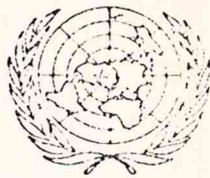




UNITED NATIONS
GENERAL
ASSEMBLY



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A/C.2/L.1193
23 November 1971

ORIGINAL: ENGLISH

Twenty-sixth session
SECOND COMMITTEE
Agenda item 12

REPORT OF THE ECONOMIC AND SOCIAL COUNCIL

Malta: draft resolution

Creation of an intergovernmental sea service

The General Assembly,

Recalling its resolutions 2414 (XXIII) of 17 December 1968 and 2528 (XXIV) of 5 December 1969 and Economic and Social Council resolution 1641 (LI) concerning the need to expand the training of personnel in the developing countries in matters concerning the marine environment,

Aware of the rapidly growing importance of ocean space to the economies of developing countries,

Noting with appreciation the expanding activities of the United Nations, of the specialized agencies and of organizations within the United Nations system in matters related to the marine environment,

Recognizing the need to expand the operational capability of the United Nations system in fields related to international co-operation in the marine environment,

Believing that such capability should include, as an essential element, provisions for intensified training of nationals, particularly from developing countries, in maritime trades and sciences,

1. Requests the Secretary-General to undertake a study of the desirability and the feasibility of the creation of an intergovernmental sea service with the following objectives:

(a) To make available and to operate vessels and facilities for the use by the United Nations, the specialized agencies and organizations within the United Nations system for the purpose of providing the latter with the capacity to undertake training and/or scientific programmes or projects, within their respective competence, related to ocean space;

(b) To train, under the auspices of the United Nations, the United Nations Development Programme, the specialized agencies and organizations within the United Nations system, persons, particularly from developing countries, in trades and in sciences related to the seas;

2. Further requests the Secretary-General:

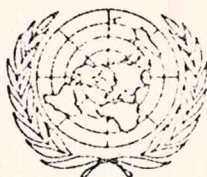
(a) To seek the views of Member States on the concept of an intergovernmental sea service and on their willingness to participate;

(b) To seek the views of the specialized agencies on the need for an intergovernmental sea service and on the tasks which it might usefully perform;

(c) To submit a preliminary progress report on the question of the creation of an intergovernmental sea service to the Economic and Social Council, at its fifty-third session, for its comments;

3. Also requests the Secretary-General to convene early in September 1972 an ad hoc intergovernmental working group to review the findings referred to in (a), (b) and (c) in operative paragraph 2 above and to submit as appropriate recommendations concerning the establishment of an intergovernmental sea service to the General Assembly at its twenty-seventh session.

UNITED NATIONS
GENERAL
ASSEMBLY



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A/C.2/271
17 November 1971

ORIGINAL: ENGLISH

Twenty-sixth session
SECOND COMMITTEE
Agenda item 12

REPORT OF THE ECONOMIC AND SOCIAL COUNCIL

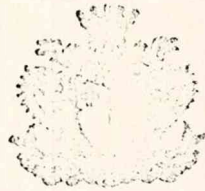
Letter dated 16 November 1971 from the Permanent Representative of
Malta to the United Nations addressed to the Secretary-General.

I have the honour to enclose a memorandum prepared in co-operation with the University of Santa Clara, on the need for the creation of an Intergovernmental Sea Service as the operational arm of the United Nations system in ocean space.

I would be grateful if you could arrange for the memorandum to be circulated as an official document of the United Nations.

(Signed) J. Attard KINGSWELL,
Permanent Representative of Malta
to the United Nations

Tel. 725-2345
Telegraphic Address
"MALTADLUN NEWYORK"
Your Ref.
Our Ref.
No.



PERMANENT MISSION OF MALTA
TO THE UNITED NATIONS
249 East 35th Street
New York 10016,
New York

26 November 1971

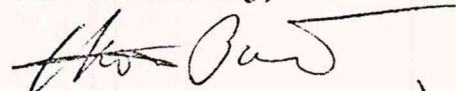
Dear Miss Heekin,

I enclose copy of U.N. document A/C2/271 together with copy of a draft resolution which was submitted to the U.N. Secretariat some days ago and copy of my speech in the Second Committee. In all probability the draft resolution will be modified and weakened ⁽ⁱⁿ⁾ debate.

I am not as optimistic as I was last week; the memorandum has been informally critized as being too 'American' and perhaps it would have been advisable for me to edit it more heavily. Furthermore the item was introduced late and without much consultation with delegations. Nevertheless I still hope that the Second Committee will adopt a useful resolution.

I would appreciate it could you convey the above information to Professor Hamlett.

Yours sincerely,


(Arvid PARDO)

Miss Patricia Heekin
Administrative Secretary
Sea Service Project
Department of Political Science
University of Santa Clara
Santa Clara, California 95053

:mmm

MISSION OF MALTA TO THE UNITED NATIONS

STATEMENT DELIVERED BY

DR. A. PARDO

ON THE SUBJECT OF THE CREATION OF AN

INTERGOVERNMENTAL SEA SERVICE

IN THE SECOND COMMITTEE

ON 24 NOVEMBER, 1971

Mr. Chairman,

I am most grateful to you for permitting my delegation to introduce to-day a draft resolution in connexion with the report of the Economic and Social Council (document A/8403).

While the draft resolution which I have the honour to introduce concerns particularly chapter 7(b) of the Economic and Social Council's report entitled "The Sea", it is also relevant to chapter 14 (c) dealing with the training of national technical personnel and with chapter 12 concerning science and technology.

As you are aware, Sir, ocean space - that is to say the marine environment as a whole, including the surface of the seas, the water column and the seabed and its subsoil - is becoming a subject of increasing concern to the international community; as a result of the technological revolution which is taking place in the utilization of the oceans, States have now generally recognized the need for greatly intensified monitoring of the marine environment particularly in relation to weather forecasting, pollution and the assessment of potential living resources.

The concerns of States have been matched by the expanding activities of organizations within the United Nations system over the past five years particularly in the promotion of international cooperation in a variety of scientific fields. Thus, for instance, the World Weather Watch plan was approved by the Fifth Congress of IMO in 1967; the IOC of UNESCO has assumed a general coordinating role in connexion with the long term expanded programme of oceanic research approved by the U.N. General Assembly in 1968 (G.A. resolution 2414(XXII)) and, in addition, has initiated the development of the Integrated Global Ocean Station system; IICO has intensified its activities with regard to the avoidance of pollution of the seas by oil, while IAEA, through its International Laboratory of Marine Radioactivity at

Monaco, is more actively seeking the scientific information needed to evaluate the effects of radioactivity in the sea; the Department of Fisheries of FAO is ever more intensely engaged in promoting the scientific research required to ensure the rational development of fisheries. Nor need I mention the great importance given to a more effective monitoring of the marine environment for pollution in the preparatory work being undertaken within the U.N. system for the 1972 Stockholm conference on the human environment.

The implementation of the expanded scientific activities of the United Nations system, however, insofar as they are operational, remain essentially the responsibility of individual members, largely technologically advanced countries, of the organizations concerned. My delegation certainly recognizes the usefulness of the work being undertaken at the present time and we commend those countries which participate actively in the scientific programmes of ocean exploration and monitoring in which Specialized Agencies such as UNESCO and WMO are engaged. I believe, however, that it would be difficult to deny that several of these programmes would benefit were the United Nations system as a whole to have the possibility of supplementing the facilities provided by individual Members with a measure of direct operational capability in the seas; for instance, on page 11 of the 1970 annual report of WMO it is suggested that the Global Observing System would benefit from an increase in the number of observations particularly from ocean areas in the southern hemisphere and the map facing page 15 in the same report clearly shows that while northern hemisphere ocean areas are fairly well covered, there are enormous gaps in the Global Observing System ocean network in the southern hemisphere for which no known plans exist. If the United Nations system had operational capability at sea, arrangements could certainly be made to fill some of the gaps in this useful WMO programme. Other WMO programmes could also benefit from U.N.

system operational capability at sea, as would programmes conducted by ICAC, UNESCO, INCO, FAO and even the environmental pollution programme of WHO.

Futhermore, if the U.N. system had at its disposal vessels that could be utilized at short notice for the transport of relief supplies, the provision of speedy emergency assistance in the case of natural disasters could be perhaps more easily arranged.

The interest of States in ocean space is not confined to a recognition of the need for closer international cooperation in a wide range of scientific matters; developing coastal countries in particular are becoming increasingly aware that ocean space could provide a significant, and in some cases a decisive, contribution to national welfare. This awakening realization led to the adoption of General Assembly resolution 2692(XXV) by this committee last year in which for the first time, I believe, the principle of permanent sovereignty of developing countries over their natural resources was explicitly extended to cover marine resources. At the Second Ministerial meeting of the group of 77 which convened in Lima from 28 October to 7 November this year, a resolution was adopted explicitly applying the principle of permanent sovereignty over natural resources to ocean space: in this resolution it was noted

"That some developed nations are availing themselves of their scientific, technological and financial advantages to exploit the resources of the sea and the soil and subsoil thereof not only off their coasts but also in the jurisdictional waters claimed by other countries;

That, without prejudice to their positions on the question of the limits of national jurisdiction, the States members of the Group of 77 have supported and should continue to support the rights of developing countries to dispose of their marine resources in the interests of progress and a higher

standard of living for their populations;" and it was decided, inter alia, "to support....measures designed to permit the mobilization of the internal resources of the coastal developing countries" in order to obtain full disposal of the resources existing in the seas adjacent to their coasts within the limits of their national jurisdiction." In this context an essential element is education and training in a broad range of skills and of maritime trades and sciences, since without appropriate skills and knowledge it is impossible for a country itself intensively to utilize ocean space within its jurisdiction. The need to intensify education and training in developing countries in a wide variety of fields has been recognized in a long series of General Assembly resolutions, none of which, however, specifically refer to education and training in essentially maritime skills: even Economic and Social Council resolution 1641(L1) on the mineral resources of the sea refers only in general terms to "the pressing need to expand the dissemination of relevant information and the training of personnel in the developing countries" and the Secretary-General is requested merely "to pursue his programme of education and training in the field of marine mineral resources."

I have examined to the best of my ability a number of United Nations reports and the annual reports of FAO, ILO, UNESCO, WMO and WHO to ascertain the extent of the education and training activities directly related to the seas and oceans which are being undertaken at the present time within the United Nations system.

The results of my admittedly not exhaustive review have revealed a rather disappointing situation.

In the scientific field a large number of scientific meetings, symposia and seminars are convened every year and many fellowships are granted by several Specialized Agencies; however two things should be noted: First the number of nationals from developing countries granted fellowships is not perhaps as high as it might be and secondly with the exception of UNESCO I have

found no mention of fellowships being granted for practical scientific work aboard ships. The UNESCO reports mention the possibility of the award of fellowships to young marine scientists aboard ships, but these awards are used only for facilities provided by Member States of UNESCO and are awarded only for specialized work in connexion with international expeditions. The only case of a shipboard fellowship which I have seen specifically mentioned in UNESCO reports is that of a French scientist who was awarded a fellowship to conduct a piece of research on board a Japanese ship. There may have been other cases, but shipboard fellowships are certainly extremely few.

Finally a few shipboard fellowships are awarded to counterpart personnel in UNDP fishery research projects. Here again the numbers involved are insignificant.

As for training courses and fellowships to learn trades essential to maritime industry and navigation, the situation is even bleaker. In the field of fisheries, FAO conducts several training programmes for fishing boat skippers, fishing fleet operators, masterfishermen, technical instructors, etc. but in most cases these courses are essentially shore based, although, of course, often some practical training is given at sea. On the other hand I have found no reference whatsoever in ILO reports, that this Specialized Agency, which is the Specialized Agency mainly concerned with vocational training, has developed any programmes of training nationals from developing countries in maritime trades other than those few already covered by FAO.

In short, education and training of nationals from developing countries in the sciences, and particularly in the trades, connected with the sea and with navigation and with the utilization of ocean space in all its dimensions is not overly developed within the U.N. system and very little of what exists is designed to provide practical experience aboard ships.

Lack of required skills is a serious handicap that makes it difficult for coastal developing countries rapidly to

expand their maritime capabilities.

Having identified what appeared to be two serious and urgent needs; - on the one hand the need of organizations within the U.N. system to have at their direct disposal some maritime capability to supplement the assistance provided by Member States in the implementation of their programmes and on the other hand the need of coastal developing countries for intensified training and practical experience in maritime trades and science - my delegation came to the conclusion that both needs could be met in the context of existing patterns of international cooperation by the creation of an intergovernmental sea service to make available and to operate vessels and facilities for use by the United Nations, the Specialized Agencies and other organizations within the U.N. system for the purpose (a) of providing them with the capability directly to undertake some scientific projects within their respective competence related to ocean space and (b) to expand the capability of organizations within the U.N. system to provide practical training and experience particularly to nationals of developing countries in maritime trades and in sea oriented sciences. We also had in mind that such a sea service could make use of experienced human resources that are now largely wasted in several countries because of the employment crisis in shipping and other branches of maritime industry.

In making this proposal we are well aware that the General Assembly decided last year to convene a conference on the law of the sea, if possible, in 1973. We are also aware that one of the results of such a conference could be the creation of institutions for ocean space beyond national jurisdiction within which would find suitable place many of the activities related to the seas at present conducted in a somewhat fragmented fashion by organizations within the U.N. system. We are in fact among those that hope for such a result; indeed Malta is the only country so far which has submitted to the U.N. Committee on the Peaceful Uses

of the Seabed a draft treaty which makes provisions for strong and comprehensive institutions with competence not only over the seabed beyond national jurisdiction but also over the superjacent waters. Under these circumstances it may well be wondered why we are now submitting a proposal that essentially accepts the present limited and fragmentary competence of organizations within the U.N. family in matters related to the seas.

Our reasons are threefold: in the first place it is not certain when, or even whether, a general conference on the law of the sea will be convened. It almost certainly will not be convened in 1973. Secondly, the results of any conference which may be convened are highly speculative at this stage, in particular the functions of any institutions which may be created are highly uncertain. Thirdly, and most importantly, coastal developing countries cannot afford to waste time; their needs for indigenous expertise and maritime capability are extremely urgent in the light of the rapid developments now taking place in ocean space. If expanded programmes designed to provide specific, practical experience to nationals of developing countries in subjects relating to the seas are not provided, the interests of many developing States risk, in all likelihood, to be severely prejudiced.

Of course, if the results of a future law of the sea conference are in fact what we hope they will be, the proposed intergovernmental sea service together with several other existing maritime activities within the U.N. system would be integrated in the new institutions for ocean space and provision should be made for this eventual possibility in any agreement establishing the sea service. In the meantime, however, we believe our duty to be to further the development of the capabilities of the U.N. system, as it now is, to serve more effectively the needs of Member States.

Our concept of the proposed intergovernmental sea service is set forth in document A/C.2/271 which I believe was

distributed two or three days ago. It will be noted that the concept is global, based on practical cooperation between developed and developing countries and with the object both of improving the effectiveness of existing programmes within the U.N. system and of serving the needs of developing countries within existing patterns of international cooperation. The proposed intergovernmental sea service is conceived as an essentially action oriented organization with minimal bureaucracy. We envisage a modest start with only five donated or loaned small vessels. We are flexible on many details, on the composition of the Governing body of the proposed service, on the manner of recruitment of the crew and officer complements of the vessels, on the methods of financing: on all these points the suggestions contained in document A/C.2/271 should be considered merely tentative; we are most anxious to accommodate all views and we hope if our draft resolution which is being circulated today under the symbol A/C.2/L.1193 is adopted by this Committee that the Secretary-General will examine in depth desirable alternatives in the study which we suggest he should undertake. We do attribute, however, considerable importance to the concept of cooperation between developed and developing countries in the support of the proposed organization and we hope that this concept will be given due consideration.

While no precise forecast can be made now on the financial implications of the proposed intergovernmental sea service, we have made some initial calculations which have led us to state in document A/C.2/271 that, assuming the availability of five LSTs or similar vessels, an annual operating budget of \$3.5 million would be required; this would also cover salaries for some thirty headquarters personnel, including secretarial staff.

\$3.5 million is a large sum in the present financial circumstances of the United Nations and of most organizations within the U.N. system and there arises the serious question of how this sum can be obtained.

The budget of the proposed intergovernmental sea service could of course be covered either directly by Governments or through the establishment of a fund which would receive voluntary cash contributions from Governments. If this were to be acceptable, we would be delighted; but we feel that at the present time such methods of financing might meet strong objections.

Nearly all Specialized Agencies make grants to a large number of organizations or institutions that are active within the area of competence of the Agency concerned and it could be envisaged that the sea service be supported through direct annual cash contributions by the United Nations, the UNDP and the Specialized Agencies which it would serve. This method of financing, however, has the disadvantage that it would almost certainly trigger requests for significant increases in the budgets of the Specialized Agencies. Thus my delegation believes that it may be useful to suggest that consideration might be given to yet another method of supporting the sea service.

Assuming the donation or loan of five suitable small vessels, the budget of the sea service will require to make provision for the following main categories of expenditure:

- a) refueling, provisioning and refitting of vessels;
- b) specialized equipment;
- c) payment of allowances to scientific and seafarer ratings among the crew;
- d) payment of salaries to officers of ISS Vessels and to headquarters staff;

We think that the refuelling, provisioning and refitting of vessels could be assured by contributions of specific services in kind by participating Governments in a manner that would be of the least possible burden to them. If the objectives of the ISS are considered to be useful, petroleum exporting countries might, for instance, consider donating or making available at

production cost the modest quantities of fuel necessary for five vessels; other participating Governments could make available specified quantities of provisions while still others could undertake to ensure repair or refitting services in their harbours either free or at reduced cost. In this latter connexion, I note that an unemployed labour force exists in many ports which could be used by Governments at little cost for simple services, to ISS vessels such as painting and scraping. Also few dockyards work at full capacity throughout the year; it should be possible to schedule most repairs to ISS vessels during periods when a dockyard is not fully occupied; this would be beneficial to local employment.

Specialized scientific equipment is already often provided by UNDP, UNESCO and other Specialized Agencies to selected activities supported by them. Surely if the proposed sea service is used by an Agency to undertake some work within its programme, there could be no objection or additional financial implications for the Agency concerned in donating or ~~to~~ loaning to the sea service the necessary specialized scientific equipment.

It will have been noted that in document A/C.2/271 we suggest that the crews of vessels of the proposed intergovernmental sea service be essentially composed of trainees from developing countries in the maritime trades and of young persons who are studying at the undergraduate or graduate level in one or other scientific field related to the oceans. In view of their trainee status crews would be paid only modest allowances certainly not exceeding \$250 per month. I note in this connexion that already more than 500 fellowships are awarded annually by the UNDP, the U.N. and Specialized Agencies within the U.N. system for training in sciences related to activities with which the intergovernmental sea service would be concerned; WMO alone awarded 286 fellowships in such subjects in 1970. Surely one third or one quarter of fellowships presently awarded could be used to support shipboard

scientific training. If we further take into account the fact that the number of fellowships in the U.N. system is increasing every year and that the support of scientific crewmen on board ISS vessels would cost about 25 to 30 percent less than corresponding fellowships on land, we can legitimately conclude that the full complement of scientific ratings in five ISS Vessels can be fully financed under already existing UN and Specialized Agency programmes. And I would add that shipboard scientific training would in many cases be more beneficial to the trainee and to the country of which he is a national than present arrangements. I would also add in this connection that it is not intended that land-locked countries be excluded from nominating nationals to scientific fellowships on board ISS vessels.

As I have already indicated, I have found no indication apart from some modest programmes sponsored by FAO, that ILO or other agencies support practical shipboard training in maritime trades. This is undoubtedly a lacuna in UN system fellowship programmes; with the creation of the intergovernmental sea service, however, it is a lacuna which can be filled in the context of existing vocational training at very little additional cost to ILO and other agencies directly concerned, if some of the funds now spent on seminars and shore based training courses were diverted to support practical shipboard training in maritime trades. In the event that this were not sufficient, it may be possible to hope that UNDP could find the funds to support a modest number of fellowships aboard ISS Vessels and other fellowships might be covered by voluntary contributions of participating Governments.

As the Malta delegation indicated in document A/C.2/272, headquarters staff of the intergovernmental sea service is not expected to exceed thirty persons, of which less than half professionals. The task of the headquarters staff would be essentially to arrange the scheduling of ISS vessels in accordance with the

needs of organizations within the U.N. system, to make arrangements for the maintenance, provisioning and repair of ISS vessels and administrative duties. An examination of UN, UNDP and Specialized Agency documents has suggested to my mind that with the cooperation of the organizations concerned most of the headquarters staff required could be drawn on secondment, from personnel already employed with the U.N. system, thus little additional expenditure is necessary.

The officer complement of ISS vessels, finally, would be drawn from two sources: either experienced retired naval or merchant marine officers who already draw a pension or young merchant marine officers who have difficulty finding employment. In either case officers would be paid only modest salaries and allowances.

In conclusion, it is possible to envision that refueling, provisioning and refitting of intergovernmental sea service vessels could be covered by contributions of specific services in kind by participating Governments; that specialized scientific equipment would be donated or loaned by organizations within the UN system in accordance with already established policies; that the bulk of the crew would be financed under fellowship programmes already existing within the U.N. system and that more than half the small headquarters staff could be drawn on secondment from staff already working within the U.N. system. A residue of perhaps one or one and a half million dollars in cash would be required to pay for the salaries of officers of ISS vessels and of some headquarters staff and to cover administrative expenses. We suggest that the necessary funds could be raised through payment by organizations within the U.N. system for services rendered to each by intergovernmental sea service vessels. Nor need such payments necessarily entail an increase in existing and, still less, in future budgets. Already quite large sums are spent by organizations within the U.N. family to support programmes

such as NAOS, CICAR, CIM, the World Weather Watch, for research in environmental pollution, for research in fisheries and in several other fields in which the services of ISS vessels could be used; surely it would not be too difficult to use some of these funds for research undertaken for similar purposes on board sea service vessels. It should be noted in this connexion that expenditure on ocean oriented research is increasing by about 10 percent per annum within the U.N. system and that further and substantial increases will in all probability be requested as a result of the 1972 Stockholm Conference on the Human Environment. Consequently there should be no real difficulty on the part of organizations within the U.N. system in paying for the research carried out for them by the intergovernmental sea service.

There remains for me to say a few words about the draft resolution sponsored by my delegation and which I believe has been or is being circulated to-day.

It appears scarcely necessary for me to clarify that our proposal and the respective draft resolution are being submitted to this Committee rather than to the First Committee since the subject matter is entirely within the terms of reference of the Economic and Social Council. The procedure suggested for the study of the proposal to create an intergovernmental sea service is designed on the one hand to ensure the fullest possible expression of views by and consultation with, Member States and by the Specialized Agencies concerned and at the same time reasonably expeditious consideration. Whether the proposal made by my delegation is eventually accepted or rejected, we certainly have no desire whatsoever to burden other delegations and United Nations organs with one more annually recurrent item. We believe that views of Governments and Specialized Agencies can be ascertained by the Secretary-General before the end of May next year and that on the basis of the views expressed a preliminary progress report can be prepared by the Secretary-General for submission to the

Economic and Social Council at its fifty-third session.

An open ended ad hoc intergovernmental working group composed essentially of members of delegations present in New York could then undertake a fuller discussion of the question of the creation of an intergovernmental sea service early in September next year: the working group would complete its study of the question in time to submit its findings to the next session of the General Assembly.

I am informed that the financial implications of the procedure proposed would be between \$5.000 and \$10.000.

We are convinced, Mr. Chairman, that an intergovernmental sea service would be of inestimable benefit to coastal developing countries, in that it would hasten the day when we and they can acquire reasonable maritime capability to make use ourselves of the oceans; we are convinced, Mr. Chairman, that an intergovernmental sea service would be of some benefit to technologically advanced maritime countries and would be an important element in that cooperation between developed and developing countries which is so essential; finally, Mr. Chairman, we are convinced that the creation of an intergovernmental sea service would enable the U.N. system to serve all countries more flexibly, more efficiently and more effectively in the preservation and development of an environment where the future of mankind is at stake. The real financial implications of my delegation's proposal are virtually nil; vessels would be donated that are not and cannot be used, services would be contributed by participating Governments at very small cash cost, other expenses would be covered under present and prospective programmes of the U.N. family.

For all these reasons, Mr. Chairman, I appeal to you and through you to all representatives on this Committee for favourable consideration of our proposal and of our draft resolution.