

WORLD COMMISSION ON ENVIRONMENT AND DEVELOPMENT

FIFTH MEETING

Ottawa, 28-30 May, 1986

WCED/86/CRD 2

MEMORANDUM

TO : All Members of the World Commission on Environment
and Development

FROM : Secretary General

DATE : 15 May 1986

RE : Strengthening International Co-operation
and Institutional Change

Following the Ottawa meeting, work will need to commence on drafting the final chapter of the Commissions report on Institutional Change. In that context, a number of questions will arise on which it would be useful to have some preliminary guidance from the Commission.

One of them is how matters related to the UN System as a whole, including UNEP, are to be dealt with. A number of options exist, and the attached brief paper has been prepared in the hope that we might find some time to discuss them in Ottawa, perhaps in the context of the Outline of the Final Report, or informally.

Attached to the paper is an Annex setting out the results of a recent internal evaluation of UNEP, and in Ottawa you will receive a copy of a report providing an external evaluation.

Action required: for discussion and guidance

Strengthening International Co-operation and Institutional Change

1. The General Assembly has asked the Commission to consider "ways and means by which the international community can deal more effectively with environmental concerns". In its "Mandate for Change", the Commission therefore proposed "to strengthen international co-operation on environment and development and to assess and propose new forms of co-operation that break out of existing patterns and influence policies and events in the direction of needed change". Recommendations on the institutional framework for environment and development will, therefore form an important part of the Commission's Final Report.
2. At its very first meeting, however, the Commission decided that it would follow the maxim: "form follows function". The Commission will consider several papers in Ottawa that demonstrate the imperatives for greater international co-operation on environment and development and that deal, directly and indirectly, with the institutional dimensions of these imperatives; in particular

Draft Chapter I "A Common Future"

Draft Chapter II "The Environment and Development Connection";

Draft Chapter IV "The Need for Greater International Co-operation";

Panel Report "Food Security, Agriculture, Forestry and Environment;

Panel Report "Energy and Sustainable Development";

Panel Report "Industry and Sustainable Development";

Draft Chapter XI "International Economic Relations"

3. As is evident from these and other papers before the Commission, its work has touched on a very broad range of potential recommendations to strengthen institutions for international co-operation globally, regionally and bilaterally. They include several possible international conventions, proposed additions to the international legal regime, new and strengthened regional organizations, alternative means of financing international action on environment and development. The above papers will enable the Commission to provide general direction on these and other potential recommendations thus enabling work to proceed on a provisional draft of the final chapter for consideration in Zimbabwe.
4. In addition, however, guidance is needed on the extent to which, and how, matters related to UNEP are to be dealt with. This question has been raised, directly or indirectly, by several Commissioners, Ministers, senior officials and others in discussions with the Secretary General over the past year. Basically, three options have emerged, which may be posed as questions:
 - 4.1 Should the Commission orient its recommendations on the UN system as a whole, treating UNEP as part of that system? or
 - 4.2 Should it rather orient its recommendations on UNEP, treating the rest of the system as an adjunct of UNEP? or
 - 4.3 Should it orient its recommendations exclusively on UNEP?

5. It should be noted that the Panel Reports and the draft chapters mentioned above reflect the first option; indeed the Panel Reports go beyond the UN system and include recommendations that concern non-UN agencies, including regional agencies such as ASEAN, SADAC, OECD, CMEA, etc.

Orientation on UN System as a Whole

6. This orientation is clearly implied by the alternative agenda and the Commission's work to date. Within this context, the Commission can consider and recommend on the matters mentioned above; i.e. conventions, legal regime, financing, etc. It can also recommend on changes in the standard agendas and approaches of the Specialized, Regional and other Agencies. And it can address the critical question of policy advice and co-ordination on environment and development within and outside the UN system.
7. In regard to this latter function, two suggestions, with a number of variants, have arisen in discussions with the Secretary General. The first relates to the need to strengthen this function within the UN system; the second to the need to support it outside the system.
8. With regard to the UN system, two mutually supportive suggestions have arisen on which guidance is needed:
 - 8.1 first, based on its analysis, the Commission might recommend that the capacity to analyse and co-ordinate policies, programmes and budgetary expenditures for environment and sustainable development in the UN system be significantly strengthened; and to that end responsibility for it

- be upgraded to the UN Secretary General's Office, along with political security and economic analysis and co-ordination
- be linked to the programme and budget process;
- be linked in various ways to UNDP and the Specialized Agencies;

8.2 second, in support of this, the Commission might recommend that governments should seek and obtain a change in the Charter/Mandates of the Specialized Agencies (by name - see Panel Reports), under which they would

- be made responsible for ensuring that their policies, programmes and projects induce development practices that are ecologically (and economically) sustainable;
- be made responsible for ensuring effective co-ordination with the UN Secretary General's office
- concerning "sustainability assessment" of their policies, programmes and projects;
- concerning "tasking" their participation in joint multi-agency/multi-country programmes to promote environmental regeneration and sustainable development.

9. These recommendations (and variants of them) presume that structural changes in the UN system are essential if horizontal, integrated issues like those of environment and development are to be addressed. They also presume that such changes are possible. While

there is no doubt about the former (a propos, see Bertrand's report sent to Commissioners recently), there is frankly a lot of doubt about the latter.

10. Thus, some stress the need to support these functions outside the system. In that regard, it has been suggested that the Commission may wish

- 10.1 to propose the establishment of an independent institute, to provide the UN, regional agencies, industry and NGO's with a continuing source of advice on policies required to reflect environment and development and vice versa.

- 10.2 This would be a high-level, high-profile institute, leanly staffed, linked to the inter-governmental system, but outside of it. It could also be linked to similar institutes in the various regions.

11. This proposal is based on the conviction that a continuing source of policy analysis and advice will be needed to shift agencies and their policies from standard to new agenda approaches; and that such analysis and advice, to be effective, cannot be provided from within the UN system.

12. In so far as UNEP is concerned, this orientation would enable the Commission to recommend that UNEP/Nairobi be strengthened in those areas (a) for which there is a growing need for international action, and (b) for which it has demonstrated a capacity for effectiveness¹⁾. The first criterion (a) will

¹⁾ See attached summary of UNEP's recent internal evaluation entitled "UNEP in the Next Decade"

fall out of the analysis. Views on (b) vary considerably, but tend to include:

- Earthwatch
 - global environmental monitoring (GEMS)
 - IPRTC
 - INFOTERRA
 - global state of environment reporting ²⁾
- Regional Seas Programme
- Promoting (and co-ordinating) Scientific Research on special environmental issues and problems of a global character;
- Environmental education.

13. In addition, the Commission may wish to recommend that, UNEP/Nairobi be recognized as a source of technical assistance on environmental management, or regeneration, projects for UNDP and other Specialized Agencies, much as Habitat is on human settlements projects.

Orientation on UNEP with Links to the Rest of the System
Treated as an Adjunct to UNEP

14. If this were the orientation, the Commission would need either to limit its perspective to environment or to propose that UNEP's mandate be broadened to include

²⁾ Some doubt this because all UN reports are subject to country censorship. They would propose that actual
(Footnote continued on next page)

development and the issues arising under the Commission's agenda. In this regard, it should be recalled that the General Assembly Resolution anticipates that the Commission's report and recommendations may go beyond UNEP'S mandate (in which case, UNEP would comment to the General Assembly only on those matters that fall within its mandate)³⁾

(Footnote continued from previous page)
reporting be done by bodies external to the UN, as increasingly it is.

3) GA Resolution 38/161 states

- "11. Decides that, on matters within the mandate and purview of the United Nations Environment Programme, the report of the special commission should in the first instance be considered by the Governing Council of the Programme, for transmission to the General Assembly together with its comments and for use as basic material in preparation for adoption by the Assembly of the Environmental Perspective;
12. Further decides that, on those matters which are under consideration or review by the General Assembly itself, the Assembly will consider the relevant aspects of the report of the special commission;
13. Recognizes that the special commission may in addition address its report, after consideration by the Governing Council or the intergovernmental inter-sessional preparatory committee, to other forums, inter-governmental and non-governmental, or to Governments, individuals and the general public, as it sees fit, it being understood that the report of the commission will not be binding on Governments."

15. In the unlikely event that the Commission could, or would wish, now to limit its perspective to environment, it is difficult to see how its recommendations concerning UNEP could go much beyond what is implied in paras 12 and 13 above. It could presumably recommend that UNEP/Nairobi be strengthened "across-the-board" and, to that end that it retain its present character as an agent to "catalyze" UN agencies, non-UN agencies and governments to take environment into account in their policies, programmes, projects, etc. It could even add that this role should be enhanced, for example, through governments upgrading their representation to the Governing Council; or, for example, through a significant augmentation of the UNEP Fund.
16. Before proposing that UNEP's mandate should be broadened to include development, the Commission would need to consider whether its analysis of the issues, coupled with UNEP's performance to date, could be construed credibly to support such a proposal.
 - 16.1 If so, the Commission could recommend that policy analysis and co-ordination on the integrated issues of environment and development should not only be strengthened in the UN system, but also that this function be centred in UNEP/Nairobi, rather than in the Secretary General's office, as suggested in para 8.1
 - 16.2 In support of this, it could request governments to seek changes in the Charter/Mandates of the Specialized Agencies, but require them to co-ordinate with UNEP, rather than with the Secretary General's office, as suggested in para 8.2.

Orientation Exclusively on UNEP

17. This orientation, presumably, would require the Commission to limit its perspective to environment as traditionally viewed through the standard agenda. While such a shift would run counter to the Commission's work and evolving analysis, it is mentioned only because it needs to be considered explicitly and because of some concerns that have been expressed.
18. There is some concern, for example, that the Commission's alternative agenda necessarily implies criticism of UNEP's past performance. In these delicate times, with the UN under attack, any criticism of UNEP, some fear, even implied criticism, will simply provide ammunition to its enemies, within and outside the system. Thus, any recommendations by the Commission on institutional change, it is suggested, should be preceded by a largely positive and uncritical evaluation of UNEP's performance, not only in GEMS, Regional Seas, etc., but also in its catalytic role and in its capacity for policy advice and co-ordination. If any failure has to be conceded in these roles, responsibility for that failure should be seen to rest mainly with the Specialized Agencies, or with the inherent limitations of the system.
19. There is also some concern that in these difficult times, governments are unlikely to view as "pragmatic" any recommendations that go beyond incremental improvement in the existing structure. Thus, it is argued, the Commission's recommendations should be not only few in number but also extremely limited in their orientation as well as specific in their focus.

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MEMORANDUM

TO : All Members of the World Commission on Environment
and Development

FROM : Secretary General

DATE : 15 May 1986

RE : Population and Sustainable Development

The Commission has discussed the above on several occasions without arriving at any clear position on whether and how it should be dealt with in its report.

The Secretariat has prepared the attached short paper in the hope that it will enable the Commission to provide direction on this for the subsequent drafting of the report. Although the question does not figure explicitly on the Ottawa agenda, it could be considered within the context of the proposed revisions to the Outline of the Final Report.

Action required: for discussion and guidance

POPULATION AND SUSTAINABLE DEVELOPMENT

1. The size of the global population, its structure and its resource consumption patterns, determine the level and intensity of global resource exploitation. Therefore, the population question is a fundamental part of the environment-development connection, and its resolution is an essential determinant of the sustainable development goals articulated by this Commission. The central issue is not the impact of rising population on global resource use. That will continue to be dominated by the increasing demand for resources associated with rising affluence. The real issue is the impact of high population growth on the living standards of poor families, many of whom are subsistence producers in regions which are already ecologically disadvantaged (Annex Figures 1 and 2).
2. Between 1950 and today, the world's population has nearly doubled from 2.5 billion to almost 4.8 billion. Of the 1984 world population increase of around 80 million, more than 70 million were added in developing countries, which now account for about three-quarters of the global population. (Annex Fig 3) A combination of continued high fertility and much reduced mortality has resulted in population growth rates of between 2 per cent and 4 per cent a year in most developing countries as compared with 1 per cent a year observed in most developed countries.
3. The United Nations projections (medium variant) indicate a world population of 6.1 billion by the end of this century and 10.2 billion by the end of next century when the world population is expected to stabilize. (Annex Table I) Ninety-five per cent of this growth will take place in the developing countries where the labour force would grow faster than the total population until 2050. The size of

the working age population in these countries would triple over this period and would surpass current world population in the year 2025.

4. This scenario calls for an enormous increase in employment generation specially in the non-agricultural sectors since the urban population is projected to rise five to six fold between 1980 and 2050. The UN projections also indicate that the rural population will rise by at least another billion people by the middle of next century, despite out-migration.
5. What happens now and in the near future to birth rates and death rates in developing countries has enormous consequences in determining the structure of future global population. The UN projection of 10.2 billion by the year 2100 is based on the assumption of achieving replacement level fertility by the year 2025. (Annex Table 2) Should replacement level be reached twenty years later, the ultimate world population would be 2.8 billion larger; should it be reached twenty years earlier, the ultimate population will be 2.2 billion smaller. Effective action can therefore influence the level at which population stabilizes by a factor of around 5 billion people - which is greater than the present world population.
6. Population pressure combined with inequality of access and poverty are already causing people to live and work harder, often on marginal land and shrinking farms just to maintain household income. Consequently life support systems are increasingly coming under stress. Further rapid population growth will mean lower living standards for millions of people. The main costs of such growth borne principally by the poor in developing countries, have been and will continue to be the lost opportunities for improving peoples lives.

7. The rate of growth of population has clearly put pressure on the resource-people balance. In the expanding cities, congestion and flow of wastes have overwhelmed infrastructure capabilities. The rising demand for energy has reduced vegetation and biomass residues. Agriculture in the poorer countries has expanded at the expense of forest and fallow land. However the resource degradation that results when rural farmers are crowded into small holdings, extend their agriculture to erosion prone hillsides, collect firewood or dig wells for drinking water and the deterioration of the urban environment are generated not just by population growth but also by inequality of access to resources and persisting poverty.
8. The pressures of population on resources varies widely by country and region. In much of Latin America and Africa, natural resources are substantial relative to current populations. In South Asia, China, and elsewhere in East Asia, scarcities of land, water, and energy resources have grown. Yet the evidence of environmental stress is very differently distributed. This is because serious damage to resources can take place without population pressure. Tropical deforestation has proceeded rapidly in such sparsely populated areas as the outer islands of Indonesia, the Amazon basin, and Central Africa. Examples abound where commercial exploitation, often to meet foreign demands, had led to resource depletion and the destruction of potentially renewable resources. The worldwide economic expansion will continue to be the largest source of additional demand for cereals, minerals energy sources, industrial wood and many agro-industrial products.

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9. The objectives of population policies must move beyond stabilization. Concern should be on the achievement of a sustainable balance between human population and the available resources at a level of consumption which is sufficient to provide a dignified standard of living for all people when stabilization is finally reached. Thus while a demographic transition to a lower fertility rate in developing countries is an imperative need to ensure a balance between people and resources, sustaining this balance over the long term requires the demographic transition to take place alongside social and economic development programmes. The strongest case for vigorous efforts at population control lies in the impact that it could have on the living standards of resource-poor households. This requires that population policy must go hand in hand with measures to strengthen the livelihood base of these poor households. In fact such an approach will be synergistic in the sense that improved income-earning capacity may help to reduce fertility rates and vice-versa, a lower family size will make it easier to improve incomes.
10. Population policies usually has a long lead time; other development policies must respond and adapt in the meantime. Inaction today forecloses the options for tomorrow, both in the overall developmental strategy as well as in the future population policy. In many countries inaction today will mean more drastic steps tomorrow to slow population growth - steps sometimes incompatible with individual choice and freedom. Action is needed on many fronts.

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11. Therefore, it is necessary to consider a five-fold strategy through which National governments and International agencies can co-operate to (a) ensure a smooth demographic transition to low fertility levels and (b) to sustain the transition over the long term. Key elements of this strategy are:

- (1) Development of a comprehensive National Population Policy, by all governments including the 27 countries that do not have one as yet - such a policy will provide the framework to pursue national demographic goals rather than react to the narrow fertility objectives of traditional family planning programmes.
- (2) Integrate National Population Policies with National Development Strategies in order to achieve and sustain an appropriate people-resource balance.
- (3) Encourage the small family norm by removing those socio-economic compulsions that favour large families, by increasing the motivation to have smaller families and by providing complimentary fertility control mechanisms.
- (4) Strengthen financial and institutional commitment of national governments and donors for overall population programmes, rather than for family planning services.
- (5) Develop and deliver family planning services integrated with other fertility determinants.

12. Development of a Comprehensive National Population Policy

- Many developing countries during the past decade have made significant progress in developing a population policy. But many others regard their support for family planning services as their population policy. Family

planning policies have more limited goals than an overall population policy and only provides information and services to help in the achievement of a particular fertility objective. Pursuing family planning programmes outside the framework of population policy may lead to a fertility reduction but not a sustainable people-resource balance. A population policy on the other hand describes the broad national demographic goals and objectives, in relation to other socio-economic objectives.

- Population policy has to be concerned with population growth as well as its distribution. Development of a population policy needs a demographic data base, appropriate institutions and political commitment. Availability of demographic data helps to document growth rates, movements and facilitate decision-making. Such information is critical in generating a sustained political commitment for slower growth. Effective institutions are a complimentary need in that they translate political commitment to effective policy. They play a crucial role in relating demographic targets to policies and resources as well as in co-ordinating the implementation of policy.

13. Integrate National Population Policies with National Development Strategies

- National populations have grown rapidly and the increases are unequally distributed between regions and income classes. So have National production, incomes, poverty, environmental damage and resource depletion which are also unequal in distribution. In order to correct the imbalance between growing numbers and resource demands that have emerged, national population policies and national development strategies will have

to be closely linked and implemented in an integrated manner, paying particular attention to their impact by region and income class.

- The principal variables influencing the demand for more children at family level are related to the presence or absence of development. Therefore an integrated population and national development strategy should consider the demographic benefits of social policies in education, health, social security, etc. in addition to the developmental benefits of these policies.
- An integrated population and national development strategy should also include mechanisms for deploying economic incentives and disincentives to have less children. For example, reduction of maternity leaves and benefits, the establishment of old age social security provisions and minimum age child labour laws, the elimination of heavy public subsidies for secondary and higher education could be appropriate.
- Integrated population and national development strategies should take into account the distributional structure of the population. Some of the real problems of population growth in developing countries arise from its concentration especially in urban areas. A more rational and efficient spatial distribution of populations in some countries is an urgent need.

14. Encourage the Small Family Norm

- The UN projection for a stabilized world population of 10.2 billion in year 2100 implies each family having 2 children by the year 2025. (Annex Fig 4) At present

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most families in Developing Countries have 4 children and in rural areas 5 or more. Therefore reduction of family size is an important factor in any strategy to achieve a sustainable people resource balance.

- Achievement of the small family norm calls for a transition from high to low fertility. This transition, needs vigorous family planning programmes and access to contraceptives in developing countries. However, provision of fertility control techniques alone will not ensure low fertility or the desired transition. For these programmes to be effective motivation to use them by the intended target groups have to be in place. Presence of motivation is as important as the provision of mechanisms.
- For many poor parents in developing countries the socio-economic costs of having children seems low in relation to the socio-economic costs of not having them. For example:
 - (a) When wages are low, the difference between children's and a mother's earnings will be small; income lost by the mother during a child's infancy may often be easily recovered by the child later on.
 - (b) When schooling opportunities for children are lacking, it is difficult to argue that it is a better investment to have two or three educated children than a large family that cannot be educated.
 - (c) In the absence of social security and pensions the need for support in old age outweighs the immediate costs of children.

- (d) Due to high infant mortality many children die young and the inclination to have many babies to ensure that a few survive is great.
- One positive way to induce families to have fewer children is to raise the 'price' or 'cost' of child rearing. Another is to eliminate those social constraints that favour large families. A complementary measure would be to manipulate those economic incentives and dectentives that encourage a small family. These would require a strong public policy emphasis towards:
 - (a) an increase in the education of women that would lead to a change in their role and values;
 - (b) an increase in female non-agricultural wage employment opportunities which raises the price or 'cost' of their traditional child rearing activities;
 - (c) a rise in family income levels through the increased direct employment and earnings of husband and wife;
 - (d) a reduction in infant mortality through expanded public health programmes and better nutritional status for both parent and child;
 - (e) the development of old age pensions and other social security systems outside the extended family network to bridge the economic dependence of parents on their offspring.

15. Strengthen Financial Support for Population Policies

- About \$2 billion is now spent for public family planning programme each year in developing countries. To fulfil the current unmet needs would require an additional \$1 billion per year. To achieve a developing world population of 8 billion in year 2050 would require \$5.6 billion at the end of this century. Current estimated per capita expenditure on population programmes in developing countries is US\$ 0.62 costs, while expenditure per capita on health in 1982 was \$7. Small increases in national government spending can contribute to major gains in reducing fertility.
- Since 1968 International Agencies have provided more than \$7 billion for population assistance. However, the levels have been falling since 1972 in real terms. Only about 1.5 per cent of official development aid now goes for population assistance. It supports about 25 per cent of all family planning costs in developing countries, including China. Assuming these proportions did not change, population assistance would need to triple its current level by the year 2000 to achieve the fertility decline leading to a developing world population of 8 billion in year 2050. A tripling would raise annual population assistance from about \$500 million in 1981 to \$1.5 billion (in 1980 U.S. dollars) by the end of the century.
- Therefore, small increases in expenditure on population programmes by national governments and on population assistance by donors can contribute to major gains in fertility reduction. Also such assistance improve maternal and child health needs and thus contribute to overall social development objectives.

- Strengthening the current research on fertility moderation techniques giving special consideration to socio-cultural variables is an area for priority action by donors. Research has been going on in this area for a number of years; almost all of it financed by donors and private foundations in donor countries. Further efforts to improve the effectiveness of the contraceptive technology while minimizing the health risks need to be encouraged.
- Finally current tendency by donors to deliver population assistance separately from other development assistance flows should be discouraged. Population assistance should be conceived and delivered as part of those other socio-economic development projects undertaken and trade/commercial regimes promoted. Such action will promote the inclusion of population policies in national development strategies and will also improve the visibility of population assistance programmes.

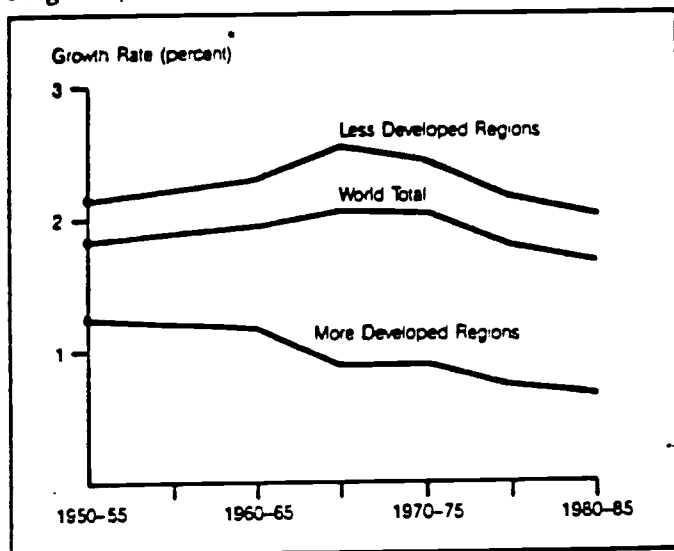
16. Delivering Family Planning Services in an Integrated Manner

- At present the concern of family planning services in many developing countries is focussed only on the need to deliver the mechanisms that promote fertility reduction to target groups. They are neither linked to other programmes that reduce household fertility nor to those that increase motivation to use these mechanisms. Both in design and implementation they are separate from fertility related actions such as nutrition, preventive health, maternal child care, pre-school education programmes, etc. taking place in the same area, often funded by the same donor or the NGO group.

- For family planning services to be effective they must be delivered, integrating fertility reduction mechanisms with interventions that improve access. For example, clinical support needed for most modern contraceptive technologies make the family planning services heavily dependant on the health system. Similar is the reliance on education. A clear area for action here is to integrate population programmes with rural development projects and implement them as part of a major socio-economic intervention in a given village or a cluster of villages.
- Such action will increase the motivation, improve access, underscore the development dimension of the population issue and will reinforce investments in the population sector, all of which are needed for the demographic transition to small families in most developing countries.

Figure 1.

Average Annual Population Growth Rates in More Developed and Less Developed Regions, 1950-85

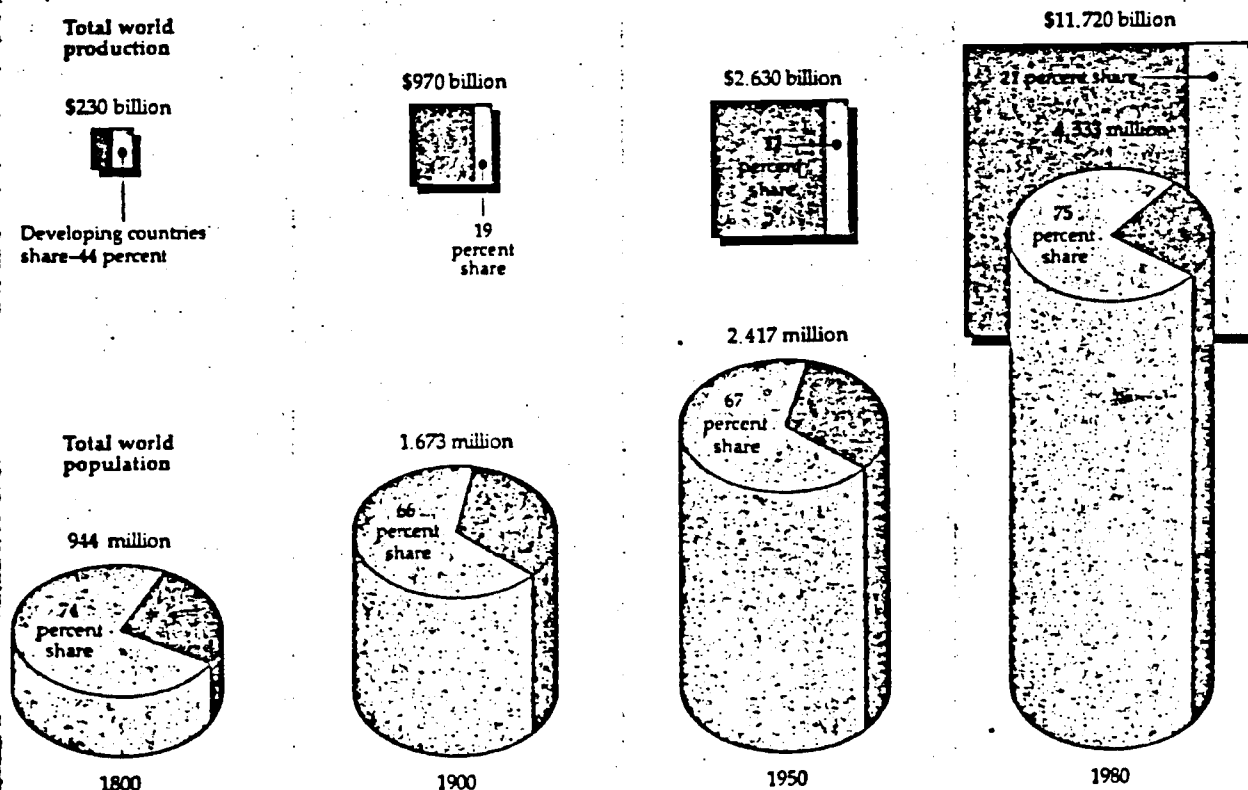


Note: More developed regions include Europe, North America, Australia, Japan, New Zealand, and USSR. Less developed regions include Africa, Asia, Latin America and Oceania.

Source: Department of International Economic and Social Affairs, 1985, Reference 2.

Figure 2.

Developing countries' share of population and production, 1800-1980

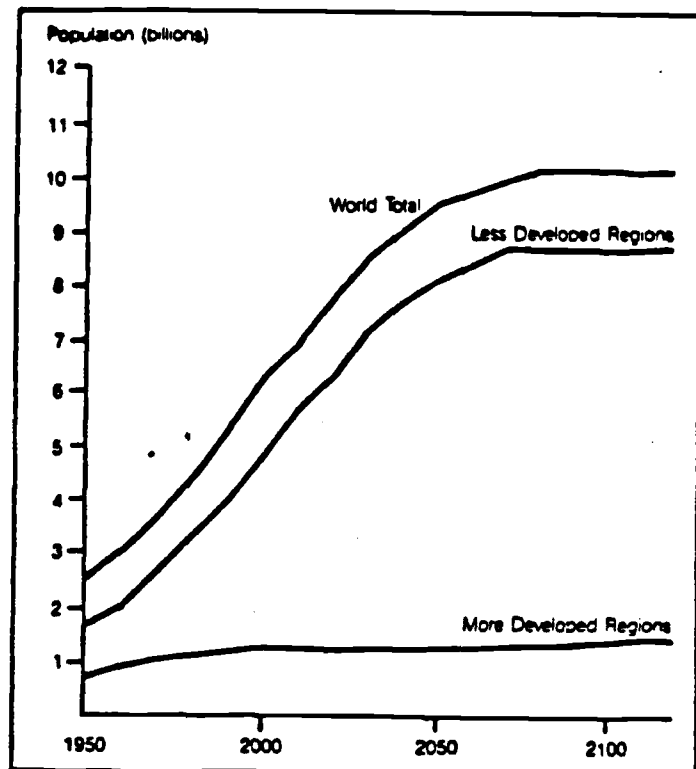


Source: McGreevey, 1984.

Source: World Bank 1985

Figure 3

Population Size for More Developed Regions, Less Developed Regions, and World Total, 1950-2120



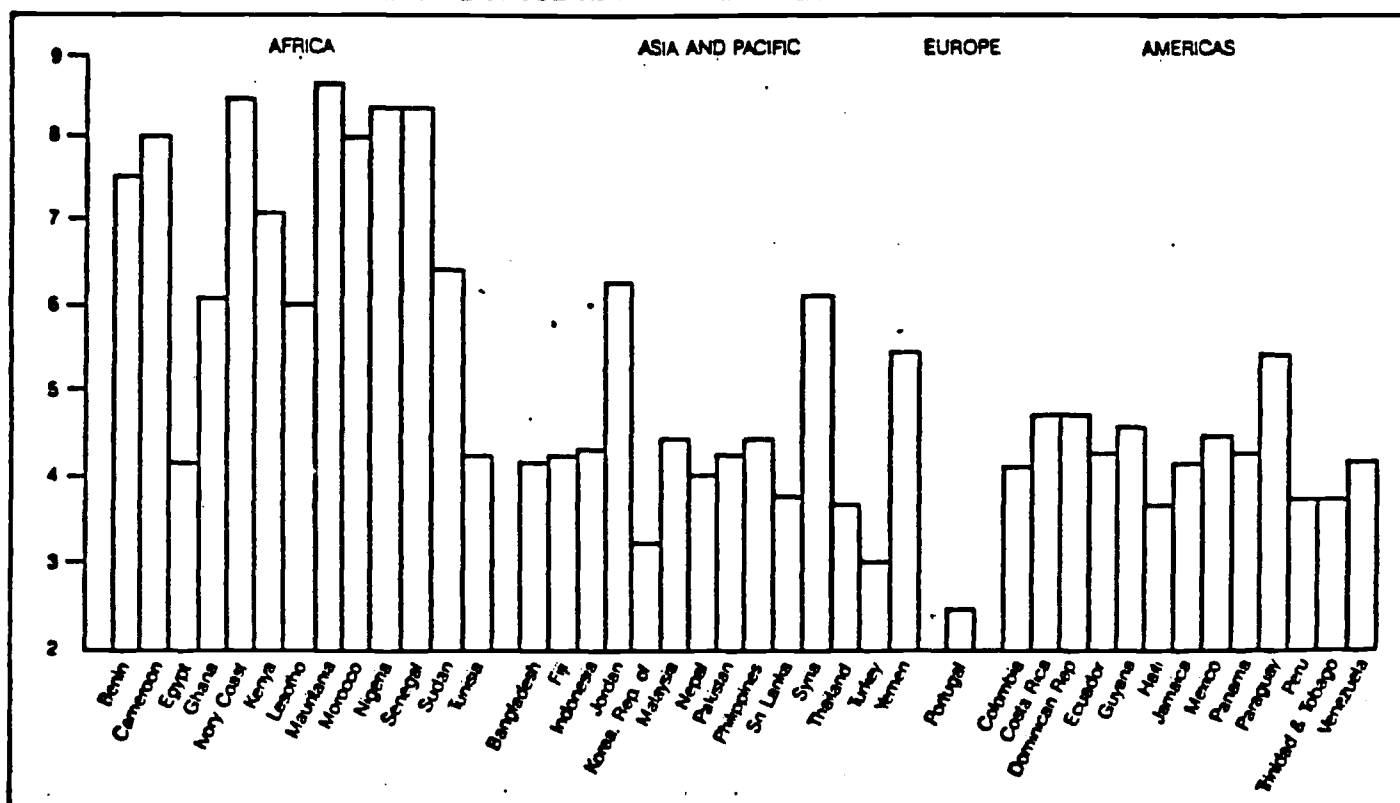
Note: More developed regions include Europe, North America, Australia, Japan, New Zealand, and USSR. Less developed regions include Africa, Asia, Latin America and Oceania.

Sources:

1. Department of International Economic and Social Affairs, World Population Prospects as Assessed in 1980, Population Studies N° 78 (United Nations, New York, 1980), p. 12.
2. Department of International Economic and Social Affairs, Long-Range Population Projections of the World and Major Regions, 2025-2150, Five Variants, as Assessed in 1980, 1981 (United Nations, New York, 1981).

Figure 4

Number of Children Desired in Selected Countries



Source: World Fertility Survey, Fertility in the Developing World (International Statistical Institute, London, December 1984).

Table 1.

Population projections (above) and annual rates of growth (below) for the world and major regions, UN medium variant.

	Total population (billions)					
	1980	2000	2025	2050	2075	2100
World	4.43	6.12	8.20	9.51	10.10	10.18
More developed areas	1.13	1.27	1.38	1.40	1.42	1.42
Less developed areas	3.30	4.85	6.82	8.11	8.68	8.76
Africa	0.47	0.85	1.54	2.17	2.51	2.59
Latin America	0.36	0.57	0.87	1.10	1.22	1.24
North America	0.25	0.30	0.34	0.36	0.38	0.38
East Asia	1.18	1.48	1.71	1.77	1.76	1.76
South Asia	1.40	2.08	2.82	3.20	3.31	3.28
Europe	0.48	0.51	0.52	0.51	0.50	0.50
Oceania	0.02	0.03	0.04	0.04	0.04	0.04
USSR	0.26	0.31	0.36	0.38	0.38	0.38
World	1.70	1.39	0.82	0.36	0.10	-0.03
More developed regions	0.68	0.40	0.15	0.07	0.02	-0.01
Less developed regions	2.04	1.64	0.96	0.41	0.11	-0.03
Africa	3.00	2.77	1.70	0.84	0.31	-0.03
Latin America	2.38	1.92	1.25	0.52	0.20	-0.06
North America	1.04	0.62	0.32	0.22	0.06	0.03
East Asia	1.24	0.89	0.33	-0.03	-0.04	0.01
South Asia	2.17	1.53	0.77	0.30	0.01	-0.04
Europe	0.34	0.15	-0.08	-0.08	-0.00	0.01
Oceania	1.44	0.92	0.64	0.19	0.07	0.00
USSR	0.93	0.60	0.38	0.16	-0.00	-0.06

Source: Population Division, "Long Range Global Population Projections", Population Bulletin N° 14 (New York, 1983)

Table 2.

Year in Which Net Reproduction Rate (NRR) Reaches 1

United Nations Projection		World Bank Projection	
East Asia	1990	USSR	2000
North America	1995	North America	2010
Europe	2020	Europe	2010
South Asia	2020	Latin America	2030
USSR	2030	Oceania	2035
Oceania	2035	Asia	2045
Latin America	2040	Africa	2045
Africa	2045		

Source: United Nations Secretariat, "Long-Range Global Projections, as assessed in 1980", Population Bulletin of the United Nations, N° 14 (1982) p.20

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27 January 1986

Overall Executive Summary for UNEP Programme

Introduction

1. As a focal point for global environmental action and co-ordination within the United Nations system, UNEP aims at promoting sustainable development without destruction of the natural resource base for the benefit of present and future generations.
2. In the period October to December 1985, Programme Officers evaluated each and every project in their respective sub-programmes since the inception of UNEP. In aggregate, the picture that emerged is the following:

<u>No. of projects over the years</u>	<u>Cost to UNEP</u> (including Trust Funds)	<u>Cost to Co-operating agencies/ supporting organisations</u>
646 completed projects	115,128,790 (46%)	133,796,667 (54%)
<u>288 ongoing projects</u>	<u>142,439,142 (53%)</u>	<u>128,748,951 (47%)</u>
<u>934</u>	<u>257,567,932 (49.5%)</u>	<u>262,545,618 (50.5%)</u>

3. Besides the above direct financial costs, a considerably greater expenditure triggered by UNEP catalysis was incurred in the activities undertaken by Governments, UN agencies or other Institutions. We have not been able to gauge the level of that expenditure in all sub-programmes, but where we have estimates, albeit conservative, in individual sub-programme executive summaries, we have an aggregate dollar value in the amount of at least \$ 700 million.

Major Achievements of UNEP

The major achievements of UNEP since its inception to the present can be listed within a framework of items enumerated as follows.

1. **Building public awareness:**

(a) In particular, in the fields of: sustainable development; nature conservation; desertification; chemical safety; industry; energy.

Through such media as: the World Conservation Strategy, the World Charter for Nature, IRPTC publications, major conferences such as those on Desertification, Nairobi 1977 and New and Renewable Sources of Energy, Nairobi 1981, and various reports such as on the environmental impacts of production and use of energy.

(b) Generally, of environmental problems and challenges through: the event of World Environment Day, the programme of Outreach, and major conferences addressing audiences among parliamentarians (Inter-Parliamentary Conference 1984), youth, women, and industry (WICEM 1984).

2. **Catalyzing and co-ordinating government action:**

In establishing

(a) **3 global and 7 regional conventions** formally obligating member governments to undertake joint action, e.g. for the protection of endangered species, of the ozone layer and of specific marine and coastal areas.

(b) **Nine regional action plans** for the protection and development of marine and coastal areas.

(c) An incorporation of environmental education dimension into the educational plans and policies as well as in complementary legislation or appropriate institutional arrangements in over 40 countries.

3. Drawing attention to and addressing **specific global issues** and problems:

In particular the negative effects of: stratospheric **ozone** depletion, carbon dioxide and other **greenhouse** gases build-up, **unsustainable** development.

4. Establishing assessment, monitoring and information systems to increase understanding of emerging global issues and problems. In particular: the Global Environmental Monitoring System **(GEMS)**, the International Register of Potentially Toxic Chemicals **(IRPTC)**, and the International Environmental Information System **(INFOTERRA)**.

5. Establishing or formulating **management systems** to deal with specific issues:

(a) The existing frameworks for management under **Regional Seas** Programme, the Plan of Action to Combat **Desertification**, especially in the Sudano-Sahelian region, and the International **Pest Control** Strategy.

(b) The emerging systems under the **World Conservation Strategy**, the **marine mammals** Plan of Action and the Plan of Action for Tropical **Forests**.

(c) Management systems implemented by governments party to: the Convention on International Trade in Endangered Species of Wild Flora and Fauna **(CITES)** and the Convention on the Conservation of Migratory Species of Wild Animals **(CMS)**.

(d) Seven agreed sets of **global guidelines and principles** for environmental action by governments, e.g. in the fields of shared natural resources, hazardous wastes, banned and severely restricted chemicals, or marine pollution from land-based sources.

(e) An operational global information exchange network, and a query-response service whereby IRPTC provides data on the effects of chemicals on man and the environment, a base data for evaluating, and possibly predicting, the hazards associated with chemicals, and advice on their subsequent control.

(f) A new approach, through the Global Resource Information Database (GRID) to bridge the gap between monitoring/assessment and practical management, by focussing data on specific environmental management problems in specific geographical areas.

(g) A system for the conservation and management of genetic resources through monitoring, genebanks, and intergovernmental review mechanisms; and a system to address the role of microbial genetic resources in environmental management, particularly in developing countries, (MIRCENS / and World Data Centre - WDC)

6. Creation of a better understanding of actions needed:

(a) UNEP made clear the need for the integration of environmental concerns in development planning by evolving the concept of sustainable development; and by establishing an institutional framework to review and promote consideration of the environment in multilateral development assistance (CIDIE).

(b) UNEP ensured that global intergovernmental consensus on developmental trends, objectives and policies reflected consideration of the environment: through such major events as:

- Mid-term review of the International Development Strategy for the Second International Development decade.
- Sixth special session of the United Nations on establishment of a New International Economic Order.
- Seventh special session of the United Nations on Development and International Economic Co-operation.

- World Employment Conference.
- World Conference on Agrarian Reform and Rural Development.
- World Food Conference.
- World Population Conference.
- International Conference on Population.
- United Nations Conference on the least developed countries.
- United Nations Conference on Human Settlements.
- International Development Strategy and its mid-term review for the Third United Nations Development Decade.

7. Education and Training.

(a) UNEP has catalysed and co-ordinated the training of over 25,000 persons throughout the world in general and specialised environmental fields.

(b) Regarding environmental education, see paragraph 2 (c) above.

Failures and weaknesses:

During the Programme Review, we had identified loud and clear a number of failures and weaknesses in our performance over the past 13 years. These are:

(a) We failed to pursue impacts of a significant number of our activities for example, the large number of **[trainees we sponsored or supported, replication of pilot projects we supported, application of [guidelines we produced, implementation of action plans and programmes developed by or in co-operation with UNEP, conventions and protocols adopted through our efforts, methodologies and tools we produced and disseminated to governments for use in proper development planning.**

(b) In those cases where we pursued the results we did not publicise them.

(c) We ~~failed in the formulation of concrete project objectives~~ and sound project documents in the majority of cases.

(d) We ~~failed to properly monitor the~~ implementation of most of our supported projects with co-operating agencies and supporting organizations. We very rarely visited the sites of activities.

(e) We ~~failed to exercise strict financial control~~ on the expenditures of projects and there has been an evident reluctance in UNEP to withhold payment for project activities which are not proceeding as planned.

(f) In a number of instances we ~~failed to make intellectual input to~~ activities that we supported financially. To a certain extent, UNEP was still responding more to requests from outside in project development than taking initiative in this process. As a result many projects were of an ad hoc nature.

(g) We had not in most instances insisted on better substantive reports from Co-operating Agencies or Supporting Organizations.

(h) When publications resulted from joint projects, the ~~UNEP logo~~ was sometimes missing and mention was not always included. There were also delays in publishing and issuing UNEP publications.

(i) Distribution of results had not always been done with UNEP consultation or agreement.

(j) ~~No real effort has been made in the past to assess the catalytic effect~~ (financial or intellectual) which UNEP has produced on others (Governments, agencies and NGOs). The information contained in the executive summaries concerning financial and intellectual catalyses are therefore very approximative and in many cases it is just a guess.

(k) There is a tendency to disperse resources (human and financial) on small projects with little impact rather than concentrating on few major ones which might produce sensible effects. (The Programme review did not conclusively determine that all large projects were successful.)

(l) The cost to UNEP of many projects is considerably higher than the total cost to co-operating agencies or supporting organizations. This is not in line with the catalytic role of UNEP.

(m) There is a serious lack of inter-linkages between Earthwatch, Management and Supporting Measures functions on the one hand, and among the various sub-programmes of UNEP, on the other hand.

(n) We confined our project activities inflexibly to individual sub-programmes rather than introducing multi-financing across several sub-programmes or sub-lines.

(o) In instances our work lacked the support of governments, for example, the Plan of Action to implement the World Soils Policy or lack of implementation of guidelines or principles, e.g. on weather modifications in the case of the former, and shared natural resources in the case of the latter.

The above were basically some of the reasons which gave rise to an erroneous impression that UNEP is a funding body.

Measures to Improve Performance:

(1) In all areas where UNEP should play a leading role, that is, where it is considered a focal point for action, we should not wait until proposals are received from others for our reaction. It will be expected that we initiate proposals for action. The balance between initiative from within and receipt of proposals from outside must improve with staff taking more initiative on project proposals.

(2) **Effective assessment** of the achievements of a given project depends on the soundness of its formulation, that is, properly formulated objectives tied into the outputs and their utilization and schedule of implementation, specific target groups to be reached and follow-up in that regard.

(3) An activity similar to one previously undertaken will not be allowed to start unless the previous one was followed up.

(4) Each project would in future include **a follow-up component**. Each officer would follow the project implementation effectively through technical discussions with co-operating agencies and supporting organisations including visits to sites as and when needed. Six tracer projects would be finalised to determine comprehensively what UNEP did in selected countries.

(5) Products from our joint activities should be distributed to the target audiences agreed upon between the co-operating agencies, supporting organizations and UNEP. **Each sub-programme should develop a distribution list** for its publications and a process of checking with the recipients the value and use made of the publications.

(6) The one officer-one budget line or budget sub-line approach will be discontinued and replaced with **multidisciplinary teams** or structures which are able to design programmes and projects in all stages across a number of budget sub-lines if necessary.

(7) An effort will be made to **concentrate on a few example countries** in different regions on the testing or application of methodologies and guidelines developed by UNEP to-date. All UNEP activities in the country selected for concentration will be effectively co-ordinated.

(8) **Earthwatch will increasingly provide assessment statements**. Based on existing data - even if not highly accurate or reliable - it will produce regularly preliminary technical evaluations and analyses addressing concrete environmental problems which will assist the required management tasks.

(9) To improve the operational efficiency of the Environment Programme, it is recommended that a change of its structure be made. The basis of this structure is predicated upon the fact that in solving environmental problems multidisciplinary approaches have to be used.

(10) Performance of the Administration as far as it is related to the support of Programme activities should be improved.

Lessons learned

1. Most of the lessons learnt were already used to formulate the Measures to improve performance, above.
2. Projects implemented in collaboration with GOs and internal projects were more successful and achieved their objectives in comparison with those implemented by UN organisations.
3. In those cases where Governments were involved in the development of an activity, e.g. in the case of the Action Plans in Regional Seas, and the Montevideo Environmental Law programme, there was noticeable success in these activities.
4. UNEP should consider carefully its involvement in programme activities which do not have a clear indication of further collaboration and future funding possibilities from other sources to ensure an acceptable level of continuity especially since environmental problems cannot be solved in a short time.

Targets for 1990

Below are some targets selected from those for the programmes and sub-programmes because of their expected impacts beyond a particular sub-programme or programme.

In Environmental Assessment:

The following preliminary list of assessments would be prepared and issued by 1990:

- Assessment of applicability of GRID methodology to environmental problem solving at global, regional and national levels (1987).
- Assessment of Man at Risk from environmental chemicals: heavy metals and pesticides (1987).
- Assessment of Man at Risk from environmental chemicals: multi-media exposure (1990).
- Assessment of Man at Risk from mycotoxins (1988).
- Assessment of Biota at Risk from acid deposition (1989).
- Assessment of Man and Eco-systems at Risk from induced and natural climate change (1989)
- Assessment of Ecosystems at Risk: Global forests (1990).
- Assessment of Ecosystems at Risk: Tropical rangelands (1989)

10 technical analyses would be issued to assist in carrying out defined management tasks. Infoterra data base would provide information annually to 12,000 users of which 60% would comprise direct substantive answers.

In Environmental Management:

- (a) At global level: To finalise a protocol on chlorofluorocarbons and two sets of guidelines on trade in chemicals and EIA.
- (b) At the regional level: To finalise 2 marine environmental conventions and related protocols for South Pacific and South Asia. Initiation of two new conventions on international water resources (Zambezi, an African lake).

Promotion of sustainable development in international river basins by facilitating approval and initial implementation by the concerned Governments of 3 to 4 basin action plans for environmental sound management of water resources (Zambezi, Lake Tanganyika, ground water aquifer).

(c) At national level:

[6 to 10 countries affected by desertification selected from Africa, Asia and Latin America would have formulated national action plans designed to orient their development patterns towards sustainable development; three countries having translated national soils policies, conservation strategy and sound agricultural and land use policies into development planning and secured financing for their implementation.

In Supporting Measures:

Through IEEP, ensure that EE is incorporated in the education systems, programmes and procedures of an additional 20 countries bringing the total to over 60. In Environmental Law, assistance would be provided to at least 10 countries in translating global and regional conventions adopted under UNEP auspices into national legislation. In the field of training (general and specific), to enhance the capacity of developing countries to deal with their environmental problems training would have been provided to 16,500 professionals, policy and decision makers and technicians.

"UNEP 1991" INTERNAL SEMINAR
February 1986

**EXECUTIVE SUMMARY OF THE EVALUATION OF ACHIEVEMENTS OF UNEP IN
[ENVIRONMENTAL MANAGEMENT]**

I. OBJECTIVES

Without attempting a precise definition, the Stockholm Plan of Action established Environmental Management as the component of the programme which comprises activities and functions facilitating comprehensive planning and goal-setting to ensure the protection of the environment and to enhance it for present and future generations. The beneficiaries of environmental management activities are the people and its implementation is the duty of all Governments. In the course of its evolution and with experience gained in its implementation, the System-wide Medium Term Environment Programme (SWMTEP) set the tasks/broad objectives for the various elements comprising Environmental Management whose salient features are (See individual sub-programmes for detailed analyses):

- promotion of environmentally sound management, application of methodologies and techniques and the understanding of the impacts of human activities on the total environment;
- anticipation, prevention and alleviation of impacts likely to have negative effects on human health and welfare;
- promotion of control measures or initiatives against pollution and other harmful biological, chemical and physical agents;
- supporting the efforts of Governments and other actors in environmental management by providing legal conventions and guidelines, methodologies, infrastructures, and training;

[Since 1974, 395 projects have been completed in the various sectors and priority subjects comprising Environmental Management and 186 projects are on-going (See below for the summary table).

II. FINANCIAL DATA AND CATALYSIS

COSTS	ON-GOING PROJECTS			COMPLETED PROJECTS			PERCENTAGE		CATALYSIS
	No.	UNEP	OTHERS	No.	UNEP	OTHERS	UNEP	OTHERS	
<u>Terrestrial Ecosystems</u>									
Tropical Forests	4	2,047,120	1,233,500	14	1,377,748	10,044,851	24	77	n.i.a
Soils	3	7,451,133	6,362,850	16	2,380,516	12,882,389	17	83	150,000
Genetic Resources	9	756,000	2,054,405	24	3,477,360	18,699,288	17	83	100,000,000
Wildlife & Protected Ar.	15	6,154,719	6,984,886	25	5,097,193	10,207,030	40	60	450,000,000
Bioproductivity	3	1,251,383	2,030,000	4	786,826	622,500	43	57	n.i.a
Other Ecosystems	6	2,165,279	3,207,951	7	517,074	2,585,359	32	68	450,000
Water	14	3,400,990	4,396,420	23	3,449,983	3,165,753	47	53	n.i.a
Lithosphere	2	1,741,217	690,672	1	133,025	213,700	67	33	n.i.a
Human Health	11	3,773,443	4,714,700	32	5,563,995	3,842,676	52	48	4,500,000
Pest Management	6	2,319,008	8,906,505	18	4,875,315	1,871,327	40	60	32,000,000
Sub-total	73	25,060,292	40,581,889	164	27,699,035	64,134,873			587,100,000
<u>Technology and Environment</u>									
Human Settlements	9	2,143,688	1,580,000	42	11,430,000	3,429,000	72	28	40,000,000
Natural Disasters	-	-	-	16	900,000	853,363	51	49	n.i.a
Energy	14	1,978,000	562,000	18	2,730,000	2,057,000	64	36	1,000,000
Industry & Transp.	11	9,304,459	1,995,143	9	2,645,265	1,053,442	80	20	8,000,000
Science & Technology	-	-	-	20	2,107,541	1,489,854	58	42	n.i.a
Desertification	17	9,150,000	26,530,000	30	11,000,000	4,270,000	40	60	79,000,000
Oceans	62	37,342,706	18,703,901	96	12,500,746	6,346,703			20,000,000
Sub-total	113	59,918,853	49,371,044	231	43,313,552	19,499,362			148,000,000
Grand Total	186	84,979,145	89,952,933	395	71,012,587	83,634,235			735,100,000

IV. MAJOR ACHIEVEMENTS AND EFFECTS

In environmental management, the major achievements of UNEP since its inception to the present fall into three broad categories, generally having the effect of increasing concern for environmentally sound management of natural resources and social activity: a) building public and government awareness of issues and understanding of actions needed; b) catalyzing and coordinating government action and training people; c) actually establishing or formulating management systems to deal with specific issues. For clarity, the achievements are listed within a framework, beginning with the most concrete and ending with the less quantifiable because in the latter, the impact of UNEP action has been magnified by efforts from other organizations and citizens' initiatives.

1. Establishing or formulating management systems to deal with specific issues:

a) Frameworks for management under the Regional Seas Programme, the Plan of Action to Combat Desertification, especially in the Sudano-Sahelian region, the Integrated Pest Control Strategy, the EMINWA Programme for Environmentally Sound Management of Inland Waters, the International Programme of Chemical Safety (IPCS) and a coordinated system for microbial resources utilization (MIRCENS)

b) The emerging systems under the World Conservation Strategy, the Marine Mammals Plan of Action, the Zambezi River Basin Action Plan, the Plan of Action for Tropical Forests, the Plan of Action to implement the World Soils Policy, the Biosphere Reserve Action Plan, and action plans to control malaria, schistosomiasis and cotton pests

c) Management systems implemented by governments party to the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES) and the Convention on the Conservation of Migratory Species of Wild Animals (CMS)

d) Seven agreed sets of global legal guidelines and principles for environmental action by governments, e.g. in the field of shared natural resources, offshore mining and drilling, weather modification, nature conservation, hazardous wastes, banned and severely restricted chemicals, and marine pollution from land-based sources

e) Manuals and guidelines specifying actions in the fields of genetic resource conservation and collection; mangroves and coral reefs; environmental impact assessments for water management in Latin America and the Mekong basins; marine pollution control; chemical safety; national strategies to improve planning and management of human settlements; and management of industries such as those which produce pulp and paper, aluminium, iron and steel, motor vehicles and chemicals.

2. Catalysing and co-ordinating government action:

a) by establishing conventions, action plans and networks:

i) 1 global and 7 regional conventions formally obligating governments to undertake joint action, specifically for the protection of endangered species in international trade (CITES), of migratory species (CMS) and of specific marine and coastal areas (Regional Seas Conventions)

- ii) **nine regional action plans** for the protection and development of marine and coastal areas
- (iii) a **network of genebanks** and a World Data Centre
- b) by **training personnel** in the management of:
 - i) **wildlife and national parks** (500)
 - ii) **genetic resources and genebanks** (1270)
 - iii) **water resources** (790) including at the UNEP assisted international training centre: in France CEFIGRE
 - iv) **desertified areas** (500 from 50 countries)
 - v) **soil and new agricultural land** (42 decisionmakers, 1600 field workers)
 - vi) **bioproductivity assessment** (132)
 - vii) **chemical safety and food control** (140 in India and USSR)
 - viii) **agricultural pests** (1306 from 40 countries)
 - ix) **human settlements and urban wastes** (232)
 - x) **industrial processes** (415 in 15 courses and seminars)

3. Building public and government **awareness** and understanding of actions needed, in particular in the fields of sustainable development, nature conservation, desertification control, chemical safety, energy, and industry, through such media as:

- a) the **World Conservation Strategy and the World Charter for Nature**;
- b) Action Plans for regional seas, marine mammals, desertification control, as detailed above;
- c) **Pilot Projects** in selected countries:
 - i) on conserving **endangered agricultural animal breeds** and genetically diverse and valuable forest stands;
 - ii) on **mountain ecosystem** management in the Andes,
 - iii) on **Desert control** in Kenya and Tunisia,
 - iv) on **soils in new agriculturally developed areas** in Egypt and in fragile highlands in Bulgaria and USSR,
 - v) on new and **renewable sources of energy** in Sri Lanka, Senegal, Philippines and Indonesia,
 - vi) on an efficient **fuelwood stove**,

projects whose success in many cases has elicited requests from other governments for UNEP to replicate them;

- d) **Conferences** and other intergovernmental fora and initiatives, including those organized by UNEP and whose results were impacted or influenced by UNEP involvement: World Food Conference, Rome 1974;

Agrarian Reform and Rural Development, Rome 1979; Desertification, Nairobi, 1977; New and Renewable Sources of Energy, Nairobi, 1981; WICEM(Industry), Versailles, 1984; World Fisheries Conference, Rome, 1984; Inter-Parliamentary Conference, Nairobi 1984; Conferences of the Parties to conventions of CITES in Berne, San Juan, New Delhi, Gaborone and Buenos Aires and of CMS in Bonn (Oct.1985), United Nations' special sessions on establishment of a New International Economic Order and on Development and International Economic Co-operation, the Conference on the Least Developed Countries, UN Conferences on Human Settlements the UN Conferences on Population (Bucharest, 1974; Mexico 1984), and reviews of the International Development Strategy.

5. Contribution to the scientific understanding and clarification of major ecological principles and concepts, e.g. biogeochemical cycles (SCOPE/UNEP); ecological principles in environmental management (UNESCO/MAB/UNEP); and the relationship between conservation and development (WCS: IUCN/UNEP/WWF).

V. FAILURES AND WEAKNESSES

For the sake of brevity, failures and weaknesses identified in each subprogramme evaluation are not repeated here. The more general and policy-oriented weaknesses and failures can be summarized as follows:

1. Failure to articulate the notion of environmental management in coherent operational and practical terms. Granted that this concept is relatively new and still evolving, UNEP as the focal point for concerted environmental management has yet to fully exercise its leadership role in the hands-on demonstration of its validity and efficacy. Many activities have continued in the isolated sectoral fashion characteristic of pre-Stockholm eras.
2. A serious weakness has been the initiation of management activities without the benefit of prior assessment and where a prior assessment has taken place, the failure to follow through with clearly defined management strategies (e.g. in the case of the Tropical Forests Assessment). One obvious explanation for this untenable situation is the failure to adhere to the Stockholm Action Plan perspective of the interaction linkages and feed-back between assessment and management.
3. Our efforts in some critical environmental issues have not been matched with sustained intellectual and leadership capabilities (e.g. forests, soils) nor accompanied by vigorous action at a level of expenditure commensurate with the magnitude of the problem in order to induce a real difference (this uneven performance of concentration area budget sublines can be deduced from the summation table).
4. As Stockholm clearly stated (Proclamation 2), the protection and improvement of the human environment, (and hence environmental management) is the duty of all governments; Yet in some instances, our work has lacked the support of the governments necessary for it to be translated into practice. This is particularly true on those aspects of the natural resource base on which governments exercise complete jurisdiction. Thus our Plans of Action for Soils and Marine Mammals remain unsupported and unimplemented and there is no real evidence of the application of principles and guidelines so far produced. Despite the grave environmental implications of deforestation and desertification, the Plan of Action for Tropical Forests has had an unduly long gestation period, and UNCOD (Desertification Control) Plan of Action remains largely unimplemented.

5. **We have failed to move beyond our traditional environmental constituency**, both in terms of expert advice and involvement, to reach out to other societal groups who also have an important stake in the outcome of any environmental management activity. We have not succeeded in widely disseminating the available technical information into data useable for development planning.

VI. LESSONS LEARNED

1. Programme Implementation

The following most significant lessons were learned, ranging from the initial formulation of projects, through their implementation by UNEP and/or cooperating agencies, organizations, or governments, to their follow-up, all with a view to achieving the objective of environmentally sound management.

- a. **Formulation of projects:** The project document for a proposed activity should clearly reflect and specify the objectives of the project within the context of the Programme, the methods, the expected output, the schedule of implementation, the specific target groups to be reached, and follow-up to ensure utilization and practical application of the activity whether it involves training, transfer of technology or skills, policy guidance, etc.
- b. **Project initiation and cooperation:**
 - (i) **UNEP should play a more prominent role, as initiator of proposals for action;** where a cooperating agency implements the project, more control should be exercised by UNEP on workplans, time schedules, quality performance; and UNEP should supply more intellectual input.
 - (ii) Experience has shown that **NGOs can be more effective partners** in some activities and more use should be made of them.
 - (iii) The recognition that most environmental problems cannot be solved in a short time implies that **collaboration and funding should be secured for the longterm continuation** of the project after UNEP catalysis and seed funding stops. Securing participation and financial responsibility from donor or local governments at the outset of a pilot project should prevent the abandonment of worthwhile projects as was the case in several involving pest control, slum improvement, and a genebank network.
 - (iv) When **governments are involved** in the planning and development of an activity and take part in choosing the priorities of a specific sub-programme, the activity is more likely to enjoy the governments' financial support and participation and thus to achieve noticeable success, as in the case of the Regional Seas Action Plans and of the Montevideo Environmental Law Programme.

c. Follow-up to projects:

Evaluation and monitoring of the project should continue during the implementation and after the formal completion of the activity: (i) by contacting trainees periodically, requesting feedback, and possibly offering further advanced training, (ii) by visiting the project sites and (iii) disseminating project results and their impacts.

2. Flexibility in internal organizational and administrative arrangements

- a. The envisaged team approach should be facilitated by flexible administrative and financial support enabling for example funding for one multi-sectoral project from several budget lines.
- b. Greater operational links need to be established between and within the three functional tasks of the environment programme and a firm policy should be established to ensure that these are adhered to.

VII. NEW APPROACHES

Based on the lessons learned, several new approaches and initiatives are proposed to promote environmentally sound management:

1. Using the multi-sectoral team of experts in different fields, attention will be focussed on specific problems where UNEP can make a difference in environmentally sound management, in particular:

- a) At the national level: (i) efforts will be made to concentrate holistic environmental management on a few selected countries to demonstrate its efficacy, practicability and replicability. (ii) Desertification Control: for 3 to 4 years, concentration in a few countries in order to orient their national plans towards sustainable development.

- b) At the regional level: River Basin Action Plans for water management; impact assessment of water development and mining upon hydrogeological and geological conditions; and agricultural pest control especially of the tsetse fly - all of which can be coordinated in the Zambezi Basin as a demonstration of holistic or multi-sectoral management.

2. To encourage coordination, stringently apply catalysis, avoid duplication and administrative waste, we will seek to:

- a) link regional programmes already in place such as the Regional Seas Action Plans,
 - b) stimulate cooperation between governments which share similar conservation problems, and
 - c) identify more carefully which national priorities for action should be addressed primarily by which UN agencies including UNEP, FAO, UNESCO, and other implementing organizations such as IUCN, so as to increase complementarity and additionality.

3. To address emerging needs for action, we will:

- a) vigorously seek seed money to accelerate the implementation at the national level of the World Conservation Strategy and the Biosphere

Reserve Action Plan, using the successful trust funds approach and other successful models as the Regional Seas programme, CITES and, soon, CMS.;

- b) link the longterm research on biogeochemical cycles, and interaction between them, with man, and with climate and relating such holistic research to the formulation of new government and international policies, to protect essential ecological and life-support processes;
- c) use demonstration projects as centres for studies, training, transfer of technology, and tests for economic viability;
- d) increasingly computerize useful data to ease its storage, retrieval and dissemination in order to accelerate environmentally sound management.

VIII. TARGETS

In environmental management, UNEP's Programme will strive to achieve the following specific targets for 1990:

Globally and Regionally

To finalize a protocol on chlorofluorocarbons to the Vienna Ozone Convention, and guidelines on trade in chemicals, and environmental impact assessment, and to initiate guidelines on environmental emergencies and compensation mechanisms.

To secure implementation of the Marine Mammals Global Plan of Action.

To obtain adherence of more Parties to 4 global conservation Conventions: CITES, CMS, World Heritage, and Wetlands.

To expand the MIRCEN network, and establish a genebank for animal genetic resources and a referral network for microbial genetic resource use in management.

To disseminate practical guidance on methods to infuse development plans with environmental considerations in the management of drylands, river basins, tropical forests and degraded reclaimed land.

To train policy-makers and technicians in minimum numbers as follows: 500 in desertification control; 500 in water management and pollution control 300 on rural water supply and sanitation, 100 on mineral resource use, 100 on integrated crop production and tsetse control, and 200 on environmental analysis of development projects.

Nationally: (i) 6 to 10 countries affected by desertification selected from Africa, Asia and Latin America would have formulated and installed national action plans designed to orient their development patterns towards sustainable development; (ii) 3 countries having translated national soils policies, conservation strategies, and sound agricultural and land use policies into development planning and secured financing for their implementation; (iii) comprehensive assessment in 3-4 selected countries of the potentially harmful environmental agents and their impacts and machinery in place for their regulation and control; (iv) to have firmly established the two large pilot projects covering 150 villages and 30 semi-arid stock-raising zones stipulated in the Cairo Programme of African Cooperation on the Environment.

Executive Summary of the Evaluation of
the achievements of UNEP in the
EARTHWATCH Sub-Programme

I. OBJECTIVES

The idea of a global environment assessment programme ("Earthwatch") was presented in 1972 at the UN Conference on the Human Environment, Stockholm. Earthwatch was to be one of the three major programmes of the proposed Action Plan on the Human Environment (the other two programmes being Environmental Management and Supporting Measures).

It was conceived as an internationally financed and co-ordinated global system of national facilities and services, which should study the interactions between man and the environment, provide early warning of environmental hazards, and determine the status of selected natural resources.

Earthwatch was to be composed of four major Groups of functions. The first, evaluation (including forecasting), was to provide the continuous overview and stimulus necessary to assure that appropriate actions are taken within the programme. The three other functions - monitoring, research, and information exchange - were to provide the data, understanding and consensus necessary for the identification and assessment of specific environmental problems.

The specific relationships of the de facto elements of Earthwatch (GEMS, the Global Environment Monitoring System; Outer Limits; IRPTC, the International Register of Potentially Toxic Chemicals; INFOTERRA; Environmental Data and SOE, the State of the Environment Report) have not always been clearly defined with respect to the four Earthwatch functions mentioned above. Nonetheless, the objectives, activities and historical mandates of each element, indicate that: GEMS is concerned with monitoring, evaluation, research and the production of assessments; Outer Limits, with evaluation and research; INFOTERRA and IRPTC, with information exchange; Environmental Data, with making monitoring and assessment data available for research, evaluation and information exchange; and SOE, with provision of information exchange at a political level.

[Since 1974, 56 projects have been completed within Earthwatch (see below for cost breakdowns). Forty-two projects are on-going (see below for projected total costs).

II. FINANCIAL DATA

<u>COSTS</u>	<u>COMPLETED</u>		<u>ONGOING</u>		<u>TOTAL %s</u>	
	UNEP	OTHERS	UNEP	OTHERS	UNEP	OTHERS
SOE	1,287,642	40,000	258,750	-	97	3
DATA	1,717,063	610,708	153,000	107,863	72	28
INFOTERRA	4,099,398	681,853	5,027,119	-	93	7
IRPTC	-	-	9,690,152	609,780	94	6
OUTER LIMITS	854,462	747,000	2,409,420	2,409,257	51	49
GEMS	7,553,000	8,342,000	16,961,000	13,884,000	52	48
<hr/>						
TOTAL	15,511,565	10,421,561	34,499,441	17,010,900		

III. FINANCIAL CATALYSIS

Co-operating agencies estimate that national counterpart contributions have been in excess of \$279 million, making UNEP's catalytic contribution of the order of 17%.

IV. MAJOR ACHIEVEMENTS AND EFFECTS

(See also the individual executive summaries for GEMS, Outer Limits; IRPTC, INFOTERRA; Environmental Data and SOE.)

Global and regional

The provision within GEMS of reliable environmental data where none or very few existed before, allowing the construction of soundly-based models for understanding environmental processes (e.g., carbon dioxide increase and impacts, sahelian ecosystem functioning) and for formulating corrective and management actions (e.g. in ozone, urban air quality and tropical forests).

Three operational global GEMS Health-related Monitoring (HRM) networks for air, water and food contamination, regularly providing data. Each network has a global databank as well as global and regional centres for ensuring that the data are reliable and of high quality.

A Background Air Pollution Monitoring Network (BAPMON), involving 95 participating countries. (see Tables 1 and 2, Fig. 3).

The initiation and implementation of the World Climate Impact Studies Programme as part of the WMO World Climate Programme.

Regular assessments of atmospheric ozone layer modification and its impact which has provided the basic scientific information upon which the Vienna Convention for the protection of the ozone layer has been based.

The 1985 assessment of the greenhouse gas/climate change issue by UNEP, WMO and ICSU has identified research needs and programme guidelines to obtain regional socio-economic assessments of the impacts of climate change caused by increases of greenhouse gases in the atmosphere.

Computerized central files on potentially hazardous chemicals, built by the IRPTC Programme Activity Centre assisted by national correspondents and other network partners, containing:

- data profiles on 500 chemicals of international significance; a file of national regulations and national and international recommendations on 5,000 chemicals from 60 countries;
- a file of waste treatment and disposal methods on 563 chemicals;
- a library and documentation system with 3,500 publications on over 40,000 chemicals;
- on-line access to major computerized bibliographical and factual information systems related to chemicals;
- a file on chemicals currently tested for toxic effects (jointly with the IPCS) in its initial phase.

A **query-response service** for users world-wide operated by the IRPTC Programme Activity Centre with assistance from network partners with a frequency of incoming queries in 1985 of one query per day;

An international, world-wide environmental information system (**INFOTERRA**) established, comprising four international networks for the exchange of environmental information.

A database of environmental information sources established within INFOTERRA, which has so far provided answers to 34,000 queries from 104 countries (17,400 from developing countries).

A technical book, **"The World Environment 1972-1982"**, provided decision-makers with an analysis of the changes, both positive and negative, that have taken place in the human environment over the decade and made them aware of both the successes and shortfalls.

Annual State of the Environment Reports have kept under review the world environmental situation.

National

The direct initiation or **strengthening of national HRM activities** in approximately 25 developing countries (e.g., China, Iran, Malaysia, Papua New Guinea and the Philippines, for air pollution monitoring; and Fiji, Indonesia, India, Pakistan, Papua New Guinea, for national water quality monitoring networks). (See also next point.)

A de facto network of **national ecological inventory and monitoring efforts** which makes use of the GEMS three-tier (ground, air, space) approach in such countries as Botswana, Ivory Coast, Kenya, Mali, Nigeria, Peru, Senegal, Tanzania, Uganda.

Guidelines for the preparation of National SOE Reports have been designed for helping developing countries prepare national SOE Reports.

260 persons from INFOTERRA national focal points have been **trained in the INFOTERRA system**.

An **IRPTC training programme** for national network partners (5 trainees) and expert users (60 trainees jointly with IPCS), in particular from developing countries.

Over **1,300 national personnel** have been involved in various GEMS monitoring network training courses and workshops.

V. FAILURES AND WEAKNESSES

Earthwatch has never functioned as a co-ordinated whole. Its elements all have their noteworthy achievements, but internal co-ordination has been ad hoc, horizontal, and dictated largely by personal relationships. The lack of co-ordination is largely due to there being no clear definition of Earthwatch responsibilities within UNEP as a whole **[no-one, for example, has been in charge of Earthwatch since Stockholm]**.

The lack of co-ordination between the Environmental Assessment and Environmental Management Services may be seen as a major failing of both Services... The implied objective first voiced at Stockholm of sound environmental management based on valid environmental assessments based in turn on reliable environmental data has not been achieved within UNEP in general. The relationship between Earthwatch and EMS has not been what it should have been due in part to the incoherence of the Earthwatch programme and in part to the uncertainty of overall purpose and function of EMS.

Assessment production is Earthwatch's weakest area: no comprehensive environmental assessments, as defined by the 1979 Meeting of Government-designated experts in environmental assessment (UNEP/WG.30/4), have yet been produced. The Environment Assessment Service currently has only one professional staff member whose time is wholly taken up with the atmosphere portion of Outer Limits. Therefore, apart from analyses and assessments related to atmosphere (see above), the assessment mantle has been largely assumed by GEMS/PAC, which is also very understaffed (see above). Other units and programmes in UNEP have been responsible for carrying out some technical analyses (most notably OCA/PAC, DC/PAC and IPCS), and the potential for others clearly exists in elements of EMS, such as Genetic Resources. This potential can only be realized through a co-ordinated, strengthened Earthwatch.

VI. LESSONS LEARNED

1. The information provided by Earthwatch must be put to practical use by the nations of the world: the use of the data at the practical planning and management level particularly by developing countries has to be encouraged, for example, by:
 - (a) ensuring that the documents and reports produced actually **reach those concerned** at both national and international level; and
 - (b) **holding seminars and symposia** (national and regional) to put over the Earthwatch findings and their significance in a clear and concise manner. This will facilitate their inclusion in preparations for demonstration projects, for convention or guideline production, or for direct management action, as appropriate.
2. Within UNEP operational links between Earthwatch and Environmental Management and a mechanism to manage those links need to be established. Until a number of issues are addressed at a policy level by UNEP management, it will be very difficult to establish meaningful connections between UNEP Earthwatch activities and UNEP Environmental management actions. For example, the present sectoral structure of EMS, the seemingly inviolate concept of **one person one budget line**, and the **inability to fund projects from more than one budget line** have combined to make practical linkages between EMS and the more broadly-based, cross-sectoral Earthwatch elements more difficult.
3. Each of the existing programme elements involved in UNEP has established its own links with co-operating agencies. With some agencies co-operation is excellent, with others it is less than satisfactory. The problem, however, is common to the whole of UNEP. Nevertheless, agency links must be improved, for example **by resurrecting the Inter-Agency Working Group on Earthwatch which expired five years ago**. Special attention must be given to involving UNDP and the World Bank in the work of Earthwatch, particularly with regard to the application of Earthwatch activities and findings to the needs of developing countries.

VII. NEW APPROACHES TO TAKE ACCOUNT OF LESSONS LEARNED

1. The establishment within GEMS of **GRID** is a major attempt to ensure more effective use of GEMS data by helping to bridge the gap between monitoring/assessment and environment/resource management. GRID will make it easier for users to gain access to data spread among various data centres and Programme areas. It will assist them in manipulating relevant environmental variables to describe state and trend and to gain insight into cause-effect relationships. It will also facilitate the development of national or regional monitoring capabilities. It is important that the EMS elements of UNEP work with GEMS and the other relevant Earthwatch units in making use of the data management service of GRID. GRID can provide a means of designing sound environment management actions that will immediately benefit the nations of the world, particularly developing nations.
2. It is necessary to **rationalise the functional structure** of UNEP's Earthwatch-related activities.
 - (a) Within UNEP, the programme elements mainly concerned with the various Earthwatch functions from field monitoring to the production of comprehensive full assessments are: GEMS/PAC (monitoring, GRID), Outer Limits - atmosphere, INFOTERRA, IRPTC with EMS Health (Criteria programme) and Agricultural Chemicals, Environmental Data Unit, Assessment and SOE. They should be **brought together as a cluster** in such a way that co-ordination of Earthwatch activities can be attained.
 - (b) An **overall Co-ordinator** of UNEP's Earthwatch activities should be appointed.
 - (c) Within Earthwatch, the **GEMS/PAC should have the responsibility for co-ordinating all the assessment activities** that might arise out of the whole of UNEP's programme and not just those assessments that will result from the monitoring and assessment activities of the PAC itself. The new emphasis on assessment activities will have staff and funding implications within GEMS/PAC.
 - (d) **Earthwatch should have overall responsibility for both the technical information and general public information components of UNEP's Earthwatch Assessment programme.** It would, however, work through established UNEP units (e.g. Information Service, Infoterra, etc.)
 - (e) GEMS ocean monitoring and assessment activities probably should remain with OCA PAC though the **functional links between OCA PAC and the Earthwatch PAC** in this area should be strengthened.

VIII. TARGETS

(See also the individual Executive Summaries of the Earthwatch components.)

The development within the Environment Programme of UNEP of a mechanism, for ensuring **operational links between Earthwatch and Environmental Management**, perhaps in the form of fundamental restructuring of either, or both.

Preparation of **technical analyses and full assessments.** / A list of those proposed is given in Table 1. The analyses and assessments will be based on data drawn from GEMS networks as well as from other sources. The assessment reports will be in plain language for the use of decision makers and planners (see future approaches); they should be organised and managed by the GEMS PAC.

Table 1

Planned Technical Analysis
with Target Dates*

Preliminary list of Assessments

- Exposure commitments: PAHs and some pesticides (1986)

- Exposure commitments: Co, Mg and Thallium (1986)

- Global water quality: selected water bodies (1987)

- Preliminary analyses of exposure at HEALS (1989)

- Assessment of Man at Risk from environmental chemicals: heavy metals and pesticides (1987)

- Assessment of Man at Risk from environmental chemicals: multi-media exposure (1990)

- Mycotoxins in human food chains: risk and prevention (1986)

- Ecosystem response to environmental agents (1988)

- Analysis of precipitation chemistry data quality (1986)

- Trends seasonality and regionalisation of precipitation chemistry data (1987)

- Wet deposition of sulphur and nitrogen in areas of low density of BAPMoN stations (1987)

- Distribution and trends on turbidity data (1987)

- Global pollutant transfer in light of general atmospheric circulation (1988)

- Relations between pH and precipitation chemistry (1989)

- Assessment of Man at Risk from mycotoxins (1988)

- Assessment of Biota at Risk from acid deposition (1989)

- Assessment of Atmospheric changes from analyses of BAPMoN data (1986)

- Assessment of Man and Ecosystems at Risk from induced and natural climate change (1989).

* These Assessments will be based largely on GEMS data with support from appropriate national databases, etc. Other Assessments will be possibly based on data from other sources, both within and outside of UNEP.

Planned Technical AnalysisPreliminary list of Assessments
with Target Dates*

- Contribution of biosphere and oceans to the carbon cycle using CO₂ data (1990)

- Seasonal and short-term fluctuations in atmospheric CO₂ (1988)

Suspended particulate matter trends in semi-arid regions (1990)

- The World Glacier Inventory (1986)

- Mass balance trends in selected reference glaciers (1988)

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- Tropical forest cover extent and trends in South America using AVHRR data (1986)

- Use of AVHRR satellite data for monitoring arid land production (1988)

- Application of desertification assessment methodologies through GRID at national level (1987)

- Status of selected reptiles and amphibians (1986)

- Rare and endangered Papilionaceae (1986)

- Analyses of GRID applications at global, regional and national scales (1987)

- Assessment of Ecosystems at Risk: Global forests (1990)

- Assessment of Ecosystems at Risk: Tropical rangelands (1989)

- Assessment of Species at Risk: does extinction matter? (1988)

- Assessment of applicability of GRID technology to environmental problem solving at global, regional and national levels (1987)

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Executive Summary on **Supporting Measures**

Objectives

1. The Stockholm Conference Action Plan summed up the various recommendations according to function into three components, namely, the global environment assessment programme (earthwatch), the environmental management activities and the supporting measures. The first two are discussed in the respective executive summaries. As conceived at Stockholm, supporting measures comprising education, training and public information were to back-up the other two components.
2. Our experience since Stockholm has however shown that other **cross-cutting** subjects would be best integrated with the supporting measures. These include **environmental law** and machinery, (previously with environmental management); **environmental aspects of development planning** (~~and~~ previously with environment and development) and **technical co-operation** (technical assistance).
3. Our objective will therefore be to work in co-operation with Earthwatch and Management to assist countries attain sustainable development by enhancing their capability through public awareness in education, training, technical co-operation in institution building and incorporation of environmental dimensions in development planning.
4. Supporting measures will coherently and regularly ensure that results of Earthwatch and Management reach the appropriate constituents at the regional and national levels and will promote their application through institution building and technical co-operation activities.

Financial data

Data from the following sub-programmes: Environmental Law and Machinery, Environmental Education and Training, Public Information and Technical Co-operation is summed up below:

	Completed		Ongoing		Total For
	UNEP	Others	UNEP	Others	UNEP
Env. & Dev.	5,987,177	9,414,095	2,486,222	2,742,606	41
Law	1,196,034	367,884	1,051,293	542,033	80
Education	4,228,971	6,497,015	2,463,014	3,718,860	40
Training	6,714,285	17,757,151	1,297,016	4,183,049	26
Infor-					
mation	7,040,948	4,884,625	10,765,823	1,066,398	75
Reg. Co.	5,722,743	2,716,163	10,650,277	9,482,438	57

TOTAL	30,890,158	41,636,933	28,713,645	21,735,384	1	$\frac{59.6}{123.2} = 48.4\%$
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Financial and intellectual catalysis:

This is difficult to quantify. However it is clear that Governments attach considerable importance to support measures, as is evident from the number of GC decisions each year, the enthusiasm with which the World Environment Day is celebrated each year, the constant requests from Governments, institutions and individuals for support, and the increasing number of environmental conventions/protocols.

Major achievements

These are brought out in individual executive summaries. However the following should be underlined:

Global level

- Over 25,000 trainees in general and specialized field trained; (this figure is summed up globally and is relevant to regional and national levels)
- 3 global conventions (CITES, CMS, Ozone Layer) and 7 sets of guidelines; see under Environmental Law and Wildlife and Protected Areas and Outer Limits;
- Preparation of methodologies and tools rationalising the environment-development relationships;

Regional

- Over 10,000 persons have received training in general environmental management through workshops and seminars organized under the IEEP in Africa, Asia and the Pacific and Latin America and the Caribbean;
- Strengthening of Regional Commissions capabilities to incorporate environmental dimensions in their programmes through support to their Environmental Co-ordination Units;
- 7 conventions and 13 related protocols on marine and coastal environment; see under Environmental Law and Oceans;
- Support to Regional seminars on alternative patterns of development and lifestyles;

National level

- Strengthening the capacity of countries to understand environmental problems through the fellowship programme and short-term consultancies. In Africa alone the experts supported were 377, while advisory missions through consultancies were 65. In the European region the experts supported were 60 and the missions supported 8.
- Assistance to countries to establish environmental legislation and machinery (direct and through a manual on how to do this).
- 61 governments participating in the 1984 UNEP Provisional Notification Scheme;
- Over 70 countries participating in WED activities;
- Over 40 governments officially incorporating environmental education in their programmes and legislation.

Failures

- Failures identified in the overall executive summary e.g. Failure to follow-up activities and trainees; poor formulation of projects; Failure to publicise and disseminate in a co-ordinated manner the results attained by UNEP Earthwatch, Management and Support, are shared here as well.
- This group of sub-programmes has not been co-ordinated programmatically or institutionally in-house as a closely knit package. / Consequently the concept of Supporting Measures has not been effectively and coherently translated into a back-up mechanism for Earthwatch and Management as these touch base with global, regional and national level application and dissemination.
- Linkages In-house, and with Regional Offices have been weak in the design of regional programmes and their implementation; in maintaining regular consultations and feedback to and from headquarters; in mutual exchange of information, and in maintaining a focussed interaction with regional bodies, institutions and programmes.

Within the Supporting Measures, results attained from one sub-programme have not automatically fed into other sub-programmes, neither have they routinely fed into Earthwatch-Environmental Management interactions.

Lessons learned

- Necessary environmental awareness has been by and large established, and Programme's limited resources would have greater impact if deployed to strengthen capabilities of countries by applying available knowledge in methodologies, tools, etc.
- There is a need for a careful planning of the information programmes to avoid overlap and duplication, and orchestrate publicising of results of our activities.
- Adoption of environmental conventions, protocols, principles, guidelines, action programmes and plans is not an end in itself. Implementation is.
- There is need to establish clear responsibility and close co-operation within (a) supporting measures, as a coherent group of activities, in-house and with Regional Offices; and b) between Supporting Measures and the other two components, namely Earthwatch and Environmental Management. See chart on Reorganization of the OEP.

Future approaches

1. Conceptually and institutionally in-house, this focal area will work closely with other focal areas to establish itself as truly supportive of them. The concept of focal areas is explained in the PCC Minutes and the paper on Reorganization of the OEP.

2. Results from the focal areas will be increasingly translated and applied as tools at regional and national level.

3. In reaching countries in general and in concentrating in some countries, a comprehensive approach of all UNEP activities will be pursued.

4. In development planning and co-operation, a new orientation will emphasize (a) testing and application of available methods and procedures, taking selected environmental issues of major concern to developing countries, and (b), providing guidance on how to incorporate environmental consideration systematically in development policy and planning.

Targets for 1990

In co-operation with Earthwatch, Environmental Management and Regional Offices, enhance environmental awareness in 20 selected developing countries through dissemination of information and materials through appropriate media and also through small grants to selected NGOs in those countries; and develop specific programmes to enhance public awareness of six major environmental issues: soil loss, destruction of tropical forests; desertification; Green house gases; fresh water, sanitation and toxic chemicals.

Through IEEP, ensure that EE is incorporated in the education systems, programmes and procedures of an additional 20 countries bringing the total to over 60. In Environmental Law, assistance would be provided to at least 10 countries in translating global and regional conventions adopted under UNEP auspices into national legislation. In the field of training (general and specific), and in order to enhance the capacity of developing countries to deal with their environmental problems training would have been provided to 16,500 professionals, policy and decision makers and technicians. In Development Planning and Co-operation, systematic incorporation of environmental considerations will be pursued in the countries selected for concentration purposes in Environmental Management.

"UNEP IN THE NEXT DECADE"
Executive Summary of the Seminar Deliberations
Note by the Executive Director

Introduction

The 3 day seminar (Nairobi, 17-19 February 1986) represented the pinnacle of a comprehensive self-evaluation exercise undertaken by UNEP during the previous 5 months. The seminar had before it the findings of the evaluation. The present note is based on:

1. The review papers considered by the Seminar;
2. Review of UNEP Regional activities by the Directors of Regional and Liaison Offices;
3. Summary of the deliberations;
4. Recommended priorities by Senior Advisers;
5. Note by the Ambassadors who participated in the Seminar.

It attempts to give a very brief summary of the main conclusions of the Seminar essentially with respect to present trends that should be followed by the Secretariat.

The following points seemed to have emerged as a consensus from the deliberations of the Seminar. Overall the seminar endorsed the conclusions of the evaluation and considered the long and intensive internal exercise reflected a commendable spirit of constructive self-criticism. It was further noted by several Ambassadors and Senior Advisers that the evaluation was sometimes overly self-critical.

Deliberations of the Seminar

I. Overview

(a) Successes and Failures:

Since its inception, UNEP had undertaken some 1000 projects, which costed UNEP some \$250m.. Supporting Organizations and Cooperating Agencies contributed to the cost of these projects about \$370m.. Over and above these projects induced governments to spend some US\$700m. in support of national, monitoring stations, research, preparations for meetings, etc. The Environment Fund contributions thus catalysed 4 times as much resources from CA, SOs and governments.

UNEP had been successful:

- (a) where governments were involved in defining and developing the activity e.g. in Regional Seas or Environmental Law;
- (b) in long-term large programmes with governments or the U.N.. In future we should refrain from small isolated projects;
- (c) in activities of multidisciplinary character addressing major problems;
- (d) where UNEP was well equipped and therefore, knew what to do and could take the lead in undertaking activities.

UNEP failures were of 2 categories:

Those of management included poor formulation of the projects, poor monitoring and poor follow-up. The substantive failures arose where there was no integration of assessment and management - or where UNEP had failed to make an adequate intellectual impact.

If UNEP activities are seen by themselves they could appear to be an incoherent package. They should be seen in the context of other U.N. activities, the SWMTEP giving the complete picture. Often, the Governing Council is not always clear when it is acting as GC for the UN system environmental activities as a whole and when it is guiding the UNEP secretariat. Further, it was anomalous that Governments clamoured for coordination when they did not achieve it between their own delegations to governing bodies of different UN agencies.

(b) Future trends

(i) Concentration (Programmatic)

Concentration at the programme level is necessary. However, merging or suppressing sub-programmes is not the best way to achieve it and such recommendations would not be easy issues for the Governing Council. All the existing sub-programmes were included in the UNEP Programme at the initiative of either the Governing Council or the UN system in developing SWMTEP. These sub-programmes should all be retained and concentration should be expressed in the biennial Programme Budget Documents where UNEP could be dormant in some sub-programmes by allocating few funds and giving priority to some activities in other sub-programmes. In such areas UNEP can apply its catalytic role without spending too much money or effort as it has done for example, in the Working Environment.

In concentrating, UNEP should be guided by the following considerations:

(1) where no other-organization is doing or can do the job; (2) the problem to be tackled should be of a multidisciplinary nature; (3) activities where their continuation can be assured through Trust Fund or other mechanisms, after UNEP withdraws; (4) where UNEP can assist a number of countries to deal with common problems; (5) activities that would help or encourage governments in developing countries to develop their own National Environment Machineries; (6) Avoidance of developmental activities per se.

(ii) Concentration (At the country level)

Developing countries were still not universally convinced of the need to incorporate environment in their development plans. Hence, UNEP has still a major role in helping to set up machinery which eased rather than obstructed sound development. To this end, and in view of the limited resources, UNEP should concentrate, albeit cautiously, on a few selected countries, particularly the least developed ones for a limited period of time of three to four years. During the period of concentration concerted action should be taken in co-operation with the countries' governmental structure, the bilateral/multilateral donors, UN agencies, NGOs, etc. to help the countries to reorient their development patterns towards sustainable development. In order to do this, there is scope for concentrating on carefully-selected multi-disciplinary demonstrations or model projects, which would be in conformity with UNEP's catalytic role, besides making better use of limited resources, assisting in training, and generating a multiplier effect. Better use could also be made of regional and sub-regional groupings for the same activities.

Real difficulties exist in selecting individual countries. To facilitate selection the following criteria should be applied in selecting countries: (1) where, with the assistance of UNEP, a country is likely to derive most benefits in reorienting its development plans towards sustainable development; (2) where a country has a capacity to undertake actions that can be repeated elsewhere; (3) where the governments are willing to co-operate; (4) where we have had, or continue to have some activities.

UNEP must keep stressing actions like monitoring, regional seas and environmental law that nobody else could undertake. It must increase in outreach. It must get the right balance between global and national activities, and between maintaining the environmental balance in the UN system and maintaining government support.

II. Earthwatch

(a) General Observations

Earthwatch is the assessment and forecasting element of the Stockholm Action Plan. No comprehensive assessment has emerged from Earthwatch so far. This is a very lengthy and continuous process. However, a number of technical assessments have been issued and others are planned for the near future.

It was clear that components of Earthwatch like GEMS and IRPTC were essential and will probably continue as permanent elements of UNEP's functions and that only UNEP was in a position to carry them out.

(b) Future trends

Earthwatch should be consolidated to include the following elements:

- GEMS, including Atmosphere, Environmental Data and GRID. The latter should, as soon as possible, provide countries - particularly developing ones - with data necessary for assessment and management of their resources, giving priority to desertification, soil degradation, deforestation, and marine and inland pollution.
- IRPTC
- INFOTERRA

Earthwatch should assist developing countries through technical assistance in (i) developing their national monitoring systems, (ii) developing their own environmental data collection and assessment capabilities, (iii) data standardization, (iv) developing national (GIS) Geographical Information Systems.

Governments will judge Earthwatch by what they get out of it. Their interests lie in data and assessment they can use in policy. The key policies are for natural resource management. It follows that Earthwatch has to be tied closely to the Environmental Management programme of UNEP. If management needs are once defined, it becomes much easier to decide what kind of assessment can usefully be conducted.

Assessment statements should be prepared to serve management needs, through an adaptive process with the full participation of the end users of the information.

UNEP should not wait to have fool proof data before issuing technical analyses. These should be provided to fulfill the needs of Management even if the data is only 50-60% accurate.

The language of communication is crucial. Many UNEP publications are written at too technical a level and do not reach those in Governments who decide policy. Earthwatch is for politicians at least as much as it is for scientists, and it must address their needs and provide tools they can use - in language everyone can understand.

Technical analyses and assessments, written in simple language, should also be put to people at large, particularly pressure groups who in turn would influence government decision making.

Assessment is a rolling process. Today's State of the Art evaluation are bound to look imperfect tomorrow. The Assessment component of Earthwatch has to be capable of continual up-dating as better data come in. It can have a variety of products - indeed must do so as the users of its output are diverse.

III. Environmental Management

(a) General Observations

UNEP had not fully articulated the concept of Environmental Management in coherent operational and practical terms.

The Environmental Management Programme cuts across the whole UN System. The agencies expect UNEP to catalyse their programme areas, most of which are in resource management. This must be done without competition, duplication or overlapping, and with the Agencies whose participation is essential. The problem is that resources are limited: there has to be a choice of where emphasis should be placed.

(b) Future trends

Assessment, Management and Support are functions which should not be separated when undertaking an activity. Particularly, when applying the concentration strategy at the country or regional level to help governments re-orient their development plans and programmes towards sustainable development, all three functions are a must.

In discharging its Environmental Management functions, UNEP should avoid a sectoral approach in solving environmental problems that invariably are of a multidisciplinary and multisectoral nature. The holistic approach by multidisciplinary teams is both necessary and a contribution UNEP could especially provide. Further, Government involvement is essential as Environmental Management was above all oriented towards meeting the needs of people.

More active support to and involvement of research and academic organisations and NGOs in developing countries is one method of getting wider identification by these countries with environmental objectives. Such participation would also assist in the success of projects.

Experience has shown that UNEP was more successful where it was able to encourage a group of countries in a specific region, who share the same ecological problems, to get together regardless of their political differences and agree to work together. Such was the case with Regional Seas Programme and the recent Ministerial Conference on the Environment held in Cairo. This approach should be followed, for instance, in inland water and international river basin programmes. Regional offices should play a more active role in this respect.

Follow-up of completed and on-going projects should be systematized, assessing their impact and ensuring continuation of efforts to bring about the required results.

IV. Support Measures

(a) General Observations

Support Measures include the following sub-programmes: (1) Environmental Law and Machineries, (2) Environmental Education and (3) Training, (4) Information, (5) Environment and Development and (6) Technical Co-operation. The six sub-programmes were not homogeneous as in the other areas discussed previously although, as a group they were all crucial to the success of the management and assessment activities.

(b) Future trends

It is of utmost importance that before any Information activity is undertaken, the target audience should be clearly identified. Target audiences should be chosen depending on the effect we want to achieve from the dissemination of information. This principle should be extended to all UNEP publications. For maximum impact UNEP publications should not be strictly copyrighted and all interested should be able to use information in our publications with only an acknowledgement to UNEP.

Education and public information should jointly convey the environmental message through formal and non-formal means. Public information should be based upon knowledge and facts derived from environmental monitoring and assessment and should highlight lessons learned from management activities. This should be expanded through an "Outreach" programme using all possible means in environmental diplomacy through efforts by the Executive Director, senior staff, regional offices, and last but not least, an Information office concentrating upon public relations activities.

Environmental education was crucial because environmental degradation could only be curbed at source, through these means. There were other agencies than UNESCO to involve: ILO for example. The media - and hence the information sub-programme - had a major educational role, and education needed a broad approach through NGOs, religious and other groups with influence in the community as well as through the narrower educational sector.

Training of technicians from developing countries, can be made more cost-effective through organizing mobile teams of trainers who would visit groups of countries and give training in-situ. Systematic follow-up of trainees is of the essence.

More selectivity was needed in the training sub-programme. Preference should be given to young people, with long service ahead of them, who were working in appropriate posts.

Through its technical co-operation programme, UNEP should give priority to assist developing countries in setting up their own environmental machinery thus fostering links between UNEP and governments and enhancing catalytic capabilities of UNEP.

V. Relationship with the UN system

UNEP has a responsibility to inject environmental dimensions in the U.N. programmes. In doing this UNEP should not try to influence agencies across the board, rather on specific subjects where UNEP has a highly developed expertise. This is particularly true when UNEP is introducing intellectual catalysis only.

The percentage of expenditures from the Fund of UNEP which went to co-operating agencies dropped from 44% in 1979 to 30% in 1985. This could indicate that (1) UNEP having discharged its catalytic role, co-operating agencies are including environmental considerations in their own programmes at their own expense or (2) UNEP usefulness to its partners is diminishing.

Agencies will be influenced by UNEP:

- (1) if it can provide intellectual leadership;
- (2) they can derive political or administrative advantages from the association ;
- (3) if they derive a financial advantage

If No. 3 is fading, (1) and (2) should be emphasized if we are to continue working with the UN system. UNEP cannot afford to stand in isolation vis a vis the UN system. Active co-operation with agencies should be maintained while at the same time co-operating with Governments: developed and developing, and IGOs and NGOs. The decline of UNEP funds spent in co-operation with Agencies can be legitimately explained. Increase of environmental awareness among developing countries, has led to more requests which UNEP could not ignore. These, coupled with more and more decisions taken by the Governing Council on regional programmes and networks, claimed financial resources detracting from the share of the agencies.

In devising future SWHTEP the mechanism of Thematic Joint Programming should be used. However, UNEP should not change at will what was agreed at the Thematic Joint Programming exercises as this has a tendency to alienate the agencies.

To the extent possible, the pattern of stop and go in the approval of projects should be discontinued. It was disruptive to agencies and had negative effect on the smooth implementation of projects. This is a weakness, stemming from inconsistent Governments voluntary contributions to the Fund.

VI. Targets

UNEP should propose to the Governing Council very precise and specific targets for the next five to ten years. These should be limited in number and be commensurate with the financial resources likely to be available in that time span.

Targets should be of two types: (a) detailed targets at the sub-programme level to function as management tools, (b) major targets for UNEP as a whole designed so as to attract international attention. All targets, however, must be realistic.

The substance of the targets is the responsibility of the Executive Director, and hence the meeting was not called upon to endorse the targets presented. Participants were however, invited to comment/critique them in order to assist the Secretariat in arriving at concrete, realistic and measurable targets. Modifications were suggested and forwarded to the Executive Director.

Regional Offices in consultation with the Office of the Environment Programme should play a major role in helping governments setting up their own targets for the region.

In choosing targets UNEP must look ahead. It takes time to develop action, and addressing tomorrow's needs demands a forward-looking analysis. Some major themes like desertification, deforestation or greenhouse gases will continue - but the Regional Seas initiatives is an example of a present priority that should be self-propelling tomorrow. In looking to the future, moreover, UNEP must consider the wider socio-economic context of action: The debt crisis, militarization, wasting resources in developing countries, population pressure and the creation of ecological refugees were mentioned as such contextual themes. The impact of the post-industrial era and genetic engineering should be looked into. (Attached in Annex I are the lists of proposed targets, overall, and by sub-programme.)

VII. UNEP Constituency

UNEP's national constituency is not clear (whereas FAO or WHO have obvious constituencies in Ministries of Agriculture or Health). The need is to optionize a complex net of linkages. National environmental machineries should comprise a general membership not only drawn from governments, but from informal sectors such as youth, religious groups, community leadership, industry and the scientific community. These all form part of the constituency which UNEP should maintain effective contact with and credibility.

VIII. Structural Changes for More Efficient Performance

To improve the operational efficiency of the Environment Programme, change in its functional arrangements should be made. This change is predicated upon the need for multi-disciplinary approaches to solve environmental problems. Previously most activities were dealt with by one person or one budget line. To integrate activities on a particular theme or subject area, however, the experience of the Programme Activity Centres has shown that it is essential to organise the Programme into a number of viable units, with a critical mass of staff and with enough administrative flexibility to enable those staff to function as an efficient interdisciplinary team. Centres has shown that it is essential to organise the Programme into a number of units, with a critical mass of staff and with enough administrative flexibility to enable those staff to function as an efficient interdisciplinary team.

38/161. Process of preparation of the Environmental Perspective to the Year 2000 and Beyond

The General Assembly,

Recalling the importance it has attached at previous sessions to the development of the Environmental Perspective to the Year 2000 and Beyond,

Recalling also its request to the Governing Council of the United Nations Environment Programme at its eleventh session to make concrete recommendations to the General Assembly at its thirty-eighth session, through the Economic and Social Council at its second regular session of 1983, on the modalities for preparing the Environmental Perspective,⁶²

1. Notes with satisfaction decision 11/3 of the Governing Council of the United Nations Environment Programme on the process of preparation of the Environmental Perspective to the Year 2000 and Beyond, adopted on 23 May 1983;⁶³

2. Welcomes the desire of the Governing Council to develop the Environmental Perspective and transmit it to the General Assembly for adoption, benefiting in carrying out that function from its consideration of the relevant proposals made by a special commission;

3. Approves the decision of the Governing Council to establish, in order to assist it in fulfilling its mandate in regard to the Environmental Perspective and to report to it in that respect, an intergovernmental inter-sessional preparatory committee to articulate to the special commission at an early stage in its work the Governing Council's expectations regarding the matters which it hopes will, *inter alia*, receive consideration by the commission and, in this connection:

(a) Notes that the commission, at a preliminary stage in the formulation of its conclusions on matters within the mandate and purview of the United Nations Environment Programme, should make them known to the committee with a view to giving consideration to any views of the committee thereon;

(b) Notes from paragraph 41 of the report of the Governing Council on its eleventh session⁶⁴ that the cost of the intergovernmental inter-sessional preparatory committee will not result in any net increase in the regular budget of the United Nations;

4. Also welcomes the intention of a number of Governments to support the preparation of the Environmental Perspective by facilitating the establishment of the special commission, through the provision of voluntary contributions for its financing;

5. Requests the Secretary-General, in consultation with the Executive Director of the United Nations Environment Programme and with Governments, and after such other appropriate consultations as they deem necessary, to appoint the Chairman and Vice-Chairman of the special commission, who will subsequently select the members of that commission and accordingly establish the special commission, which should co-operate closely with the intergovernmental inter-sessional preparatory committee; the Chairman and Vice-Chairman should have experience of policy-making at the highest level, demonstrated interest in environmental and developmental issues and the capacity to attract attention to the work of the commission, and should represent both developed and developing countries;

6. Expresses its view that the Chairman and the Vice-Chairman, in selecting the members of the special com-

mission, should take fully into account the need for appropriate geographical distribution and regional balance in membership and the importance of ensuring that at least half of the members of the commission are from the developing countries, as well as the need to consult as appropriate with representatives of Governments, intergovernmental and non-governmental organizations, industry, the scientific community and others concerned with the environment;

7. Requests the Executive Director to establish an interim special account under the financial regulations of the United Nations to which voluntary contributions would be credited and from which disbursements would be made for the purposes of the establishment of the special commission, custody over and responsibility for the account to be transferred to that commission, in accordance with its procedures, upon its establishment;

8. Suggests that the special commission, when established, should focus mainly on the following terms of reference for its work:

(a) To propose long-term environmental strategies for achieving sustainable development to the year 2000 and beyond;

(b) To recommend ways in which concern for the environment may be translated into greater co-operation among developing countries and between countries at different stages of economic and social development and lead to the achievement of common and mutually supportive objectives, which take account of the interrelationships between people, resources, environment and development;

(c) To consider ways and means by which the international community can deal more effectively with environmental concerns, in the light of the other recommendations in its report;

(d) To help to define shared perceptions of long-term environmental issues and of the appropriate efforts needed to deal successfully with the problems of protecting and enhancing the environment, a long-term agenda for action during the coming decades, and aspirational goals for the world community, taking into account the relevant resolutions of the session of a special character of the Governing Council in 1982;⁶⁵

9. Further suggests that, in fulfilling its terms of reference, the special commission should:

(a) Maintain an exchange of views with the scientific community, environmentalists and all other sections of public opinion, particularly youth, concerned with the environment, and those concerned with the relationship between development and environment;

(b) Receive the views of Governments, principally through the Governing Council and its intergovernmental inter-sessional preparatory committee, and through contacts with national leaders, opinion makers and concerned international figures;

(c) Maintain links with other intergovernmental bodies within and outside the United Nations system, while, however, using the Administrative Committee on Co-ordination and the designated officials for environmental matters as the channels of communication with the United Nations system; the willingness of the Administrative Committee on Co-ordination to assist should be communicated to the commission;

(d) Take account of the scope of environmental issues as defined by the United Nations system-wide medium-

⁶² Resolution 37/219.

⁶³ See Official Records of the General Assembly, Thirty-eighth Session, Supplement No. 25 (A/38/25), annex.

⁶⁴ *Ibid.*, Supplement No. 25 (A/38/25).

⁶⁵ *Ibid.*, Thirty-seventh Session, Supplement No. 25 (A/37/25), part one, annex I.

term environment programme⁶⁶ and as reflected in the efforts of the United Nations system, including the United Nations Environment Programme, in the field of the environment;

(e) Make full use of relevant existing reports and material;

10. *Considers* that the special commission should make available a report on environment and the global *problématique* to the year 2000 and beyond, including proposed strategies for sustainable development, within a period of two years from its establishment;

11. *Decides* that, on matters within the mandate and purview of the United Nations Environment Programme, the report of the special commission should in the first instance be considered by the Governing Council of the Programme, for transmission to the General Assembly together with its comments and for use as basic material in the preparation, for adoption by the Assembly, of the Environmental Perspective;

12. *Further decides* that, on those matters which are under consideration or review by the General Assembly itself, the Assembly will consider the relevant aspects of the report of the special commission;

13. *Recognizes* that the special commission may in addition address its report, after consideration by the Governing Council or the intergovernmental inter-sessional preparatory committee, to other forums, intergovernmental and non-governmental, or to Governments, individuals and the general public, as it sees fit, it being understood that the report of the commission will not be binding on Governments.

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38/162. Remnants of war

The General Assembly,

Recalling its resolutions 3435 (XXX) of 9 December 1975, 35/71 of 5 December 1980, 36/188 of 17 December 1981 and 37/215 of 20 December 1982 concerning the problem of remnants of war,

Recalling also decisions 80 (IV) of 9 April 1976,⁶⁷ 101 (V) of 25 May 1977,⁶⁸ 9/5 of 25 May 1981⁶⁹ and 10/8 of 28 May 1982⁷⁰ of the Governing Council of the United Nations Environment Programme,

Recalling further resolution 32 adopted by the Fifth Conference of Heads of State or Government of Non-Aligned Countries, held at Colombo from 16 to 19 August 1976,⁷¹ and resolution 26/11-P adopted by the Eleventh Islamic Conference of Foreign Ministers, held at Islamabad from 17 to 22 May 1980,⁷²

Convinced that the responsibility for the removal of the remnants of war should be borne by the countries that planted them,

Recognizing that the presence of the material remnants of war, particularly mines, in the territories of developing countries seriously impedes their development efforts and causes loss of life and property,

⁶⁶ UNEP/GC.10/7 and Corr.1.

⁶⁷ See *Official Records of the General Assembly, Thirty-first Session, Supplement No. 25 (A/31/25)*, annex I.

⁶⁸ *Ibid.*, Thirty-second Session, Supplement No. 25 (A/32/25), annex I.

⁶⁹ *Ibid.*, Thirty-sixth Session, Supplement No. 25 (A/36/25 and Corr.1), annex I.

⁷⁰ *Ibid.*, Thirty-seventh Session, Supplement No. 25 (A/37/25), part two, annex.

1. *Takes note* of the report of the Secretary-General and the study annexed thereto concerning the problem of remnants of war;

2. *Regrets* that no concrete measures have been taken to solve the problem of remnants of war despite the various resolutions and decisions adopted thereon by the General Assembly and the Governing Council of the United Nations Environment Programme;

3. *Reiterates its support* of the just demands of the developing countries affected by the implantation of mines and the presence of other remnants of war in their territories for full compensation from the States responsible for those remnants;

4. *Requests* the Secretary-General, in co-operation with the Executive Director of the United Nations Environment Programme, to continue to seek the views of States on the recommendations contained in section VIII of the study annexed to his report;

5. *Also requests* the Secretary-General to intensify his efforts to urge the States concerned to conduct bilateral consultations immediately, with the aim of concluding as soon as possible, agreements for the solution of this problem, it being understood that the legitimate right of the affected developing countries to full compensation for damages due to them shall be ensured;

6. *Calls upon* all States to co-operate with the Secretary-General in carrying out the tasks requested of him in paragraphs 4 and 5 above, so as to enable him, in co-operation with the Executive Director of the United Nations Environment Programme, to submit to the General Assembly at its thirty-ninth session a report on the results of his consultations and endeavours with the States concerned.

102nd plenary meeting
19 December 1983

38/163. Study on financing the Plan of Action to Combat Desertification

The General Assembly,

Recalling its resolutions 32/172 of 19 December 1977, 33/89 of 15 December 1978, 34/184 of 18 December 1979, 36/191 of 17 December 1981 and 37/220 of 20 December 1982, dealing with the implementation and financing of the Plan of Action to Combat Desertification,⁷⁴

Having considered the report of the Secretary-General⁷⁵ on financing the Plan of Action to Combat Desertification,

1. *Takes note* of the report of the Secretary-General;

2. *Notes* that again very few replies were received from Governments in response to paragraph 3 of General Assembly resolution 37/220, thus not permitting the Secretary-General to prepare, in co-operation with the Executive Director of the United Nations Environment Programme, the report requested in paragraph 5 of that resolution;

3. *Requests again* all Member States that have not yet provided their comments to the Secretary-General on the feasibility studies and concrete recommendations for the implementation of the additional measures of financing, as

⁷¹ See A/31/197, annex IV, sect. B.

⁷² See A/35/419-S/14129, annex I.

⁷³ A/38/383.

⁷⁴ Report of the United Nations Conference on Desertification, Nairobi, 29 August–9 September 1977 (A/CONF.74/36), chap. I.

⁷⁵ A/38/403.