been amended. A motion which has thus been withdrawn may be reintroduced by any representative.

Reconsideration of proposals

Rule 31

When a proposal has been adopted or rejected, it may not be reconsidered unless the Conference, by a two-thirds majority of the representatives present and voting, so decides. Permission to speak on a motion to reconsider shall be accorded to only two speakers opposing the motion, after which it shall immediately be put to the vote.

VI. VOTING

Voting rights

Rule 32

Each State represented at the Conference shall have one vote.

Required majority

Rule 33

1. Decisions of the Conference on all matters of substance shall, unless otherwise decided, be taken by a majority of two-thirds of the representatives present and voting.

2. Decisions of the Conference on matters of procedure shall be taken by a simple majority of the representatives present and voting.

3. If the question arises whether a matter is one of procedure or of substance, the President of the Conference shall rule on the question. An appeal against this ruling shall immediately be put to the vote, and the President's ruling shall stand unless overruled by a majority of the representatives present and voting.

Meaning of the expression "representatives present and voting"

Rule 34

For the purpose of these rules, the phrase "representatives present and voting" means representatives present and casting an affirmative or negative vote. Representatives who abstain from voting shall be regarded as not voting.

Method of voting

Rule 35

The Conference shall normally vote by show of hands, but any representative may request a roll call. The roll call shall be taken in the English alphabetical order of the names of the States participating in the Conference, beginning with the delegation whose name is drawn by lot by the President.

Conduct during voting

Rule 36

After the President has announced the beginning of voting, no representative shall interrupt the voting except on a point of order in connexion with the actual conduct of the voting. The President may permit representatives to explain their votes, either before or after the voting. The President may limit the time to be allowed for such explanations.

Division of proposals and amendments

Rule 37

A representative may move that parts of a proposal or of an amendment shall be voted on separately. If objection is made to the request for division, the motion for division shall be voted upon. Permission to speak on the motion for division shall be given to only two speakers in favour and two speakers against. If the motion for division is carried, those parts of the proposal or of the amendment that are subsequently approved shall be put to the vote as a whole. If all operative parts of the proposal or of the amendment have been rejected, the proposal or the amendment shall be considered to have been rejected as a whole.

Voting on amendments

Rule 38

When an amendment is moved to a proposal, the amendment shall be voted on first. When two or more amendments are moved to a proposal, the Conference shall vote first on the amendment furthest removed in substance from the original proposal and then on the amendment next furthest removed therefrom, and so on until all the

amendments have been put to the vote. Where, however, the adoption of one amendment necessarily implies the rejection of another amendment, the latter amendment shall not be put to the vote. If one or more amendments are adopted, the amended proposal shall then be voted upon. A motion is considered an amendment to a proposal if it adds to, deletes from or revises part of that proposal.

Voting on proposals

Rule 39

If two or more proposals relate to the same question, the Conference, unless it decides otherwise, shall vote on the proposals in the order in which they have been submitted.

Elections

Rule 40

All elections shall be held by secret ballot unless otherwise decided by the Conference.

Rule 41

1. When one person is to be elected and no candidate obtains a majority of votes of the representatives present and voting in the first ballot, a second ballot restricted to the two candidates obtaining the largest number of votes shall be taken. If, in the second ballot, the votes are equally divided, the decision between the candidates shall be made by the drawing of lots..
2. In the case of a tie in the first ballot among three or more candidates obtaining the largest number of votes, a second ballot shall be held. If in the second ballot a tie results among more than two candidates, their number shall be reduced to two by lot, and the balloting, restricted to them, shall continue in accordance with the preceding paragraph.

Rule 42

When two or more elective places are to be filled at one time under the same conditions, those candidates obtaining a majority of votes of the representatives present and voting in the first ballot shall be elected. If the number of candidates obtaining such majority is less than the number of persons to be elected, there shall be additional ballots to fill the remaining places. The voting, however, shall be restricted to the candidates obtaining the greatest number of votes in the previous ballot, to a number not more than twice the places remaining to be filled, provided that after the third inconclusive ballot votes may be cast for any eligible person or

delegation. If three such unrestricted ballots are inconclusive, the next three ballots shall be restricted to the candidates who obtained the greatest number of votes in the third of the unrestricted ballots, to a number not more than twice the places remaining to be filled. The three ballots thereafter shall be unrestricted, and so on, until all the places have been filled.

Equally divided votes

Rule 43

If a vote is equally divided on matters other than elections, the proposal or amendment shall be regarded as rejected.

VII. COMMITTEES

Creation of committees

Rule 44

In addition to the Credentials Committee, the Conference shall establish three main committees for the performance of its functions. Each committee may set up working groups.

Representation on the main committees

Rule 45

Each State participating in the Conference may be represented by one representative on each main committee. It may assign to these committees such alternate representatives and advisers as may be required.

Drafting Committee

Rule 46

The Conference may appoint a Drafting Committee. This Committee shall give advice on drafting as requested by other committees and by the Conference.

Quorum

Rule 47

One third of the representatives on a committee shall constitute a quorum. The presence of a majority of the members of the committee is, however, required for a question to be put to the vote.

Officers, conduct of business and voting in committees

Rule 48

The rules contained in chapters II, V and VI above shall be applicable, mutatis mutandis, to the proceedings of committees, except that decisions of committees shall be taken by a simple majority of the representatives present and voting. In the case of reconsideration of proposals or amendments, however, the majority required shall be that established by rule 31.

VIII. LANGUAGES AND RECORDS

Official and working languages

Rule 49

Chinese, English, French, Russian and Spanish shall be the official languages of the Conference. English, French, Russian and Spanish shall be the working languages.

Interpretation from an official language

Rule 50

Speeches made in any of the official languages shall be interpreted into the other official languages.

Interpretation from other languages

Rule 51

Any representative may make a speech in a language other than the official languages. In this case he shall himself provide for interpretation into one of these languages. Interpretation into the other official languages by the interpreters of the Secretariat may be based on the interpretation given in the first official language.

Language of official documents

Rule 52

Official documents of the Conference shall be made available in the official languages.

Sound records of meetings

Rule 53

Sound records of meetings of the Conference and its main committees shall be kept by the Secretariat in accordance with the practice of the United Nations.

IX. PUBLIC AND PRIVATE MEETINGS

Plenary meetings and meetings of the main committees

Rule 54

The plenary meetings of the Conference and the meetings of the main committees shall be held in public unless the body concerned decides otherwise.

Meetings of working groups

Rule 55

Meetings of working groups shall be held in private.

Communiqués to the press

Rule 56

At the close of any private meeting, the Conference or the Main Committee concerned may decide to issue a communiqué to the press through the Secretary-General of the Conference.

X. REPRESENTATIVES OF UNITED NATIONS SPECIALIZED AGENCIES
AND THE INTERNATIONAL ATOMIC ENERGY AGENCY

Rule 57

Representatives of the United Nations specialized agencies and the International Atomic Energy Agency may participate, without the right to vote, in the deliberations of the Conference and its main committees upon the invitation of the President or Chairman, as the case may be, on questions within the scope of their activities.

XI. OBSERVERS

Observers for intergovernmental organizations
outside the United Nations system

Rule 58

Observers for intergovernmental organizations outside the United Nations system invited to the Conference may participate, without the right to vote, in the deliberations of the Conference and its main committees upon the invitation of the President or Chairman, as the case may be, on questions within the scope of their activities.

Observers for non-governmental organizations

Rule 59

International non-governmental organizations invited to the Conference may designate representatives to sit as observers at public meetings of the Conference and its main committees. Upon the invitation of the President or Chairman, as the case may be, and subject to the approval of the body concerned, these representatives may make oral statements on questions within the scope of their activities.