

## DOCUMENT RESUME

ED 077 675

SE 016 013

**TITLE** Report on the Work of the United Nations Conference on the Human Environment and Its Implications for UNESCO. Item 13.3 of the Provisional Agenda.

**INSTITUTION** United Nations Educational, Scientific, and Cultural Organization, Paris (France).

**PUB DATE** Oct 72

**NOTE** 18p.

**EDRS PRICE** MF-\$0.65 HC-\$3.29

**DESCRIPTORS** Activities; \*Conference Reports; \*Environment; International Organizations; \*International Programs; Program Descriptions; Relationship

**IDENTIFIERS** UNESCO

**ABSTRACT**

Activities, programs, and recommendations emanating from the United Nations Conference on the Human Environment are reviewed in this report in light of their relationship to the United Nations Educational, Scientific, and Cultural Organization (UNESCO). Detailed accounts of the implications of the Conference for UNESCO's activities as a whole were felt to be premature at the present time. Therefore, highlights of Conference recommendations which are relevant to one or more aspects of the Organization's programs or concerns are given. These include: The Man and the Biosphere Programme, International Hydrological Decade, Oceanography, Natural Hazards, Social Sciences, Protection of the World Cultural and Natural Heritage, Education and Training, Public Information, and Scientific and Technical Information. Overall, UNESCO has conducted many activities in the environmental field, but most of them have been concentrated in the science sector. Thus, it was concluded, a major effort should be made in the direction of interdisciplinary action with the cooperation of other sectors--physical, biological, social, educational, and cultural. Appended material lists recommendations on international organizational implications of action proposals with particular reference to the establishment of a Governing Council for Environmental Programmes and an Environment Fund. (BL)

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# General Conference

Seventeenth session, Paris 1972

17 C

17 C/65

12 October 1972

Original: English-French

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ED 077675

Item 13.3 of the Provisional Agenda

U.S. DEPARTMENT OF HEALTH  
EDUCATION & WELFARE  
NATIONAL INSTITUTE OF  
EDUCATION

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## REPORT ON THE WORK OF THE UNITED NATIONS CONFERENCE ON THE HUMAN ENVIRONMENT AND ITS IMPLICATIONS FOR UNESCO

### SUMMARY

The United Nations Conference on the Human Environment was held in Stockholm from 5 to 16 June 1972 and adopted a number of resolutions which will have important implications for the development and orientation of the scientific, educational and cultural activities and programmes of Unesco with regard to the environment.

This report is submitted to the General Conference for its information and to enable it to examine the activities and programmes of the Organization in the light of the work of the Stockholm Conference, in accordance with its intention as expressed at its sixteenth session, in particular in resolution 2.313.

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### Preparation of the Conference

1. By resolution 2398 (XXIII), the United Nations General Assembly decided to convene in 1972 a United Nations Conference on the Human Environment and requested the Secretary-General to prepare a report concerning the proposed Conference and the problems of the human environment in consultation with the appropriate organizations of the United Nations system in particular. In view of Unesco's experience in environmental questions, the Director-General foresaw from the outset a logical and consequential rôle for Unesco in the preparations for this Conference. He thus seconded the Director of the Division of Natural Resources Research to serve as a consultant to the United Nations for the preparation of the Report of the Secretary-General, (E/4667) on the "Problems of the Human Environment" which was submitted to the United Nations Economic and Social Council at its 47th session (Geneva, 14 July - 8 August 1969) and served as a basis for the organization of the Conference.
2. By resolution 2581 (XIV), the United Nations General Assembly next established a Preparatory Committee for the Conference, composed of representatives from 27 Member States of the United Nations, which subsequently held four sessions: New York, 10-20 March 1970; Geneva, 8-19 February 1971; New York, 13-24 September 1971; New York, 6-17 March 1972. The Secretariat was represented at all these sessions, and at the main informal consultations which were held in Geneva between sessions of the Committee. Parallel to this, the Administrative Committee on Co-ordination (ACC) established a "functional group on the human environment" consisting of representatives of organizations of the United Nations system with the purpose of ensuring close co-operation in the preparation of the Conference. The Secretariat also played an active part in the whole of this group's work.
3. Furthermore, the Secretariat was called upon to draft various basic technical papers in preparation for the Conference. These included eight papers prepared specifically for the Secretariat of the Conference and ten contributions to papers prepared by other United Nations bodies, as well as documents for the intergovernmental working groups set up by the Preparatory Committee or for the ACC Functional Group.
4. The Unesco Secretariat thus played a very active rôle at every stage of preparation of the Conference. Hence, Unesco's experience and programme interests were quite well reflected in the Conference working papers. On the other hand, this entailed a heavy workload which was not foreseen in the Programme and Budget. A detailed account of the Secretariat's participation in the preparation of the Conference was submitted to the Executive Board at its 88th session (document 88 EX/10). At that time the Executive Board invited the Director-General, by resolution 4.2.2 (88 EX/Decisions), "to bring to the attention of delegates to the Stockholm Conference, as appropriate, the existing intergovernmental programmes developed and being carried out by Unesco and, so far as is consistent with the recommendations of the Stockholm Conference, to make full use of these programmes and of their structures and procedures in any

further international efforts related to the scientific, educational, cultural and ethical aspects of the human environment."

#### The work of the Conference

5. The United Nations Conference on the Human Environment was held in Stockholm from 5 to 16 June 1972. Representatives of 113 countries and of the Specialized Agencies and observers from many international organizations were present on this important occasion. The Unesco delegation was headed by the Director-General Professor F. Bourlière, Chairman of the International Co-ordinating Council of the Programme on Man and the Biosphere (MAB), Mr. A. Volker, Chairman of the Co-ordinating Council of the International Hydrological Decade and Rear Admiral W. Langeraar, Chairman of the International Oceanographic Commission were members of the Unesco delegation, and the Director of the Natural Resources Research Division acted as Secretary.

The Conference adopted a Declaration on the Human Environment, and Action Plan (composed of recommendations for action at the international level) and a recommendation on international organizational implications of these action proposals. These recommendations will be submitted to the United Nations General Assembly, which will decide what action to take on them at its forthcoming session in November-December 1972.

Most important is the perspective of the Conference: problems of the environment need to be viewed and dealt with in the context of social change and social development. This is a perspective that was anticipated in the final report of the MAB Council in November 1971 and led to the recognition that MAB projects need to be planned and carried out as inter-disciplinary efforts with the full co-operation of physical, biological and social scientists. The results of the Stockholm Conference push that objective further by stressing the need to relate scientific knowledge to social decision-making processes and especially the need for a greater involvement of the public.

6. As concerns organizational arrangements, it is planned to establish within the United Nations a Governing Council for Environmental Programmes composed of 54 Member States, its main functions being to provide general policy guidance for the direction and co-ordination of programmes within the United Nations system in this field. The Governing Council will report annually to the General Assembly through the Economic and Social Council. Furthermore it is recommended that a small Environment Secretariat be established, headed by an Executive Director, to be elected by the General Assembly on the nomination of the Secretary-General. The Executive Director will principally be responsible for providing substantive support to the Governing Council, for co-ordinating environmental programmes within the United Nations system, and administering, under the authority of the Governing Council, a new Environment Fund which it is also recommended should be set up on the basis of voluntary contributions from Member States. The Environment Fund will be responsible for financing, wholly or partly, the costs of the new environmental initiatives to be undertaken

within the United Nations system, and hence by Unesco. The fund will mainly be used to finance programmes of general interest such as regional and global monitoring, research and information exchange, public education and training, etc... (the figure of 100 million dollars for a five-year period was suggested for the Fund). Lastly it is also recommended that an Environmental Co-ordinating Board be set up under the auspices and within the framework of the Administrative Committee-on Co-ordination of the United Nations system.

7. In a statement made before the adoption of this recommendation and reiterated in Geneva on 30 June 1972 at the joint meeting of the Committee for Programme and Co-ordination of the Economic and Social Council and of the Administrative Committee on Co-ordination (ACC), the Secretary-General of the Conference, Mr. Maurice Strong, stated: "As far as the United Nations Secretariat was concerned, there was no doubt whatsoever that the ultimate authority for the approval of agency programmes rested, within each agency, with the respective governing body and that, therefore, the functions assigned to any United Nations intergovernmental body, and to its secretariat, were to be understood and exercised in the context of the principles of co-operation, co-ordination and concerted action inherent to the United Nations system, as laid down in the Charter, the constitutions of the agencies and the agreements concluded between the United Nations and each of the Specialized Agencies and the IAEA".

8. During the discussions in plenary, the Director-General addressed the Conference. He recalled the background of Unesco's activities in the environmental field. He pointed out that these activities had originally been and still are concentrated in the science sector but were gradually extending to other sectors of the Organization, and that the programme on Man and the Biosphere (MAB) in particular constituted a major effort in the direction of interdisciplinary action. He stated that, in his view, the environmental crisis was essentially one feature of a crisis in civilization, and that "environmental, population and development problems are inextricably bound up with each other". In this connexion he emphasized that "legitimate concern with the future of the human race on earth must not blind us to the injustice and disorder at present prevailing or cause us to forget that priorities for action necessarily depend on particular situations and ways of thinking". He recalled that the governing organs of Unesco had demonstrated their support for the holding of the Conference, and that Unesco looked to the Conference for encouragement and support for the policy it had already initiated and for its main activities in this connexion. With regard to the new Environment Fund he stated that Unesco hoped to receive financial support for those of its undertakings which were most directly related to the attainment of the principal objectives of the Conference, and that it was prepared to fit into its programmes such additional activities as might be entrusted to it in the framework of a properly co-ordinated scheme of inter-institutional action based on the complementary functions of the various organizations.

9. How do the recommendations of the Stockholm Conference affect Unesco and its programmes? Obviously only time can tell to what extent the current activities of Unesco in connexion with the environment will receive additional support - both moral and material - from the new structures that are to be set

up. In this connexion, it should be noted that the concept of environment as it was employed at Stockholm is extremely broad, since it covers everything from the problems of urbanization and the management of natural resources to marine pollution and the conservation of wildlife. In one form or another all these questions are already being fully dealt with in the current framework of the United Nations system, and the activities of Unesco related to this concept of the environment date very far back and are many and varied. They involve not only the science sector, but also the social sciences, education, culture and communication sectors. In the science sector alone, over 100 publications, some of them very weighty, and a great many maps of the continents or of the world have been issued by Unesco in fields directly connected with environment. Unfortunately these works are not as well known as they should be, as was evident from the interest shown by the delegates in the small exhibition of publications improvised on the actual premises of the Stockholm Conference.

10. Generally speaking, it can be said that the Conference provided an opportunity for those responsible for environment policy in different countries, who made up the greater part of the delegations, to acquaint themselves more closely with some of Unesco's programmes, and above all that it fully recognized the essential rôle of these programmes and the scope which they offer for development. It would be difficult and premature to attempt to draw up a detailed account of the implications of the Conference for Unesco's activities as a whole. The following paragraphs will therefore merely highlight some of the Conference recommendations which are of more particular relevance to one or other aspect of the Organization's programme in the field of environmental sciences, social sciences, culture, education or communication. Wherever possible the references to these recommendations are given.

#### The Man and the Biosphere Programme (MAB)

11. Of all Unesco's activities connected with the environment, the programme on Man and the Biosphere (MAB) is probably the one most closely related to the main subjects of concern of the Stockholm Conference, considering the ecological and interdisciplinary nature of this programme, which itself originated from the 1968 Conference on the rational use and conservation of the resources of the biosphere. Although several references to this programme were included in the working papers submitted to the Conference, it was not presented therein as a distinct entity on which the Conference was required to state an opinion. However, on the initiative of the United Kingdom delegation and with the unanimous support of the Conference a specific recommendation on MAB was introduced as follows (recommendation 65):

"It is recommended that the Man and the Biosphere Programme be vigorously pursued by the United Nations Educational, Scientific and Cultural Organization in co-operation with other United Nations organizations and other international scientific organizations".

12. MAB has also been invited by the Conference to develop a number of research and training activities most of which are in any case, in line with the projects already defined within the framework of the Programme. These include basic research on soil degradation processes, research on the ecology of forests, basic research on the ecological effects of insecticides and fertilizers, the conservation of natural areas and the genetic resources they contain, the conservation of endangered species, etc. Furthermore it is recommended (recommendation 80):

- (i) "That regional and global networks of existing and, where necessary, new research stations, research centres, and biological reserves be designated or established within the framework of the Man and the Biosphere Programme (MAB) in all major ecological regions, to facilitate intensive analysis of the structure and functioning of ecosystems under natural or managed conditions;
- (ii) That the feasibility of using stations participating in this programme for surveillance of the effects of pollutants on ecosystems be investigated;
- (iii) That programmes such as the Man and the Biosphere Programme be used to the extent possible to monitor: (i) the accumulation of hazardous compounds in biological and abiotic material at representative sites; (ii) the effect of such accumulation on the reproductive success and population size of selected species."

13. As reported in document 17 C/64, the Bureau of the Co-ordinating Council of MAB met in Paris immediately after the Stockholm Conference and expressed satisfaction with the very positive results which the Conference was likely to have on the development of the Programme in all countries. It is to be hoped in particular that when the new Environment Fund comes into operation it will be able to assist in financing certain MAB projects and enable developing countries directly concerned to play an effective part in its world-wide or regional projects, which would otherwise lose some of their scientific value.

#### International Hydrological Decade

14. In the field of hydrology, the Stockholm Conference again acknowledged Unesco's rôle, and on the initiative of the Swedish delegation an important reference to the activities of the International Hydrological Decade was included in the recommendations relating to water resources (recommendation 52).

15. The Conference thus recommended that the Secretary-General take steps to ensure that Unesco supports government action with respect to participation in the IHD, and that it be prepared, in co-operation with other appropriate United Nations bodies to provide technical and financial assistance to governments, when requested, in different aspects of water resources management. This involves in particular hydrological surveys and inventories, analysis and exchange of hydrological data, establishment of institutional frameworks for water

resources management, basic and applied studies and research and transfer of existing knowledge (recommendation 53).

16. In connexion with water and ocean pollution, the system of Decade stations constitutes a useful tool for regional and global networks in all major ecological regions. In continuation of the inventory of discharges of major streams of the world, a programme of a world register of major and other important rivers has been recommended by the Conference in order to assess changes in the amount of river flow into the ocean as well as its distribution in space and time, related both to discharge of water and to pollution. This programme is to be supplemented by a world registry of clean rivers (recommendation 55).

#### Oceanography

17. The problems of marine pollution received the closest attention from the Stockholm Conference and the recommendations adopted are of the utmost significance for Unesco and the Intergovernmental Oceanographic Commission. In fact these recommendations imply at times a very substantial increase in the activities of the IOC and its special programmes, such as the Integrated Global Ocean Station System (IGOSS), the Global Investigation of Pollution in the Marine Environment (GIPME) and the Long-term and Expanded Programme of Oceanic Exploration and Research (LEPOR), or of such bodies as the Joint Group of Experts on the Scientific Aspects of Marine Pollution (GESAMP).

18. Recommendation 86 invites governments to seek assistance from GESAMP for a broad range of measures relating to the control of the maritime sources of marine pollution. Recommendation 87 supports the current activities of GIPME and IGOSS directed to research and monitoring in the marine environment and refers to operational improvements in the IOC. Recommendations 88 and 89 call on GESAMP for studies on chemical marine pollutants. Recommendations 89, 90 and 91 are specifically addressed to the IOC, recommending that it explore the possibility of establishing an international institute for tropical marine studies, promote the monitoring of marine pollution jointly with WMO within the framework of IGOSS, and ensure that provision is made for a set of activities involving research, monitoring, data acquisition and exchange of information in the same field. Lastly, recommendations 46 and 48 concerning fisheries also call on the resources of LEPOR and GIPME.

19. These numerous and important recommendations, particularly recommendation 87 relating to the operation of the IOC, were considered by the IOC Executive Council at its first session in Hamburg in July 1972. These matters are dealt with separately in document 17 C/69.

#### Natural Hazards

20. The Conference considered the question of natural disasters in the context of its work on the planning and management of human settlements for environmental quality. It referred its recommendation on this question to the United Nations Disaster Relief Co-ordinator (recommendation 18). While this



recommendation does not specifically mention Unesco, it emphasized the need for all agencies concerned to continue to provide to governments advice and support in disaster prevention within their respective fields of competence. This relates therefore to scientific activities already carried out by Unesco in such fields as floods, earthquakes, tsunamis, landslides and volcanic eruptions.

### Social Sciences

21. The emphasis in the Conference on the social nature and social effects of environmental problems, underscores the need for increasing the participation of social scientists in environmental activities. This need was no less central to the Final Report of the International Co-ordinating Council of MAB, at its first session, in November 1971. As a consequence, MAB projects are being developed in full co-operation between the Science Sector and the Department of Social Sciences. Provision has been made in 17 C/5 to permit the Department of Social Sciences to continue its involvement in MAB, as well as to undertake pilot projects that complement MAB activities and can serve to stimulate social scientists to become engaged in environmental programmes at the national and regional, as well as international, levels.

22. In the discussions dealing with human settlements, a number of specific research areas were recommended for consideration and action (recommendation 4). These dealt with research on theories, policies, methods, assessments on diverse questions such as those related to comprehensive development, housing needs, socio-economic indicators of the quality of human settlements, demography, procedures, physical, mental and social effects of stresses and technical questions such as water-supply, sewerage, waste disposal and urban transportation problems. Among these, Unesco in conjunction with other agencies was mentioned in the following research areas:

socio-economic and demographic factors underlying migration and spatial distribution of population, including the problem of transitional settlements (principal bodies responsible: Department of Economic and Social Affairs of the United Nations (Centre for Housing, Building and Planning), Unesco, WHO, ILO, FAO);

physical, mental and social effects of stresses created by living and working conditions in human settlements, particularly urban conglomerates, for example, the accessibility of buildings to those whose physical mobility is impaired (principal bodies responsible: ILO, WHO, Unesco, Department of Economic and Social Affairs of the United Nations).

The sector of Social Sciences, Humanities and Culture may make an important contribution to these proposed studies through its programmes that deal with population problems and with the environment (these latter involving three Departments - Social Sciences, Studies and Development of Culture, Cultural Heritage) and those social sciences projects which are concerned with human behaviour in the Man and Biosphere programme.

23. Other recommendations in relation to human settlements have a bearing on Unesco's activities within the social sciences, especially recommendation 11 concerning the 1974 World Population Conference for which the Department of Social Sciences is preparing a basic paper on "Population and Environment". Moreover, the capacity of the Organization to respond to the broad direction given by the Conference will be enhanced by the expansion of the social science project on socio-economic indicators to include elements of environmental change, and the elaboration of simulation models that would be adapted to decision-making processes involving environmental problems.

24. In the discussions dealing with the relationship between development and environment, which took a prominent place in the Conference, the questions of values and behaviour are of course fundamental. Most recommendations in this area dealt with questions of trade and finance. Recommendation 102 however, which is addressed to regional organizations, has a bearing on Unesco's activities since it calls for "establishment of criteria concepts and a terminology of the human environment through interdisciplinary efforts", and for assistance to developing countries in promoting elementary education, with emphasis on hygiene, and in developing and applying suitable methods for improving health, housing, sanitation, water supply and soil erosion. Emphasis should be devoted to labour-intensive measures and methods utilizing local materials and local expertise in environmental management".

#### Protection of the cultural and natural heritage

25. Following discussions between the Secretariat of the Conference and the Unesco Secretariat, the Draft Convention for the Protection of the World Cultural and Natural Heritage, finalized by the Special Committee of Government Experts which met at Unesco Headquarters from 4 to 22 April 1972, was submitted to the Stockholm Conference.

26. In recommendation 99, the Conference, "noting that the draft convention prepared by Unesco concerning the protection of the world natural and cultural heritage marks a significant step towards the protection, on an international scale, of the environment" recommends that governments "examine this draft convention with a view to its adoption at the next General Conference of Unesco".

27. In this connexion it should be noted that Unesco's Draft Convention is accompanied by a Draft Recommendation concerning the protection, at national level, of the cultural and natural heritage. The two texts are instruments of great importance and their adoption by the General Conference will undoubtedly facilitate one of the main tasks entrusted to the Organization in its Constitution. When the Convention comes into force and the World Heritage Fund is established, it may be hoped that even more substantial financial resources will be available to the Organization to help States, particularly the developing countries, to preserve and develop their cultural and natural heritage. Both projects are submitted to the seventeenth session of the General Conference of

Unesco for adoption in accordance with the provisions of Article IV, paragraph 4, of the Constitution (document 17 C/18).

28. It should also be pointed out that recommendation 99 of the Stockholm Conference also concerns Unesco on two other counts. Firstly, it recommends that governments "whenever appropriate, sign the Convention on Conservation of Wetlands of international importance", for which Unesco is now the depository. Secondly, it invites the Secretary-General, in consultation with the competent agencies of the United Nations system and the non-governmental organizations concerned, to make the necessary arrangements for a detailed study of all possible procedures for protecting certain islands for science, which obviously is primarily a matter of interest to Unesco.

#### Education and training

29. Although the Conference only passed one recommendation on this subject, it is of such importance to Unesco that it seemed appropriate to include the full text here.

#### 30. Recommendation 96:

1. It is recommended that the Secretary-General, the organizations of the United Nations system, especially the United Nations Educational, Scientific and Cultural Organization, and the other international agencies concerned, should, after consultation and agreement, take the necessary steps to establish an international programme in environmental education, interdisciplinary in approach, in school and out of school, encompassing all levels of education and directed towards the general public, in particular the ordinary citizen living in rural and urban areas, youth and adult alike, with a view to educating him as to the simple steps he might take, within his means, to manage and control his environment. A programme of technical and financial co-operation and assistance will be needed to support this programme, taking into account the priorities agreed upon according to the resources available. This programme should include, among other things:

- (a) The preparation of an inventory of existing systems of education which include environmental education;
- (b) The exchange of information on such systems and, in particular, dissemination of the results of experiments in teaching;
- (c) The training and retraining of professional workers in various disciplines at various levels (including teacher training);
- (d) Consideration of the formation of groups of experts in environmental disciplines and activities, including those concerning the economic, sociological, tourist and other sectors, in order to facilitate the exchange of experience between countries which have similar environmental conditions and comparable levels of development;

- (e) The development and testing of new materials and methods for all types and levels of environmental education.

2. It is further recommended that the United Nations Educational, Scientific and Cultural Organization, under the Man and the Biosphere Programme, the World Health Organization, the Food and Agricultural Organization of the United Nations, the United Nations Industrial Development Organization, the World Meteorological Organization and all the organizations concerned, including the scientific unions co-ordinated by the International Council of Scientific Unions, should develop their activities in studying desirable innovations in the training of specialists and technicians and, in collaboration with the United Nations Development Programme, should encourage the institution, at the regional and the international level, of courses and training periods devoted to the environment.

3. It is further recommended that international organizations for voluntary service, and, in particular, the International Secretariat for Volunteer Service, should include environmental skills in the services they provide, in consultation with the United Nations Development Programme through the United Nations Volunteer Programme.

31. It is clear that activities in response to this recommendation must include both general education (all levels, and both in-school and out-of-school) and the training of many types of specialists. The first part of the recommendation which is addressed especially to Unesco, is concerned primarily (although not exclusively) with general education; the second part of the recommendation, addressed explicitly to a number of agencies, including Unesco ("under the Man and the Biosphere Programme"), is concerned largely with the training of specialists and technicians. In considering the implications of these recommendations for Unesco, it will be useful to note briefly the relevant activities foreseen in the six-year and two-year plans. In 17 C/4, in the section on "Man and the Environment", the long-term programme on environmental education and information is found described in paragraphs 0193-6. In addition to the cross references given in those paragraphs, the programmes for specialist education and training at the professional level in ecology, the earth sciences, hydrology, and oceanography are found described in 17 C/4 in paragraphs 2155, 2165, 2183 and 2206-7, respectively. In 17 C/5, the descriptions of the corresponding activities are found in the following paragraphs: general education (paras. 1292 and 3097), public information (para. 4189), training of engineers (paras. 2156 and 2173), training activities under the "Man and the Biosphere" programme (paras. 221-6), earth science (paras. 2298-2307), hydrology (paras. 2338-2350), and oceanography (paras. 2386-7).

32. Considered as a whole, Unesco's programme in educational training in relation to the environment embraces the kinds of activities recommended by the United Nations Conference on the Human Environment. The programme in environmental education as a part of general education would probably have to be expanded more rapidly than foreseen in 17 C/4 (para. 202) if it is to be in accordance with the spirit of the recommendations of the Stockholm Conference.

Finally, although Unesco has for some time been involved in the training of specialists in various disciplines relevant to environmental problems, to be fully in accord with the recommendation of the Stockholm Conference on the training of specialists and technicians, more attention will have to be given to "studying desirable innovation" in such training activities.

33. Apart from the relatively minor implications suggested in the preceding paragraph, the major implication of the Stockholm Conference for the programme of Unesco in the area of education and training in relation to the environment is the opportunity and the obligation to serve a catalytic rôle in the development and execution of the kind of co-operative, interagency "international programme in environmental education" envisaged by the recommendation. As either stated in or implied by that recommendation, such a programme must: (a) be concerned with all levels of education, (b) embrace both in-school and out-of-school education, (c) include the education of both the ordinary citizen and various types of specialists, and (d) be composed of the different types of complementary activities required for a balanced and comprehensive programme (exchange of ideas and information, development and testing of new materials and methods, advisory services to Member States, execution of training programmes, research on underlying pedagogical principles etc.).

34. In the tentative planning in connexion with the establishment of a special fund for the environment, a significant proportion is allotted to education and training activities. Clearly these resources, almost necessarily inadequate for the real task that needs to be done, will be spent most effectively by the various agencies if there has been sufficient consultation and joint planning to develop an overall composite programme which avoids serious duplications and/or missions. Because of the urgency of this international programme in environmental education, and because of the time which will be required for consultation and planning, Unesco has already initiated, prior to any official actions for the establishment of a new United Nations body and fund for the environment, informal contacts with other United Nations agencies and organizations to lay the groundwork for early consultations and future co-operation on an international programme in environmental education. In due time, when the resources of the environment fund become available to support the execution of specific projects in education and training in the environment, the activities financed by Unesco's Regular Budget could be very significantly supplemented through these extra-budgetary resources.

#### Public Information

35. Whereas the recommendation concerning education and training makes specific reference to Unesco, recommendation 97, dealing with public information is addressed to the Secretary-General. It should be noted however that the areas of education and public information are related in matters concerning the education of the general public. In fact, recommendation 96 (quoted above) although dealing primarily with education and training, makes reference to the needs of the ordinary citizen. Consequently it appears that in the environment field, Unesco should plan its education activities and its public information activities

so that these will reinforce and harmonize with each other. In this respect activities directed to the education of the general public, and the complementary public information activities, may at present receive less emphasis in Unesco's programmes than would be implied by the debates of the Stockholm Conference.

#### Scientific and Technical Information

36. Many recommendations dealing with specific environmental problems and interesting Unesco imply a reinforcement of related activities of scientific and technical information. From a more general point of view, however, the noteworthy outcome of the Conference in this field is recommendation 101 inviting the Secretary-General to set up an International Referral Service for sources of environmental information. Such a recommendation is of direct concern to Unesco from two points of view. Firstly, Unesco's programmes and activities in environmental fields constitute a source of information which will have to be taken into consideration by this referral service. Secondly, such a service should be developed in full harmony and compatibility with UNISIST and in fact should be regarded as a mode of the future world referral network proposed by UNISIST. This need has been expressed by several delegations at the Conference and the Unesco Secretariat is keeping in touch with the Environment Secretariat on this matter.

ANNEXRecommendation on international organizational  
implications of action proposals, adopted  
without dissent by the United Nations Conference  
on the Human EnvironmentThe United Nations Conference on the Human Environment,

Convinced of the need for prompt and effective implementation by Governments and the international community of measures designed to safeguard and enhance the human environment for the benefit of present and future generations of Man,

Recognizing that responsibility for action to protect and enhance the human environment rests primarily with governments and, in the first instance, can be exercised more effectively at the national and regional levels,

Recognizing that environmental problems of broad international significance fall within the competence of the United Nations system,

Bearing in mind that international co-operative programmes in the environment field must be undertaken with due respect to the sovereign rights of States and in conformity with the United Nations Charter and principles of international law,

Mindful of the sectoral responsibilities of the organizations of the United Nations system,

Conscious of the significance of regional and sub-regional co-operation in the field of human environment and of the important rôle of the regional economic commissions and other regional intergovernmental organizations,

Emphasizing that problems of the human environment constitute a new and important area for international co-operation and that the complexity and interdependence of such problems requires new approaches,

Recognizing that the relevant international scientific and other professional communities can make an important contribution to international co-operation in the field of the human environment,

Conscious of the need for processes within the United Nations system which would effectively assist developing countries to implement environmental policies and programmes compatible with their development plans, and to participate meaningfully in international environmental programmes,

Convinced that, in order to be effective, international co-operation in the field of the human environment requires additional financial and technical resources,

Aware of the urgent need for a permanent institutional arrangement within the United Nations for the protection and improvement of the human environment.

Governing Council for Environmental Programmes

1. Recommends that the General Assembly establish the Governing Council for Environmental Programmes composed of fifty-four members, elected for three-year terms on the basis of equitable geographical distribution;
2. Recommends further that the Governing Council have the following main functions and responsibilities:
  - (a) To promote international co-operation in the environment field and to recommend, as appropriate, policies to this end;
  - (b) To provide general policy guidance for the direction and co-ordination of environmental programmes within the United Nations system;
  - (c) To receive and review the periodic reports of the Executive Director on the implementation of environmental programmes within the United Nations system;
  - (d) To keep under review the world environmental situation in order to ensure that emerging environmental problems of wide international significance should receive appropriate and adequate consideration by governments;
  - (e) To promote the contribution of the relevant international scientific and other professional communities to the acquisition, assessment and exchange of environmental knowledge and information and, as appropriate, to the technical aspects of the formulation and implementation of environmental programmes within the United Nations system;
  - (f) To maintain under continuing review the impact of national and international environmental policies and measures on developing countries, as well as the problem of additional costs that might be incurred by developing countries in the implementation of environmental programmes and projects, to ensure that such programmes and projects are compatible with the development plans and priorities of those countries;
  - (g) To review and approve annually the programme of utilization of resources of the environment fund;
3. Recommends further that the Governing Council report annually to the General Assembly through the Economic and Social Council, which would transmit to the Assembly such comments on the report as it may deem necessary, particularly with regard to questions of co-ordination and to the relationship of



environment policies and programmes within the United Nations system to overall economic and social policies and priorities.

Environment Secretariat

4. Recommends that a small secretariat be established in the United Nations to serve as a focal point for environmental action and co-ordination within the United Nations system in such a way as to ensure a high degree of effective management;
5. Recommends further that the environment secretariat be headed by the Executive Director, who shall be elected by the General Assembly on the nomination of the Secretary-General, and who shall be entrusted, inter alia, with the following responsibilities:
  - (a) To provide substantive support to the Governing Council;
  - (b) Under the guidance of the Governing Council, to co-ordinate environmental programmes within the United Nations system, to keep under review their implementation and assess their effectiveness;
  - (c) To advise, as appropriate and under the guidance of the Governing Council, intergovernmental bodies of the United Nations system on the formulation and implementation of environmental programmes;
  - (d) To secure the effective co-operation of, and contribution from, the relevant scientific and other professional communities from all parts of the world;
  - (e) To provide, at the request of all parties concerned, advisory services for the promotion of international co-operation in the field of the environment;
  - (f) To submit to the Governing Council, on his own initiative or upon request, proposals embodying medium- and long-range planning for United Nations programmes in the environment field;
  - (g) To bring to the attention of the Governing Council any matter which he deems to require consideration by it;
  - (h) To administer, under the authority and policy guidance of the Governing Council, the Environment Fund;
  - (i) To report on environment matters to the Governing Council;
  - (j) To perform such other functions as may be entrusted to him by the Governing Council.

Environment Fund

6. Recommends that, in order to provide for additional financing for environmental programmes, a voluntary fund be established in accordance with existing United Nations financial procedures;
7. Recommends further that, in order to enable the Governing Council to fulfil its policy guidance rôle for the direction and co-ordination of environmental activities, the Fund finance wholly or partly the costs of the new environmental initiatives undertaken within the United Nations system. These will include the initiatives envisaged in the action plan adopted by the United Nations Conference on the Human Environment, with particular attention to integrated projects, and such other environmental activities as may be decided upon by the Governing Council. The Governing Council shall review these initiatives with a view to taking appropriate decisions as to their continued financing;
8. Recommends further that the Fund be used for financing such programmes of general interest as regional and global monitoring, assessment and data-collecting systems, including, as appropriate, costs for national counterparts; improvement of environmental quality management; environmental research; information exchange and dissemination; public education and training; assistance for national, regional and global environmental institutions; promotion of environmental research and studies for the development of industrial and other technologies best suited to a policy of economic growth compatible with adequate environmental safeguards; and such other programmes as the Governing Council may decide upon. In the implementation of such programmes due account should be taken of the special needs of the developing countries.
9. Recommends that the costs of servicing the Governing Council and providing the small core Secretariat be borne by the regular budget of the United Nations. Operational programme costs, programme support and administrative costs of the Fund shall be borne by the Fund.
10. Recommends further that, in order to ensure that the development priorities of developing countries are not adversely affected, adequate measures be taken to provide additional financial resources on terms compatible with the economic situation of the recipient developing country. To this end, the Executive Director, in co-operation with competent organizations, will keep this problem under continuing review.
11. Recommends that the Fund, in pursuance of the objectives stated in paragraphs 7 and 8, be directed to the need for effective co-ordination in the implementation of international environmental programmes of the organizations of the United Nations system and other international organizations.

12. Recommends that, in the implementation of programmes to be financed by the Fund, organizations outside the United Nations system, particularly those in the countries and regions concerned, also be utilized as appropriate, in accordance with the procedures established by the Governing Council; such organizations are invited to support the United Nations environmental programmes by complementary initiatives and contributions;
13. Recommends that the Governing Council formulate such general procedures as are necessary to govern the operations of the Fund;

#### Co-ordination

14. Recommends that in order to provide for the maximum efficient co-ordination of United Nations environmental programmes, an Environmental Co-ordinating Board, chaired by the Executive Director, be established under the auspices and within the framework of the Administrative Committee on Co-ordination;
15. Recommends further that the Environmental Co-ordinating Board meet periodically for the purpose of ensuring co-operation and co-ordination among all bodies concerned in the implementation of environmental programmes and that it report annually to the Governing Council;
16. Invites the organizations of the United Nations system to adopt the measures that may be required to undertake concerted and co-ordinated programmes with regard to international environmental problems, taking into account existing procedures for prior consultation, particularly on programme and budgetary matters;
17. Invites the Regional Economic Commissions and the Economic and Social Office in Beirut, in co-operation, where necessary, with other appropriate regional bodies, to further intensify their efforts aimed at contributing to the implementation of environmental programmes in view of the particular need for rapid development of regional co-operation in this field;
18. Invites also other intergovernmental and those non-governmental organizations which have interest in the field of the environment to lend their full support and collaboration to the United Nations with a view to achieving the largest possible degree of co-operation and co-ordination;
19. Calls upon governments to ensure that appropriate national institutions shall be entrusted with the task of co-ordination of environmental action, both national and international;
20. Recommends that the General Assembly review, as appropriate, at its thirty-first session, the institutional arrangements which it may decide upon in pursuance of this recommendation, bearing in mind, inter alia, the responsibilities of the Economic and Social Council under the Charter.