

unleashed by demographic growth and a shrinking natural resource base alongside strife, indebtedness and other pressures on poorer countries. Unavoidably, this raises anew the question of "additionality".

9. FUNDING TO SUPPORT NEW ACTION

One of the principle "cross-cutting" areas calling for international cooperation at UNCED is the provision of adequate financial support. First raised as the question of "additionality" during preparations for Stockholm, success in resolving it 20 years later will be critical at UNCED. Although the distinctions can be blurred it may be useful to distinguish between three different intended purposes of additionality:

- * assistance to broaden participation in international environmental programs;
- * assistance to improve national development;
- * assistance to reduce global risk.

1. Assistance to broaden participation in international environmental programs. Governments in 1972 already accepted the need for additional funding intended to advance specific types of action in support of the UN Environment Program and, as noted in chapter 2 above, the Assembly decided in 1972 that a new voluntary Environment Fund should be established "to provide additional financial resources for environmental programmes" and specified separate sources of funding for UNEP's "policy guidance role for the direction and coordination of environmental initiatives undertaken within the United Nations system . . .", with distinctions between the intended uses of funds from the UN regular budget, and the new, voluntary Environment Fund. Although the Environment Fund was not intended to provide significant central funding to the UN system, only to "catalyze and coordinate", the fact that it started out with an average of about \$20 million annually, and has recently been held to about \$30 million, suggests not only a shrinkage in its purchasing power, but significant reduction of its leverage within the UN system.

While many of the activities for which developing country participation in international programs is sought are in the "assessment" category (a growing need for example in the case of IGBP) and active participation by national laboratories in cooperative research and monitoring programs is supported, even lesser support for their participation in negotiations on such