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## ***IUCN Viewpoint***

### ***UN Conference on the Human Environment***

Stockholm is over. It was an historic occasion with far-reaching effects on national and international action on the environment, and there will be many interpretations of the debates and their outcome. The current issue of the Bulletin is IUCN's contribution to reporting on the Conference.

The Conference brought sharply into focus the difference in emphasis on environmental issues that exists between the rich and the poor nations. The industrial nations that are using the major part of the earth's resources are concerned with pollution, overcrowding, loss of quality of life, and excessive consumption, but the developing countries know that the provision of adequate food, sanitation, shelter and generally rising living standards are the imperatives in improving their human environments. The developed countries were made aware of an obligation for the well-to-do nations to close the gap between rich and poor.

Injustice and inequality were recurrent themes in the plenary sessions. There was ample indication of a backlog of resentment that welled over into the debates. Feelings ran high on such topics as developing countries being required by rich nations to avoid repeating their mistakes of damaging the environment through the use of unwise technology, demands for higher prices for commodities exported by developing countries, claimed rights for help in development, ecological damage in Indochina, racial discrimination, and continued atomic testing. The term "human environment" received many new interpretations and dimensions.

The ideas that we live in a finite world with finite resources and that the earth's carrying capacity for human populations depends on its resources and on technology clearly have reached the decision-makers. At the Conference many of them reacted violently against these concepts, and particularly against any inference that there should be a limit to growth, or any interference with their sovereignty. The widening gap between rich and poor nations was always a fundamental issue. Great stress was placed on the fact that for two-thirds of the world's population the human environment is dominated by poverty, malnutrition, illiteracy and misery, and that the urgent task facing mankind is to solve these immediate and formidable problems. Until the gap between rich and poor countries is substantially narrowed, little if any progress can be made in improving the human environment.

It was clearly recognized that environmental considerations will have to be incorporated into national development strategies so as to avoid the mistakes made by the developed countries, to utilize human and natural resources more efficiently, and to enhance the quality of life. Furthermore, the Conference brought out that there need be no clash between the concerns for development and environment, that environment support must not be an excuse for reducing development, and that there must be a substantial increase in development assistance with due regard to environmental factors. The philosophy of "no growth" is absolutely unacceptable to the developing countries but the questions of how to grow, in what directions, and toward what goals remain open.

Population increase, although recognized as a major contributor to the environmental crisis, was virtually outside the agenda of the Conference, although many speakers referred to it. Little reference was made to the high rate of usage of non-renewable resources or action that might be taken to husband these resources for the future.

There was general recognition that conservation of nature and natural resources must be an integral part of sound developmental and environmental programmes, and that this is not a luxury but an absolute necessity. This point was basic to many of the recommendations in the action plan. Nevertheless, the theme of wilderness and the need to maintain and enhance diversity was given little attention.

The scope of the Conference was wide and was certainly not restricted to pollution as had been anticipated by some. The tightly condensed documentation resulting from two years of preparatory meetings and wide consultations covered six main areas: planning and management of human settlements for environmental quality; environmental aspects of natural resources management; identification and control of pollutants of broad international significance; educational, informational, social and cultural aspects of environmental issues; development and environment; and international organizational implication of the action proposals.

A principle achievement has been to involve all governments in environmental issues. The preparatory work for Stockholm hastened the creation of national machinery for dealing with environmental matters and made it necessary for Governments to be concerned with international action in this field. There is still an understandable tendency to see these issues only in local and short-term perspective. National sovereignty was jealously protected throughout the meeting. When it came to voting countries preferred their own short-term interests to the long-term benefits for planet earth. A notable gap was the absence of delegations from Bulgaria, Czechoslovakia, Hungary, Poland and the USSR.

In terms of its expressed objectives the Conference was undoubtedly a success. A Declaration on the Human Environment giving broad guidelines to governments was adopted. UN machinery for handling environmental issues was worked out, including proposals for a new organization reporting to the UN General Assembly through ECOSOC, handling an Environmental Fund of \$ 100 million in the first five years. A world Action Plan for the environment was also approved.

Yet the Conference fell short of the optimistic expectations of environmental action groups in some parts of the world that had looked to Stockholm for a miraculous solution to the multitude of interlocking problems that constitute the environmental crisis. These expectations clearly were unrealistic. The meeting was called to allow governments to take first steps towards international cooperation on environmental issues. The false hopes seem to have stemmed from the intense wish of crusaders for a better world and were perhaps encouraged by the

Secretariat's campaign to publicize widely the Conference and to promote governmental interest in the Stockholm meeting.

This concern for action was no doubt responsible for the record registration of almost 300 non-governmental organizations (NGOs), most of whom were able to participate only passively and peripherally in the sessions. Their attendance at the debates declined sharply after the first day or two, and many occupied themselves in the later days with separate meetings which formulated an alternative declaration and discussed potential continuing associations of NGOs. Participants indicated the need for a better interaction of the various intergovernmental agencies with NGOs.

A major task yet to be tackled is how to harness the energy and enthusiasm of NGOs to help in forwarding international environmental action.

Another surprising manifestation of public interest was the accreditation of over 1500 representatives from the press, radio and television

More than 100 recommendations adopted by the Conference go to the UN General Assembly where they will be debated later this year. A selection of items of particular concern to the programme of IUCN are dealt with elsewhere in this Bulletin. The careful preparation of the past two years paid dividends. It was noted that relatively few of the recommendations changed markedly as a result of examination by the Conference.

Some outstanding issues clearly need further attention, several of them being linked to development. The questions of compensation for environmental disturbance caused by one country to another and "additionality", i.e., payment to developing countries to permit them to offset the costs of mitigating environmental disturbances, remain crucial and urgently need exploration.

Lack of expertise to handle environmental matters in the developing countries is a major impediment to formulating and executing environmental plans at the national level. Ways will have to be found to reduce this gap in capability if progress is to be made.

## **Background to the Conference**

The United Nations Conference on the Human Environment was called by the UN General Assembly in response to the initiative of the Swedish Government as a major response by the United Nations to the environmental issue. The Conference took place in Stockholm from 5 to 16 June 1972.

Preparations for the Conference were guided by the 27-nation Preparatory Committee which met four times in the past two years. A major effort was made to assemble the best knowledge and opinions available, within constraints of time and resources, from leading scientists, environmental administrators and experts throughout the world. Governments were asked to outline their environmental experience and concerns in national reports, and to provide supplementary basic papers and case studies on subjects in which they had particular interest or experience. The specialized agencies and other United Nations bodies also submitted basic papers. Further material was provided by a wide variety of other governmental and non-governmental sources.

The Conference reports and recommendations for action total 600 pages and represent the distillation of some 350 basic documents.

Detailed arrangements were in the hand of the Conference Secretariat, under the guidance of Mr. Maurice F. Strong, Conference Secretary General.

One hundred and fourteen Governments participated.

## **Conference Recommendations**

The plenary session endorsed more than 100 recommendations, directed to the United Nations and its agencies, to governments, and to other appropriate bodies, on a wide variety of topics. The bulk of the recommendations followed the formulations arising from the various preparatory meetings, revised where necessary by the three committees of the Conference.

The following is a brief summary of recommendations selected as being of particular interest to IUCN members.

### **Conventions on Conservation**

The Conference recommended that action continue on the preparation of conventions on the conservation of the world's natural resources and cultural heritage.

Governments were urged to examine the Convention on the World Heritage with a view to its adoption at the next General Conference of UNESCO, and to sign the Convention on Conservation of Wetlands of International Importance.

The Conference Secretary General was asked to give further attention to the protection of certain islands for science.

It was proposed that a plenipotentiary conference be convened as soon as possible to conclude a convention on the export, import and transit of certain species of wild animals and plants. (It was reported that IUCN had been requested to prepare a revised draft convention in the light of all comments received as the basis for a conference to be convened in Washington D.C. before the end of 1972.)

Governments were asked to consider the need for further international treaties to protect species inhabiting international waters or those which migrate from one country to another.

### **Earth Watch**

Broad endorsement was given for an internationally coordinated programme, based on the linking of national and international programmes, working together to identify and assess environmental problems of global importance. This programme would contribute to the objective assessment of damage inflicted by environmental action conducted under national jurisdiction and could therefore provide a basis for reconciling difficult political and economic differences thereby created.

### **Environmental Planning**

The Conference recommended the preparation of detailed short- and long-term plans on a regional basis for the study of major environmental problems, particularly those of the least developed countries and of countries with coastlines particularly exposed to the risk of marine pollution. These plans would include examination of administrative, legal and technical solutions including alternative approaches to development projects, encouraging the training of personnel in the techniques of incorporating environmental considerations in development projects, and analyzing economic and social cost-benefit relationships of alternative approaches.

### **Family Planning**

A recommendation that the World Health Organization give assistance on family planning to those nations requesting it and increase research efforts in this area was adopted.

### **Aquatic Resources**

It was recommended that action should be taken to further develop and strengthen facilities for collecting, analyzing and disseminating data on living aquatic resources and the environment on which they live.

## **Marine Pollution**

The Conference passed a series of resolutions concerning the control of maritime sources of marine pollution, ocean dumping and a variety of other matters affecting the marine environment.

## **Ocean Dumping**

A recommendation was adopted that governments work toward the completion and bringing into force of an overall instrument for the control of ocean dumping, as well as needed regional agreements covering enclosed and semi-enclosed seas.

## **Agro-chemicals**

The Conference recommended that action be taken to strengthen and coordinate international programmes for integrated pest control and reduction of the harmful effects of agro-chemicals.

## **Nuclear Testing**

The Conference condemned nuclear weapon tests, especially those carried out in the atmosphere, and called upon states to abandon plans to carry out any such tests.

## **Conservation of Representative Ecosystems**

The Conference asked governments to set aside areas representing ecosystems of international significance.

## **Preservation of Genetic Resources**

A series of recommendations asked governments to agree to an international programme to protect the world's genetic resources. This was comprehensive in coverage and included inventories of genetic resources endangered by depletion or extinction, registering collections, conservation action including maintaining gene pools in natural communities, and liaison and information exchange arrangements.

## **National Parks**

The Conference recommended that action should be taken to facilitate the exchange of information on national park legislation and planning and management techniques, and to give special attention to training requirements in these areas. It was also recommended that developing countries should be helped in planning for the inflow of visitors into their protected areas in such a way as to reconcile revenue and environmental considerations.

## **Wildlife**

The Conference recommended that a programme should be undertaken that would assess the total economic value of wildlife resources. It also asked that the effects of pollutants upon wildlife be considered within environmental monitoring systems and that action be taken to develop special short-term training courses on wildlife management.

## **Whaling**

The Conference recommended that governments agree to strengthen the International Whaling Commission, to increase international research efforts, and as a matter of urgency to call for an international agreement, under the auspices of the IWC and involving all governments concerned, for a ten-year moratorium on commercial whaling.

## **Man and the Biosphere**

Strong support was given for the further development of the Man and the Biosphere Programme of Unesco.

## **Environmental Education**

It was recommended that an international programme in environmental education for an interdisciplinary approach in school and out-of-school at all levels of education and directed towards the general public, in particular the ordinary citizen living in rural and urban areas, both youth and adult alike, should be established with a view to educating the ordinary citizen as to the simple steps he might take within his means to manage and control his environment.

## **International Referral Service**

The Conference recommended that appropriate steps be taken to organize an International Referral Service for sources of environmental information, as an important contribution to implementing many of the Conference proposals. It will provide a computerized catalogue that can provide ready access to data; technological and scientific information; social and economic information; legislative, administrative and policy information; and public information.

## **Recycling agricultural wastes**

The Conference recommended action be taken to place increased emphasis on control and recycling of wastes in agriculture.

## **Energy**

The Conference recommended steps be taken to collect, measure and analyse data relating to the environmental effects of energy use and production. Provision of a mechanism for exchange of information was also asked.

## **Pollution, toxic substances**

The Conference passed a series of recommendations covering data gathering, study, control, testing, dissemination of information, monitoring, and establishment of standards with respect to pollutants and substances dangerous to living organisms.

## **Forest research**

The Conference adopted a number of recommendations concerning international programmes for research and exchange of information on forest biomes, fires, forestry practices, pests and diseases, and that the transfer of information on forests and forest management be facilitated.

## **Noise**

The Conference recommended that surveys be made concerning the need and the technical possibilities for developing internationally agreed standards for measuring and limiting noise emissions.

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## **Stockholm Conference Eco**

The *Ecologist* and Friends of the Earth produced a daily newspaper of eight pages to serve the Conference. The *Stockholm Conference Eco* provided a lively commentary on the happenings at the UN Conference and the alternative manifestations, including behind-the-scenes news.

## **Declaration on the Human Environment**

The Declaration, regarded as a vital outcome of the Conference, was passed after a week of tense negotiation. Its text bears the marks of some agonizing compromises. The final document was based on a draft prepared by an intergovernmental working group which had taken more than a year over its task. An important new principle introduced in the remaking is Principle Number 4 calling for the conservation of wildlife.

### **The United Nations Conference on the Human Environment**

*Having met* at Stockholm from 5 to 16 June 1972, and *Having considered* the need for a common outlook and for common principles to inspire and guide the peoples of the world in the preservation and enhancement of the human environment,

#### **Proclams**

1. Man is both creature and moulder of his environment which gives him physical sustenance and affords him the opportunity for intellectual, moral, social and spiritual growth. In the long and tortuous evolution of the human race on this planet a stage has been reached when through the rapid acceleration of science and technology, man has acquired the power to transform his environment in countless ways and on an unprecedented scale. Both aspects of man's environment, the natural and the man-made, are essential to his well-being and to the enjoyment of basic human rights — even the right to life itself.
2. The protection and improvement of the human environment is a major issue which affects the well-being of peoples and economic development throughout the world; it is the urgent desire of the peoples of the whole world and the duty of all governments.
3. Man has constantly to sum up experience and go on discovering, inventing, creating and advancing. In our time man's capability to transform his surroundings, if used wisely, can bring to all peoples the benefits of development and the opportunity to enhance the quality of life. Wrongly or heedlessly applied the, same power can do incalculable harm to human beings and the human environment. We see around us growing evidence of man-made harm in many regions of the earth: dangerous levels of pollution in water, air, earth and living beings; major and undesirable disturbances to the ecological balance of the biosphere; destruction and depletion of irreplaceable resources; and gross deficiencies harmful to the physical, mental and social health of man, in the man-made environment, particularly in the living and working environment.
4. In the developing countries most of the environmental problems are caused by under-development. Millions continue to live far below the minimum levels required for a decent human existence, deprived of adequate food and clothing, shelter and education, health and sanitation. Therefore, the developing countries must direct their efforts to development, bearing in mind their priorities and the need to safeguard and improve the environment. For the same purpose, the industrialized countries should make efforts to reduce the gap between themselves and the developing countries. In the industrialized countries, environmental problems are generally related to industrialization and technological development.
5. The natural growth of population continuously presents problems on the preservation of the environment, but with the adoption of appropriate policies and measures these problems can be solved. Of all things in the world, people are the most precious. It is the people that propel social progress, create social wealth, develop science and technology and through their hard work, continuously transform the human environment. Along with social progress and the advance of production, science and technology, the capability of man to improve the environment increases with each passing day.

6. A point has been reached in history when we must shape our actions throughout the world with a more prudent care for their environmental consequences. Through ignorance or indifference we can do massive and irreversible harm to the earthly environment on which our life and well-being depend. Conversely, through fuller knowledge and wiser action, we can achieve for ourselves and our posterity a better life in an environment more in keeping with human needs and hopes. There are broad vista for the enhancement of environmental quality and the creation of a good life. What is needed is an enthusiastic but calm state of mind and intense but orderly work. For the purpose of attaining freedom in the world of nature, man must use knowledge to build in collaboration with nature a better environment. To defend and improve the human environment for present and future generations has become an imperative goal for mankind — a goal to be pursued together with, and in harmony with, the established and fundamental goals of peace and of world-wide economic and social development.

7. To achieve this environmental goal will demand the acceptance of responsibility by citizens and communities and by enterprises and institutions at every level, all sharing equitably in common efforts. Individuals in all walks of life as well as organizations in many fields, by their values and the sum of their actions, will shape the world environment of the future. Local and national governments will bear the greatest burden for large-scale environmental policy and action within their jurisdictions. International co-operation is also needed in order to raise resources to support the developing countries in carrying out their responsibilities in this field. A growing class of environmental problems, because they are regional or global in extent or because they affect the common international realm, will require extensive co-operation among nations and action by international organizations in the common interest. The Conference calls upon the Governments and peoples to exert common efforts for the preservation and improvement of the human environment, for the benefit of all the people and for their posterity.

## **Principles**

### **States the common conviction that**

1. Man has the fundamental right to freedom, equality and adequate conditions of life, in an environment of a quality which permits a life of dignity and well-being, and bears a solemn responsibility to protect and improve the environment for present and future generations. In this respect, politics promoting or perpetuating *apartheid*, racial segregation, discrimination, colonial and other forms of oppression and foreign domination stand condemned and must be eliminated.
2. The natural resources of the earth including the air, water, land, flora and fauna and especially representative samples of natural ecosystems must be safeguarded for the benefit of present and future generations through careful planning or management as appropriate.
3. The capacity of the earth to produce vital renewable resources must be maintained and wherever practicable restored or improved.
4. Man has a special responsibility to safeguard and wisely manage the heritage of wildlife and its habitat which are now gravely imperilled by a combination of adverse factors. Nature conservation including wildlife must therefore receive importance in planning for economic development.
5. The non-renewable resources of the earth must be employed in such a way as to guard against the danger of their future exhaustion and to ensure that benefits from such employment are shared by all mankind.
6. The discharge of toxic substances or of other substances and the release of heat, in such quantities or concentrations as to exceed the capacity of the environ-

ment to render them harmless, must be halted in order to ensure that serious or irreversible damage is not inflicted upon ecosystems. The just struggle of the peoples of all countries against pollution should be supported.

7. States shall take all possible steps to prevent pollution of the seas by substances that are liable to create hazards to human health, to harm living resources and marine life, to damage amenities or to interfere with other legitimate uses of the sea.

8. Economic and social development is essential for ensuring a favourable living and working environment for man and for creating conditions on earth that are necessary for the improvement of the quality of life.

9. Environmental deficiencies generated by the conditions of underdevelopment and natural disasters pose grave problems and can best be remedied by accelerated development through the transfer of substantial quantities of financial and technological assistance as a supplement to the domestic effort of the developing countries and such timely assistance as may be required.

10. For the developing countries, stability of prices and adequate earnings for primary commodities and raw material are essential to environmental management since economic factors as well as ecological processes must be taken into account.

11. The environmental policies of all States should enhance and not adversely affect the present or future development potential of developing countries, nor should they hamper the attainment of better living conditions for all, and appropriate steps should be taken by States and international organizations with a view to reaching agreement on meeting the possible national and international economic consequences resulting from the application of environmental measures.

12. Resources should be made available to preserve and improve the environment, taking into account the circumstances and particular requirements of developing countries and any costs which may emanate from their incorporating environmental safeguards into their development planning and the need for making available to them, upon their request, additional international technical and financial assistance for this purpose.

13. In order to achieve a more rational management of resources and thus to improve the environment, States should adopt an integrated and co-ordinated approach to their development planning so as to ensure that development is compatible with the need to protect and improve the human environment for the benefit of their population.

14. Rational planning constitutes an essential tool for reconciling any conflict between the needs of development and the need to protect and improve the environment.

15. Planning must be applied to human settlements and urbanization with a view to avoiding adverse effects on the environment and obtaining maximum social, economic and environmental benefits for all. In this respect projects which are designed for colonialist and racist domination must be abandoned.

16. Demographic policies, which are without prejudice to basic human rights and which are deemed appropriate by Governments concerned, should be applied in those regions where the rate of population growth or excessive population concentrations are likely to have adverse effects on the environment or development, or where low population density may prevent improvement of the human environment and impede development.

17. Appropriate national institutions must be entrusted with the task of planning, managing or controlling the environmental resources of States with the view to enhancing environmental quality.

18. Science and technology, as part of their contribution to economic and social development, must be applied to the identification, avoidance and control of environmental risks and the solution of environmental problems and for the common good of mankind.

19. Education in environmental matters, for the younger generation as well as adults, giving due consideration to the underprivileged, is essential in order to broaden the basis for an enlightened opinion and responsible conduct by individuals, enterprises and communities in protecting and improving the environment in its full human dimension.

20. Scientific research and development in the context of environmental problems, both national and multinational, must be promoted in all countries, especially the developing countries. In this connexion, the free flow of up-to-date scientific information and experience must be supported and assisted, to facilitate the solution of environmental problems; environmental technologies should be made available to developing countries on terms which would encourage their wide dissemination without constituting an economic burden on the developing countries.

21. States have, in accordance with the Charter of the United Nations and the principles of international law, the sovereign right to exploit their own resources pursuant to their own environmental policies, and the responsibility to ensure that activities within their jurisdiction or control do not cause damage to the environment of other States or of areas beyond the limits of national jurisdiction.

22. States shall co-operate to develop further the international law regarding liability and compensation for the victims of pollution and other environmental damage caused by activities within the jurisdiction or control of such States to areas beyond their jurisdiction.

23. Without prejudice to such general principles as may be agreed upon by the international community, or to the criteria and minimum levels which will have to be determined nationally, it will be essential in all cases to consider the systems of values prevailing in each country, and the extent of the applicability of standards which are valid for the most advanced countries but which may be inappropriate and of unwarranted social cost for the developing countries.

24. International matters concerning the protection and improvement of the environment should be handled in a co-operative spirit by all countries, big or small, on an equal footing. Co-operation through multilateral or bilateral arrangements or other appropriate means is essential to prevent, eliminate or reduce and effectively control adverse environmental effects resulting from activities conducted in all spheres, in such a way that due account is taken of the sovereignty and interests of all States.

25. States shall ensure that international organizations play a co-ordinated, efficient and dynamic role for the protection and improvement of the environment.

## ***International Environmental Law Information System***

The IUCN research experiment to devise a computerized indexing system for environmental law documentation was demonstrated to delegates at Stockholm.

Legal material from nine jurisdictions was included in the experiment. The countries are: Argentina, Canada, Czechoslovakia, France, Great Britain, New Zealand, Peru, the Philippines, and the United States.

Each law bearing on the environment was analyzed and indexed using key words. The key words have been assembled into a thesaurus.

The coded information has been stored on magnetic tape and is used in connection with the recently created IBM STAIRS computer programme. This enables the user to quickly and efficiently retrieve selected data by a dialogue system.

The work was made possible by grants and donations from the Thyssen Foundation and the Institut für Dokumentationswesen (Frankfurt, FRG) in a first phase, and in a second phase from the Volkswagen Foundation

and the Karl-Schmitz-Scholl-Fonds. The costs involved in the programming and machine time, until the preparation of the demonstration, have been borne by IBM. The preparation of the demonstration, as well as the demonstration itself, have been made possible through the joint assistance of the Fund for Environmental Studies (FUST) and IBM.

The demonstration went smoothly and clearly indicated the effectiveness and usefulness of the system. Discussions are now taking place with elements of the UN system to expand the coverage and to incorporate the system into the proposed UN International Referral Service for sources of environmental information.

### ***Involvement of Scientific and Technological Communities***

Considerable stress was placed on the importance of providing the new UN machinery with the best technical and scientific advice and support. It was proposed that close and continuous contact with the international scientific and technological communities should be established, utilizing wherever possible the already established mechanisms such as ICSU, IUCN, ISSC and others.

IUCN welcomes the decision of the Conference to promote such contributions in post-Stockholm action. Its existing accord with ICSU and ISSC, which follows, will provide a vehicle for arranging support to the environmental programmes of the UN system.

International Council of Scientific Unions  
International Social Science Council  
International Union for Conservation of Nature and Natural Resources

### ***Inter-disciplinary Co-operation on Environmental issues***

The scientific community is fully aware that environmental issues require a broad inter-disciplinary approach for their effective understanding and solution. This need has led to the establishment of informal consultative arrangements among ICSU, ISSC and IUCN to develop further their existing collaboration in the natural and social sciences. These bodies have reaffirmed their desire to strengthen and expand their present relationships and to extend them where appropriate to include participation of other disciplines.

In addition to providing a more effective non-governmental approach to environmental problems, the arrangements also enhance the complementary contributions made by these bodies to the activities of the UN and the specialized agencies.

These common interests now include environmental aspects of development; resource management; environmental education including training; human reactions to environmental changes; disturbances resulting from toxic substances and excessive noise; and the analysis of ecosystems, particularly in the tropics.

The expanded collaboration focuses on an intensive period of inter-disciplinary co-operation aimed at making a significant contribution to the bases for decision making.

### ***Supporters of the World Heritage***

The wide support given by the Conference to the concept of a World Heritage also stimulated the formation of a "grass roots" movement of Supporters for the idea. Action is expected to be launched in a number of countries.

Supporters would provide moral and financial backing for the more formal efforts in various countries designed to promote the selection and management of outstanding areas as part of the World Heritage.

### ***Address to the UN Conference***

by Dr. Gerardo Budowski, Director General, IUCN

Mr. President, Your Excellencies, Distinguished Delegates and Participants.

We in the International Union for Conservation of Nature and Natural resources are delighted to participate in this first global gathering to discuss and plan man's future relationship with his environment and the evolution of international and national machinery to cope with environmental problems.

I bring you greetings from our President, Mr. Harold Jefferson Coolidge, and the members of our Executive Board.

We in IUCN deplore the inference that environmental concerns should be a brake on development. Speaking as a national of a developing country, I cannot countenance halting development. There is an ever widening gap between the rich nations and the poor nations. Countries with starving millions cannot be asked to slow down their legitimate aspirations for a better life. Let us abandon talk of stopping development and concentrate our efforts to see that development is reoriented into meaningful channels that will give the best short-term and long-term benefits to mankind. Let us not be misled by the immediate appeal of short-term economic gains where these mean the sacrifice of those resources on which the future populations of every nation must depend, not only for their subsistence, but for those qualities of the environment that make life worthwhile.

In this endeavour, conservation can and should be the most powerful tool for development.

Conservation is not conservatism. It is management of the resources of the environment — air, water, soil, minerals, and living species, including man — so as to achieve the highest sustainable quality of life. When I say management I include surveys, research, legislation, administration, preservation, and utilization, and I imply education and training. I want this conference to lift conservation to one of the great priorities in this world.

Conservation can be used in two senses. For many people it means stopping deterioration and fighting against using resources that they wish to preserve. These people may be motivated by the highest ideals and will draw on strong emotional feelings in pursuit of often unrealistic goals that fail to take into account scientific, economic, and political realities.

For us in IUCN, however, the main thrust of conservation is to make the wisest use of all resources, not only for today, but also for future generations. This requires, essentially, planning based on scientific knowledge applied to environmental considerations. In planning for conservation for development, we must take as our goals not only economic development, but also human qualities, educational and scientific values, aesthetic considerations, and above all, human health in the widest sense as defined by the World Health Organization.

Ecological principles must be at the root of all development planning so as to avoid disastrous consequences that will impose ever-greater burdens, and impede the realization of the legitimate expectations of people searching for a better quality of life. Following sound ecological principles optimizes development and brings the maximum benefits and, by maintaining diversity, keeps open the options for future choices.

This is the role that IUCN has been playing since its foundation in 1948. IUCN is a union of 30 sovereign states and 260 governmental and non-governmental organizations from over 70 countries as well as a number of international bodies. It directly draws on the expertise of a wide spread of scientists and experts from all countries working as members of its Commissions. We are pleased that developing countries make up two-thirds of our state members and of the countries represented among our organizational members. What is more, the

thrust of our programme is largely concerned with the problems of the developing countries. Together with our sister organization, the World Wildlife Fund, we undertake conservation action programmes throughout the developing world. These action programmes always have a strong scientific base and, to this end, IUCN is involved in advancing the science of conservation. Our work not only encompasses the fields of ecology, environmental planning, survival of species, national parks, but also covers environmental policy, law and administration, and environmental education. In this last connexion, a recent IUCN regional conference on environmental education, to which 21 governments sent representatives, recommended that "governments should make it possible for individuals to give service to the community in the form of work in the environmental field as an alternative to compulsory military service". I offer this as a suggestion worthy of adoption by this Conference.

Conservation has proven to be a most productive investment throughout the world and many developing countries can proudly point to wisely executed projects that have been highly beneficial. Developing countries rightly expect to utilize their resources and to be paid fairly for their contribution to the world's wealth, whether this is in the form of raw materials, scenic and recreational resources, contributions to education and scientific knowledge or simply through maintaining diversity of life as a contribution to the healthy functioning of the biosphere. We believe that the developing countries can rightly claim a fair return for their contribution to the total well being of mankind, and that the rich countries must duly recognize their obligations to provide financial and technical payment.

In this connection, IUCN deprecates exploitation in every form, not only economic. For instance, we have sharply condemned scientific imperialism, by which I mean the exploitation of the scientific resources of a country by visitors from the scientifically advanced nations without strengthening the local scientific community, or otherwise promoting the advancement of science within the country where these resources are being used.

We fully expect that this Conference will strongly recommend the most effective international machinery for handling the present crisis of the human environment. This must involve not only the United Nations system, but also the active cooperation of the world's scientific and technological expertise. IUCN has an accord with the International Council of Scientific Unions (ICSU), and the International Social Sciences Council (ISSC), to place at the disposal of the United Nations, the scientific and technical resources required for interdisciplinary environmental action. These three bodies represent the greater part of the scientific and technological community of the entire world. They have given special help to the Secretariat in the preparations for this Conference. Already they have long-established working relationships with various agencies of the United Nations system. We hope that not only will these relationships be strengthened, but that close ties will be developed with any new body that may emerge as a result of this Conference.

Only through such a working mechanism can the necessary scientific and technical resources be brought to bear on the problems facing the developing world, indeed, the whole world. In this endeavor there is no room for compromise. We must all join forces and work together for our common goal.

Mr. President, may I convey to you on behalf of the members of the international scientific community and the various non-governmental organizations participating in this Conference, which are members of our Union, thanks to the Government of Sweden for the splendid arrangements made for the meeting and our comfort. We ask you to congratulate the Secretary General of the Conference and his staff for their excellent planning and execution of the Conference programme. We are honoured to have been involved in their work and to have participated in this historic assembly. Thank you

## **Alternative Conferences**

Many groups that wished to be heard outside the official UN Conference organized parallel and alternative conferences. Some of these groups felt that since the UN Conference delegates were representatives of their governments they could not be free to speak openly in the interests of improving the human environment. Others took advantage of the Stockholm event to present their viewpoints to a special audience; some made it possible for distinguished experts, not included as official delegates, to come to Stockholm as lecturers.

In the event the alternative conferences provided opportunities for expression of a wide variety of views, from the staidly scientific to the openly revolutionary. Heated discussion was often generated. Strict security measures by the Swedish authorities curtailed many projected demonstrations, and street manifestations were mostly confined to displaying slogans.

A few of the alternative gatherings are mentioned below.

### **The Environmental Forum**

This was the most prominent of the alternative conferences and had official encouragement from the UNCHE Secretariat. Its Swedish organizers were unable to cope with the complex task confronting them, and they broke down when faced with sifting and organizing the 220 programme suggestions received from the interested non-governmental organizations.

The resulting vacuum led to a last-minute take-over by action groups strongly committed to the viewpoint, among others, that population size has no significant connexion with environmental pollution. Most of the time there was little discussion of environmental issues as such. Rather, the injustices suffered by the developing countries were highlighted, although not necessarily by the representatives of those countries. The proceedings became so boring and monotonously one track that many serious environmentalists stayed away. The three most interesting sessions are referred to in the following paragraphs:

David Wasawo of Tanzania chaired a lively discussion on wildlife. Panel members included David Brower, Gerardo Budowski, Richard Fitter, Robert S. Scheer and Peter Scott.

The theme of the discussion between panel members and the public was that if conservation of wildlife is to enjoy a much higher priority, the importance of wildlife must be presented more eloquently both to the decision-makers and the general public, particularly to the rural sectors. A series of useful suggestions was made regarding the role of wildlife in the development process and in education.

Peter Scott was scheduled as Chairman of another debate (sponsored by IPPF, WWF and IUCN) on the relationship of population growth and natural resource depletion in which Paul Ehrlich, the well-known U.S. advocate for zero population growth, was listed as a major participant. A dispute over Chairmanship was resolved by the meeting continuing under the Co-chairmanship of Peter Scott and Dora Obe Chizea (from Nigeria, active in the Dai Dong movement). Paul Ehrlich spoke as one of a panel of five.

The programme was monopolized by a small, well-led group committed to one point of view. They contented that family planning was not the answer to population growth in developing countries, but rather that population limitation would follow development and education. National sovereignty was strongly defended and it was stressed that developing countries must retain control of the exploitation of their natural resources and that population control must be a matter for national decision. Those in the audience who wished to discuss other aspects had little chance to express themselves.

Ecological warfare in Indochina was dealt with by Mr. Lars-Eric Esping in a clear lecture with slides. He highlighted actions that will have long-term ecological effects.

### **Independent Conference on the Environment**

Sponsored by Dai Dong (the Community of Man), a peacemaking movement promoted by the Fellowship of Reconciliation, discussed changes in global economic and political structures required for human survival on the transnational and local levels. Their main task was the preparation of a declaration on the human environment which was presented to the UN Conference.

Dai Dong also sponsored a Convention on Ecocidal War.

### **People's Forum**

This group was composed of several environmental and political Scandinavian groups. They presented their views on environmental issues and the causes of environmental destruction. The forum was sponsored by the Pow Wow Group.

### **Oi Committee International**

An international committee of young scientists and scholars dedicated to a critical and holistic approach to development and the human environment met to prepare their own declaration.

### **Life Forum**

An organizational and fund-raising umbrella for a number of North American environmental action groups, this group was represented by Black Mesa Defense, a group concerned with protecting the rights of native peoples, and Hog Farm, a travelling commune skilled in working with counter-culture crowds.

### **Distinguished Lecture Series**

The International Institute for Environmental Affairs, in co-operation with the Population Institute, also held a lecture series. The opening session enabled Barbara Ward (Lady Jackson) and René Dubos to introduce their book «Only One Earth: The Care and Maintenance of a Small Planet» that had been commissioned by the Secretary-General of the UN Conference.

Other speakers were Thor Heyerdahl (The Seas), Gunnar Myrdal (Economics of an Improved Environment), Carmen Miró (Population), Lord Zuckerman (Science, Technology and Environmental Management), and Aurelio Peccei (Human Settlements).

### **Wildlife Symposium**

A three-day symposium was organized by the National Wildlife Federation of the United States. Eighteen speakers from various countries participated.

The theme "United Nations for Biosurvival" was followed in papers presented by speakers from all continents and resulted in an analysis of the outstanding environmental problems confronting mankind. The symposium, unlike most meetings that took place in Stockholm, produced more light than heat even though the differences between developing countries and technologically advanced countries were adequately explored. The ability of representatives from all parts of the world to come together for rational discussion in an atmosphere free from political bombast or revolutionary rhetoric was encouraging to those who had grown disillusioned by the United Nations Conference or the various counter-Conferences.

Thanks to the National Wildlife Federation many members of IUCN/WWF were brought to Stockholm for this symposium. Papers were presented by M. F.I.J. Bijleveld (The Netherlands), A. Dunbavin Butcher (Australia), Kai Curry-Lindahl (Unesco-Africa), Zafar Futehally

(India), Jean-Paul Harroy (Belgium), Masaharu Nishiwak (Japan), and Perez Olindo (Kenya), among others. Problems of reconciling conservation and development in Latin America were explored in papers by Cesar Buenrostro (Mexico), Jorge Chocair (Chile), Alceo Magnanini (Brazil) and Rodolfo Paredes (Peru). The transactions of this meeting will be published in the near future by the National Wildlife Federation.

## **New UN Machinery for Environmental Issues**

The recommended organizational proposals call for a Governing Council for Environmental Programmes of six members. It is to promote cooperation in the international field and to provide general policy guidance for directing and coordinating environmental programmes within the UN System.

The Governing Council will report annually to the UN General Assembly through the Economic and Social Council (ECOSOC). A small Secretariat headed by an Executive Director is to be established in the United Nations to serve as a focal point for environmental action and coordination.

A voluntary fund is to be set up to provide for additional financing for environmental programmes. This Fund will be administered by the Executive Director under the guidance of the General Council. The target is \$ 100 million for the first 5 year period. Basic costs of the Governing Council and its Secretariat are to be met from the regular budget of the UN.

Specific reference is made to coordinating machinery for environmental programmes in the UN system through an Environmental Coordinating Board chaired by the Executive Director.

The recommendation calls for the Executive Director to secure effective cooperation of, and contributions from, the relevant scientific and other professional communities from all parts of the world.

The Fund is to be used for financing such programmes of general interest as regional and global monitoring, assessment of data-collecting systems, improvement of environmental quality management, environmental research, information exchange, education and training, and promotion of studies to develop technologies suited to a policy of economic growth compatible with adequate environmental safeguards. The special needs of developing countries are to be taken into account in implementing these programmes.

No decision was reached on the location of the headquarters of the proposed Environmental Secretariat.

Contentious issues that appeared during the debate related to the freedom that the new body and its Executive Director would have (the proposal for direct reporting to the UN General Assembly was replaced by reporting through ECOSOC, and the transfer of basic costs to the regular UN budget involves submission to UN staff and other rules), the extent to which the coordinating mechanism would impact on the environmental programmes of the various parts of the UN System (the new environmental initiatives to be taken by the UN System are to be financed by the Fund), and the extent to which groups outside the UN System should be used to implement the action plan. The existing environmental involvement of the specialized agencies will be given additional impetus by these measures.

## **World Ecological Areas Programme**

A behind the scenes activity involving *The Ecologist*, Survival International, and IUCN has provided a new development in conservation. It is a programme for World Ecological Areas that can provide an opportunity for communities to continue their way of life in balance with nature without the disturbance of modern technology.