

INTERNATIONAL

The Habitat Handbook

Graham Searle with Richard Hughes

Decisions and debates of the UN Conference on Human
Settlements and the role of the UN Habitat Centre.



AN EARTH RESOURCES RESEARCH PUBLICATION

The Habitat Handbook

Graham Searle with Richard Hughes

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ERR employs full-time staff qualified in disciplines ranging from the natural and applied sciences to social sciences and economics, and is hence able to approach each problem or subject area in an interdisciplinary fashion while at the same time being able to call on the specific expertise of its staff and consultants. This is the first ERR report to focus attention on the work of a UN Agency. Other fields of investigation with which ERR is concerned include Food and Agriculture, Land Use, Energy, Transport, Wildlife and Materials Recycling.

Inquiries, suggestions for potential research projects and (of course) offers of financial assistance are welcome.

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Preamble

There is one important function which this book does not attempt to perform. Its purpose is, as far as possible, to let UN debates, resolutions, reports and work programmes speak for themselves: it is not its job to add to the innumerable accounts of the inadequacy of human settlements in many parts of the world. The plight of the ill-housed, ill-fed and dispossessed has been adequately catalogued elsewhere. What is needed now is concerted action to improve their lot: it is time for zealous endeavour, for practical initiative and for the rekindling of enthusiasm, even of optimism. Only if—by presenting a record of the tasks which have been identified—this book does anything to re-awaken real concern and interest in their performance will it have been worth writing.

For all that, the present work is not an evangelical tract, but a handbook. For those who wish to learn what their national Governments have said on their behalf, what the new UN Human Settlements agency intends to do with the money they provide, and how the UN Habitat Centre plans to involve them in its work, the book can provide guidance. For the thousands of local, national and international non-governmental organisations active in improving the living conditions of themselves and of their fellows it is intended that the book will provide an international context in which they can view their efforts.

But this book too has its context, and—since it deals with the deliberations of the UN's "international community"—it is useful to begin by saying something of the United Nations itself.

The Editorial to a recent special issue of *Habitat International* which dealt with the establishment of the UN Commission on Human Settlements and of the Habitat Centre contained a concise account of the growth and development of the United Nations' "family" of organisations. In the view of the magazine's editor, Dr Otto Koenigsberger, the history of the United Nations can be divided into three periods, the first of which lasted from 1945 to the end of the 1950s.

In this period the UN's organs and specialised agencies reflected its four-fold commitment to *Peacekeeping*; *Economic Stability*; *Welfare and Aid in Distress*; and *World Administration and Co-ordination*. The UN's role in peace-keeping found expression in the creation in 1945 of the Security Council, the International Court of Justice, and the Trusteeship Council; and, in the following year, of UNESCO, the orig-

inal expressed purpose of which was not to encourage education, science and culture for their own sakes, but “*to contribute to peace and security* by promoting collaboration among the nations through education, science and culture” (author’s italics). Economic stability was the goal of the UN’s Economic and Social Council, the World Bank (established in 1946), the IMF (1947), and the International Labour Organisation (which, though it had existed since 1919 became recognised as a Specialised Agency in 1946). Welfare and aid in distress were the responsibilities of the FAO (1945); UNICEF, The UN Children’s Fund (1946); WHO (1948); the UN Relief and Works Agency for Palestine Refugees (1949); and the High Commission for Refugees (1951). Finally, global administration and co-ordination was the field of the General Agreement on Tariffs and Trade (1948), the Inter-Governmental Maritime Consultative Organisation (1948), the World Meteorological Administration (1951), the International Atomic Energy Agency (1957), and the International Telecommunications Union and the Universal Postal Union (both, like the ILO, founded earlier—in 1865 and 1875—and incorporated into the UN later—in 1947 and 1948 respectively).

That then was the not inconsiderable size of the “family” at the beginning of its second period, one which was to be characterised by concern for *Economic Development*. This was to last into the 1970s and —unless a third era is thought of as heralded by the 1972 Stockholm Conference on the Human Environment— it is still with us.

The second period includes the declaration of the first UN Development Decade which affected all UN Agencies, and can be thought of as having begun with the establishment of the International Development Association in 1960. This was followed by the UN Conference on Trade and Development (1964), the UN Development Programme (1965), and the UN Industrial Development Organisation (1967). In the second special session of the General Assembly in 1975 the political and developmental activities of the UN were separated, and formal recognition was given to the latter by the creation of a new post of Deputy Secretary with specific responsibility for Development.

As Dr Koenigsberger notes in his Editorial, it might well be that, in years to come, observers will recognise a new, third period beginning in 1972, in which year the UN Environment Programme was established. This was followed six years later by the Commission on Human Settlements and Habitat: UN Centre for Human Settlements, which together are the subject of a large part of this book. In the UN’s third period the emphasis is on what might be termed *Environmental Development*: the maintenance of the life support systems on which mankind depends and the improvement of the conditons in which he lives.

In the years since World War Two the United Nations has evolved from a family of organisations dominated by the affluent nations to one which, with growth in the power and influence of developing countries, is sometimes described as “an agency for peaceful change and development.” But, at the same time, the family itself is growing. More organs and specialised agencies are added to it, almost invariably with good reason, but equally invariably with their own bureaucracies and their own administrators. Each successive Executive Director becomes the inheritor of a part of the family’s operations, and (though it would be unfair to liken the UN to the Mafia of the twenties and thirties in the USA, where one son might handle loan-sharking and another the numbers game) there are rivalries between branches of the family in the same way as there always have been throughout the domestic and dynastic histories of man. In the UN, when an operation is to be consolidated within a new body, the family will squabble about who should gain control. Time, effort and money will be expended, Governments will be lobbied, support secured and opponents identified and undermined.

This was the case with human settlements. As the Habitat Conference Secretary-General has attested, the UN Environment Programme in particular was determined that any new Habitat Agency or Centre should be subordinated to its direction and control.

It is not the task of this book to recount the struggles which ensued, and indeed it has been deliberate policy to exclude from the account of the international section of the proceedings of the Habitat Conference all comment on the postures which were struck. But a price was paid for the posturing. In the two years of meetings of the 56-nation Preparatory Committee, no recommendations on the location and institutional structure of the new Habitat body were agreed, and during the Conference itself progress similarly proved impossible. It was not until the end of 1977 that the institutional arrangements were finalised, with the UN Environment Programme being refused its claim to proprietorship of the new body. Not until 1978, with the appointment of Dr Arcot Ramachandran as Executive Director, was a start made on assembling a team which was to carry out the mandate given to it in Vancouver in 1976.

In the years which were wasted following the Habitat Conference much of the enthusiasm which it generated (particularly among non-governmental organisations) was dissipated. Bodies with a long history of valuable work in the field—some of which were working to improve human settlements conditions long before the UN was thought of, let alone the Habitat Centre established—continued with their tasks. Many new, youthful organisations which sprang up in the mid-1970s were con-

firmed, perhaps healthily, in their cynicism of what to expect from the United Nations.

As a consequence of this, the Habitat Centre's Executive Director now has the job not only of putting into practice the plans of the UN Conference and Commission (and raising the money to do so), but of instilling a sense of urgency and belief that the Centre's work can at least be attempted. In spite of all that has and has not happened, there is still no shortage of volunteers in the field. In his attempts to weld them into a powerful and constructive force for good, Dr Ramachandran deserves and needs the renewed support of Governments and NGOs alike.

1 The Habitat Conference

The Preparatory Process

The decision to hold a conference on human settlements was taken by the UN General Assembly in 1972, at its twenty-seventh session. The aim was to maintain the impetus generated by the highly successful UN Conference on the Human Environment held in Stockholm in June of that year, which had focussed worldwide attention on the plight of the human (but mainly the natural rather than the man-made) environment.

In the Recommendations of that 1972 Conference are to be found the earliest references to an intergovernmental meeting specifically on the subject of human settlements. Recommendation 2 reads, in part, that “a Conference-Demonstration on Experimental Human Settlements should be held under the auspices of the United Nations in order to provide for co-ordination and the exchange of information and to demonstrate to world public opinion the potential of this approach by means of a display of experimental projects.” It concludes that “nations should take into consideration Canada’s offer to organise such a Conference-Demonstration and to act as host to it.” The need, and one felt particularly by developing countries, was to review national and international human settlements policies and programmes, and—as it came to be spelt out in the 1972 General Assembly resolution—to select a series of demonstration projects to receive national and international support. When the Assembly met, the offer of Canada to host the conference was accepted.

In June 1973 the newly-formed Governing Council of the United Nations Environment Programme, which was itself established following the recommendations of the Stockholm Conference, met in Geneva. This session of the Council received from the UN Secretary-General a report and tentative budget for what was termed a Conference-Exposition on Human Settlements, the parameters of which were further clarified in the course of subsequent consultations between UNEP, the United Nations’ Centre for Housing, Building and Planning and the Government of Canada—a process which had begun earlier in 1973 at a meeting of experts held in Vancouver. UNEP’s Governing Council endorsed three main objectives for the proposed Conference. The intention was:

- (i) To stimulate innovation, to serve as a means for the exchange of experience, and to ensure the widest possible dissemination of new ideas and technologies in the field of human settlements;

- (ii) To formulate and to make recommendations for an international programme in this field which will assist Governments; and
- (iii) To stimulate interest in developing appropriate financial systems and institutions for human settlements among those making financial resources available and those in a position to use such resources.

Briefly stated, the Conference-Exposition was intended to be solution-orientated and pragmatic, to present problems of human settlements and alternative solutions in dramatic ways, and to endeavour to put human settlements problems in the context of various levels of development and of different political, economic and social systems.

In August 1973 Maurice Strong, then Executive Director of UNEP, set up a small Preparatory Planning Group, the major tasks of which were to prepare a budget and plan for the Conference-Exposition to be presented to the twenty-eighth session of the UN General Assembly and to lay the ground for the first meeting of an official Conference Preparatory Committee which the UN planned to establish.

Of paramount significance to those involved in these earliest stages of conference organisation was the desire to make the intergovernmental meeting more than just a talking-shop. In order to bring home to delegates and observers alike the immediacy and the reality of the problems and opportunities with which the world community was faced, great emphasis was placed on the use of audio-visual material as a complement to the written and spoken word. This was reflected in the report of UNEP's Preparatory Planning Group, which met under the Chairmanship of Helena Benitez of the Philippines. As that report put it, "The exposition is central to the objectives of the Conference-Exposition on Human Settlements. The films and exhibits of demonstration projects about human settlements will help focus attention on real problems and real solutions."

The findings of the Preparatory Planning Group were presented to UNEP's Executive Director on 31 December 1973. In the same month the twenty-eighth session of the General Assembly—leaning heavily on the work of the Group—had approved a resolution on the proposed Conference. The 1973 session of the Assembly agreed that the main purpose of the Conference and Exposition was to serve as a practical means of exchanging information on solutions to problems of human settlements which could lead to the formation of policies and actions by Governments and international organisations. It approved a budget for the Conference of US \$2,614,900 and for the Exposition of US \$3,072,300. It was proposed that Conference costs should be met from the UN's regular budget, and those for the Exposition from UNEP's Environment Fund. (When it met in March 1974 UNEP's Governing Council authorised payment of the first half of this allocation.)

At the same time as UNEP's Preparatory Planning Group was formulating its proposals for the Conference and Exposition, another working group was laying plans to set up under UNEP's control an international fund designed to promote the establishment of appropriate human settlements financial institutions. UNEP's Governing Council gave its approval to this idea at its 1974 session, and the UN General Assembly of that year resolved that the new body (the existence of which was to be important to later discussions concerning the location of the UN human settlements agency) should become operational on 1 January 1975. It was called the United Nations Habitat and Human Settlements Foundation and was to operate under the authority of UNEP's Executive Director.

Though the Conference-Exposition was not formally christened until the twenty-ninth session of the General Assembly in 1974, by 1973 it had already become known by the title it was officially to assume: *Habitat: United Nations Conference on Human Settlements*. A Preparatory Committee comprising nominees of the Governments of 56 Member States was formed in 1973, and the UN Secretary-General was requested to establish a small Conference Secretariat and to appoint a Conference Secretary-General. The latter was to report through the Executive Director of the UN Environment Programme and to work closely with the Under-Secretary-General for Economic and Social Affairs, with the executive secretaries of the regional economic commissions and the executive heads of the specialised agencies of the UN. In April 1974 Enrique Peñalosa of Colombia was appointed to the post.

The Preparatory Committee met in three sessions, the first of which was in two parts: one in January and one in August 1975, both held at UN Headquarters in New York. The Committee considered the timetable of the Conference, the audio-visual programmes it was to include, and the overall conference structure. It was decided that there should be a plenary and three committees (each made up of representatives of all participating nations), and that the body of the agenda should be divided into three main sections: The Declaration of Principles; Recommendations for National Action; and Programmes for International Co-operation. National Action was to be considered under the six headings of settlement policies and strategies; settlement planning; shelter, infrastructure and services; land; public participation; and institutions and management.

At the second session of the Preparatory Committee in New York in January 1975, members reviewed and revised a draft Declaration, draft recommendations for national action and proposed international programmes. They also agreed draft provisional rules of procedure.

In its final session held in Vancouver, the Conference venue, in May 1976, the Preparatory Committee completed its work, and took note of an additional draft document entitled "Programmes for international co-operation: addendum", which it had neither prepared nor discussed, but which was submitted by the Conference Secretary-General. This, along with the drafts for which the Preparatory Committee had been responsible, was to be considered by delegates at the Habitat Conference.

Preparations for the Conference were not, however, confined to the work of the Preparatory Committee. In London in February 1975 there was an *ad hoc* meeting of consultants to review long-range proposals for human settlements research; and in Dubrovnik in May 1975 another consultants' meeting sought "an intellectual basis for a new interdisciplinary science of human settlements." Three regional preparatory conferences were organised in the same year jointly by UN regional commissions and the Habitat Conference Secretariat: for Asia, in Tehran in June; for Africa, in Cairo, again in June; and for Latin America, in Caracas in June-July. Coincident with the Caracas meeting the Economic Commission for Europe held regional consultations in Geneva.

The emphasis to be placed at the Habitat Conference on audio-visual presentations as a means of communicating information on problems and programmes necessitated more preparatory work, not only by the hosts, Canada, who had to cope with all the technical complexities of its use in the meetings themselves, but also on the part of each participating country. Four workshops for film producers from UN Member States were held in 1975: for Latin America and the Caribbean, in Mexico City; for Africa, in Addis Ababa; for Asia and the Middle East, in Bangkok; and for Europe and other "western" developed countries, in Geneva. Eighty-one requests for financial and/or technical assistance (with a maximum of US\$10,000 per country) were met by the United Nations. In 1975 the Governing Council of the UN Environment Programme agreed to devote \$1.5 millions to the audio-visual programme, in addition to the similar sum which it had already provided.

In all, when it came to the Conference itself, 236 audio-visual presentations were submitted by 123 countries, and an extra 13 came from intergovernmental and other organisations. Twenty-seven countries arranged *in situ* demonstration projects, and 110 submitted national reports which were circulated to all Member States.

As can be imagined, the problems facing the host country were considerable. Canada (and its Conference Commissioner-General, Jim MacNeill, and Associate Commissioner-General, Dr Hugh Keenleyside)

not only had to cope with the influx of many thousands of delegates, observers, pressmen and representatives of non-governmental organisations to the west coast city of Vancouver, but had to facilitate the presentation of material in visual as well as oral and written form. With each country submitting up to three 26 minute films or slide presentations, each of which had to be encapsulated in a three minute film to be used by a speaker to illustrate his remarks, technical problems were enormous. To make things still more tricky, Conference meetings were not to be conducted in a single location. There was no central conference centre which could accommodate them, so meetings were held instead at a number of different downtown localities. Plenary sessions were held at the Queen Elizabeth Theatre; and the four conference rooms needed by the various committees and working groups were housed in three different hotels. Each location required audio-visual facilities, and all had to be inter-linked by closed circuit television. At every plenary and committee session arrangements had to be made for contributions to be simultaneously translated into the six official UN languages of English, French, Spanish, Russian, Arabic and Chinese (though, in the event—and at the last moment—China decided not to attend).

The NGO Conference

Even this was not all, since in Vancouver in May-June 1976 there were two international Habitat conferences: the official UN one in the city centre, and another across the bay at a former seaplane base on Jericho Beach. This was the site of Habitat Forum, the parallel non-governmental conference, which brought together architects, engineers, environmentalists, economists, planners, sociologists and representatives of hundreds of citizens' groups throughout the world including people from over sixty developing countries.

Proceedings at the Forum, which was also attended by a number of official delegates to the UN Conference, were vigorous, occasionally theatrical, and altogether more robust than those downtown. The NGOs had their own daily newspaper, *Jericho*, in the style of (and with the same nucleus of journalists as) earlier conference dailies like the *Stockholm Conference Eco*, which had been produced at the UN Conference on the Human Environment in 1972, and *Pan*, the newspaper of the 1974 World Food Conference in Rome. Through the paper and by means of public demonstrations, marches and private lobbying (particularly in support of a moratorium on the construction of nuclear power plants and of an international programme to provide safe water to all populations which currently lack it) attempts were made to influence the opinions of official delegates. The NGOs

established their own reporting and monitoring service to inform themselves of decisions at the official conference and to supplement official UN rapporteurs' sessions. But the cards were stacked heavily against non-governmental organisations. Though the NGOs took advantage of the opportunity to address the UN Conference through Han van Putten, Chairman of the NGO Committee (see Appendix 3), they were allowed to achieve little in the way of lobbying success. Their very location at a considerable and awkward distance from the centre of official activities denied them such opportunity. Sadly it seemed more important to the United Nations and to Governments to give the impression of allowing unofficial people to participate in their proceedings (not least when delegates were advocating greater public participation in decision-making) than it was actually to facilitate their involvement. The physical gulf between the representatives of Governments and the people whom Governments have the responsibility to represent was as real at Vancouver as it is in so many cases of human settlements planning and decision-making at a national level.

Thus—commonly with their briefs already provided by their home Governments and against a background of almost frenetic bureaucratic activity—did delegates begin the process of revising and refining the documents placed before them by the Habitat Conference Preparatory Committee.

The Declaration of Principles

In the four years leading up to the UN Conference on Human Settlements, the Preparatory Committee had agreed draft versions of the Declaration of Principles and Recommendations for National Action, and a paper on Programmes for International Co-operation. Each of these drafts—but none more so than the Declaration of Principles—became the object of lengthy consideration by conference delegates both in public and private sessions.

The task of formulating a final version of the Declaration fell in the first instance to Committee I and subsequently to the Conference as a whole in plenary session. Committee I convened a Declaration of Principles Working Group in which any member wishing to do so could participate, but which at its core had delegates from two countries of each UN Region, those agreed upon being Uganda (later replaced by Nigeria) and Zambia; Iran and the United Arab Emirates; Mexico and Jamaica; Australia and the FRG; and Hungary (later replaced by Czechoslovakia) and the USSR. This Working Group was charged with the responsibility of redrafting the Declaration consistent with the opinions of the members of Committee I.

In its original draft form the introduction to the Declaration of Principles expressed the concern the Conference felt for the condition of human settlements which—amidst the increasing difficulties faced in satisfying people's basic needs and aspirations in a manner consistent with human dignity—themselves largely determine the quality of life. The Declaration recalled the recommendations of other UN and World Conferences (those on the Human Environment, Food, the Status of Women, and Population); the Declaration on the New International Economic Order (NIEO); the Charter of Economic Rights and Duties of States; and the results of the seventh special session of the General Assembly (on economic and trade relations between developed and developing countries), and it reaffirmed the will of nations to improve the conditions of mankind as a whole.

However, it was recognised that the quality of life in human settlements was, for a vast number of people, unacceptable and would worsen unless positive action were taken at national and international levels. A number of factors would contribute to further deterioration. Population growth, with an anticipated doubling of the number of people in the next 25 years, would more than double the requirements for food and shelter. Unbalanced economic development, which already results in wide disparities in wealth, condemns millions to poverty and fails to satisfy their basic needs. Rapid unplanned urbanisation gives rise to overcrowding, pollution, the deterioration of facilities and psychological tensions; and it will continue to do so in future metropolitan regions. On the other hand, rural dispersion into small, scattered settlements and isolated homesteads inhibits the provision of infrastructure and services. Further, the degradation of life-supporting resources of air, water and land; social segregation; and the breakdown of traditional social relationships and cultural values all contribute to the problems which can be recognised now and envisaged in the future.

Problems such as these were seen in Part I of the draft Declaration (originally termed "Problems and Opportunities" and later restyled "Opportunities and Solutions") to pose formidable challenges demanding new political commitment and the addition of a qualitative dimension to economic development. Six methods by which living conditions could be improved were identified. There is a need for bold and effective settlement policies and strategies, each of them realistically adapted to local conditions. Attractive and efficient settlements need to be built on a human scale and to offer social justice and effective participation by all people in their planning, building and management. Innovative approaches and the appropriate use of science and technology should be employed in the formulation and

implementation of settlement programmes; and there is a case for utilising unprecedented means of communication to exchange knowledge and experiences. Finally, the bonds of international co-operation, both on regional and global levels, must be strengthened. Human settlements, the draft affirmed, should be seen as instruments of development, and the goals of settlements policies must be recognised as inseparable from those of each sector of social and economic life.

Having defined the challenge of human settlements as continually to improve the well-being of all people and to promote equity by helping particularly those in greatest need, the draft went on to condemn all forms of discrimination, including colonialism, foreign aggression and occupation, domination and apartheid. Each nation has the right to self-determination of its economic and social systems and sovereignty over its own natural resources. But nations should treat the common biosphere and its natural resources responsibly and should devote special attention to the redirection of resources employed in weaponry and war to the improvement of the quality of life.

However, the draft continued, universal improvement in the quality of life will not be realised in the absence of more equitable relations among nations, as was envisaged by the UN General Assembly at its sixth and seventh special sessions (on the New International Economic Order) and described in the Charter of Economic Rights and Duties of States.

The highest priority should be placed on the rehabilitation of those left homeless by natural and man-made disasters; and, in all efforts to improve conditions, men and women should have equal opportunity to participate.

The draft Declaration of Principles concluded with fourteen Guidelines for Action. It is Governments, it claimed, which will continue to have the responsibility of establishing human settlements policies, of harmonising them with other objectives and of integrating their various elements. The demographic situations of many countries are such that the orientation of rural-urban migration, the process of orderly urbanisation and the minimisation of rural dispersion are vitally important. So too is the reduction of differences in standards between rural and urban areas. Both quantitative and qualitative targets to ensure the attainment at least of minimum standards should be set and striven for. The elimination of social and racial segregation which impede the attainment of adequate shelter and services must be achieved and the poorest assisted by guided programmes of self-help and community action. Environmental health conditions and basic health services should be improved.

In all these endeavours the right of people to participate individually

and collectively in shaping policies and programmes affecting their lives was recognised as crucial. Human resources must be fully employed and cultural and aesthetic values respected.

Land was described as an essential element in the development of both rural and urban settlements; and land use and tenure, argued the draft, should be subject to public control. Whatever value is added to land through public decision or investment should be recaptured for the benefit of society as a whole. On a specific point, prime agricultural land should not be diverted indiscriminately to other uses.

Finally, the world's accumulated knowledge and experience must be available to all; and Governments should, the draft stated, facilitate the transfer of relevant technology while at the same time encouraging its endogenous development, particularly in the developing countries.

That, then, was the draft Declaration. But there were to be many changes made before it emerged in final form; and the negotiations and arguments which surrounded it were both complex and, for the most part, private, with a great number of sessions (including all those of the relevant Committee I Working Group) being held *in camera*.

The Debate in Committee

The first meeting of Committee I—before the draft Declaration was referred to the Working Group—began with many delegations expressing their overall support for the document. Some changes were advocated, such as that by the USSR that reference should be made to the housing experience of the centrally planned economies; but this delegation and those of the GDR, the UK, the FRG, Trinidad and Tobago, Sweden, the USA, France, Belgium and Canada all expressed their general support. Spain proposed that greater emphasis should be placed on the need for nuclear disarmament; Switzerland drew attention to the specific settlements requirements of children, the elderly and the handicapped; and Iran advocated a “Habitat Bill of Rights”. But these three nations also voiced their overall acceptance of the draft.

Iraq, however, found the draft inadequate and proposed a number of amendments. In that part of the Preamble to the Declaration which stressed that human settlements conditions were unacceptable to vast numbers of people, Iraq wanted to have specific reference made to “involuntary migration, politically-motivated relocation and the expulsion of people from their national homeland.” In respect of another proposed change, the major relevance of which was also to the situation in the Middle East, the delegation argued that in addition to deploring colonialism, apartheid, etc., the Declaration should declare its intolerance of “any form of racism and racial discrimination

already condemned by resolutions of the General Assembly of the United Nations" (Zionism having been so condemned).

The arguments of Iraq were supported by the PLO, whose delegate described himself as representing "a people who have been driven from their homeland . . . to make room for an incessant flow of alien settlers." In spite of Australia's plea for restraint and for agreement to a form of words which would derive its force from the universality of its acceptance, it was clear that there were serious disagreements which the Committee would be hard put to it to resolve.

But the second session at which Committee I discussed the draft Declaration again commenced with the broad acceptance of the document by a number of delegations. Greece praised it, arguing only that it should include reference to man's socio-psychological needs. Canada suggested that a more acceptable and less sweeping wording be found for the requirement for society to recapture any "plus value" which public decisions bestow on land holdings; and the importance of public participation and education was stressed by Honduras and Jamaica. The Netherlands placed emphasis on the role of non-governmental organisations, and other small amendments were proposed or supported by Israel, Denmark, Morocco, Norway, the Dominican Republic, New Zealand and Yugoslavia.

However, before the second session on the Declaration was adjourned, Egypt and the PLO (again) emphasised their support for the Iraqi amendment and their criticisms of the policies of occupation pursued by Israel. As the session ended there was a call for the exclusion of Israel from the Conference; and, with this reminder of the importance placed by certain delegations on the proposed amendments to the draft Declaration, further consideration of the document was entrusted to Committee I's Working Group.

This Working Group—on 2 June, the third day of the Conference—thus embarked on a task which demanded an ability to reconcile the irreconcilable views of different delegations, and in which, in spite of making some progress, it was bound to fail. However, in the course of its endeavours, though they were pursued in secret, it is clear that the Group could complain of no lack of advice. By 5 June, the "Group of 77" developing countries had formulated its own version of the Declaration of Principles, which it tabled as an amendment to, and a wholesale replacement of, the original draft.

In their version the Group of 77 laid particular emphasis on the relevance of the New International Economic Order. Problems of human settlements, it claimed, could not be isolated from existing unjust international economic relations. Essential to the improvement of living conditions, particularly in developing countries, are changes

in international trade, monetary systems, resource and technology transfer and global resource consumption. Disparities in living standards between countries should, within the framework of the NIEO, be reduced.

“Rural backwardness” was recognised as one obstacle in the path of progress towards improved conditions; and the need to create economic opportunities conducive to full employment and in which people would be fairly compensated for their labour was identified as one particular objective for which to strive. The transition in developing countries from “primary” to “secondary” development activities (particularly industrial development) needs to be accelerated.

The Group of 77's draft was specific in its advocacy of nuclear disarmament as the first step towards comprehensive global disarmament, and went on to make a number of other similarly specific points. Every state, it affirmed, has the sovereign right to control foreign investments, including those of transnational corporations; and attention should be paid to the detrimental effects of transposing standards and criteria which, if adopted by minorities in developing countries, could increase inequalities. Greater involvement of local authorities in national development was required; and there was a need for international and national education in human settlements questions, for improved standards of design and of physical and urban planning (including the provision of places of worship), for the adoption of conservation and recycling techniques, and for the transfer of technologies unhampered by commercial restrictions. Agrarian reform should be designed to free financial resources for use by the agricultural sector, and assistance to developing countries should at least be commensurate with the targets set in the International Development Strategy for the Second United Nations Development Decade.

All or most of the above recommendations were likely to provoke little opposition, but others included in this draft of the Declaration were to prove contentious. In the Preamble, in the words of the proposed Iraqi amendment, the Group of 77 deplored “Involuntary migration, politically motivated relocation and expulsion of people from their national homeland”; and, in a section entitled “General Principles”, it affirmed that “The establishment of settlements in territories occupied by force is illegal. It is condemned by the international community. However, action still remains to be taken against the establishment of such settlements . . . The right of free movement and the right of each individual to choose the place of settlement in the domain of his own country should be recognised and safeguarded.” Later, to that part of the Group of 77's draft dealing

with racism and racial discrimination there was added (again consistent with the proposal made by Iraq in Committee I) reference to forms of racism condemned by resolutions of the General Assembly of the United Nations. This and the other statements of direct relevance to the Middle East controversy were bound to result in divisions of opinion between national delegations.

On 9 June the extent of these divisions of opinion was communicated to Committee I by the Working Group. The Group had decided to adopt the Group of 77 draft as a working paper and had attempted to obtain agreement to revisions of the paragraphs it contained, 13 of which it had categorised as potentially controversial.

Eight of the 13 could be classified as economic; and, of these, four were references to the need to establish the New International Economic Order; two dealt with the absolute sovereignty of states over their own natural resources and the right of states to control foreign investment, including that by transnational corporations; and the others were those concerning the need for money to be diverted from armaments (starting with nuclear weaponry) to development, and the necessity for development aid at least to reach the targets set for the Second Development Decade.

The remaining five bones of contention were all related to the question of foreign occupation and aggression. They comprised the reference to racial discrimination introduced by Iraq, involuntary migration, the rehabilitation of persons expelled from their homelands, the illegality of settlements established by occupying powers, and the need to safeguard the national heritage of occupied lands.

At the conclusion of its work the Working Group reported that it had achieved consensus on only two paragraphs out of the 13. The one dealing with arms spending was diluted in such a manner that disarmament (particularly nuclear disarmament) became a "commitment" of countries and that "part of" the resources so liberated should be used to improve the quality of life, particularly of developing nations. The paragraph stressing the need to protect items of national heritage from acts of aggression or abuse was also reported as having gained consensus support, though Iran made it clear that its original promoters from the Group of 77 objected to the omission by the Working Group of specific reference to "the occupying power" and hence reserved their position on the paragraph as a whole.

The result, therefore, of the endeavours of Committee I's Declaration of Principles Working Group (which had sat in almost continuous secret session for days) was that those issues which it had the unenviable task to resolve remained unresolved, and that Committee I had no agreed text to pass to the plenary session for adoption by the

Conference as a whole. The Committee hence decided simply to present Plenary with the Report of the Working Group and the documentation on which it could not agree: the original draft Declaration with the amendments initially proposed to it; and the Group of 77's version.

The Debate in Plenary

When Plenary—on 11 June, the final afternoon of the Conference—dealt with the Declaration of Principles, the Philippines immediately proposed that the Group of 77's draft should form the basis of the Conference's decisions and moved that it be granted the title "Vancouver Declaration on Human Settlements, 1976". The delegation went on to detail a number of minor amendments to be incorporated into the text, the most important of which was that the involuntary migration of people, which the draft deplored, need not only be politically inspired, but is equally to be condemned if racially or economically motivated. The representative of the Philippines claimed that the Group of 77's paper took into account the views of other delegations, and moved that it be adopted by consensus.

However, Australia reported that the amendments to the draft Declaration tabled by the Group of Western European and Other States had not in fact been incorporated; and Ireland confirmed that its own amendments certainly had not.

The USSR proposed that the Conference agree to adopt those paragraphs considered by the Working Group to be non-controversial, and later move on to discuss the other more contentious ones. But, then, the USA proposed (and, in doing so, gained the support of Egypt and the USSR) that there be a single roll-call vote on the Group of 77 document as a whole. In spite of the opposition of a number of delegations which, like Norway, wished to vote separately on the paragraph referring to the General Assembly resolution on racism (which categorised Zionism as such), a roll-call vote was taken. The Declaration, based on the Group of 77's draft, was adopted by 89 votes to 15 with 10 abstentions, the 15 voting against being Australia, Belgium, Canada, Denmark, France, the FRG, Ireland, Israel, Italy, Luxembourg, the Netherlands, New Zealand, Norway, the UK, and the USA. Abstentions were registered by Austria, Colombia, Fiji, Honduras, Japan, Paraguay, Portugal, Spain, Sweden and Switzerland.

So a Declaration of Principles was in fact adopted, albeit without the support of 25 voting nations. But there then followed what should have preceded the vote, namely a series of explanations by delegations of the reasons which underlay the positions they adopted.

In their statements Japan explained that its abstention was due not

to the paragraph on racism but to the references to the New International Economic Order; the Holy See stressed that its support for the Declaration did not indicate indifference to moral values; and Greece and Turkey made it clear that their positive votes should be seen in the light of other statements made by these countries on matters dealt with in the resolution.

However, it was specifically stated by most delegations that the position they had taken was largely the result of the inclusion of the reference to forms of racism as defined by General Assembly resolutions, and hence to their position on Zionism. All 15 delegations voting against the adoption of the Declaration (the Netherlands speaking on behalf of the EEC countries) indicated that their opposition was born of the inclusion of this reference. These states did not accept that Zionism constituted racism.

Of those nations who abstained, Austria, Colombia, Portugal, Spain, Sweden and Switzerland all reported that the reason for their failure to support the Declaration with their votes was similarly due to the indirect reference to Zionism; and Fiji, while not attributing its abstention specifically to the Zionist question, regretted that it could not vote for the resolution. Costa Rica, though absent from the vote, said that—had the delegation been present—it would, for the same reason as the others, have registered an abstention.

Reservations about this most contentious of paragraphs were not, however, confined to those nations which found themselves unable to support the resolution. Uruguay, Venezuela, Zambia, Chile, Romania, Peru, Papua-New Guinea, the Dominican Republic, Argentina and Trinidad and Tobago (each of which voted for the Declaration) all expressed either their opposition to or reservations about the racism paragraph, or stressed that the acceptance of this which their votes would appear to indicate must be seen in the context of statements on this matter which these nations had made.

But other countries welcomed enthusiastically the approval of the Declaration as a whole. Cyprus regretted that the vote was not unanimous, and Cuba observed that, though consensus had not been achieved, the overwhelming majority had given the resolution their support. The United Arab Emirates declared that once again the Group of 77 had met the challenges made to its cohesion and unity, and urged everyone to side with the victims of expansionism and Zionism. Finally, Iraq claimed that the responsibility for the lack of consensus lay with a few states (in particular the Zionist entity, which was supported by billions of foreign dollars) who sought to impose their views on others. Racist regimes in southern Africa and Palestine, the delegation affirmed, should be eliminated.

The Declaration of Principles—the Vancouver Declaration on Human Settlements, 1976—had been approved.

Recommendations for National Action

In all, 64 recommendations for national action were agreed by the Conference, the suggested form of each first having been decided either by Committee II or Committee III. These recommendations fall into six sections and each section is preceded by a preamble which was, like the recommendations themselves, the subject of amendment and sometimes of public debate. Each recommendation as finally agreed has a short introduction and is followed by what might be described as a check-list of riders which identify the implications of the adopted policy and ways in which it might best be put into practice. Since these introductions and check-lists were frequently of considerable relevance to participating nations some of these too were debated publicly and at length. Full details of the content of all that was agreed are given in the *Report of Habitat: United Nations Conference on Human Settlements* (UN, New York, 1976) but, since this document does not generally refer in detail to the debates themselves, it is of value for reference to be made here to particular points of contention.

Section A: Settlement Policies and Strategies

In the preamble to this section of the recommendations stress was laid on the fact that national settlement policies are an integral part of national development strategies and objectives. Pressures brought about by population growth and changes in the location of human activities demand that the task of meeting the needs of human societies be properly directed not least in such a way as to generate meaningful employment in the construction of the physical components of human settlements.

In the view of the Conference, the nature of today's settlements in the industrialised northern hemisphere reflects the ruthless urbanisation of the last century, and in developing countries the hierarchy of settlements and often their internal structures represent the inheritance of a dual society from a history of dependence and exploitation. As such it is important that human settlements policies to be adopted are both appropriate in scale and directed to the improvement of the quality of life of all people.

Iraq, in the Committee II discussion of this preamble, proposed the insertion of a paragraph which made oblique reference to the situation in Palestine by asserting that the ideologies of states are reflected in their human settlement policies, and that, settlement policies being

powerful instruments for change, they should not be used “to dispossess people from their homes and their land, or to entrench privilege and exploitation.” In spite of protestations from the Israeli delegation that the amendment introduced extraneous political issues out of context with the business of Habitat, the amendment stood and was subsequently ratified by the Conference in plenary session.

Recommendation A1: A National Settlement Policy

All countries should establish as a matter of urgency a national policy on human settlements embodying the distribution of population and related economic and social activities over the national territory.

This recommendation as adopted was little different from the draft with which Committee II was originally presented, but throughout the discussion of it great emphasis was placed on the need to act to lessen problems caused by rapid population growth and to plan population distribution. These points were made by many delegations including Iran, Colombia, Egypt, Venezuela and the Philippines (which nations introduced amendments stressing also the basic right of couples to decide the number and spacing of their children), and the UK, USA, Papua-New Guinea, Australia, France, Belgium, Spain and Guyana. However, India expressed reservations concerning mention of the need to enable all couples to decide the size of their own families since, in the opinion of that delegation, specific reference to this matter would be unlikely to convey accurately the sentiments and emotions involved. It was hence ultimately decided, rather than to make such specific reference, to include amongst the riders to the recommendation the requirement of nations to take account of the World Population Plan of Action agreed at the UN Population Conference held in Bucharest in 1975.

Recommendation A2: Human Settlements and Development

A national policy for human settlements and the environment should be an integral part of any national economic and social development policy.

Included in A2 but absent from the original draft is specific reference to “the environment”, this inclusion having been advocated by Canada, Yugoslavia and France, and the need to live in closer harmony with nature having been stressed by India. Brazil, however, was not a supporter of the change.

While in the opinion of all delegations which commented publicly it was undoubtedly desirable for settlements strategy to be integrated with national development policy, the Sudanese delegation reported that this had proved impossible in the Sudan and must hence properly be regarded as a goal at which a nation might aim rather than a readily achievable objective. Important riders to the recommendation included the desirability not only of formulating settlements policy at the highest political level, but also (as advocated by the UK and the FRG) in co-operation and co-ordination with regional and local levels. Reference was made to the need to consider human settlement policies in all efforts to implement the New International Economic Order. But although, when the issue was subsequently referred to the Conference in plenary session, the NIEO reference stood, the delegations from the FRG, France and Japan all made it clear that the position taken by their Governments at the sixth special session of the UN General Assembly remained valid. As such, each of these countries recorded their reservations about the implementation of the New International Economic Order.

Recommendation A3: Content of National Human Settlement Policy

A national human settlement policy should concentrate on key issues and provide basic directions for action.

Concern was expressed in Committee II—notably by Venezuela, Australia and Israel—that in its draft form the recommendation and its accompanying check-list of the main purposes of human settlement policy were too vague. Though the recommendation itself was not modified and remained as in the draft, delegations did attempt to clarify the meaning which should be ascribed to it, particularly in respect of the role of the public sector in assisting the most deprived. Papua-New Guinea argued for the greater sharing of power with those who would otherwise be least involved in the implementation of settlement policies, and Yugoslavia emphasised the need for citizens to have direct influence over such policies. It was agreed that efforts to implement human settlement policies should be led by public sector action and that these should aim at improving the welfare of the people, especially of those in greatest need. Maximum as well as minimum standards should be set and priorities should be established among regions and areas, notably in relation to the location of investment and infrastructure and the satisfaction of the needs of various social groups.

Recommendation A4: More Equitable Distribution

Human settlement policies should aim to improve the condition of human settlements particularly by promoting a more equitable distribution of the benefits of development among regions and by making such benefits and public services equally accessible to all groups.

In this recommendation it was recognised that human settlement policies can be crucial tools in the more equitable distribution of income and opportunities, the maldistribution of which exacerbates many human settlement problems. Very few (and no substantial) changes were made either to the recommendation itself or to the riders to it; and the sources of such changes as were made cannot be discerned since they were dealt with by a 30-strong Working Group of Committee II (comprising three members and three advisers from each UN Region) rather than debated publicly.

It was recognised that greater equity can be achieved by the use of fiscal, legal or other incentives and disincentives; by the allocation of subsidies and investment priorities; by the location of public sector investments; and by deliberate policies to improve conditions in the most deprived areas. Importance was also placed on the creation of special employment, training and social services opportunities for those in greatest need, and the provision of services designed to ease the position of vulnerable groups with special requirements such as children, the elderly, the handicapped and the disabled.

Recommendation A5: Settlement Development Strategies

National human settlement strategies must be explicit, comprehensive and flexible.

The riders to this recommendation, which remain virtually identical to the draft presented to Committee II, demand that human settlement strategies confront all relevant issues including (as was stressed by Poland) the resource and time constraints which are imposed on them. Any settlement strategy requires the designation of the body which is to be responsible for policy formulation and the active participation of all appropriate governmental and non-governmental organisations and all sectors of the population. For it to be comprehensive it must include guidelines for the "staging" of development programmes and definition of relevant socio-economic variables and physical development patterns. For the strategy to be flexible, means must be provided

for its periodic review. Finally, at the behest of the Indian delegation, there was included the rider that any settlement strategy must pay particular attention to the major infrastructure networks of transport, energy and communications, and to essential administrative and financial systems.

Recommendation A6: Allocation of Resources

The improvement of quality of life in human settlements must receive higher priority in the allocation of conventional resources, which ought to be carefully distributed between the various components of human settlements. It also requires the planned use of scarce resources and the mobilisation of new resources, in particular human capacities.

The Polish delegation, in commenting on the preamble to this recommendation, argued that, while in many cases resources were badly allocated and should be better distributed, there would nevertheless continue to be limits on resource supply which would not allow people's needs and expectations to be met in full. It was agreed that particular attention should be paid to human capacities for self-help and self-reliance and that priority should be given to research into critical factors in the development of human settlements such as energy and technologies.

The Conference resolved that "true social costs and benefits" rather than material products alone should be made the basis of policy decisions and their evaluation; and that the allocation of resources should be on a spatial rather than sectoral basis in order to improve efficiency and accountability.

Finally, there was added as a rider to the recommendation on resource allocation a clause which, though it was to have been clarified, reads simply that attention should be given to the "development of new sources of finance with suitable terms and conditions."

Recommendation A7: Constant Review

Governments should report publicly on a continuous evaluation of human settlement conditions.

This final recommendation in the Settlement Policies and Strategies section, like recommendation A4, received little or no public comment, but was dealt with by Committee II's Working Group. The major

difference between the clause as agreed and as drafted is that settlement policies should be subject to continuous evaluation, for instance by permanent national review bodies, rather than being reviewed periodically by national conferences. The continuous evaluation could involve periodic assessments of the potential and of the social and economic costs and benefits of different systems of development, and a periodic report could be made by the Head of State or Government. All major human settlement programmes, projects and institutions might also include components providing for independent monitoring and evaluation.

Section B: Settlement Planning

Parts of the 'preamble' to Section B were the subject of heated debate both in Committee II and at Plenary. However, most clauses (which dealt with the more technical aspects of settlement planning) elicited broad agreement.

Planning was defined as a process to achieve national development through the rational and efficient use of available resources. It was hence necessary for plans to have clearly defined goals and objectives and for them to stimulate development rather than to restrict it. To achieve balanced development, planning decisions taken at one level—whether national, regional, local or neighbourhood—must be complementary to those taken at other levels. Similarly, planning decisions must be sensitive to the time frameworks within which each level of decision-making operates; and in this respect consideration of the needs of a region as a whole (as distinct from the separate needs of an urban core and its attendant sub-metropolis) is central to settlement planning. Planning at community and neighbourhood levels, where direct resident involvement can be most effective, must be on a human scale and is no less important than planning at a "higher" level. Planning is also vital in cases of national emergency such as in the aftermath of natural and man-made disasters.

It was stressed, particularly by India and Bangladesh, that in developing countries, notwithstanding movement into cities, the majority of people will continue to live in rural areas. There is hence a need in these countries for the planning and development of rural settlements to become a focus of national development programmes.

That much having been agreed by the Committee there remained to be considered an additional paragraph submitted by Cuba as an amendment to the preamble. This read: "Human settlement planning must seek to improve the quality of the life of people with full respect for indigenous, cultural and social needs. Settlement planning

and implementation for the purpose of consolidating occupation and subjugation in territories and lands acquired through coercion and intimidation must not be undertaken and must be condemned as a violation of United Nations principles and the Universal Declaration of Human Rights." With Committee II short of the time needed fully to debate the issues raised (and anyway facing the prospect of their re-introduction at Plenary) this paragraph was included as an addendum to the preamble to be decided on in plenary session at the end of the Conference.

The amendment was considered at the plenary meeting the day before the Conference closed. Israel spoke against the amendment and opposed all attempts to politicise human settlements issues; and France and Costa Rica both expressed the view that the Conference was competent only to deal with the technical questions before it. However, in a series of speeches in which reference was made to Namibia, Zimbabwe and Palestine, a number of national delegations accredited with voting rights (Syria, Yugoslavia, Iraq, Uganda, Sudan, the UAE, Panama, Cyprus, Somalia, Jordan and the Congo) and other organisations in attendance but without such rights (the African National Congress of South Africa and the Palestine Liberation Organisation) declared themselves in favour of the new paragraph.

A vote was called for and Pakistan (supported by Morocco) proposed that under Rule 31 of the Conference a simple majority was all that was required to decide the Cuban amendment. This rule stated that, unless Conference decided otherwise, decisions on matters of substance should be made by a two-thirds majority and decisions on matters of procedure by a simple majority. But, under the rule, a decision on whether a matter is one of substance or procedure shall be resolved by "a majority".

The Canadian President of the Conference accepted that the matter under discussion, namely the Pakistani proposal, should be subject to a vote. Libya concurred and suggested a simple majority vote be taken on the voting system to be applied to the Cuban amendment. Pakistan made it clear that its proposal was intended to cover not only voting on the Cuban one but on all amendments which would come before the Conference. Tunisia and Algeria agreed that from thenceforth all decisions of Conference should be decided by simple majority. At this suggestion Australia urged caution and Israel reminded the Conference that once a vote had been called for only matters affecting the actual conduct of that specific vote could be raised.

The President then ruled that the Pakistani proposal was a matter of substance rather than procedure and as such required a two-thirds majority, which ruling was promptly challenged by Iraq and was

followed by attempts to raise points of order by no fewer than seventeen delegations. Mexico maintained (and, in spite of the disagreement of India, so too did the FRG, Ireland and Israel) that a proposal like that of Pakistan which referred to the voting procedure to be adopted with respect to all future amendments was covered by another rule (Rule 56) which affirmed that changes in the rules of procedure could only be decided by a two-thirds majority. Nevertheless, amidst considerable confusion, a vote was taken on the President's decision derived from Rule 31 that the Pakistani proposal (which now called for all amendments to be regarded as procedural and to be adopted by simple majority) was a matter of substance. The President's ruling was overturned by 59 against, 30 in favour and six abstentions; and the Pakistani proposal was accepted by 69-28 with 11 abstentions.

In the subsequent vote, the Cuban amendment (which then needed only a simple majority) was carried by 77-8 with 20 abstentions. The eight voting against were Canada, France, the FRG, Israel, Netherlands, Paraguay, the UK and the USA. The controversial paragraph was included in the preamble to section B.

Recommendation B1: Settlement Planning in National Context

Settlement and environmental planning and development must occur within the framework of the economic and social planning process at the national, regional and local levels.

This recommendation was amended from the draft in such a way as to include (at the particular request of Sudan and India) reference to the role of environmental planning. In the introduction to the recommendation the challenge of settlement planning is identified as the task of ensuring not only that public and private decisions affecting human settlements are explicit and coherent but that they contribute to the resolution of conflicts, to the achievement of social justice and to the wise use of resources. In the ensuing discussion the Norwegian delegation stressed that, at all levels, planning procedures should be simple and intelligible; and Mexico emphasised the need to co-ordinate the various policies affecting employment, rural development, population and nutrition.

Added to the riders to B1 at the request of Senegal was the need to place special emphasis on the promotion of balanced development for all regions and on the effective linking of planning to the institutions actually responsible for the development of settlements. The approach to planning must be to regard human settlement policy as an integral part of the development process rather than as residual to it.

Recognising the difficulties inherent in a truly comprehensive approach to planning, the methods and procedures employed must be subject to continual improvement.

Recommendation B2: Indigenous Planning Models

Settlement planning should reflect national, regional and local priorities and use models based on indigenous values.

The main alteration made to this recommendation as originally drafted was the inclusion of reference to regional and local as well as to national priorities. The major thrust of B2—as Swaziland described it in the debate—is that, rather than foreign models being allowed to dominate a nation's settlement planning, the best possible use should be made of indigenous resources within the context of local culture and environment. National goals and objectives, including social justice, economic self-sufficiency and the provision of employment, should be reflected in human settlement planning. Active support should be given to research and training in technologies and local planning approaches which, while they need not necessarily be indigenous (a point made both by Senegal and Pakistan), must be appropriate to requirements. Planning and planners should be brought in close contact with the people and should have particular regard to the needs and aspirations of the poor and otherwise disadvantaged.

Recommendation B3: Availability of Resources

Settlement planning should be based on realistic assessment and management of the resources actually and potentially available for development.

That settlement planning should be based not only on a realistic assessment of resources but also on their sound management was added to the draft, and in the course of discussion Grenada and Iran stressed that the resources referred to included the money required by development programmes. In the past, it was affirmed, human settlement planning has too often suffered from a lack of realism (though, in their references to this assertion, the USSR and Pakistan claimed that this has not been true in all cases and all countries). In the future the availability of resources should be placed within an appropriate time context corresponding to short, medium and long term development goals. As Iran had argued, comprehensive national ecological and demographic inventories should be prepared, and the

evaluation of alternative planning decisions should be based on criteria which truly reflect social and environmental values, development objectives and national priorities. The potential for innovation, particularly in social and technical systems, should be realised; and it was agreed, consistent with the submission of the FRG, that special technical and managerial skills should be developed. Human initiative and imagination and the capacities of the handicapped and disadvantaged should be recognised as real resources of which use should be made.

Recommendation B4: Scope of National Settlement Planning

Settlement planning at the national level must be concerned with the co-ordination of those developments, activities and resources that have national significance. These are particularly the general distribution of population, the significance of development of certain economic sectors and certain infrastructure components.

Introduced into the riders to this recommendation was the use of regions as an intermediate level of planning where local interest can be reconciled with national policy. But responsibility for the provision of elements of vital importance for health and survival (especially clean and safe water, clean air and food) should be retained at a national level.

It should be the function of national planning to designate the major types of land use and their potential, to decide the location of the major sources of employment and to define the relationships between settlements or groups over the territory. Also defined at a national level should be the principal infrastructure network (see Section C) and the broad distribution of social services. Belgium argued that attempts should be made to reduce the disparity between the population densities of cities and rural areas in developing countries. Trinidad and Tobago, with the support of Spain and the USA, urged the Committee to recognise the specific needs of island territories, and Bangladesh argued for similar recognition of the requirements of delta settlements. It was hence agreed that regions or areas requiring special attention—whether they be deprived, of great potential or in need of protection—must be identified.

Recommendation B5: Regional Planning for Rural Areas

Planning for rural areas should aim to stimulate their economic and social

institutions, improve general living conditions and overcome disadvantages of scattered populations.

In the introduction to this clause, regional planning is seen as an essential tool for co-ordinating the objectives of urban and rural development. Consistent with the views expressed by the Netherlands and the FRG, the economical provision of employment opportunities in rural areas was recognised (along with the provision of adequate infrastructure and services to dispersed populations) as a major planning goal.

The Conference urged consideration, first, of a system of intermediate settlements (as advocated by Venezuela, Belgium and Pakistan), these being dynamic enough to counteract the attraction of the cities; and, second, of the designation of towns of appropriate size as social, cultural and economic centres for their rural hinterland (as advocated by Zaire). Where appropriate, growth poles could be stimulated in relatively undeveloped regions, though, as Papua-New Guinea observed, this would depend on there being a sufficient resource-base from which to build. Rural development regions could be established to aid the provision of facilities and services, and village amalgamations and programmes of shared services could help bring these benefits to dispersed populations. Gabon particularly urged that emphasis be placed on the advantages of grouping people together in rural areas. There will, however, remain a need to save land from over-exploitation, and there is a case for examining the desirability of rural regional institutions which would be responsible for settlements planning.

In the course of the discussion of B5, many references were made to agricultural policy but, though excessive exploitation of land resources was decried, there emerged no specific mention of agriculture in either the recommendation or its riders. Italy and Yugoslavia had argued the case for the stimulation of agriculture and the retention of agricultural land, and Senegal warned against its irresponsible exploitation by commercial agricultural organisations.

Recommendation B6: Regional Planning for Metropolitan Areas

Planning for metropolitan regions should aim at an integrated approach over the territory affected by the metropolis and include all major functions.

The relationship of megalopoleis and other large conurbations with surrounding rural areas was regarded by the Conference as posing complex problems to which a solution could only be found through

comprehensive regional planning. There is an urgent need to provide institutions (whether metropolitan tiers of government—as preferred by the FRG—or special planning authorities) with a sufficient revenue base to cope with such problems, and there might be a need to modify the boundaries of metropolitan areas and the local government units within them to correspond to functional and natural limits.

Regional “ecology” (though Papua-New Guinea observed that the term should be “ecosystems”) must be protected from the effects of conurbations; and within the urban area the provision of food, water, energy supplies, transportation, waste disposal, pollution control measures, education and “health delivery systems” must be co-ordinated.

Recommendation B7: Scope of Local Planning

Local planning must be concerned with social and economic factors and the location of activities and the use of space over time.

Consideration of social and economic as well as locational factors was (at the request of the UK and New Zealand) added to the draft recommendation by Committee II, which subsequently debated at length the possible additional inclusion of “environmental factors”. Sudan, Canada and Nigeria were in favour, but Cuba, the USA, India and Belgium were of the opinion that adequate reference was made elsewhere in Section B to the need to consider the environment, and the addition was not approved.

The Conference was of the view that the orderly development of individual settlements should occur within the framework of national and regional planning, and the Cuban delegation took the opportunity to stress that no human settlements should be established by force. It was agreed that local plans should be concerned with the designation of land-use patterns and the provision of the infrastructure networks required to link activities on the basis of economy, safety, convenience and environmental impact. Such provision must keep pace with the phases of the economic and social development programme. Basic standards reflecting the need to eliminate waste and achieve equity of distribution require to be defined, and personal alienation and social and economic segregation overcome.

Recommendation B8: Improving Existing Settlements

*Settlements must be continually improved.
Renewal and rehabilitation of existing settlements must be oriented to improving*

living conditions, functional structures and environmental qualities. The process must respect the rights and aspirations of inhabitants, especially the least advantaged, and preserve the cultural and social values embodied in the existing fabric.

In the introduction to this recommendation the Conference recognised that settlement planning cannot be solely concerned with new urban development since many settlements already exist. Indeed, in Committee II, Poland argued that existing cities pose even greater problems than new ones, and the Hungarian delegation urged the strengthening of the less precise references which were made to renewal and rehabilitation in the original draft. The Federal Republic of Germany also stressed the importance of progressive urban renewal.

It was decided that special attention should be paid to upgrading the existing housing stock through the use of low cost techniques (though Italy argued that where this was not possible massive public assistance should be made available) and through the involvement of present inhabitants. Major clearance programmes should be undertaken only where conservation and rehabilitation were not feasible and—consistent with the plea of Uganda not to bulldoze people from their homes—where relocation plans had been made. There was a need to provide for the welfare of people affected by renewal and rehabilitation particularly with respect to employment, and to preserve the social and cultural fabric which might be the only real source of social services such as care for children and the aged, maternity care, apprenticeship, information about employment and security.

Recommendation B9: Urban Expansion

Urban expansion should be planned within a regional framework and co-ordinated with urban renewal to achieve comparable living conditions in old and new areas.

The draft recommendation on urban expansion which was received by Committee II dealt solely with the need to integrate urban expansion with regional planning, but in the course of the Committee's deliberations, and at the behest of Poland, the co-ordination of expansion with renewal in the achievement of comparable standards in old and new areas was made explicit.

In the introduction it was recognised that urban expansion, if it takes the form of urban sprawl, can be costly, wasteful and ecologically

destructive. It was decided (in an extensive reorganisation of the draft riders to the recommendation) that special provision should be made to secure appropriate legislation, regulations and finance; to establish institutions for the management of land acquisition and development; to improve existing urban land; to provide for the development of basic resources, facilities, amenities and access to work and to places of work; and (at the request of Mexico) to protect ecosystems and critical land. There is a need to advance the active participation of a well-informed public; and squatter and marginal settlements must be integrated and improved.

Recommendation B10: New Settlements

New settlements should be planned within a regional framework to achieve national settlement strategies and development objectives.

In the introduction to B10 the Conference recognised that, where the expansion and renewal of existing settlements is inappropriate, new settlements (which can serve to stimulate under-developed regions or to permit the exploitation of a specific resource) can be the answer. However, as the recommendation itself stresses, new settlements must contribute to the greater harmony of national settlement networks. There is hence a need for them to be related to programmes of renewal and expansion of existing settlements and fully integrated within national plans (including, as Canada observed, the distribution of employment).

It was agreed that the phasing of programmes should be flexible and should accommodate anticipated changes in the size, age structure and social composition of the population. Use should be made of innovative social and physical design concepts and technologies, and the differences between the requirements of new settlements in different countries were illustrated by film capsules of new town development in France, the settlement of nomads in agricultural areas in Somalia, and the opening up of agricultural land and settlements in the jungles of Malaysia (to which, initially, people were reluctant to move). Guyana urged that greater attention be paid to hinterland settlements than to remote and isolated ones. It was accepted that new settlements should attempt to avoid problems of social segregation; and—on the recommendation of Iran and with the support of Greece—the Conference agreed that optimum densities should be established consistent with the socio-cultural characteristics of the inhabitants, indigenous needs and the means by which the latter might be met.

Recommendation B11: Individual Rural Settlements

Planning for the improvement of individual rural settlements should take into account the present and expected structure of rural occupation and of appropriate distribution of employment opportunities, services and facilities.

In its draft form this recommendation made no mention of employment, which was added after submissions from Mexico and Algeria. The Conference decided that planning for individual rural settlements must be part and parcel of overall rural development. Particular attention should be paid to the location of market places, community centres, potable water supply, health and educational facilities and to transport services including loading terminals. As Papua-New Guinea emphasised in general discussion, local customs and traditions must be respected as well as new needs and requirements. Use should be made of local resources and traditional techniques and styles of construction.

Recommendation B12: Neighbourhood Planning

Neighbourhood planning should give special attention to the social qualities and provision of facilities, services and amenities required for the daily life of the inhabitants.

With respect to recommendation B12, the Conference recognised that the special interests of children and their parents, the elderly and the handicapped come into focus at the neighbourhood level. Community involvement in neighbourhood planning and the implementation and management of neighbourhood schemes should hence receive particular emphasis, and the integration of neighbourhood development, housing and facilities should be improved. Traditional patterns of relationships (consistent with current aspirations) must be preserved, and both India and Belgium stressed the importance of maintaining family ties. The Conference agreed with Tanzania (which country urged that importance be placed on public transport and bicycles) that facilities and services should be readily accessible. It also recommended that links be forged between neighbourhood and other planning levels.

Recommendation B13: Temporary Settlements

Planning for temporary settlements should allow for community needs and the integration of such settlements, where appropriate, into the permanent network of settlements.

The recognition implicit in this recommendation that all temporary settlements should become integrated into the permanent network was included at the request of Sudan, although it was agreed that B13 together with its riders was not intended to refer to nomads or to seasonal migrants (see recommendation B15). The temporary settlements meant to be covered here were those resulting from limited resource exploitation, construction camps and settlements established following emergencies (though Bangladesh wanted the list also to include settlements born of migration from rural to urban areas).

There was a need to provide suitable shelter and services and to allow for growth and changes in the functions of buildings and related services; and the Conference agreed on the need continuously to assess temporary settlements' economic and social viability.

Recommendation B14: Planning for Disasters

Planning for human settlements should avoid known hazards which could lead to natural disaster. The planning of reconstruction after natural or man-made disasters should be used as an opportunity to improve the quality of the whole settlement, its functional and spatial pattern and environment.

In the introduction to this recommendation the Conference recognised that, though some national disasters can be predicted and precautionary measures taken, until all can be forestalled and war eliminated, Governments will continue to face the problems of reconstruction and rehabilitation of damaged settlements. Pre-disaster planning should include the improvement of the technologies employed to forecast disaster and to mitigate its effects, and the Nicaraguan delegation—as well as observing that destruction can be minimised if populations are decentralised—stressed the importance of such technological aid to developing countries. Pre-disaster training in emergency techniques was also seen to be important in vulnerable areas, and, at the request of Japan, there was added to recommendation

B14 the need for planning consciously to aim at the reduction of damage in the event of a disaster.

Greece, Gabon, Bangladesh and Mauritius all spoke of the need for international as well as national aid for disaster relief and it was agreed that as well as National Disaster Funds there should be established agencies to undertake the immediate relief and long-term reconstruction of affected areas. The Conference affirmed that local, national and international resources must be employed and co-ordinated in disaster prevention and reconstruction; and Italy advocated that in the event, for instance, of rebuilding after an earthquake, this task should be entrusted to democratically elected local authorities. All agreed that the lessons for future planning taught by past and present disasters must be learnt and understood.

Recommendation B15: Settlement Concerns of Mobile Groups

The spatial, social, economic and cultural needs of mobile groups must receive special planning attention at local as well as at regional and national levels.

This recommendation is a new one absent from the original draft list and added in response to the remarks made by the Sudanese, Bagladeshi and other delegations about the earlier resolution (B13) on temporary settlements. B15 is concerned with the well-being of nomads and seasonal migrants who form important groups in many countries and have traditional cultures of their own. The unique habitat requirements and cultural values of such peoples merit due consideration.

It was decided that special means of identifying the needs of such groups and the facilities and techniques required to provide health and education services should be developed. Assistance with fixed or portable shelter, food and water, should be given on a basis consistent with the peoples' cultural values, and, where groups choose freely to settle in one location (or in a few locations), training and counselling must be given. There is a need for international co-operation in the formulation of appropriate government responses to people whose life styles do not include residence in a fixed abode.

Recommendation B16: Planning Processes

Planning at all scales must be a continuing process requiring co-ordination, monitoring, evaluation and

review both for different levels and functions, as well as feedback from the people affected.

In discussion of this recommendation it was the FRG which emphasised the importance of the two-way exchange of information between the different levels of planning and the people affected, and the Mauritanian delegation which laid emphasis on the importance of establishing administrative structures in order for decisions affecting human settlements to be taken with the minimum of delay. The Conference agreed that planning should be comprehensive, timely, and backed by firm political commitment to action. There was a need for reviews of the planning process to be more than just isolated exercises since planning itself must continually evolve. Planning information, the Conference affirmed, must be exchanged between all levels of government and sectors of society rather than only between officials and professionals.

Section C: Shelter, Infrastructure and Services

The draft preamble to Section C contained nine paragraphs which were agreed by Committee III and subsequently by Plenary with only minor amendments. Shelter was defined as those super-structures designed to afford the inhabitants of settlements security, privacy and protection from the elements; infrastructure as those networks permitting the movement in and out of people, goods, energy and information; and services as the facilities which permit a settlement to fulfill its social functions of providing education, health, culture, welfare, recreation and nutrition.

While it was agreed that the aim must be to provide shelter, infrastructure and services to all who need them, it was recognised that the standards and goals set should take account of the frequent disparity between the supply of and demand for resources at realistic cost. Particularly in developing countries people will themselves continue to provide at least rudimentary housing and services.

Decisions concerning the location of shelter and services which are taken early in the planning process were agreed to have profound implications for employment, income distribution, import dependence and social, environmental and cultural impact. If the quality of life is to benefit, housing must be close to employment, schools and clinics, and the location of food production must relate to that of food consumption. In many countries the conduct of the construction

process itself requires vital decisions to be made since it accounts for two thirds of total fixed capital formation and up to one fifth of all employment. But construction is only a part of a continuing process, and the choice of technology and materials used and the standards applied should take into account resource requirements over the whole expected life of the asset and not merely the monetary cost of its initial production.

The Committee observed that institutional services, especially in the Third World, tended to place more emphasis on quantitative material achievement than on either the quality of the service itself or the equality of access to it by those people most in need. Such services should, in future, place greater emphasis on relevance and justice.

With the help of the Committee's Working Group, three additional paragraphs to the preamble to Section C were presented and agreed. The first of these, instigated by Cuba, identified two elements the promotion of which was essential to the satisfaction of people's needs and aspirations: employment generation and the full public participation and involvement of all interested sectors in the solution of settlement problems.

Mexico and New Zealand sponsored the second additional paragraph, which called for consideration of communities' cultural heritage to be included in the planning of settlements in order to ensure cultural continuity and the maintenance of an equilibrium between the natural landscape and human activities.

Finally an additional paragraph was agreed concerning hazardous sources of energy, which subject was raised mainly by the delegation from Papua-New Guinea. It was resolved that "dependence on sources of energy currently known to be hazardous to the environment should be considered in the context of its environmental impact and in conformity with national development priorities."

Recommendation C1: Comprehensive Approach to Shelter, Infrastructure and Services

Shelter, infrastructure and services should be planned in an integrated way and provided in the sequence appropriate to circumstances.

This recommendation, which advocates a co-ordinated approach to the provision of shelter, infrastructure and services, underwent only minor modification in its passage through Committee III and Plenary. An amendment proposed by Papua-New Guinea suggesting that planning should follow natural ecological boundaries rather than

political ones failed to gain the support necessary for inclusion in the final draft.

Key themes in the recommendation included advance planning and the phasing of developments in stages related to the provision of financial resources; the encouragement of consortia and co-operative arrangements among the main development agents (both public and private) in order to facilitate scheduling and co-ordination; and the development of new or improved budgetary techniques to reflect changes in programmes over time, to present financial data in spatial terms and to secure budgets in an integrated fashion.

Recommendation C2: Infrastructure and Services as Tools of Development

In meeting essential human needs the provision of shelter, infrastructure and services must be geared to achieving the overall objectives of national development.

The introduction to this recommendation recognised the improvement of living conditions, the achievement of social justice and the creation of employment as three overall objectives of national development.

In moving towards them, Committee III recommended that special emphasis be placed on a number of factors. In the quest to generate employment, use should be made of labour-intensive construction methods in areas of abundant human resources, to which statement Saudi Arabia added the rider that measures should be taken to ensure also the permanence of employment opportunities. A redistribution of income was required to achieve equity and social justice. New frontiers had to be opened up and untapped natural resources utilised. Emphasis should be placed on securing "massive and effective mobilisation of financial, material and human resources" (including voluntary activity) in programmes such as rural public works. In parallel with all these activities effective training schemes should be established.

Recommendation C3: Standards for Shelter, Infrastructure and Services.

Standards for shelter, infrastructure and services should be compatible with local resources, be evolutionary, realistic and sufficiently adaptable to local culture and conditions, and be established by appropriate government bodies.

In the original version of C3 it was suggested that standards should simply be “national, evolutionary and realistic,” but these terms were modified and reinforced by Committee III’s Working Group. The FRG, in particular argued for account to be taken of limitations on local resources, and the USA asked that standards be established by appropriate government bodies rather than nationally. The USA delegation explained that the new wording was not intended to impede the establishment of appropriate standards but would be better suited to the federal and local government structure of some states. The amendment was adopted.

In the riders to the recommendation it was agreed that standards should be based on local needs rather than on imported requirements and that they be put to practical tests particularly in public sector programmes. The standards should evolve to accommodate changes in society, technology and resource availability, and (as Papua-New Guinea suggested) they should tend to reduce dependence on scarce or foreign resources. The Conference advocated public participation in the elaboration and application of standards and stressed that in disaster-prone areas these should include measures designed to minimise loss of life, injury and destruction.

Recommendation C4: Designs and Technologies for Shelter, Infrastructure and Services

The choice of designs and technologies for shelter, infrastructure and services should reflect present demands, while being able to adapt to future needs and make the best use of local resources and skills, and be capable of incremental improvement.

In adopting recommendation C4, the Conference agreed that the choice of designs and technologies should keep pace with national development and with the discovery of new techniques and materials. In this regard advantages were to be had from the harmonisation of technical norms in order to facilitate international co-operation. Particular emphasis was placed on the use of local materials and resources (and, as Norway suggested, locally existing knowhow as well as manpower) in such a way as to generate employment and income. Solutions to the problems of providing shelter, infrastructure and services should be indigenous and essentially easy to understand, adapt and apply. They should be sensitive to the needs of the handicapped and to the requirements of family life; and, in their planning, full account should be taken of their environmental impact.

Recommendation C5: Energy

The efficient utilisation of energy and its various mixes should be given special consideration in the choice of designs and technologies for human settlements, especially the relative location of work places and dwellings.

Committee III's Working Group made several additions to the supplementary paragraphs of C5 which dealt with the more efficient use of energy. It was agreed that greater efficiency could be achieved by changes in land-use planning, building design, living patterns and by appropriate transportation systems "including emphasis on mass transportation." The Conference advocated the identification and development of new sources of energy and the more efficient use of energy resources, for example through innovative approaches in design and management, financial and other incentives for energy conservation and disincentives for wasteful consumption. Benefits would be achieved by reductions in the energy required to produce building materials and in the construction and (importantly) the operation of buildings. In addition the Conference recommended the use of systems which are less susceptible to power failure over large areas and, where appropriate, of special small-scale power systems (including those employing solar and geothermal energy and heat pumps) for water supply, rural electrification and district heating and cooling.

A final supplementary paragraph, initiated by Papua-New Guinea and concerning non-renewable and hazardous sources of energy, became the subject of heated debate. In what was termed a moderate statement on a theme recognised by the Forum of non-governmental organisations as "one of the great issues of the next decade," the Papua-New Guinea delegate advocated the preference of renewable over non-renewable sources of energy and proposed "the limiting of technologies which are known to be hazardous, such as nuclear power." In particular, Papua-New Guinea was concerned about the long-term storage of nuclear wastes and the problems brought by the transportation of nuclear materials around the world.

In reply to Papua-New Guinea's amendment, Mexico argued for the exclusion of specific reference to nuclear power, and Finland for the inclusion alongside it of mention of other hazardous energy technologies including the use of fossil fuels. The latter delegation also preferred that such technologies be "controlled and safeguarded" rather than limited. But Brazil was unhappy about any reference to the

control, safeguarding or limitation of nuclear power, which it regarded as an issue extraneous to the Conference. Switzerland and India agreed with this line, but Poland was prepared to support the safeguarding of hazardous technologies and to permit specific mention of nuclear power. Cyprus, like Papua-New Guinea, preferred its limitation. After an intervention by the United Kingdom to the effect that currently hazardous technologies should be developed in such a way as to eliminate the hazards, the Venezuelan Chairman of Committee III was left with the task of redrafting the paragraph in question in such a way as to achieve a consensus. In the rewording there was proposed “the rationalisation of technologies which are currently known to be hazardous to the environment,” to which Brazil expressed some reservation and the Holy See the opinion that the word “rationalisation” was too vague to convey any precise meaning. Nevertheless, the Holy See’s suggestion that “controlling and making safe” be substituted for “rationalisation” was (in spite of the support of Finland, Papua-New Guinea, Poland and Cyprus) successfully opposed by Mexico, Brazil, Switzerland and India. The final form of words hence became that proposed by the Committee Chairman.

Recommendation C6: Long-term Cost of Shelter, Infrastructure and Services

In choosing alternatives for shelter, infrastructure and services account should be taken of their social, environmental and economic costs and benefits including that of future management, maintenance and operations as well as capital costs.

This recommendation passed through Committee III with little amendment. It was agreed by the Conference that current budgeting methods require revision in order to reflect overall operating as well as capital costs, and that public lending and subsidy policies should provide incentives to minimise the total rather than solely the capital costs involved. Cost accounting methods are hence in need of review, and there should be an exchange of experiences and information on long-term costs of different designs of shelter, infrastructures and services in different geographic, climatic and social contexts. The Working Group of Committee III proposed three further requirements which were accepted by the Conference. These included recognition of the additional costs which will necessarily be incurred in disaster-prone areas by building for safety, and in cases of transitional

occupancy by ensuring that structures are of appropriate durability. Owners and occupants should be educated in the proper care of shelter units; and, in order to gauge the success of choices made of which designs to adopt, there should be established a methodology for measuring the quality of life standards achieved in terms of both efficiency and equity.

Recommendation C7: National Construction Industry

The special importance of the construction industry should be recognised by every nation and the industry should be given the political, financial and technical support it requires to attain the national objectives and the production targets required for human settlements.

In the ancillary paragraphs to this recommendation the Conference recognised the indigenous construction industry in many nations as an untapped resource, obstacles to the development of which must be removed. There was a need to simplify formal procedures and to establish performance standards consistent with local requirements which are capable of being met by the local construction industry. Local entrepreneurs required training especially in contract management and procedures. Attention should be paid to the provision of finance, guarantees and, if necessary, selective subsidies to local industry, particularly in the early stages.

Finally, at the request of Canada and with the support of India, the role of a national construction industry was placed in its overall context of contributing to the achievement of the human, social and environmental objectives established by each community.

Recommendation C8: Construction by the Informal Sector

The informal sector should be supported in its efforts to provide shelter, infrastructure and services, especially for the less advantaged.

Before the discussion by Committee III of this recommendation, a representative of the Secretary-General of the Conference gave a definition of "informal sector." This term was intended to encompass the many contributions to national wealth made by lower income groups, rural populations and others who are outside the organised part of the economy. It was chosen as a non-perjorative expression and was hence preferred, for example, to the use of terms like "squatters."

Throughout the ensuing discussion, contributing delegations were at pains to stress the positive contributions of the informal sector, and considerable care was taken even to replace the word “poor” with “least advantaged” (as Japan preferred) or with “less advantaged” as was finally agreed by the Committee. It was accepted that priority areas for action included ensuring security of land tenure for unplanned settlements, though in response to the expressed opinion of the French delegation (which advocated the evolution of informal settlements into normal housing structures rather than their perpetuation) it was decided that, if necessary, provisions should be made for relocation and resettlement in localities where there existed opportunities for employment.

In promoting the informal economy it was decided that sites and services should be made available to facilitate construction by the informal sector, as should technical and financial assistance. There was a need to improve government administrative structures and procedures and to restructure the marketing and distribution systems of building materials in order to allow the irregular purchase of small quantities under easy credit terms. Finally, building and licensing codes should be sympathetically adapted to the needs of the informal sector, but without sacrificing recognised basic health requirements.

Recommendation C9: National Housing Policies

National housing policies must aim at providing adequate shelter and services to the lower income groups, distributing available resources on the basis of greatest need.

As originally drafted this recommendation advocated “bridging the gap between the needs of households and the payments they can afford.” However, India objected to the vagueness of the draft and observed that it could imply a need further to enrich the affluent. This objection was generally agreed and the recommendation reworded consistent with the views of its critics. Ecuador defined the alternative methods of benefiting the poor as the lowering of the cost of housing to an affordable level or increasing income in order to permit choice. But Ecuador stressed that a housing policy alone would not succeed in doing away with inequalities.

Although, because of limited resources, publicly provided housing can only be made available to a small proportion of those in need, measures which can be taken include supplying subsidised serviced land, low interest loans, loan guarantees and subsidies for the

construction and improvement of housing. Mexico warned against the provision of free land, judging that if land were free insufficient care would be taken of it. But the Conference agreed that there should be an increased public role in renting (where there might be another case for granting subsidies), leasing and home improvements. Housing alternatives such as low cost rentals near job opportunities, communal housing and mobile homes should be considered, as should the deployment of local savings through credit institutions. Finally there was included, at the request of Sweden, reference to the need to prevent the under-utilisation of existing housing stock which should be put to equitable use.

Recommendation C10: Aided Self-help

A major part of housing policy efforts should consist of programmes and instruments which actively assist people in continuing to provide better quality housing for themselves, individually or co-operatively.

The preamble to this recommendation began by noting that the majority of dwellings being built in the Third World are provided either by the occupants themselves or with the assistance of small contractors or neighbours. In order to give extra help, Committee III and subsequently the Conference recommended the regularisation of tenure and the promotion of low-priced and properly serviced subdivisions. Procedures employed in site acquisition, short and long-term financing and building should be simplified and infrastructures provided on a wholly or partly subsidised basis. Demonstration projects should be used to stimulate the imaginative use of local materials, and it was agreed that encouragement should be given to co-operatives providing housing, infrastructure and services.

Recommendation C11: Infrastructure Policy

Infrastructure policy should be geared to achieve greater equity in the provision of services and utilities, access to places of work and recreational areas, as well as to minimise adverse environmental impact.

The first implication of this recommendation was agreed to be the enforcement of both minimum and maximum standards of infrastructure for all segments of the population. In its original form a subparagraph proposing the elimination of excessive consumption through

enforcement of maximum standards was criticised by the USA as being unworkable in a democratic society. India agreed with the USA that excessive consumption might be better dealt with in an additional paragraph recommending progressive taxation, and Australia proposed that emphasis should be placed on the most effective use of resources including standards for recovery, production and consumption. In the final draft it was agreed that more efficient resource use and the elimination of excessive consumption should be achieved through the development and implementation of "maximum standards, education, conservation and other appropriate measures."

In the view of Committee III, easier and more equitable access to infrastructure could be gained through the greater integration of networks and the active use of pricing policies. Finally, it was agreed that less vulnerable infrastructures should be adopted in disaster-prone areas; and their provision in rural areas should be conceived to serve the needs of the rural population, including the production, processing and distribution of goods.

Recommendation C12: Water Supply and Waste Disposal

Safe water supply and hygienic waste disposal should receive priority with a view to achieving measurable qualitative and quantitative targets serving all the population by a certain date; targets should be established by all nations and should be considered by the forthcoming United Nations Conference on Water

Following a suggestion by the Netherlands during preliminary discussion the scope of this recommendation was broadened from water supply alone to incorporate waste disposal. At the same time a proposal was made by Cuba, speaking on behalf of the Latin American countries, to set a firm date for a water supply programme. Algeria added that the water quality should be specified; and Japan, Iran, India, Canada and Swaziland all indicated the importance they attached to the achievement of safe water supplies for all people.

Committee III's Working Group having taken note of the comments made, put forward the suggestion that the date to be set for the provision of potable water to both urban and rural settlements should be 1990. The USA opposed the selection of a specific deadline, preferring instead that it should be provided "at the earliest possible date." It was agreed that financial resources should be made available and that nationally set targets for supply should be considered at the forthcoming UN Conference on Water. Canada, however, was reluctant

to let the fixed date disappear, believing that an earlier date should be set. The committee Chairman's suggested compromise, "1990 if possible," was challenged by Ghana on the grounds that such a condition was anyway understood throughout all the deliberations of the Conference and had no need to be made explicit here. But the caveat "if possible" did appear in the final draft.

The Committee proposed that urgent action be taken to accelerate programmes for waste disposal and water supply. Such programmes should form a part of national resource planning, should invite public participation, and, as specified by India and Cuba, should reduce irregularities in service as well as the over-consumption and waste of water.

Also accepted were a contribution by Japan promoting the efficient use and reuse of water by recycling, desalination and other means, and measures proposed by Swaziland to protect water supplies from pollution, particularly in cities.

But this resolution of Committee III, which was subsequently adopted by the Conference in plenary session, was not the only one dealing with water provision which the Conference was to approve.

On the final day, with the support, among others, of the USA, Afghanistan, Brazil, Canada, Tunisia and Portugal, the Argentinian delegation proposed a draft resolution on the subject of the UN Water Conference to be held in Argentina in March 1977. This resolution, which was adopted by consensus, urged Governments to participate fully in this event, and UN organisations to continue their support for it. It was recommended that relevant documents and resolutions agreed in Vancouver be transmitted to the Secretary-General of the UN Water Conference.

Recommendation C13: Waste Management and Prevention of Pollution

In the development of human settlements the quality of the environment must be preserved. Pollution should be prevented by minimising the generation of wastes; wastes which cannot be avoided should be effectively managed and whenever possible turned into a resource.

In the introductory paragraph to this recommendation it was stated quite categorically that increases in the generation of wastes and the hazards they cause have "rendered profligate waste-generating lifestyles obsolete."

Measures to minimise environmental pollution included creating incentives and disincentives by which sensibly to determine the location of waste generating enterprises and to discourage the production of materials which add unnecessarily to the waste-load. While possible solutions to the pollution problem might be found in new technologies, a proposal by Iran on the re-exploration of traditional uses of waste materials was also accepted. The use of waste material as fill or as an agricultural aid was recommended, as was the choice of low-pollution energy sources.

Concern expressed by the Spanish delegation about “the nuclear menace” led to the recommended adoption of special measures for the control of radioactive wastes. It was agreed that effluent and emissions should be subject to treatment, and that attention should be paid to rodent control (Ecuador arguing that in this regard mosquitoes might be treated as honorary rodents).

A proposal by the Gabon delegate that a special fund be set up on the principle of “polluter pays” was transformed in the final draft to specify the participation of polluting industries in a fund for establishing recycling mechanisms. In a final note on pollution it was argued that the vegetation in arid zones could be improved and food supplies increased by such measures as the composting of refuse.

Recommendation C14: Transportation and Communication

Policies on transportation and communication should promote desired patterns of development to satisfy the needs of the majority of the population, to assure the distribution of activities to favour mass transportation and to reduce congestion and pollution by motor vehicles.

In introducing this recommendation the Committee advocated consideration of a radical reversal of current trends to prevent further congestion in cities and deterioration in public transport. An observation from the Norwegian delegate that congestion was caused by private vehicles which cater for only a small minority was included, although the French delegate held that if it was only a minority then no congestion would occur.

The recommendation itself was reworded by the Chairman of Committee III to take into account both the Swedish delegation’s request for greater emphasis on the social objectives of any policy and a reference by Australia to congestion and pollution by motor vehicles

in cities. One means by which improvement in necessary transport and communication could be achieved was by the deliberate employment of land-use planning and the relocation of traffic generating activities in such a way as to minimise the need to move. Public transport could be improved by offering incentives for its use in preference to individual motor vehicles, and services to isolated settlements maintained through public subsidy. Both the German Democratic Republic and the UK stressed the need for national co-ordination of transport, energy and urban planning policies. The USA recommended consideration of innovative modes of transport for children, the elderly and the handicapped, but the Cuban delegation held that no extraordinary consideration was needed for the poor. The Committee recommended the separation of pedestrian and motor circulation and, in response to the request of Papua-New Guinea, allowed for the provision of separate paths for bicycles and "other categories of vehicular traffic" (which phrase was designed to cater for Indian bullock-carts). Short-term transportation improvements could be achieved through the more efficient use of existing systems. Possibilities for future improvements were to be sought in low energy transport systems and (as argued by Mexico) in ones which reduce pollution. It was hoped that the further integration of systems of transportation and communications would permit the latter to assume many of the responsibilities currently discharged by the former.

Recommendation C15: Social Services

The provision of health, nutrition, education, security, recreation and other essential services in all parts of the country should be geared to the needs of the community and receive an effective priority in national and development planning and in the allocation of resources.

In the introductory paragraph to recommendation C15 it was noted that in the Third World only 10-20 per cent of the total population was provided with adequate health services and that more than one fifth of all children suffer from malnutrition. Less than half of those in need of education actually receive any. In the discussion of the main recommendation in Committee III, the Brazilian delegation suggested the deletion of a reference to the promotion of family planning which had been added by the Working Group. The reference in Brazil's view was oversimplified and the issue had been exhaustively dealt with at the UN Conference on Population in Bucharest. Brazil was supported by the Saudi Arabian, Algerian and French delegations, and hence, in

the final draft, no specific mention was made of family planning.

It was agreed that areas for action should include the more equitable provision of social services within nations; the re-orientation and decentralisation of legislative, institutional and financial measures towards greater public participation and community management; and the development of multi-purpose service centres and greater integration of the different social services. Priority should be given to health and nutrition, the prevention of communicable diseases, and the provision of other essential services and of spiritual and physical recreational facilities. Adequate provision should also be made for the special needs of the handicapped, the aged and children, especially those living in conditions of poverty. In this respect Sweden successfully proposed that attention should be paid to the need to appoint reference groups at local, regional and national levels to act as a forum for the exchange of views between officials and organisations dealing with issues affecting the handicapped.

Recommendation C16: Services for Rural Areas

Governments should develop new criteria for integrated rural planning to enable the greatest possible number of scattered and dispersed rural settlements to derive the benefit from basic services.

In this recommendation the Conference noted that the traditional approach to community services was to favour concentrated populations where service provision was more cost-effective than in scattered settlements. More generous service provision to rural areas would help to reduce migration into the conurbations. Although the delegation from the Dominican Republic appeared to be of the opinion that rural populations which did not move into the cities would be better left undisturbed, Committee III was generally of the view that better provision of services in rural areas should be promoted by the concentration and consolidation of dispersed clusters of settlements and homesteads, by the establishment of service centres located in such a way as to maximise access, by the improvement of rural education and training (complemented perhaps by audio-visual aids) and by the training of local semi-professional service staff.

Recommendation C17: Reorganisation of Spontaneous Urban Settlements

Governments should concentrate on the provision of services and on the physical and spatial reorganisation of spontaneous

settlements in ways that encourage community initiative and link "marginal" groups to the national development process.

This recommendation, originally entitled "Helping the Urban Pioneers," dealt with some of the difficulties experienced by the residents of "spontaneous" or unauthorised settlements in obtaining essential minimal services. It was agreed that greater public recognition should be given to the positive aspects of spontaneous settlements and that new initiatives should be encouraged. However, the Indian delegation favoured the encouragement of squatters only on those sites where facilities, investment and security of tenure could be provided. Such areas might be granted to the settlers at nominal prices. Co-operative or self-help schemes were identified (on the recommendation of Canada) as particularly worthy of public assistance, and it was agreed that financial, technical and "informational" incentives could serve to encourage greater public participation. The integration and absorption of newcomers could be helped by the provision of special services (which, together with housing, should also be made available to temporary migrant workers), and specific guidance should be offered on the technical and administrative aspects of community projects.

Cuba, speaking on behalf of the Latin American countries, stressed the need for spatial and physical changes to be made in order to integrate spontaneous settlements with national economic and social activity. Ghana emphasised the aesthetic needs of settlements, and delegates from Kenya and Indonesia, while they believed that help for squatter settlements should certainly be provided, argued that this should not be to the exclusion of other regions of poverty and need. In reply to an Israeli assertion that Israel's welfare service already provided shelter for all, the Yemen drew attention to the more than one million Palestinian refugees unable to return to their homeland.

Recommendation C18: Recreation

National governments should co-ordinate and co-operate with the efforts of local and regional authorities and organisations in the planning, development and implementation of leisure and recreational facilities and programmes for the physical, mental and spiritual benefit of the people.

C18 was an additional recommendation not originally prepared for consideration by Committee III, but presented to it by its Working Group. It was agreed that a great contribution is made by recreational

activities to individual fulfilment, to the quality of life and to the stability of human settlements. Local, regional and national leisure needs should first be identified at national level. Channels for public participation and leader training schemes should be established; and open spaces, play areas and social centres should be provided for both resident and transient populations, with special emphasis being placed on existing resources and facilities appropriate to local cultures. The Norwegian delegate successfully proposed an additional paragraph allowing public access to national landscapes and wilderness areas while at the same time ensuring the maintenance of the qualities they possess.

Section D: Land

The preamble to this section of the recommendations contained four paragraphs which were presented to and, with little modification, approved by Committee III.

It was recognised that land was a scarce resource, and it was agreed that, because of its crucial role in human settlements, it should neither be controlled by individuals nor be subject to the pressures and inefficiencies of the market. Private land ownership can be a major obstacle to social justice and development objectives, and (in the words of an endorsed Algerian amendment) these aims can only be realised if land is used in the interests of society as a whole. It was hence concluded by Committee III and subsequently by the Conference as a whole that, for land to be protected as an asset and for the long-term goals of human settlement policies to be achieved, public control of land was indispensable.

However, though this was the decision of Conference, not all delegations were in agreement with it. The USA sought unsuccessfully to soften criticisms of individual control and market forces, and New Zealand, Colombia, Indonesia, France, the Philippines, Brazil and Canada all expressed their reservations about total public ownership. The Fijian delegation also considered public ownership to be inappropriate since, in Fiji, land was and had long been communally owned and was only made available to Government on the basis of leases. As such, public—if it meant governmental—ownership would be a backward step. Nevertheless, with Sweden and the FRG both observing that their wording permitted some licence in interpretation, the conclusions on the need for public control were approved.

The Conference also agreed that there was a need for public authorities to have knowledge of current patterns of land use and tenure, and for appropriate legislation to define the boundaries of individual rights and public interest. Land value had to be assessed in

order for any unearned increment (whether resulting from growth in the community or from changes in land use, in public investment or in public policy) to be transferred to the community as a whole rather than to accrue to any private owner. Above all it was necessary for Governments to exert the political will required to improve, through their land policies, the quality of life in human settlements.

While all the above was accepted, there were two additional paragraphs which were not. One, by Panama, dealt with the need for Governments to maintain full jurisdiction and sovereignty over their whole national territories. In a statement capable of being interpreted as a reference to the Panama Canal Zone, the suggested additional paragraph concluded that decisions on land should not be subjected to restrictions imposed by foreign nations which enjoy its benefits while preventing its rational use. The second unsuccessful amendment was put forward by Algeria and emphasised the contribution made to the propagation of racism by the exercise of control of land by colonial regimes. The amendment argued that peoples had a right to exert complete control over their own lands. This latter question, of direct relevance to Palestine, was raised in discussion by Iraq, Pakistan, Syria and the Palestine Liberation Organisation, whose spokesman drew attention to the destruction of housing, land confiscation and enforced exile in Palestine, South Africa, Zimbabwe and Namibia. The PLO asked the Chairman of Committee III to produce as soon as possible a report on the "inalienable rights of the Palestinian people" which had been promised during the meetings of the Preparatory Committee of the UN Conference on Human Settlements; and the African National Congress of South Africa drew attention to the comparable situation it claimed existed in South Africa where 14 million people had been moved from their homelands.

Recommendation D1: Land Resource Management

Land is a scarce resource whose management should be subject to public surveillance or control in the interest of the nation.

Although Committee III was generally agreed about the importance of land as a valuable resource, the actual wording of the main recommendation concerning the management of land was the subject of some debate. The original wording had it that "land should be managed as a resource in the interest of the community." But Venezuela and Cuba argued that land should be placed under public control and managed in the interest both of the nation and of the community. The USA delegation construed this suggestion as a possible threat to all private ownership of land and objected, but was

subsequently informed by the Committee Chairman that the advocacy of control was different from that of ownership. A new version offered by the UK that "land should be the subject of public surveillance" was accepted by the USA, but the Venezuelan delegate insisted on "public control." The Committee finally agreed to the compromise proposed by the Chairman which appears above. Public ownership or effective control of land was seen as the single most important means of enabling human settlements to cope with changes in population distribution and in their internal structure, and to achieve greater equity in the distribution of the benefits of development while assuring full consideration of associated environmental impacts.

It was agreed that there was a particular need for the application of sound management practices in respect of certain types of land. These included areas designated for new settlements and for the improvement or extension of existing ones. Historic sites and monuments should be preserved, and special mention was made by the US delegation of the need to conserve sensitive areas of special geographical or ecological significance. It was agreed that these should be protected from the impact of development, recreation and tourism through land management.

The right of Governments to exercise complete sovereignty over land within their jurisdiction was again stressed by Panama as it had been in the discussion of the preamble to Section D. The Panamanian amendment as it had been originally drafted then was submitted by Committee III for consideration by the plenary session.

In Plenary the Panamanian delegate explained that the issue was one of control of resources rather than one of politics. Support was offered by the Venezuelan delegation which wished to condemn neo-colonialism once and for all, and by the delegate from Somalia who explained that his country had long languished under an oppressive French rule. Panama's amendment was adopted by consensus with just one reservation, from Belgium, that sovereignty should not be absolute but rather should be conditioned by international interests.

A further amendment to D1 was submitted to Plenary by Iraq and condemned the changes imposed by intruders on native populations and settlements in all occupied territories. In Committee III the PLO, Iraq, Kuwait, Algeria, Tunisia and Saudi Arabia had all argued for its inclusion, and Syria had attacked Israel's subjugation of the peoples of part of the lands she occupied. Israel, in reply, drew attention to the effects on the native peoples of the invasion of the Lebanon; and the Committee Chairman decided that this matter could only be resolved in plenary session. There, a representative of the PLO supported the amendment with a specific example of the destruction of homes during

what was referred to as the Zionist invasion of Palestine. In his view, to ignore the amendment would itself constitute a political act. Many delegates regretted the political nature of the amendment; Argentina and Venezuela gave support but refused to "read anything into it"; Paraguay objected to its discussion at the Conference; and Canada abstained "in order to get on with the business." The amendment was adopted by consensus and included among the riders to recommendation D1.

Recommendation D2: Control of Land Use Changes

Change in the use of land, especially from agricultural to urban, should be subject to public control and regulation.

The Conference agreed that agricultural land on the periphery of urban areas is especially vulnerable to speculation and urban encroachment and should therefore be under public control. The Polish delegation successfully proposed that zoning and land-use planning could afford a measure of the required control, particularly over changes in land use. Various forms of direct intervention were also recommended by Committee III: these included compensated expropriation through new land banks, acquisition of development rights, the conditioned leasing of public and communal land, and the formation of public and mixed development enterprises. Legal controls could be exercised through compulsory registration and the issue of permits; and fiscal controls might include property taxes and tax penalties and incentives. Finally it was agreed that there should be planned co-ordination between urban development (particularly, as Mexico observed, new development) and the preservation of agricultural lands. A suggestion by the representative of the FAO that specific mention be made of the water resources associated with agricultural land was supported by Jamaica but was not adopted.

Recommendation D3: Recapturing Plus Value

The unearned increment resulting from the rise in land values resulting from change in use of land, from public investment or decision, or due to the general growth of the community must be subject to appropriate recapture by public bodies (the community) unless the situation calls for other additional measures such as new patterns of ownership, the general acquisition of land by public bodies.

In the introduction to this recommendation Committee III agreed that the taxation of excessive profits made through the private ownership of land would serve several purposes. Taxation can act not only as a source of public revenue, but as a tool to encourage development in the public interest, to help stabilise the land market and to redistribute to the public at large some of the benefits of increased land value.

A suggestion from the Polish delegate that all rather than a major proportion (as in the original draft) of the unearned increments from land should be recaptured was supported by Venezuela but was resisted by Sweden, the USA, Canada and New Zealand. The UK suggested that only "a progressive movement" should be made towards the recapture of this "plus value." But it was the Polish version which was finally accepted, along with the Canadian proviso (not entirely acceptable to Poland or Finland) that such recapture of the unearned increment should be "appropriate." It was at the instigation of Italy that allowance was made in the recommendation for other methods, such as new patterns of ownership, to be employed where they were deemed necessary.

It was decided that pricing and compensation policies should relate to the value prevailing at a specified time rather than to the actual commercial value of land at the time of public acquisition. There should be frequent periodic assessment of land values around cities and their increase should be consistent with general price rises. Time limits within which construction must start should be specified and should be linked to development charges or permit fees; and future increments which do not arise due to the efforts of a lessee of publicly owned land should be retained by the community. Finally it was agreed that, as proposed by Japan, the assessment of land fit for agriculture but in proximity to cities should be made mainly at agricultural values.

Recommendation D4: Public Ownership

Public ownership, transitional or permanent, should be used, wherever appropriate, to secure and control areas of urban expansion and protection and to implement urban and rural land reform processes and supply serviced land at price levels which can secure socially acceptable patterns of development.

This recommendation recognises the dual purpose served by public ownership of land in the exercise of control over land usage and in the regulation of its price. It was agreed that public ownership was not an

end in itself but was justified if it served the common good rather than the interests of the privileged. In supporting the recommendation the Norwegian delegation argued that public ownership could, by controlling land prices, ease the pressure on land for high density building. There was, however, some debate on the regulation of land price levels, since in the original draft the aim was simply expressed as being to supply serviced land to those in need of it. Venezuela suggested that the supply should be at prices acceptable to the entire population. But neither Jamaica nor the USA was happy with this form of words, and in the end the suggestion by the UK that the price levels should be such as to secure socially acceptable patterns of development was adopted.

It was agreed that, in addition to special consideration being given to the relevance of public ownership to the two previous recommendations (D2 and D3), there was a need for active public participation in land development. There should be a rational distribution of powers between various levels of government (including communal and local authorities) and an adequate system of financial support for land policy.

In the view of Canada, since public ownership was but one system of exercising control, it would have been better if others—like the role of co-operative non-profit organisations—had also been mentioned. India advocated, but without success, the establishment of ceilings on private land holdings. But the objection of Lesotho to the whole concept of public ownership when it meant governmental ownership was much more fundamental. In Lesotho (as in Fiji) government bodies cannot own land, since by law all land is the property of the whole people. To substitute governmental for communal ownership would be a retrograde step.

Recommendation D5: Patterns of Ownership

Past patterns of ownership rights should be transformed to match the changing needs of society and be collectively beneficial.

In the introduction to this recommendation the Committee recognised that, in the majority of cases, a restructuring of the system of ownership rights is essential to the accomplishment of national objectives. The delegations from Israel and India called for the deletion of “in the majority of cases” to tighten up the recommendation, but this was successfully opposed by Saudi Arabia and the FRG. A suggestion by the USA that any redefinition of legal ownership should involve particular consideration of the rights of women and of

disadvantaged groups was enthusiastically supported by the Netherlands, the UK, Canada and ultimately by the Committee as a whole. Also agreed upon were measures to promote land reform and clearly to define public objectives in land use and the rights and duties of private owners.

It was recognised that changes in the pattern of ownership could be achieved through the adoption of long-term leasing policies and, where appropriate, by the use of transitional arrangements in the replacement of traditional patterns (for instance of communally owned lands) with new systems of ownership. The land rights of indigenous peoples and the preservation of their cultural and historical heritage were given special attention by the Australian delegation, and their importance was generally agreed.

There was some debate on the proposal that building rights should be under public control and hence that rights of ownership should not include the right to build. The USA delegation suggested that the right to build should only be subject to approval by public bodies under certain circumstances since, otherwise, constitutional problems could arise in several countries. Cases brought to the attention of Committee III included those of Saudi Arabia, where the paragraph as drafted would offend against Islamic law, and Lesotho, where community control was jointly exercised over land and building rights. Although Israel and Italy favoured the public control of building rights under all circumstances, the issue was finally resolved by a suggestion from the UK that the paragraph should advocate that attention be given to the separation of land and "development" (rather than building) rights, with the latter entrusted to a public authority. It was agreed that this re-wording would permit a much freer interpretation of this rider to recommendation D5 than would any specific reference to building. The suggestion was therefore accepted.

Recommendation D6: Increase in Usable Land

The supply of usable land should be maintained by all appropriate methods including soil conservation, control of desertification and salination, prevention of pollution and use of land capability analysis, and increased by long-term programmes of land reclamation and preservation.

This recommendation, which recognised the crucial quantitative and qualitative aspects of land, was supported by Committee III, and discussion was limited to a number of suggested improvements and additions.

The USA delegation, with the full support of many others, stressed the importance of environmental protection in various schemes to reclaim or to preserve land areas; and Italy drew attention particularly to the need to minimise the adverse environmental effects of reclaiming waterlogged districts. It was agreed that, depending on location, measures for increasing usable land included land-fill; the control of soil erosion, pollution and disease in potentially productive regions; land drainage; flood control (suggested by Bangladesh); fire control (suggested by Botswana); and irrigation. It was also recognised that attention should be paid to land economies which could be realised by fixing appropriate population densities for areas where land is scarce or of great agricultural value. There was a need to extend agricultural areas and to incorporate new land into existing settlements by the provision of infrastructure. Control had to be exercised in the location of human settlements in hazardous zones and in important natural areas. Both the GDR and Israel showed film capsules illustrating their work on land reclamation, but in the case of the latter illustration the PLO claimed that the land was in fact Palestinian.

Recommendation D7: Information Needs

Comprehensive information on land capability, characteristics, tenure, use and legislation should be collected and constantly up-dated so that all citizens and levels of government can be guided as to the most beneficial land-use allocation and control measures.

This recommendation, which recognised the role of adequate information in land-use planning and control, drew wide support from all delegates and was the subject of only minor amendment and addition. The suggestion of the USA that information gathered should be made available to all citizens as well as to government was approved. Information needs were agreed to include the establishment of comprehensive information systems, topographic and cadastral surveys, and the assessment of land capability and current usage. Procedures for the collection, analysis and distribution of information could be simplified and improved and new surveying and mapping technologies could be employed. New and existing legislation and instruments could be consolidated and used effectively to implement land policies, and the methods developed for the assessment of economic, social and environmental impacts of proposed projects

should be designed to promote greater public understanding of them. Consideration of land-use characteristics should in future include concepts of ecological tolerance and optimum land utilisation in order to minimise pollution and energy and resource wastage. Finally, in response to a Swedish proposal, it was agreed that studies should be undertaken to develop precautionary measures to safeguard life and property from the effects of natural disasters.

Section E: Public Participation

In the course of its consideration by Committee III the preamble to this section of recommendations grew from four paragraphs in the original draft to nine in the finally agreed version.

Public participation was recognised as an integral part of the political process of decision-making and one which in the complex field of human settlements is indispensable, for without it Governments will not accomplish the tasks with which they are faced. Such real participation was defined in a paragraph drafted by the Venezuelan delegation as “the dynamic incorporation of the people in the economic, social and political life of a country” in a manner which ensures effective participation in collective decisions. Venezuela differentiated between full and “partial” participation, the latter comprising the current concept of participation as a form of cheap labour or as a mechanism for the solution of “partial problems” at a local level.

In a paragraph put forward by the USA a co-operative effort by people and Governments was seen as the pre-requisite for effective action on human settlements. Stress was laid on the part played by full citizen participation in heightening citizens’ awareness of the complexity of the problems of settlements and the urgency with which they must be tackled. Without citizen involvement creative use could not be made of their ingenuity and skills. Consistent with the expressed desire to involve all citizens, the USA delegation proposed that every effort be made to remove barriers which preclude active participation by women in the planning, design and execution of all aspects of human settlements at all levels of government. This proposal also received the Conference’s approval.

Committee III accepted the distinctions drawn in the original draft of the preamble between different types of participation. The involvement of high levels of government in the decisions of small groups (“top-down” participation) and co-operation between parallel or competing sectoral groups (“lateral” participation) were agreed at present to form the basis of strategies, planning procedures and the implementation—and to a large extent, the management—of human

settlements programmes. The third type of participation, the involvement of residents in the making of decisions and (as Kenya proposed) in the actual implementation of programmes, was defined as "popular" participation; and this popular involvement was regarded, particularly by Papua-New Guinea, as an indispensable element in any truly democratic process.

There was some debate on whether participation could be planned or ordered from higher up the governmental ladder. The UK delegation held that participation could not be brought about by legislation, but both Chad and Kuwait argued that popular participation could be planned for, and Finland provided the specific example of the institutionalisation of participation through workers' councils and tenants' organisations being used to supplement more spontaneous involvement. Ultimately Committee III agreed to the statement of the USA delegation that participation could not be achieved "by fiat." However, the Committee recognised that if public participation was to be facilitated there was a need to remove the political and institutional obstacles in its path and to provide both intelligible information on the alternative decisions which could be made and the opportunity to influence them. Japan argued that the information needs of the public were for more than just advance disclosure of intentions, and France successfully advocated that information should be accompanied by efforts to educate people in order for both specialist and public participation to be secured in the evaluation of different options.

In a further expression of the need for public participation to be a reality, Venezuela described its basis as being "the incorporation of the population into the production, consumption and distribution of goods in a country." This form of words proved acceptable to Committee III and, in discussion, Yugoslavia recommended that countries should concentrate their efforts on securing full control over such activities by the population as a whole.

A great number of other delegations took the opportunity in the discussion of the preamble to extol the virtues of participation, though only Canada amongst them drew attention to the singular lack of public participation in the affairs of the UN Conference on Human Settlements. Finally, while welcoming the preamble as a whole, the Netherlands emphasised the need not only for participation but also for self-help in the improvement of settlements.

Recommendation E1: The Role of Public Participation

Public participation should be an indispensable element in human settlements, especially in planning strategies

and in their formulation, implementation and management; it should influence all levels of government in the decision-making process to further the political, social and economic growth of human settlements.

In the introduction to this recommendation Committee III recognised that only the active involvement of people actually affected by settlement decisions would enable available resources to be properly allocated and new ones effectively harnessed. In this respect the USA was strongly of the opinion that, without this interaction between Government and citizenry, improvements in the quality of decisions would not be achieved.

Committee III and subsequently the Conference recommended a strengthening of the role in decision-making of the whole population, which, as Norway stressed, includes both men and women. The delegations of Uganda and Lesotho unsuccessfully urged the Committee to emphasise the particular importance of the role to be played by youth and by the underprivileged; and a representative of the African National Congress asked the Committee to note that the native peoples of South Africa are excluded by law from participation in decision-making.

It was agreed that an important aspect of public participation lay in the mobilisation of untapped human resources and in improving the effectiveness of those already employed. The Committee agreed that special attention should be given to popular involvement at all levels in the resolving of conflicts; but specific reference to schemes for participation in management by workers in industry, tenants in housing, communities in schools and clinics, and users in transport were deleted at the request of the Japanese and Israeli delegations. Australia believed that public participation should not serve to deny Governments their right to make final decisions, and it should be recognised, the delegation argued, that pressures likely to be exerted on Governments in the absence of legislation designed to ensure real popular participation could lead to poor decisions. In slight contrast to the Australian emphasis, Sweden urged that the text should state more clearly that the objective of public participation is to give more influence to citizens.

A final recommendation proposed by New Zealand and strongly supported by delegates from the USA, France, Sweden and Portugal called for the public disclosure of strategies, plans and programmes early in the planning process before any major commitments to projects were made.

Recommendation E2: Participation in the Planning Process

The planning process must be designed to allow for maximum public participation.

This was an additional recommendation endorsed by the Working Group during the Conference itself and presented to Committee III for its consideration. In E2 special mention was made of improvements which could be achieved in the preparation of documents on which decisions are to be based. These papers should be readily intelligible to the layman and should employ abundant illustrations, simple language and adequate descriptions of the problems associated with different alternatives. It was agreed that by dividing the planning process into stages, the timing of important decisions could be made clear and the involvement of a whole range of citizens could be secured. It was suggested that additional help be given to public officials (for instance through the preparation of discussion material, public meetings, school visits and press conferences) to assist them in their task of communicating with the public.

Finally, in a paragraph which was transferred from a separate recommendation proposed for Section C, it was agreed that there was a particular need to seek the participation of women "in the conception of shelter, infrastructure and services and the provision of transportation and access to community services."

Recommendation E3: Two-way Flow

To be effective, public participation requires the free flow of information among all parties concerned and should be based on mutual understanding, trust and education.

It was agreed in the introduction to recommendation E3 that public participation means more than the popular implementation of government or professionally inspired schemes: it requires all parties both to listen and to respond. One way of meeting this requirement was seen to be through legislation to stimulate public participation and to provide for wide accessibility to public information. There would be a need to make available the resources required for the development of skills by the use of which the participation of the community could become more effective; and information (and, possibly, legal aid) services could be used to instruct citizens of their legal rights and duties. Appeal and arbitration bodies might also be usefully established to reconcile conflicts between public interest and individual rights; and wide use could be made of mass media to provide a forum for

citizen participation and public debate. It was agreed that there was a case for the involvement of specially trained personnel in social and community work in the field of human settlements, and that consideration should be given to the submission of all major planning decisions to appropriate processes of public inquiry with particular emphasis being placed on the rights of the least privileged.

The Cuban delegation, on behalf of the majority of the Latin American group of countries (but without the support of Bolivia and Peru), argued that Committee III should accept that public participation "should be encouraged by the adoption of explicit mechanisms which will facilitate its integration with national policies." But these explicit mechanisms were neither described nor discussed and the proposal was not approved.

Recommendation E4: Wide Involvement

Public participation should integrate the various sectors of the population including those that traditionally have not participated either in the planning or in the decision-making processes.

In the introduction to this recommendation Committee III agreed that the right to public participation must be extended to all, particularly (as was proposed by France and Venezuela) to the most disadvantaged groups. The case for the integration rather than simply the involvement of different sectors in the participation process was made by Cuba on behalf of the Latin American countries.

It was agreed that attention should be paid to strengthening the role played by community, workers', tenants' and neighbourhood organisations and voluntary groups. To this end assistance might be given to the formation of non-governmental organisations concerned with settlement issues, and encouragement might be extended to existing organisations to involve themselves in these issues. The Committee expressed the view that the decentralisation of planning and public administration and (at the suggestion of the FRG) the strengthening of locally elected bodies, would help to ensure the democratic character of public participation. Finally it was resolved, with the expressed support of Venezuela, that groups whose participation was normally limited (including, as Norway observed, youth, the handicapped and the elderly) should receive special encouragement.

Recommendation E5: New Forms of Participation

Public participation must respond

both to newly emerging needs of society and to existing social, economic and cultural needs. The people and their governments should establish mechanisms for popular participation that contribute to developing awareness of people's role in transforming society.

The ability to keep abreast of current developments in society was recognised to be of considerable importance in the field of public participation; and, on the recommendation of Cuba, it was agreed that such awareness of current developments was vital if people were to play an active role in the progressive evolution of society as a whole.

The Committee recommended that special attention be paid to the establishment of channels of communication between the people and all levels of government (especially in rapidly expanding urban areas) and of mechanisms whereby people would be enabled to attain full control and influence over the formulation and implementation of human settlement policy. Italy persuaded the Committee that specifically the role of neighbourhood councils in large and medium-size cities should be explored and that the councils should be encouraged. Similarly, in rural areas, the formation of farmers' and landless labourers' organisations should be used to further the cause of participation. Attention should also be paid to the need for public accountability by corporations and for public interest research and public interest law.

Canada and New Zealand drew attention to the changing role of women in society, and it was accepted that their full participation in development should be encouraged. Finally Committee III endorsed an additional rider to recommendation E5 put forward by Cuba on behalf of the Latin American group. This proposed that active encouragement and support should be given to individual members of the public in order for them to acquire the confidence and skills necessary to take part at all levels in the planning of settlements.

Recommendation E6: Mobilizing Resources

Public participation elicited on a scale commensurate with the problems of human settlements should influence all decisions concerning management of human settlements and should focus on the application of resources to improvement of the standard of living and the quality of life.

In this recommendation Committee III and the Conference as a whole underlined the importance of public participation (which was characterised as both a right and a duty) as an instrument essential for national development, especially under conditions of resource scarcity. Without the encouragement of public participation through appropriate political, economic and social institutions people will be unable to identify with decisions affecting their daily lives.

The Kenyan delegation submitted that communities must themselves define their own priorities, and the Committee agreed with the FRG that such definition was the pre-requisite for mobilising resources for settlement plans. Self-help projects in which the population plays an important role in the implementation of plans were identified as particularly appropriate to receive government support; and it was agreed that there was a need to define those areas over which people should have the power of decision in order to determine what should be the scope of government action. The ability of local communities themselves to identify their needs and fields of action could be enhanced (as was argued by the Netherlands) by the decentralisation of planning institutions, implementation machinery and management operations. The Indian delegation suggested that participation in local government should provide the most immediate form of public involvement; and Committee III accepted that large scale public participation in human settlement issues should be a continuing feature of the political process.

A suggestion by Ecuador that particular mention should be made of the inhibiting effect which illiteracy has on people's involvement was not adopted, but two proposals made by Venezuela were. The first reiterated the need for mechanisms to promote participation by the people in the production, distribution and consumption of goods and in programmes of employment and job-training associated with them; and the second advocated that efforts be made to utilise popular participation in the provision of adequate accommodation for all citizens.

Section F: Institutions and Management

The draft preamble to Section F presented to Committee II was broadly welcomed by all of the delegations who spoke to it, and—except for the inclusion of an additional paragraph (suggested by Norway) expressing the value of consultation between tiers of government—the draft underwent no modification. The preamble recognised that without political, administrative and technical institutions, without enabling legislation and regulatory instruments, and without formal procedures for the harnessing of resources (not least of

human capacities), human settlement policies and programmes can be neither formulated nor implemented. New, responsible institutions are required particularly to promote new concepts and to provide leadership in unfamiliar areas. Because of the territorial coverage, complexity and relative permanence of settlements these institutions will form an extremely diversified system. While some will be small scale and will hence benefit from the full participation of residents (the importance of which was emphasised by Lesotho, Swaziland, Cuba and Sweden), other institutions will be larger and will benefit from economies and efficiencies of scale. Especially in large metropolitan areas the search for more appropriate institutions which promote the achievement of a balance between effectiveness and accountability of government must be continuous.

Human settlement institutions must have access to and control over the resources they require, and it is the gap between their mandate and their means of fulfilling it which is a principal cause of crises in urban management both in developed and developing countries. This problem is especially acute with respect to the capital and recurrent budget needs of institutions where there are special requirements for long term investment at low yield.

New programmes may require enabling legislation, but its enactment is laborious and—like the introduction of regulations and bye-laws—results in delay which is sometimes sufficient to render the innovation outmoded before it is actually implemented. Training and professional practices must be constantly reviewed, and in the Third World a particular problem is the undue influence of the professions by the concepts and practices of industrialised nations rather than by the realities and needs of their own societies. Prominent amongst such needs, the Conference affirmed, are the channelling of human initiative and the management of human skills for the achievement of the goals of national planning: a task which has to date received insufficient attention at both national and local levels.

Recommendation F1: Settlement Institutions

There must be institutions at national, ministerial and other appropriate levels of government responsible for the formulation and implementation of settlement policies and strategies for national, regional and local development.

Recommendation F1 in the form in which it was first presented to Committee II dealt with the need for settlement and development policies and strategies to be the responsibility of national institutions at

ministerial level. However, in the discussion of this first draft a number of delegations, in particular those from Norway, Zambia, Sri Lanka, Turkey and Algeria, expressed the view that the recommendation should recognise the need for appropriate institutions at all (not least local) levels and that, rather than establishing new ministries and institutions, there might be a good case for broadening the scope of existing ones where this was necessary. This argument was accepted by the Committee and the recommendation was substantially re-drafted.

It was agreed that such institutions should have a distinct human settlements identity consistent with the leadership which was expected of them and the priority assigned to settlements within development plans. They should discharge executive responsibility and, as was stressed by Cyprus and Norway, they should establish formal consultation with other relevant bodies in order to achieve the necessary co-ordination and integration. The responsibility for evaluating, monitoring and receiving feed-back from settlement programmes should be theirs, and it was agreed that these institutions should be provided with an adequate share of budgetary and other resources and could themselves (as the Australian and Norwegian delegations proposed) usefully develop spatial budgetary techniques in order to guide the co-ordination and approval of government investment programmes.

Recommendation F2: Co-ordination of Physical and Economic Planning Institutions

Institutions for human settlements should be co-ordinated with those responsible for national economic and social development and environmental plans and policies, and inter-related on a multidisciplinary basis.

Committee II accepted, with very little discussion, that sound social and physical as well as economic planning is required in the development of settlements and that at present too many existing institutions fail fully to appreciate the need (as emphasised by Cyprus and Jamaica) to integrate all three.

It was agreed that, rather than just advocating the co-ordination of central government departments (as did the original draft of the riders to recommendation F2), the Committee should advocate co-ordination between all the different levels of government. Finland, Sri Lanka and Yugoslavia were strong supporters of this amendment to which there was voiced no opposition, though Italy suggested that the precise form

of co-ordination at a national level should not be made explicit and Austria observed that federal states might face particular difficulties in integrating all aspects of settlement planning within a single network. Also Zambia stressed that co-ordination was in itself no answer since policies could not be implemented, whatever the institutional arrangements, unless the required resources were available.

The Committee recognised that there should be adequate representation of the needs and aspirations of inhabitants on principal settlements policy-making bodies, and that it would be valuable for officials whose decisions have a bearing on settlements to attend orientation, refresher and in-service training courses.

Recommendation F3: Institutional Change

Institutions dealing with human settlements should adapt to changing circumstances.

This rather brief recommendation was amply expanded in its introduction and in the series of explanations which the Committee decided should accompany it. It was recognised that many settlement institutions have outlived their original purpose and are no longer relevant to changed social patterns. Legislative, administrative and fiscal deficiencies and changes in territorial boundaries have combined to make existing institutional arrangements a major obstacle to the effective implementation of settlements policies. There is hence a need for a continuous review and, where necessary, reorganisation of settlements institutions to ensure that they remain responsive to community needs and opportunities. Such institutions, it was resolved, should be assigned a geographical coverage and resources commensurate with the type of service they provide and the nature of the relationships and interactions between different parts of the whole national territory. As was recognised by the Finnish delegation, without both the regional and local resources (and, as Jamaica added, the expertise) necessary for its realisation, no national objective can be achieved.

Finally it was agreed that institutions should evolve new patterns of organisation and procedure and should enter into cooperative and collaborative arrangements with public and private bodies where these would further the aims of human settlement planning. The FRG stressed the importance of locally elected bodies, but Spain felt there was a special need for the creation of neighbourhood associations as one means of gaining greater public participation. New Zealand thought there might be a case for legislation designed to guarantee participation, but Togo and Swaziland generally favoured neighbour-

hood groups rather than more formal bodies in that through them it was possible directly to involve the people in settlement management. With respect to the role of private endeavour, the Ivory Coast made reference to the advantages derived from training programmes designed to equip people with basic entrepreneurial skills.

Recommendation F4: The Role of Special Institutions

Institutions specially established to solve short-term settlement problems should not outlive their original purpose.

It was agreed that there is a tendency for institutions dealing with particular problems to perpetuate themselves and hence to give rise to a redundant and cumbersome bureaucracy. It is natural, as Sri Lanka observed, for people working within such institutions to favour their continuance, but there was a good case for determining institutions' anticipated life span at the time of their establishment and making budgetary allocations accordingly. The functions of the short-term institution could often be usefully transferred to permanent bodies in pre-planned stages as the various objectives are achieved. Also the communities actually participating in the solution of a particular problem faced by a temporary institution could themselves gradually assume organisational responsibility, and Spain emphasised the role which might be played here by research into new management methods.

Recommendation F5: Institutional Incentives to Participation

Institutions should be designed to encourage and facilitate public participation in the decision-making process at all levels.

Recommendation F5 was a new one prepared by Committee II's Working Group and which comprised, as Australia noted, a series of reaffirmations of favoured policies already dealt with elsewhere.

The decentralisation of administration and management, consistent both with effectiveness and the efficient use of available professional human resources, was again encouraged, most particularly by Cuba. Support was also given to public accountability and to the establishment of consultative machinery to operate between different types and levels of institutions. Finally, Committee II agreed to the need to facilitate dialogue between elected officials, administrative bodies and professionals.

Recommendation F6: Management of Settlements

Settlements must be improved by responsive and imaginative management of all resources.

Like F5, this recommendation came to Committee II from its Working Group where it had already been afforded full consideration. The Committee, and subsequently the Conference, agreed that the rapid deterioration of conditions in human settlements (which too often resulted from deficiencies in the management and use of resources, facilities and infrastructure) was avoidable. To improve such conditions the management responsibilities of national, regional and local government had to be clearly defined. Government efforts should be made to maintain or to restore settlements and their facilities for general public welfare, and information and incentives should be provided for inhabitants themselves to improve their dwellings and surroundings.

Management had to be conducted within a framework of social goals and should ensure the preservation of social and cultural heritages. The Conference recognised that proper management involves the prevention of speculation on resources basic to people's needs and aspirations.

Recommendation F7: Human Resources

The development of research capabilities and the acquisition and dissemination of knowledge and information on settlements should receive high priority as an integral part of the settlement development process.

In the introduction to this recommendation it was recognised that, in most countries, lack of knowledge, skills and professional resources imposes a serious constraint on the implementation of human settlement policies and programmes. There was hence a need to form regional and international networks of research and development institutions geared to answer settlement problems and to train national personnel (particularly managers and "middle-level" staff), especially by means of on-the-job instruction.

In the opinion of New Zealand, in order to get the maximum benefit from skilled manpower, there is a need to decide priorities for the tasks to be performed within settlements programmes. Committee II agreed that special emphasis should be given to projects that demonstrate the innovative use of indigenous human resources, materials and technologies, and to the use in the exchange of relevant information of terms which have meaning to those who receive it. This

latter, as Finland observed, might involve the employment of completely new techniques by which to communicate knowledge.

Recommendation F8: Financial Arrangements

Separate financial institutions and adequate means are necessary to meet the requirements of human settlements.

Of all the topics dealt with in Section F, this one was the subject of most criticism and debate. The actual recommendation as it appears above remained little changed, but the original version of its introduction and some of the riders to it received considerable comment.

In the first draft of the introduction it was stated that the special financial requirements of human settlements include the attraction of investment without encouraging speculation and excessive concentration of wealth; the fostering of the most productive use of savings while making capital available in small amounts to low-income people; and the use of funds over long periods at low yields, often during times of rapid inflation. But Committee II was not happy with this three-fold definition of the financial requirements, and Jamaica was specifically displeased by the statement that low-income groups should only be granted capital "in small amounts." Accordingly the agreed introduction, instead of specifying human settlements' financial requirements, simply held that these are not always met, the causes of the failure being "speculation, rapid inflation and the lack of appropriate means and institutions."

Similarly the Committee could not agree to the original draft of the first rider to the recommendation which suggested that attention be given to ensuring that investors, public or private, were protected from the most damaging effects of inflation, particularly through appropriate forms of indexation of long-term mortgages and loans. The Swiss delegation objected to this proposal on the grounds that it would add to the privileges of the already privileged, and, in urging its deletion, Switzerland was supported by the FRG, Cyprus, Zambia and Kenya. In addition both Iran and Senegal suggested that it be substantially amended, and the paragraph was entrusted to Committee II's Working Group for this purpose. As finally approved it recommended that "public and private investors and purchasers, especially the least advantaged," should be "protected from the damaging effects of monetary inflation through monetary and other means."

Agreed with little discussion and modification were paragraphs proposing the full utilisation of the multiplying effect of public loan and mortgage guarantees, and, with adequate safeguards for the public

interest, encouraging joint ventures between public and private capital. So too was it decided, with the expressed support of Kenya, that selective use be made of public funds to give priority to areas where private investment is unlikely.

It was necessary to remove institutional obstacles in the way of financing the needs of the poor, and community schemes and other co-operative financial arrangements were welcomed. Jamaica in particular advocated local participation, and Yugoslavia expressed the opinion that separate financial institutions should be established at a local level. Fiscal measures and pricing policies to reduce disparities between incomes, and equitable cost-sharing systems of financing the necessary financial community infrastructure were both proposed as worthy of special attention. National savings institutions were also advanced as a means of supporting mortgage financing for low-income groups. Finally, fiscal measures designed to make development self-financing were recommended, and India stressed the contribution that might be made in the achievement of self-financing by land banks.

Recommendation F9: Reaching the People

Institutions and procedures should be streamlined to ensure that intended beneficiaries receive the largest possible share of resources and benefits.

In the introduction to this recommendation it was observed that programmes designed to assist less developed regions and less privileged groups often fail due to cumbersome administrative procedures, inadequate information (and hence inadequate awareness on the part of the intended beneficiaries) or unrealistic requirements. It was agreed that there was a need to streamline entire operations, not least, as Yugoslavia noted, to avoid the wasteful application of resources. Bureaucracies and overhead costs should be minimised and greater local control should be exercised in the management and administration of settlements. Open decision-making and public accountability should be employed; and, moreover, Senegal, in a suggestion which did not receive further public discussion, urged that the power of decision over the actual type of settlements to be constructed should democratically devolve on the people involved in the settlement. Finally it was agreed, on the suggestion of Morocco and Togo, that the draft rider to F9 which proposed the elimination of intermediaries in citizen involvement should be strengthened by the removal of the words "as far as possible."

Recommendation F10: Settlement Laws and Regulations

Any framework for settlements legislation must establish clear and realistic direction and means for implementation of policies.

As originally drafted this final recommendation read that “the aim of a new legislative framework must be to streamline human settlement institutions and procedures in order to adapt them to new realities.” But the UK argued that there is a danger in so streamlining procedures that public participation is threatened. The achievement of a balance between participation and speed is difficult, but, claimed the UK, it can be assisted by distinctions being made between strategy and detail in plan-making. Instead of “streamlining”, the UK delegation proposed the rationalisation of institutions and procedures including the periodic review of legislation. Ultimately, however, the recommendation was reworded as above.

In the introductory paragraph preceding the recommendation it was noted that existing laws and regulations for human settlements are often complex, rigid and dominated by vested interests. They thus tend to obstruct reform and to hinder progress. It was agreed that laws and regulations should, by contrast, be realistic and periodically adapted and revised. They should also, as stressed by Togo and Sri Lanka, be effectively implemented, and, as Kenya argued, should be easily understood. It was agreed that special attention should be paid to the need to promulgate laws and regulations to achieve specific settlement objectives, to service community interest and to safeguard individual rights against arbitrary decisions.

Programmes for International Co-operation

Committee I, when it considered the Declaration of Principles, had before it a draft Declaration on which to focus its attention; but when it dealt with questions of international co-operation it had to do so on the basis of papers which were essentially discussion documents.

There were two such papers: one entitled “Programmes for International Co-operation” and the other an addendum to this. The former was lengthy, and contained five sections and two Annexes. The sections comprised an Introduction; a Summary of Activities of the UN System in the Field of Human Settlements; Objectives and Functions of Programmes for International Co-operation; a description of these Programmes; and, finally, a discussion of Proposed Institutional Arrangements for human settlements. The Annexes both dealt with this lattermost question, and they represented different points of view. The first was submitted by the UN Department of Economic and

Social Affairs in New York, and the second by the UN Environment Programme in Nairobi. The conflicting opinions advanced in these two Annexes were to be the source of a great deal of discussion both in Committee and in Plenary.

In the Introduction to "Programmes for International Co-operation" the Conference Secretariat observed that the timing of the Habitat Conference in mid-1976 was particularly suitable for a discussion of institutional arrangements in the field of human settlements. It followed the seventh special session of the General Assembly (on the New International Economic Order) and the establishment of the *Ad Hoc* Committee on the Restructuring of the Economic and Social Sectors of the UN System. It stated that "The momentum created by the preparatory process and the level of participation expected at the Conference provided a unique opportunity for elaborating and proposing a model of international co-operation in a crucial area of development strategy."

UN Human Settlements Activities

The Summary of UN human settlements activities began by observing that the programmes of many UN organisations are not geared to human settlements *per se*, but nevertheless include a great number of projects (for instance in the fields of health, employment, rural development, industrialisation and education) of direct relevance to them. Those institutions which were specifically charged with human settlements responsibilities were identified as the Centre for Housing, Building and Planning of the Department of Economic and Social Affairs; the UN Environment Programme and its UN Habitat and Human Settlements Foundation; and the Transportation and Urban Projects Department of the World Bank.

In reviewing the overall programme coverage afforded by the UN system to human settlements, the Conference Preparatory Committee defined six main areas of programme activity: settlement policies and strategies; settlement planning; shelter, infrastructure and services; land; public participation; and institutions and management. These were all covered to some extent by present operations, though it was not claimed that coverage was adequate or sufficiently integrated. Land and public participation were least well catered for, in the case of the latter perhaps because this is more amenable to consideration at a local or national level.

The Summary concluded that many UN programmes involved information exchange, education, training, research and technical assistance. Fewer activities encompassed the development of norms and

standards, and information storage and retrieval. Only a small number of projects involved the transfer of financial resources, plant and equipment, and food, since most organisations were not in a position to make such transfers. There was reported to be more or less systematic co-operation between UN organisations in individual programmes and between UN bodies and non-UN organisations like bilateral aid agencies, foundations and research institutes.

There was, however, still a need to weld the various activities into a concerted effort to solve the problems of human settlements. While it was necessary for sectoral organisations to continue to work in their areas of competence, their activities would have to be concerted in order to meet the objectives for human settlements defined by the Conference.

Programmes and Policies

Projects, the report went on, are the constituent parts of programmes, and must continuously be evaluated. Programmes must be seen as dynamic processes under constant review, and the rationale underlying them must be based on the relationship between targets to be met and functions to be performed. The third section of the document began, therefore, by dealing with Objectives.

Four major objectives of any programme for international co-operation were identified as the support of national efforts; the promotion of a unifying concept of the vital role played by human settlements in the development process; the strengthening of co-operation between developing countries; and the substantiation of the promise of Vancouver of worldwide commitment to settlements improvement and the diversion of resources to this end.

The functions related to the achievement of these objectives were divided into Activities and Resource Transfers. Six activities were identified as deserving closer examination. The first was the provision of policy advice to Governments, and the second was related to assistance in the development of appropriate instruments (including legal, fiscal and institutional arrangements) to ensure the orderly growth of human settlements. International co-operation could also play a vital role in the four areas of education and training; research and development; information dissemination; and the improvement of design and building.

The four types of resource transfer available to the international community are of financial resources through bilateral or multilateral channels or a combination of the two (including the injection of seed capital into financial institutions); of materials such as tools and

machinery; of personnel, and hence expertise; and of ideas.

In dealing with programmes themselves the Conference document defined five programme categories: policy formulation and implementation; education and training; research and development; information exchange; and delivery mechanisms.

Policy formulation is essentially a national-level activity in the pursuit of which certain tools are required. Modelling is valuable but, since it has to be related to specific conditions, international assistance is likely to be limited to the provision of expertise and funding. Investment manuals could, after preliminary work on investment evaluation criteria at international and regional levels, be produced and tested, with monitoring support coming from international sources. Legislative improvements, which can only be determined in and by each country, could also benefit from international advice and monitoring. In the field of institutional reorganisation, the weakness of interdepartmental organisational arrangements in the developing countries (especially those with rapidly growing urban populations) presents a serious problem, and here the United Nations could provide expert support. Expert studies, advice and personnel training could similarly assist in the provision of urban management skills and in the consideration of such issues as land tenure, tax measures, services financing and infrastructure maintenance.

For policy formulation and implementation it was estimated that, depending on the number of countries covered, a five year assistance programme would cost between US\$5 and US\$25 millions.

Education and training assistance—which would include support for regional and national training institutes; in-country training; and group and individual foreign training—was estimated to cost a further US\$12 to US\$50 millions.

The research needs of different countries obviously differ, and the research subjects chosen and the conclusions reached by industrialised countries are not always pertinent to developing ones. The report hence proposed the establishment of regional research centres with teams of experts from each region being entrusted with the tasks of framing research agenda and of developing a regional network of relevant research institutes. These centres should, wherever feasible, be based on existing institutions, and the costs of setting them up were hence difficult to determine. For four such centres (though it was argued that initially two should be tried and tested) costs were put at US\$14 millions.

International information exchange has been studied within the UN for many years, but, the document claimed, proposals for its

advancement have not been translated into action for lack of funds. However, the elements of any such system dealing with human settlements would, it was decided, comprise a global information centre, a network of regional information centres and an audio-visual library. In the first five-year period it was anticipated that the global centre would require US\$2.5 millions; each regional centre US\$1 million; and the audio-visual library, which would use the material prepared by countries participating in the Habitat Conference, some US\$1 to US\$3 millions.

The final programme category, delivery mechanisms, included the organisation of private financing institutions and co-operatives, the improvement of the capabilities of formal and informal construction industries, and the introduction of technical improvements into the planning process. It was recognised in the "Programmes for International Co-operation" paper that, since each country is a particular case, very little could be done at global and regional levels.

When dealing with financing institutions, the report noted that the dearth of funds for human settlement development has imposed a significant constraint. Nevertheless, many human settlements investments can have a negligible foreign exchange component; and, furthermore, it has been found that funds actually available in countries have not always been mobilised due to a lack either of policy direction or of implementation mechanisms. There was hence a need for study on a country-by-country basis at an estimated cost of US\$300,000 for each investigation.

Similar researches were deemed to be required to establish the economic development potential of informal and formal building industries; and it was estimated that roughly US\$250,000 would have to be assigned to each such study.

The state of the housing stock in developing countries is in many cases rapidly worsening, and this situation is not commonly improved by the adoption of the housing-delivery mechanisms of developed nations. There is hence a need to investigate self-help and co-operative housing schemes and the institutions and techniques they could employ. Costs for this were put at US\$25 to US\$50 millions for an initial five year period (which might permit the construction of demonstration projects), with an absolute upper limit of US\$85 millions. This would bring total expenditures envisaged for delivery mechanisms to US\$30 to US\$130 millions for the five year period.

Total anticipated programme costs, depending on how comprehensive and ambitious it was decided the programmes should be, would thus amount to US\$57.05 to US\$222.50 millions.

Institutional Arrangements

The final section of the report proper dealt with Proposed Institutional Arrangements and comprised a set of criteria to be employed, followed by one proposal consistent with them. (Other proposals from the UN Department of Economic and Social Affairs and the UN Environment Programme were appended in Annexes to the document.)

Eleven criteria were identified. Any new institutional structure would have to offer greater support to national human settlements efforts; would, as well as making more resources available, have to improve the machinery by which these were provided; and would have to ensure that such machinery mobilised the interests and expertise of other UN organisations within a harmonised system of programmes. There should be a global intergovernmental human settlements body to provide overall guidance and an international forum for national decision makers. A similar body should be set up in each region at the level of the UN regional commissions.

The global body should have a small central staff and this unit should preferably be located within an existing UN organisation and be headed by an administrator "of the highest rank". The central staff should develop an integrated approach to international co-operation on human settlements through research, the provision of technical assistance etc. and only assume actual operational responsibilities in the last resort. Instead priority should be given to the regions, and activities should be decentralised to the greatest possible extent.

Close links should be forged with regional and global financial institutions concerned with human settlements, particularly with the regional development banks; and additional resources, mainly in the form of voluntary contributions, should be sought. The rationalisation of resources presently allocated to human settlements should also yield better results.

Finally, the preferred institutional arrangement should provide the focus for the active participation of other concerned organisations, both intergovernmental and non-governmental.

The "Programmes for International Co-operation" paper described in outline one organisational structure which would meet the identified criteria. Under this scheme there would be a global intergovernmental body responsible for reviewing the human settlements activities of the UN and of other international organisations, and for developing and promoting policy objectives and programme guidelines consistent with the Conference recommendations. Pending a decision on UN funding, this body would exercise policy guidance and supervision over the UN Habitat and Human Settlements Foundation,

which was itself funded partly by governmental contributions and partly by a grant from the UN Environment Programme.

The intergovernmental body would direct its secretariat and would have the power to convene special meetings (for instance of experts' groups) and to designate non-UN organisations which would contribute to international co-operation in the field of human settlements. The body would have a geographically equitable membership of high level policy-makers, senior advisers and appropriate experts.

At regional level principal subsidiary bodies should be established in each regional commission of the UN. These should have regionally derived memberships and responsibilities analagous to those of the global intergovernmental body. Special responsibility for the design, development, supervision and regular assessment of bilateral and multilateral programmes of co-operation would devolve to regional level; and the regional bodies would have the power to recommend to the parent body the convening of special seminars and sessions on specific human settlements questions. All states in membership of the relevant commission would be entitled to representation on the regional body, and it was proposed that, in order to link their activities, the Chairman and two other senior officers of each region should be members of the global intergovernmental body, a meeting of which should be convened in the following year (1977).

It was proposed that the secretariat should comprise a central staff, regional staff, and an itinerant or seconded staff. The central staff would serve the global intergovernmental body and would, as required, service any other global legislative organ. It would act as the central point for communications on human settlements within the UN, and the focal point for global information exchange. It would also initiate major public information activities and promote the use of appropriate audio-visual material. In its other tasks, the central staff would ensure the harmonisation of UN programmes at intersecretariat level. It would deal with inter-regional matters and supplement the resources of the regions; assist in the recruitment of expertise at a global level; establish a global network of consultants and advisers; and promote collaboration with the world scientific community. Finally, it would assume the mandate and responsibilities of whatever secretariat units of the UN were absorbed into the central staff.

The regional staff would serve regional intergovernmental bodies and would review the progress of regional programmes. It would promote the active collaboration of governmental representatives in human settlements activities; assist Governments in the region to formulate requests from bilateral and multilateral bodies; establish close links with regional financial institutions and with regional and

sub-regional echelons of specialised agencies; and provide technical and administrative support for itinerant and seconded staff in the region.

The itinerant and seconded staff would form the core of short-term advisory teams capable of rapid response to government requests and of supplementing the personnel of the UN Development Programme, other specialised agencies and regional financial institutions active in the field of human settlements. These would gather and evaluate relevant information and assist in the briefing of experts and in regional educational and training programmes.

The report indicated that, at the time of its writing, there were (apart from technical personnel in the field) something of the order of 100 Professional and 60 General Service UN posts assigned to human settlements activities. Of these, 40 per cent were in the New York-based Centre for Housing, Building and Planning, 40 per cent in the UN Environment Programme and the Habitat and Human Settlements Foundation (both in Nairobi), and the remainder in the regional commissions. It was proposed that initially the secretariat should be of a size similar to present staff totals with 40 per cent each forming the central and regional staffs, and 20 per cent being itinerant or seconded staff.

Excluding any capital outlays involved in changing the location of principal units (should the Conference so decide), the annual secretariat budget was estimated to be of the order of US\$6 millions at 1976 rates.

One last proposal made in the main body of the report was that in harmonising intersecretariat relations within the UN system as a whole the head of the central staff secretariat would convene meetings (perhaps with rotating chairmanship) of officers of similar rank from other parts of the UN and from international organisations. Similar senior meetings might also be held at regional level.

The view of the Department of Economic and Social Affairs

The "Programmes for International Co-operation" report proper—while it did identify a number of criteria which should govern the establishment of an international human settlements body—studiously avoided reference both to the location of such an institution and to where within the United Nations system it should fit. It was left to the UN Department of Economic and Social Affairs (of which the Centre for Housing, Building and Planning was a part, and which reported to the UN Economic and Social Council) and the UN Environment Programme (the Governing Council of which also reported to

ECOSOC, but directly and not through the Department of Economic and Social Affairs) to present their own favoured solutions.

The Department proposed that a new human settlements unit be established under appropriate leadership, possibly at Assistant Secretary-General level, and that it should “work through” the Department of Economic and Social Affairs. Ultimately it would report to ECOSOC, which might decide to establish a human settlements branch to assist the Council with professional guidance. The unit would be based on the existing Centre for Housing, Building and Planning and would include redeployed resources from other offices covering other disciplines (economics, energy, statistics etc). The Habitat and Human Settlements Foundation would be integrated into the overall system and become the financial arm of the human settlements programme.

In support of this proposal, the Department argued that the advantage of such institutional arrangements was that they would provide the capacity and authority to act immediately on the recommendations of the Vancouver Conference “without organisational or establishment delays” (author’s italics). It was hence clearly the opinion of the Department that, for the organisation to be *based on* the CHBP and to avoid establishment delays, it should be *based in* New York.

As for those parts of the UN Environment Programme concerned with human settlements, the Department of Economic and Social Affairs did not consider it necessary that they be consolidated within the Department’s proposed new “office of human settlements.” Rather, there should be close programme consultation between the office, the relevant part of UNEP and the Foundation to “strengthen the operations of all three organisations.” But, although the Department argued that the Foundation should retain its separate identity as the resource-mobilising agency, it nevertheless proposed that its activities be consolidated with those of the former CHBP within the single-administrative unit of the office of human settlements itself.

The Department put the number of professional staff posts then concerned with human settlements in the CHBP, other sections of the Department of Economic and Social Affairs, the Foundation and the regional commissions at 80. It claimed that, under its proposal, only a further 15 posts would be required, eight of which would deal with exchange of information and the remainder of which would be assigned to the regional commissions. These extra 15 professionals and associated secretarial staff would result in an additional budget commitment of some US\$750,000.

The Department’s Annex concluded that “this proposal represents the most efficient, effective and economical way of strengthening the

United Nations commitments to human settlement improvement and development. Any other organisational structure would inevitably involve greater setting-up and operating costs, because of the need to duplicate support services already available within the Department of Economic and Social Affairs.”

The view of the UN Environment Programme

The UN Environment Programme did not agree that the Department's proposed arrangements were ideal. UNEP, in its Annex to the report, instead proposed that human settlements responsibilities be entrusted to a department of its own organisation. This new “human settlements programmes” department would bring together the CHBP, other appropriate parts of the Department of Economic and Social Affairs, the Foundation and relevant parts of UNEP's existing Division of Economic and Social Programmes. The department would report to the Governing Council of UNEP, and the Council, via ECOSOC, would report to the UN General Assembly. UNEP's Governing Council (which meets annually) would devote at least one full session every two years primarily to the consideration of human settlements questions.

A Deputy Executive Director of UNEP with responsibilities for human settlements would be appointed at Assistant Secretary-General level, though ultimate responsibility would be retained by UNEP's Executive Director. The Foundation would handle the financial operations under the guidance of an administrator, also at Assistant Secretary-General level; and the administrator and two directors, one of Technical Operations and the other of Policy Planning, Development and Evaluation, would report to the Deputy Executive Director.

UNEP, in arguing that it should itself be given responsibility for human settlements, did so, not so much on the basis of financial or organisational expediency, but on the grounds that the natural and man-made elements of the environment are inextricably interlinked. It argued that “in deciding to establish the Foundation, the General Assembly explicitly recognised the organic link between United Nations activities in the fields of human settlements and the environment by designating the Governing Council of the United Nations Environment Programme as the governing body of the United Nations Habitat and Human Settlements Foundation.” It should hence similarly locate the new body within UNEP.

However, it was recognised that UNEP was essentially a catalytic rather than an executing body: like the UNDP, it encourages other national and international bodies to embark on appropriate programmes rather than executing them itself. If, therefore, the Habitat Conference

decided that the new human settlements body should finance or construct settlements on a large scale, then UNEP's proposed institutional arrangements would not meet the resultant requirements. In such an event it recommended that UNEP should "stick only to its policy guidance co-ordination role in the field of human settlements as part of its overall responsibility in the field of the environment."

In pressing for the new human settlements body to become a part of UNEP (and hence be based in Nairobi), UNEP was as convinced of the logic of its claim as the Department of Economic and Social Affairs was of that of its own alternative. UNEP's Annex ended with the assertion that any "artificial separation of human settlements from the totality of human environment activities could hamper the development of the necessary integrated approach in dealing with the human environment, natural and man-made." It was between this claim and that of the Department that the Habitat Conference was being asked to choose.

The view of the Conference Secretariat

To help it in its task the Conference Secretariat, after the preparation of the report and Annexes but prior to the meeting at Vancouver, entered into extensive consultations with Governments. On the basis of these it prepared an Addendum to the "Programmes for International Co-operation" paper.

Much of the Addendum repeated, with relatively minor substantive changes, the text of the paper to which it was to be appended; but, when it dealt with the nature of the global intergovernmental body, its purpose became clear. It argued for the establishment of the human settlements organisation neither within UNEP, nor within the Department of Economic and Social Affairs, though it confirmed that it should have strong links with both of these as well as with other agencies. Instead the new body, which would supervise the operations of the UN Habitat and Human Settlements Foundation, should "replace the present Committee on Housing, Building and Planning of ECOSOC." Its composition would be based on the 56-strong Preparatory Committee of the Habitat Conference (with the addition of two members to improve its regional balance) and members would be elected by the UN General Assembly to which it would report via ECOSOC. The staff of the central unit serving the intergovernmental body should, the Addendum maintained, be headed by an executive of the rank of Under-Secretary-General (higher than Assistant Secretary-General, and of the same broad rank as both the Under-Secretary-General for Economic and Social Affairs and the Executive Director of UNEP).

But the precise nature of the linkages the new organisation should

have with UNEP and the Department of Economic and Social Affairs the document did not define: it merely affirmed that "depending on the precise nature of such links, the head of the central unit should report either to the Under-Secretary-General for Economic and Social Affairs or the Executive Director of UNEP."

"In selecting the most appropriate location for the proposed new unit," the paper continued, "the following considerations should be taken into account:

- (a) The present location of the main units of the Secretariat to be regrouped;
- (b) The argument raised by some Governments that an independent geographical location would guarantee the operational independence of the unit; and
- (c) The possibility of formal offers of hospitality by Member States."

This led the authors of the document to the somewhat inconclusive conclusion that three locations should be considered: UN Headquarters in New York; UNEP Headquarters in Nairobi; and "a third city".

The Discussion of Links and Location

Committee I's discussion of the papers before it began with many delegations focussing directly on questions of links and location. But there was clearly general agreement that, in the improvement of human settlements, actions taken at the national level were of greater importance and real significance than international institutional arrangements. This view was propounded by the FRG, Zaire, Poland, Kenya, Pakistan, Bolivia, Ghana, Malaysia, Sweden, Zambia, Brazil, India and Iran, the representatives of which countries argued that the main task of global and regional programmes was to facilitate improvements at national level. In addition to these, Romania, Canada, France, Mongolia, Portugal, Pakistan, Finland, Denmark and New Zealand emphasised also the value of regional co-operation.

The Netherlands and Finland stressed the need to include non-governmental organisations within decision-making structures; and the USA and Kuwait both drew attention to the potential value of another resolution which was before Committee I concerning the establishment of an audio-visual centre within the UN which would make use of the large volume of material prepared by Member Governments for screening at the Habitat Conference. The USA advocated a three-year trial period after which the work of the audio-visual centre could be assessed.

The Centre for Housing, Building and Planning, in addressing the Committee, observed that the costs of programmes to be initiated by

the proposed UN human settlements body in the first five years of its operation were estimated at US\$57 millions to US\$222.5 millions. In the opinion of the CHBP the higher figure represented a minimum requirement and this would mean that instead of the present two per cent of the UN budget being devoted to human settlements, an amount equivalent to eight per cent would be needed (leaving aside extra associated institutional costs). This the CHBP contrasted with the 30 per cent of the budget presently devoted to agriculture and 16-18 per cent to industry. It asked where four times the present funds granted to human settlements would come from and whether government pledges could be made.

Inevitably a good deal of attention was paid, not least in the lobbies, to the location of the new or modified human settlements institution. In open sessions of Committee I (the Committee also considered questions of international co-operation in a closed one) some delegations, including those of the USSR and Pakistan, expressed in a most forthright manner their preference for New York, and some—among them Japan, Egypt and Kuwait—their own for Nairobi. Others, however, were more guarded or quite honestly undecided. Of these latter a number, including Italy, cautioned that a final decision on institutional arrangements must be informed by the recommendations of the *Ad Hoc* Committee on the Restructuring of the Economic and Social Sectors of the UN System, which had not yet completed its deliberations. It was hence unlikely, when it was formed, that Committee I's Working Group on International Co-operation (which had a nucleus of two representatives from each UN region: Jamaica, Mexico, the Netherlands, Pakistan, the Philippines, Poland, the Ukrainian SSR, the United Republic of Tanzania, the USA and Zaire) would be able to present a comprehensive set of concrete proposals.

Nevertheless the Working Group did succeed in transforming the discussion papers prepared for consideration by Committee I into a ten-part draft resolution, even if some of the proposals it embodied were rather vague.

Of the ten parts, seven were to cause little disagreement. These were essentially re-iterations of points made in the discussion documents. They emphasised the importance of technical and informational co-operation between nations and on a regional level; defined the terms of reference of global and regional human settlements bodies; and stressed the need for the adoption of clear priorities for action, co-ordination and the establishment of links with financial institutions and other organisations outside the United Nations system.

But, unlike these, the other three parts did result in divisions of opinion between delegations.

The first of them sought to establish a global intergovernmental body for human settlements of not more than 58 members which, depending on the decisions to be taken concerning the location and structure of the human settlements organisation, might or might not replace the existing Centre for Housing, Building and Planning. It would supervise the operations of the UN Habitat and Human Settlements Foundation.

The second dealt with the secretariat which was to serve the intergovernmental body. This, the draft affirmed, should be headed by a "Director" or an "Executive Director" at the rank either of Assistant Secretary-General or Under-Secretary-General. It should comprise the posts and budgetary resources of the CHBP, the Habitat Foundation, appropriate parts of the Department of Economic and Social Affairs, and the relevant section of UNEP's Division of Economic and Social Programmes "with the exception of the posts required by UNEP to exercise its responsibilities for the environmental aspects and consequences of human settlements planning." The responsibilities of the secretariat were as had been proposed in the discussion documents presented to Committee I, with two exceptions. First, the secretariat was to implement programmes "until they are shifted to the regional organisations." There was hence even greater emphasis on the role of regional co-operation. Second, the secretariat was charged with the specific responsibility of executing projects on behalf of the UN Development Programme. The UN Development Programme, like UNEP, promotes rather than executes projects: it provides the means by which other UN bodies like the WHO, FAO and the World Bank can undertake real development work. A great deal of its promotions are in the field of human settlements, and if the new human settlements body were to execute all these, then its work would assume considerable significance.

The last of the three parts about which there was to be disagreement concerned the geographical location of the proposed human settlements body and its position within the United Nations system.

The unit could *either* be integrated into the Department of Economic and Social Affairs (with its Director reporting to the Under-Secretary-General for Economic and Social Affairs) *or* it could be integrated into UNEP (and have its Director report to the Executive Director of UNEP) *or*—consistent with a suggestion by Sri Lanka—it could function within the framework of the Department of Economic and Social Affairs, but be autonomous in character.

Three other proposals of relevance were also transmitted to the Committee. First, the Philippines recommended that the Governing Council of UNEP should serve as the intergovernmental body for human settlements under the new title of Governing Council of the

United Nations Environment and Human Settlements Programme. However, in spite of the name, it was not the Philippines' intention that there should in fact be a single "Environment and Human Settlements Programme," but rather that in addition to UNEP there should be a separate UN Human Settlements Programme which would have close links both with UNEP and with the Habitat Foundation. The latter would remain a distinct entity headed by a Director-General with the rank of Assistant Secretary-General.

Second, France, like the Philippines, argued that UNEP's Governing Council should also deal with human settlements, taking over the responsibilities of the Committee on Housing, Building and Planning, and considering questions of environment and settlements policy in alternate years. France, however, did not appear to be of the view that the amalgamation of different parts of the UN system was of vital importance, and merely advocated a "close network of working relations" between UNEP, the Habitat Foundation and the Centre for Housing, Building and Planning.

Finally, Iran proposed that in order to resolve the questions of the most appropriate structure and location for the human settlements body, the UN Secretary-General should appoint an *ad hoc* committee, the findings of which should be presented to the next UN General Assembly together with the recommendations of the Habitat Conference.

On June 9, after a number of delays caused mainly by the pre-occupation of Committee I members with the draft Declaration of Principles, the proposed Programmes for International Co-operation were considered. The Philippines opened the debate by presenting the (developing countries') Group of 77's position. This was that, for the time being, UN bodies with responsibilities in the field of human settlements should carry on as they were, and that—while the Habitat Conference should approve the non-controversial aspects of proposed international co-operation—the sections on the establishment of the new global intergovernmental body, the composition of the secretariat and the organisational links and location of the new body should not be approved but should be passed directly to the UN General Assembly for consideration.

The delegation of the USA asked for a recess during which members could consider the suggestion; and, when the Committee reconvened, the Netherlands, speaking for Western Europe and other developed countries, explained that the Group of 77's proposal was not acceptable. It was proposed that the establishment of the human settlements body and secretariat should be agreed, and the questions of links and location alone be passed to the General Assembly for resolution.

This caused the Philippines to request an adjournment, after which the USA argued that the full draft resolution should be adopted save only for that part referred to by the Netherlands, but that Governments should attach their reservations, if any, to the resolution. These should be passed to the Conference's plenary session and subsequently to the General Assembly. In spite of the opposition of Libya, this was the course which Committee I chose to follow. Iran's amendment requesting the establishment of an *ad hoc* committee on links and location was withdrawn, an oral one from Yugoslavia stressing especially the need for regional co-operation between UN environmental and human settlements organisations was included, and the draft resolution was adopted without objection. Reservations on various parts of the draft were requested, and were received from no fewer than 30 Governments.

When this major proposal was considered by Plenary it attracted little further discussion. With a couple of minor changes a less than definitive resolution on Programmes of International Co-operation was adopted by consensus.

The Occupied Territories

The only other resolution of an international nature with which the Conference had to deal in its closing stages concerned a call made in Committee I on 4 June by Egypt and Algeria for the Conference Secretary-General to form a special committee to produce a report on living conditions of Palestinians in "the occupied territories." This report was to be presented, along with that of the Conference, to the UN General Assembly.

On 10 June, addressing Committee I, Conference Secretary-General Peñalosa acknowledged that this report had in fact been requested the previous year in Tehran by the Regional Preparatory Conference for Asia and the Pacific, but that time and funds had not permitted its preparation. Now, with the Conference Secretariat being disbanded from 13 June, it was physically impossible to produce such a document; and, anyway, in his own opinion, the Conference Secretary-General did not have the legal authority to convene a "special committee" to undertake the task. The outcome was that Committee I decided not to consider the Egypt-Algeria draft resolution, but to refer it directly to Plenary.

This matter, like the Declaration of Principles and Programmes for International Co-operation was dealt with by Plenary on 11 June, on the final afternoon of the Conference. Egypt and Algeria had revised their draft resolution to read that the UN Conference on Human

Settlements, "concerned with the fact that the Palestinian people have been forced to abandon their indigenous homeland" and "recognising the threat to international peace and security that will result from the wilful destruction of their cultural habitat," recommends that the UN Secretary-General be requested to prepare a report on the living conditions of the Palestinian people in the occupied territories and to submit it to the following General Assembly meeting in 1977.

Israel spoke against the proposal and criticised its supporters, drawing a distinction between concern for the matters to be dealt with by the Conference and propaganda designed to divert energies from the main tasks before it. No other issue, the delegation claimed, had been the subject of more research by the UN. Since Israel was an open country, all that could be known about living conditions was already known. In the event of the resolution being adopted, Israel was not willing to co-operate in its implementation.

But Egypt defended the draft resolution arguing that a full understanding of human settlements required study of a whole complex of socio-economic and political factors. Though Israel called for a vote by show of hands, Egypt's insistence on a roll-call held sway, and a roll-call vote was taken. The resolution was adopted by 73 votes for; 3 votes against (those of Israel, the USA and Paraguay); and 42 abstentions, with 14 delegations failing to register a vote.

After the vote, Yemen stated that, had its delegation been present, it would have voted for the proposal. The USA explained that it voted against because it found the matter irrelevant to the main purpose of the Conference; and the Japanese delegation said that, in spite of its sympathy for the Palestinians, it had abstained since it viewed the threats to peace and security described in the text as more appropriate to consideration by the UN Security Council. As the subsequent discussion of Zionism and the Declaration of Principles later emphasised, this closing session of the Habitat Conference was to reflect the underlying political tensions which had been present throughout the whole proceedings.

2 The Habitat Centre

The Establishment of the Centre

At the end of 1976 the General Assembly of the United Nations received a Report of the Proceedings of the UN Conference on Human Settlements.

The Report was formally accepted and three other resolutions on the subject of human settlements were approved. The first recognised the importance of co-operation between the UN and non-governmental organisations and invited the Secretary-General both to study the "specific possibilities and effective conditions" for working with NGOs, and actually to draw up collaborative programmes with concerned organisations. The second established the UN Audio-Visual Information Centre and authorised the conclusion of an agreement with the Canadian authorities in which Canada would provide the required facilities and financial support for the period up to March 1980. The third dealt with the institutional arrangements for international co-operation.

Rather than being asked to approve, reject or amend the resolutions on international organisation approved by the Habitat Conference, the thirty-first session of the Assembly was itself required to settle the important questions which conference delegates had failed to resolve on the status of the new Habitat body and whether it should be located in New York, Nairobi or elsewhere. In recognition of the urgency of these questions, this third resolution began by stressing the need for the momentum of the Conference to be maintained through further action and decisions in the UN system. It urged all UN bodies to make their consultative services and resources available for the implementation of national human settlements programmes and for the work of the regional commissions. But, the need for momentum notwithstanding, the Assembly decided to defer until its 1977 session all decisions on "the type of definitive intergovernmental body for human settlements" and the location of its secretariat. By then the *Ad Hoc* Committee on the Restructuring of the Economic and Social Sectors of the UN System would have been able to give guidance, and the Economic and Social Council to submit its recommendations to the General Assembly. To those observers who had followed the course of events since the Habitat Conference was first decided upon in 1972, the reaction of the

Assembly caused no surprise.

Finally, after another year of discussions and lobbying by the parties concerned, the thirty-second session of the General Assembly adopted a seven-part resolution on human settlements. The voting was 124 in favour, with none against, but with 13 abstentions being recorded by Belgium, Bulgaria, Byelorussian SSR, China, Czechoslovakia, France, the GDR, Hungary, Italy, Poland, Ukrainian SSR, the USSR and Yugoslavia.

In this resolution the General Assembly declared itself both conscious of the necessity to achieve greater coherence and effectiveness in human settlements activities within the UN system, and convinced of the need promptly to consolidate and to strengthen the capacity of the UN in this field. It was decided that new priorities should be identified and activities developed to reflect comprehensive and integrated approaches to the solution of human settlements problems. The Assembly expressed its belief that the current resources available for development purposes, and particularly for human settlements, were inadequate; and that, since human settlements development is hindered by socio-economic disparities between countries, the establishment of a just and equitable world economic order is essential for its achievement.

To this end the Assembly considered that international co-operation on human settlements (the object of which should be to assist in the implementation of the recommendations for national action agreed at the Habitat Conference) should be viewed as an instrument of socio-economic development. Financial and technical co-operation and assistance should be made available to developing countries, and all Governments should, as a matter of urgency, consider contributing to the UN Habitat Foundation. UN organisations, most particularly the nine with programmes closely related to human settlements—the UN Children's Fund, UNDP, UNFPA, ILO, FAO, the World Food Programme, UNESCO, the World Bank and WHO—were requested to give serious consideration to the Habitat Conference resolutions with a view to implementing them in their respective fields.

The resolution then went on to deal with the governing body of the new human settlements organisation, the Commission on Human Settlements. It was decided that the Committee on Housing, Building and Planning should be transformed into the new Commission, which was to have 58 members, with 16 seats for African States; 13 for Asia; 6 for Eastern Europe; 10 for Latin America; and 13 for Western European and other countries.

The objectives of the Commission were to assist the human settlement efforts of countries and regions, to promote international co-operation in order to increase the resources available, and to

encourage in all countries a comprehensive approach to human settlements problems. Specifically the Commission was therefore required to develop policy objectives, priorities and guidelines consistent with Habitat Conference resolutions; to propose ways in which human settlements objectives could best be achieved by the activities of the whole UN system; to study new problems, issues and solutions especially of a regional or international character; to supervise and give overall policy guidance to the Habitat Foundation, and to review and approve its use of funds; to review and guide the programme of the Human Settlements Audio-Visual Information Centre; and to provide direction to the secretariat of the new Habitat Centre which was to be established.

The Commission was to report to the General Assembly through the Economic and Social Council, and was to hold its first session in the first half of 1978.

The Assembly decided that a small and effective secretariat should be established to service the Commission and to serve as a co-ordinator and a focal point for human settlements action. This Centre (officially "Habitat, Centre for Human Settlements") was to be headed by an Executive Director at a level to be determined later, and was to report to the UN Secretary-General until any relevant recommendations of the *Ad Hoc* Committee on the Restructuring of the Economic and Social Sectors of the UN System could be taken into account. The Centre was to comprise the posts and budgetary resources of the Centre for Housing, Building and Planning of the UN Department of Economic and Social Affairs; the appropriate section of UNEP's Division of Economic and Social Programmes (except for posts required by UNEP to exercise its environmental responsibilities); the UN Habitat and Human Settlements Foundation formerly administered by UNEP; and selected posts and associated resources from relevant parts of the Department of Economic and Social Affairs.

Broadly, the specific responsibilities of the Centre (which are given in full in Appendix 5) reflect the opinions expressed in the written papers on international co-operation presented to the Habitat Conference. Of particular importance, however, was one clause which confirmed that the Habitat Centre—unlike UNEP and the UNDP, which merely encourage others to act—should itself actually execute human settlements projects. To this end in the 1978-80 period a significant proportion of all Centre posts was to be assigned to the regions.

Finally, the General Assembly resolved the question of where the Habitat Centre was to be located: since close links were to be maintained with UNEP, the Centre—like the Environment Programme—would be established in Nairobi.

First Session of the Habitat Commission

At the beginning of April 1978, less than four months after the General Assembly had agreed the terms of reference of the Commission and Habitat Centre, UN Headquarters hosted the first meeting of the new human settlements governing body.

The session opened with a message from the UN Secretary-General in which he recognised that the Commission, meeting formally so soon after its inception, would be able to deal only with “organisational” matters. He confirmed that necessary administrative arrangements would be made in time for the next, and first substantial, meeting in 1979. The appointment of an Executive Director of the Habitat Centre was, he promised, to be announced shortly.

While the Commission was able to review a Medium Term Plan for 1978-81 on which the UN Centre for Housing, Building and Planning had begun work even before the Habitat Conference, it did indeed find itself hamstrung in its deliberations by the absence of an Executive Director and established secretariat from whom to elicit responses to suggestions. Nevertheless, the governing body did provide the Executive Director of the Centre with specific elements of the brief to which—following his appointment—he was to work.

The Commission agreed that in the establishment phase of the UN Habitat Centre, it should meet annually (the timing of each session to reflect the need to co-ordinate its work with that of UNEP’s Governing Council), but that subsequently sessions might be biennial. In the first of the medium term plans which the Executive Director was required to submit to sessions of the Commission he was requested to provide information on the feasibility of undertaking regular reports on human settlements assistance to developing countries, inter-agency co-operation in the field of human settlements, and co-operation with NGOs, as well as periodic reviews of the state and prospects of human settlements on a global scale and of progress made at a national level. As for the actual structure of the Centre’s work plans, it was agreed to adhere to the framework provided by the six subject categories already adopted in the context of Recommendations for National Action (settlement policies and strategies; settlement planning; shelter, infrastructure and services; land; public participation; and institutions and management). Under each subject, consistent with the resolution of the General Assembly in 1977, eight functional tasks were to be considered:

- (a) Identification of the problems and possible solutions;
- (b) Formulation and implementation of policies;
- (c) Education and training;
- (d) Identification, development and use of appropriate technology,

- as well as limitation of hazardous technology;
- (e) Exchange of information, including audio-visual information;
 - (f) Implementation machinery;
 - (g) Assistance in the mobilisation of resources at the national and international levels;
 - (h) Promotion of the establishment of an international information pool on building materials, plant and equipment.

It would be an important responsibility of the next session of the Human Settlements Commission to decide—by drawing on the advice of regional committees, which the UN's economic commissions were encouraged to convene, and of sub-regional and national studies—the global priorities which were to be assigned to its different tasks.

The Appointment of an Executive Director

The most significant decision taken between the first and second sessions of the Commission on Human Settlements was undoubtedly the appointment of an Executive Director of the Habitat Centre. In the two years which had elapsed since the Habitat Conference in Vancouver, though a number of names and nationalities had been canvassed, the acknowledged front-runner for the post had been the Canadian Commissioner-General of the Conference, Jim MacNeill. To him had fallen the considerable task of ensuring that the meeting was physically capable of reaching its conclusions, and during the long preparatory process he had done a great deal of work to ensure also that participating nations found themselves politically capable of necessary compromises and of the achievement of some consensus. His background in Canada's Ministry of Urban Affairs and his knowledge of the practicalities of human settlements policy implementation were appropriate to the position of executor of conference decisions. But, the longer the choice was delayed, the less likely it became that MacNeill would get the job. He was, after all, from a developed country, albeit from one which had shown itself more willing than many to discharge its international responsibilities of assisting poorer countries in their development programmes.

On 6 July 1978 the decision of the UN Secretary-General was announced. The post of Executive Director went to Dr Arcot Ramachandran, at the time the Indian Chairman of the UN Committee on Science and Technology for Development, which was acting as the Preparatory Committee for another large UN Conference to be held in 1979. The appointment was at the level of Under-Secretary-General, the same rank as that of the Executive Director of UNEP.

Dr Ramachandran's training and career history would appear to

stand him in good stead, particularly in the field of human settlements technology. After graduating from the College of Engineering at the University of Madras, he went on to obtain an MSc and doctorate from Purdue University in Indiana, USA, and to receive post-doctoral fellowships at Columbia University, New York and Massachusetts Institute of Technology. From 1957 to 1967 he was Head of the Department of Engineering at the Indian Institute of Science in Bangalore, after which he became Director of the Indian Institute of Technology in Madras. Since 1977 he had served as Director-General of the Indian Council for Scientific and Industrial Research, and—when the UN announcement was made—was Permanent Secretary to the Government of India in the Department of Science and Technology.

Thus, by July 1978, the new UN body which was to discharge the human settlements responsibilities of the international community had acquired the status of a fully fledged UN organisation, a location in Nairobi, and an Executive Director. For the first two or three years the Habitat Centre was to be housed in the Kenyatta Conference Centre, an imposing 28-storey building in the heart of the Kenyan capital. But after that it was to share with UNEP a brand new purpose-built office complex at Gigiri, a few miles outside Nairobi, on land presently growing coffee but which is fringed by an attractive residential district well away from any squatter settlements.

In October 1978 the UN Secretary-General issued a Bulletin to all UN Staff informing them of the arrangements which were to be made in transferring personnel to Nairobi, and in late 1978 and early 1979 staff began, slowly and sometimes reluctantly, to arrive. At least a nucleus of posts were filled—some only temporarily—in time for the second session of the Habitat Commission, at which delegates received two important NGO assessments of progress since the Habitat Conference.

Human Settlements and the Multilateral Agencies

The three years which by 1979 had elapsed since the Vancouver Conference, even if they saw little activity within the UN system, did enable the International Institute for Environment and Development—a non-governmental organisation which had been particularly active in Habitat Forum—to complete two studies of relevance to the work of the Habitat Centre.

The first, prepared by Stuart Donelson, Jorge Hardoy and Susana Schkolnik, was entitled *Aid for Human Settlements in the Third World: A Summary of the Activities of Multilateral Agencies* and it provided a synthesis of the programmes and financial involvement of a number of such bodies.

Though multilateral agencies are only one of many groups of organisations involved in the planning, administration and construction of human settlements, their political and technological impact is of considerable importance. For many years they have approved loans and technical assistance which have had profound effects on human settlements, though frequently their programmes have been conducted without explicit consideration of internal settlements policies. In the course of its research IIED discovered that there was little co-ordination between agencies, even those working on the same problems and from offices in the same cities as each other. Agencies and officials certainly paid little if any attention to the recommendations of the Habitat Conference.

Fifteen multilateral agencies were selected for study: the World Bank, the European Development Fund, the UNDP, the Inter-American Development Bank, the Caribbean Development Bank, the Central American Bank for Economic Integration, the Andean Development Corporation, the Latin American Bank for Savings and Loans, the Asian Development Bank, the African Development Bank, the African Development Fund, the Arab Bank for Economic Development of Africa, the Islamic Development Bank, the Arab Fund for Economic and Social Development, and the OPEC Special Fund. Of these fifteen, only the World Bank and the UNDP (which is a technical assistance agency) operate in Africa, Asia and Latin America. The European Development Fund concentrates on the former colonies of the UK, France and the Netherlands, and most of its loans are to African states, with a few going to the Caribbean and the Pacific. The scope of the activities of the majority of agencies is regional, and most agencies are controlled by developing countries, though developed countries have at least 50 per cent of the votes of the larger banks such as the World Bank, the Inter-American Development Bank and the Asian Development Bank.

Since they began operations these fifteen bodies have lent over US\$70 billions. The World Bank has committed 67.6 per cent of all multilateral aid, and the Inter-American Development Bank—the second largest—16.9 per cent. Between them, these two and the Asian Development Bank, the European Development Fund and the UNDP have accounted for 95.3 per cent of all multilateral finance.

But the direct impact of the activities of the multilateral agencies on human settlements has been little enough. Only 2.2 per cent of total loans went to urbanisation and housing, in spite of the World Bank's conservative estimate that there are 200 million urban dwellers with inadequate shelter. Water supply and waste disposal fared proportionally better, accounting for six per cent of loans made, though a number of

banks—particularly the Central American Bank for Economic Integration and the African Development Fund—devoted a much larger proportion of their finance to the provision of these facilities. The third direct impact category, that of building materials, accounted for a miserable 0.6 per cent of agency commitments, virtually all of this being for cement plants. The crucial importance of the construction industry in human settlements development, which was so heavily stressed at the Habitat Conference, has not been reflected in the funding programmes of the major lending agencies.

Their findings led the IIED team to make a number of recommendations and to identify four new priority areas. If master planning is to be useful, municipal bodies obviously require the expertise and authority to carry out the plan, as well as agreement from other funding agencies that they will respect the plan's priorities. But most important and the pre-requisites of sound planning are socio-economic maps and surveys. Official maps and cadastral surveys of all human settlements of over 50,000 inhabitants are essential tools with which to build a sound tax structure and to establish appropriate building standards and environmental control. They should be prepared by local people who are aware of prevailing environmental, social and economic restraints, and with the full participation of the people to be affected by the plan.

Second, there is a need in the market economies to control land prices, rises in which leave ever greater numbers of people without direct access to land and lead to poorly located, badly serviced squatter settlements. Profits from the sale of urban land commonly go to a small minority of land owners, and local government does not receive the revenue it requires. Consistent with Recommendations D2, D3 and D5 of the Habitat Conference, change in use of land should be a matter for public control; any unearned increment arising from increase in land values due to public decision must be subject to appropriate recapture by public bodies; and patterns of ownership should be transformed to match the changing needs of society. If not, domestic resources will be used inefficiently, greater international assistance will be needed, and greater debt servicing problems will ensue.

Third, when—in site and service schemes—land is made available to people by sale or through a public agency and access is provided to basic services, nothing could be of greater benefit to the low income population than the provision of certain indispensable construction materials (brick, wood, weatherproofed cardboard, nails, screws, wire etc) at low cost. The development of a local building materials industry would not only reduce costs and lead to improvements in housing, it would also lead to much-needed employment opportunities. This too must be a priority.

In the absence of land reform, tax reform, control of land speculation and attention to building materials cost and availability, programmes of providing sites and services will still never be able to reach most of the poor. The scale of lending will continue to be insufficient. Agencies have a duty to point out that the international financing of these projects requires repayment with interest and in foreign exchange, but these projects do not themselves generate hard currencies. Furthermore, where site and service programmes are to be pursued they must not assume that a larger proportion of monthly income can be spent on housing and services than is realistic. The fourth recommendation, therefore, is that the use of local labour, materials and techniques should be preferred to that of big contracting firms employing capital intensive techniques and imported technologies and materials.

There are lessons in all this for both the provider of loans and technical assistance and the recipient. When it comes to on-the-ground projects, agencies—not least those of the United Nations—could, and should stop placing reliance on international experts and foreign consultants, and should instead employ local human and technical resources. Certainly they could assemble a nucleus of trained professionals to assist with housing, water supply, waste disposal and building materials; but there should be much more inter-agency discussion and greater contact with embryonic non-governmental organisations in the region. There should also be an allocation of, say, 0.5 per cent of each project's funds to the publication of research papers and to an evaluation of the project.

Even if, as the IIED team hoped, the fifteen multilateral agencies were to succeed in increasing their human settlements commitments from some US\$775 millions per year for 1975-76 to US\$2.5-3 billions per year in the early 1980s, they alone clearly could not finance all of the investment required. On the assumptions that a house lasts 50 years and costs US\$1500 to build (excluding land costs, on another assumption that the public sector will control land), US\$22.5 billions would need to be invested *each year* to accommodate the estimated 15 million new urban and rural households in need of housing. A further US\$22.5 billions would be required each year to replace at two per cent per annum a housing stock of 750 million units. An investment of, say, US\$400 for each of the 340 million units in need of improvement would—spread over 15 years—add US\$9 billions each year, giving a total annual investment requirement of US\$54 billions. In the best of cases, IIED argued, this sum could provide access to main lines for water supply and sewers, but it would not cover all additional services which permit villages, towns and cities to function. These might represent an additional 5-10 per cent of total investments in a rural

village, and 50-60 per cent in a large centre in a developing country.

Though IIED did not put a figure on the total costs of the building fabric and these services and facilities, for the purposes of argument something over 40 per cent can be added to their estimates of building costs to cover extra expenditures. This allows a possibly inadequate margin for the disproportional concentration of dwelling units in Third World cities and for inflation since the publication of the IIED report. The annual investment requirement then becomes roughly US\$80 billions, and—it must again be stressed—this relies on the theoretically neat but politically inconceivable assumption that land is provided at no cost.

National Action Since the Habitat Conference

Although in many cases national Governments lack the resources greatly to increase spending on human settlement programmes, only they can provide the institutional base for attacking pressing housing and settlement problems. While it was hoped that the United Nations would maintain the momentum generated at Habitat, there was no guarantee that this would happen. In the event, the UN wasted its opportunity to promote the Recommendations for National Action in the crucial period after the Conference. But this does not mean that Third World Governments have not made some significant changes in their settlement policies since preparations for the Conference began in 1974.

To discover whether Government policies have changed in line with Habitat's Recommendations was the objective of a series of surveys, in all of 17 countries, by IIED in collaboration with institutes in all four of the major Third World regions. The Department of Architecture, University of Khartoum, covered a group of Arab nations: Egypt, Iraq, Jordan, the Sudan and Tunisia. The Institute of Development Studies, Mysore University, looked at five Asian countries: India, Indonesia, the Philippines, Nepal and Singapore. The Centro de Estudios Urbanos y Regionales in Buenos Aires examined four Latin American nations: Bolivia, Brazil, Colombia and Mexico. The Faculty of Environmental Design, University of Lagos, covered Sub-Saharan African countries: Kenya, Nigeria and Tanzania.

These nations were chosen to encompass the widest possible range of size and population, climate and culture, *per capita* wealth and level of urban and industrial development. However, their settlement problems were found to be comparable, with their urban areas generally growing far faster than their housing, infrastructure and services base, and such services as education, health care and potable water not reaching large portions of the population. Government responses to such common

problems up to 1978 were examined and the research programme's initial conclusions summarised in a report entitled *Three Years After Habitat*. (A final report of the whole Programme will be published early in 1981.)

The Arab Nations

All five nations studied have made efforts recently to give more attention to settlement policies, although none has shown the level of commitment recommended at Habitat. Egypt is perhaps closest to having a comprehensive, long term, explicit policy, although there are serious doubts as to its feasibility. Iraq's settlement policy remains vague and imprecise with no clear strategy to translate aims into action. The Sudan and Jordan have yet to make serious attempts to integrate a comprehensive settlements policy into national development. Tunisia's increased commitment to addressing settlement problems over the last decade is certainly within the spirit of the Recommendations although it has yet to outline a comprehensive explicit settlements policy covering the whole nation.

On the crucial issue of land, all five national Governments recognise that this is too fundamental a resource for its allocation and use to be determined only by market forces. Each Government has the power to implement effective land use control policy. Iraq, Jordan and Egypt have failed to do so, although moves are being made to improve current policies. In the Sudan virtually all land is publicly owned. This has allowed public control of land use and facilitated the supply of land for low income housing projects. Tunisian policy has also been relatively successful in controlling urban land use. Only Tunisia and the Sudan seem to have recognised the vital role urban land policy plays in guaranteeing sufficient, reasonably priced serviced urban land for housing.

Although there has been some progress towards urban land policies of the type recommended at Habitat, a strong commitment to improving conditions is generally lacking. In all five nations housing targets are well below estimated requirements. The Sudan and Tunisia come closest to meeting the needs of the urban poor, while Tunisia is unique in the attention it gives to rural housing. In Iraq, Egypt, Jordan and, to some extent, Tunisia, housing policies might do better to replace the construction of expensive public housing units with more, lower standard projects more in line with the resources of lower income groups. Too little attention has been paid to developing national building material industries and developing indigenous skills and techniques. All five nations are considering (or have embarked on) major housing programmes utilising imported prefabrication systems.

This does not seem a realistic solution to current problems. The units are generally too expensive for most of the population, inappropriate to local climate and culture, and drain what are often scarce foreign currency reserves.

Asia

Among the five nations studied there are enormous differences both in the scope and extent of settlement policies and in their success in addressing housing and settlement problems. In India the Government has made considerable efforts over the last thirty years to improve the lot of the poor. Education, health and other services have been extended more widely, while agricultural and industrial development has occurred in many regions. But the benefits of development have gone chiefly to a small (usually urban) elite. Inter-regional disparities in development have increased and low income groups have benefited little, if at all. There is no sign of a comprehensive national settlements policy emerging to guide and to direct development expenditure and to address such problems.

Developments in Nepal over the last twenty years are comparable, although the Government is increasingly introducing spatial goals into national development planning. National settlement policies are also emerging in the Philippines and Indonesia. Both have introduced the idea of a desired "planned settlement system" into national development planning. Both are seeking to disperse development more widely among the regions and to decentralise urban growth to new "growth centres". But, as is also largely the case in Nepal and India, these Governments seem unprepared to make the structural changes that can help the poorer groups (and thus the poorer regions) develop. Designating "growth centres" and perhaps increasing public investment are unlikely to have major effects if no fundamental changes are made, say, in the regional population's income or access to land. The present settlement pattern—of a rapidly growing metropolis and stagnant villages—is the product of the existing social and economic structure which will not be wished away by physical planning. Singapore, by contrast, has brought very substantial benefits to most of its population and has had a clear settlements policy for the last two decades.

For urban land, only Singapore exerts public control of the kind recommended at Habitat. This helps explain its comparative success in housing and settlement policies. In improving housing, infrastructure and service standards, none of the other four Asian nations comes close to the Singapore Government's achievements. None of them gives this sector the political, financial or technical support Habitat recommended.

Central Government housing budgets tend to go to public housing schemes in large urban areas that can only provide for a tiny percentage of those in need. However, both the Philippine and Indonesian Governments have shown more commitment to slum and squatter upgrading schemes, with considerable success, and all four Governments are giving more support to basic needs programmes. The stated aim of the Indian Government is to provide safe water to all settlements by 1986, very much in line with Habitat's clean water recommendation.

In all nations planning and decision making remains predominantly from the top down. Regional and district level authorities lack the power and resources to address their own development problems. However, some efforts are being made to expand the role of sub-national authorities in development planning in the Philippines and Nepal. In Indonesia their role in implementation has been strengthened although planning remains centralised.

Thus, commitment to addressing settlement problems has grown since Conference preparations began, perhaps most noticeably in the Philippines. But only Singapore is close to following major recommendations and many of its policies predate the Conference. Its tiny size, lack of a rural population (and hence of rural to urban migration) and highly successful economic growth make it somewhat unique among all the nations considered.

Latin America

In all four Latin American nations there is a trend for greater Government intervention in the development of settlements, especially in Mexico and Brazil. But the formulation and implementation of effective policies has been hampered by opposition from groups within the private sector and by conflicts of interest between different Government departments. Although development plans may increasingly include spatial elements such as support for specific "growth poles" or "development axes", there is no consensus (or even discussion) on the validity and effectiveness of, for instance, spreading development more widely among regions or among income groups.

Clearly, a Government's ability to implement a settlements policy relates to the nature of the group (or groups) that keep it in power. In Brazil the existence, after 1964, of a military Government not supported by the electoral process allowed effective state intervention. Urban policy prior to this had given priority to housing to reduce tensions originating mainly in the shanty towns. Initially, the new housing strategy (and the new institutions) introduced by the military Government sought to promote the construction of housing for low income urban households, but once social stability had been secured, housing

policies increasingly supported only private sector interests. More recently, increased support for social programmes and "popular housing" can be seen as responses to the tension caused by regional inequalities and increasing income disparities exacerbated by Brazil's rapid economic growth between 1964 and 1976. In Colombia the polarisation between conservative and liberal parties has inhibited the introduction of a consistent long term settlements policy and the legislation such a policy demands. In Mexico the continuing dominance of the Institutional Revolutionary Party in elections provides the political base for a long term settlements policy. There are signs of such a policy emerging. In 1976, a new Ministry of Human Settlements and Public Works was set up with changes to the National Constitution and a new law to back up its work. In Bolivia, despite signs of spatial aims being incorporated into development plans, there is little evidence of the comprehensive settlement policy Habitat recommended or of the institutional support such a policy would demand.

On the question of urban land and public control, each national Constitution establishes the principle of property rights including social obligations. Thus each Government has a constitutional basis for public control of land use. In the last few years initiatives in Mexico, Brazil and Colombia have sought to formulate and implement laws to achieve this. Draft laws in Brazil and Mexico, introduced since Habitat, would greatly increase public control of land use, although the fate of these laws is still uncertain. In Colombia repeated attempts to pass effective urban land reforms have not met with much success.

Under shelter, infrastructure and services, all four nations' policies devote inadequate attention to rural settlements. They do give increased support to state involvement in urban housing, although to date public programmes have made little impact on massive urban housing deficits. Public housing programmes usually produce units far beyond the means of lower income groups. Little attention is paid to promoting housing construction based on the popular sector's capabilities, although this sector continues to provide shelter for most of the population. In Brazil and Mexico more attention is being paid to the provision of safe drinking water and hygienic waste disposal, although in Brazil, the programme is only for urban areas.

With Government institutions related to settlements, increasing centralisation is evident, rather than responsibilities devolving to regional and local level. In Brazil and Mexico the central state has enlarged its range of activities to include regional and city planning and infrastructure development that were previously in the hands of states or municipalities.

Sub-Saharan Africa

In Kenya, Nigeria and Tanzania, Government initiatives in the last decade have shown increasing interest in settlement policies. Tanzania, with its explicit, long term villagisation programme for rural areas, is closest to having a comprehensive national settlements policy. Moreover, successive five year plans have shown consistency in urban development aims. Its commitment to rural development is unprecedented among the seventeen nations examined although all but one (Singapore) have significant proportions of their population in rural areas. In Kenya spatial objectives have become more important in successive national development plans. A network of service centres should allow basic services to reach rural people. In both Kenya and Tanzania, Government policy seeks to steer urban growth away from cities which at present monopolise much of the industrial and commercial development. It may be that neither Government fully appreciates the constraints both national and international economic forces impose on altering patterns of urban and industrial growth. In Nigeria no explicit settlement policy is in evidence although the "regionalisation" of development is inevitable with 19 state governments playing major roles in national development planning.

On public control of land use, all land is public property in Tanzania with individuals or businesses granted "rights of occupancy" under specified conditions. This allows public authorities to provide low cost land for low income housing programmes on a scale that gets close to need. In both Kenya and Nigeria private land ownership patterns established during colonial rule have remained strong in major urban centres. The result has been considerable speculative profits for private owners and difficulties (and high costs) in acquiring land needed for public developments. In Nigeria a new Land Use Decree seeks to convert private ownership rights into specific development rights. Ownership becomes vested in the community (as in traditional Nigerian land laws) with its use controlled by the state.

All three nations have had to face rapidly growing urban housing deficits. In Kenya and Tanzania, up to 1974, public and private housing construction was falling further and further behind rapidly growing needs. Large squatter communities mushroomed around major urban centres. Then the Tanzanian Government recognised that public housing programmes could never meet the needs of low income families. Emphasis switched to squatter upgrading and serviced site programmes with considerable success. In Kenya too, increased Government support was given to this kind of approach. In Nigeria the concentration has been on support for public housing. This continues

to make little impact on massive urban housing deficits.

In the provision of basic services, both Kenya and Tanzania have been successful given limited financial resources. Tanzania's villagisation programme has provided the framework through which potable water, sanitation, primary education, health care and literacy programmes have been provided. Kenya too has a strong programme to provide safe water for all its people and places increased emphasis on primary education and health care. Despite its oil wealth, Nigeria's Federal Government has given scant attention to the rural people's basic needs and has yet to evolve the kind of policies Habitat recommended.

Second Session of the Habitat Commission

These findings were presented to the Habitat Commission at its Second Session, held in Nairobi between 26 March and 6 April 1979; and it was at this meeting that the style and pattern of operations to be adopted by the Habitat Centre were largely determined. Forty-four of the fifty-eight elected Member States were represented, and these agreed a number of recommendations which were to be passed for endorsement to the UN General Assembly.

Member States of the United Nations were urged to devote a larger share of their national resources to human settlements activities, and it was suggested that they should examine multilateral and bilateral co-operation programmes, particularly those financed by the UNDP, to determine whether an increased allocation could be made to the settlements sector. It was requested that Member States report to the Habitat Commission every two years on progress made in implementing the recommendations for national action of the Habitat Conference, and, where possible, on the level and sources of national and international funding being devoted to human settlements activities.

It was proposed to the General Assembly that the quinquennial housing survey called for by a UN resolution of 1969 should be transformed into the "Global Report on Human Settlements" requested at the First Session of the Habitat Commission. This would be issued every five years and would use as its framework the six subject areas defined by the Habitat Conference. In addition the Executive Director of the Habitat Centre was asked to prepare a biennial report (beginning in 1982, but with an interim report in 1981) on the financial and other human settlements assistance provided to developing countries; the human settlements activities of the UN system; and the work of, and collaboration with, non-governmental organisations and intergovernmental bodies outside the UN.

On the Audio-Visual Information Centre it was recommended to the

General Assembly that it request the Executive Director to establish a unified information service within the Habitat Centre, which would incorporate "Vision Habitat". A progress report was to be presented to the next session of the Commission.

But, important though these resolutions are (and entailing, as they do, a good deal of research and paperwork), the crucial decisions affecting the operation of the Centre were undoubtedly those which concerned the actual work programme to be followed. While it was thought sensible in this book to refrain from comment when reporting the various recommendations of the Habitat Conference, it is useful here not only briefly to describe the aims of the work programme but to highlight a few of its strengths and weaknesses.

Commentary on the 1980-81 Work Programme

Introductory Remarks

The proposals for the 1980-81 Work Programme, which were prepared by the Habitat Centre secretariat and presented to the Commission by the Executive Director, were contained in a 75-page document. They are divided into six sub-programmes (using the Habitat Conference subject areas), with each of these being considered under the headings of technical co-operation, research and training, and the dissemination of information. Proposed budgetary allocations were ascribed to each element of each sub-programme. These three immediately apparent features of the document—its size, its organisation and its budgetary implications—all merit comment.

The paper notes in its Introduction that since the Habitat Conference viewed the recommendations for national action as a comprehensive set, this programme has been similarly conceived. The programme, therefore, addresses itself to the entire package of Conference recommendations and advocates throughout a comprehensive approach. No attempt is made in the document to establish priorities.

While one must admire the ambition to attack all sides of the problem at the same time, it might nevertheless be wiser to identify a number of priorities and, in the first instance, to focus attention on these. A more concentrated attack on key issues might, in the long run, be more effective than trying to tackle the broad spectrum of settlements issues all at once.

This point was made by a number of delegates, who argued that there was a need to decide which demands were the most pressing not least because there was not enough money available to satisfy them all. The

budgetary allocations were determined not by how much money was reasonably expected to be available, but by estimates of how much was required to realise each objective. A Working Group set up to examine budgetary matters produced a paper indicating that the difference between estimated expenditures and available funds for the two years, 1980 and 1981, was of the order of US\$13.8 millions (US\$0.5 being for the operation of the audio-visual unit). Nevertheless a majority of delegations stressed that only a programme of this scale was commensurate with the magnitude and complexity of human settlements problems, and hence that the comprehensive programme should be endorsed in its entirety. Their support for it, they hoped, would be translated through the efforts of the Executive Director into the funds required. In terms of priorities, the only agreement which was reached was that if there had to be a preference between sub-programmes, then the one on shelter, infrastructure and services should be most favoured.

In discussing the merits of the sub-programmes another point was made which echoed the views of a number of non-governmental organisations active in the field of human settlements: the pre-ordained categorisation of the activities of the Centre into the six sub-programmes of settlement policies and strategies; settlement planning; shelter, infrastructure and services; land use policy; public participation; and institutions and management is artificial and unhelpful. While it might have served a purpose in defining areas of debate at the Vancouver Conference, it now serves only to confuse. Public participation and institutions and management are necessary components of settlement policies, of programmes actually to provide shelter, infrastructure and services, and indeed of all the other sub-programmes. It is inappropriate to consider them separately, and the manner in which the Centre monitors and reports on its progress should be amended accordingly.

Public Involvement

As the programme document states, "there is no area of human endeavour as wedded to public participation as human settlements." This needs reinforcing at all stages, for, though most of the decision making is undertaken at the centre, all action is basically local. What is needed is more decision making and control at this local level so that progress can come from within society and can grow from its roots. This must involve participation by locally affected people in the design process and in the making of choices, not only in the interests of equity and justice but because the task of building the settlements needed is so great that Governments cannot accomplish it without mobilising the ingenuity, the skills and the resources of all the people.

Participation should not and must not be a matter solely of asking questions, of "selling" ideas, or worse still of displaying plans and proposals to the public after the main decisions have been made and just before construction starts. Participation has to be a two-way process in which people's full potential for initiative and imagination is encouraged by the act of taking part in decisions affecting their own well-being. Participation is a tool for building self-confidence and a sense of independence and control over the future, which are pre-requisites for the development of local initiative. Co-operative groups around the world have long since shown what can be done under unpromising conditions, given local initiative and enthusiasm, often in spite of governmental indifference.

Public participation, however, is a difficult and slow process, and to be effective requires the development of new techniques to ensure not only that people are made aware of the options and the possibilities before them, but equally that decision makers and professionals understand the true needs of the people, even when these are unformulated or inadequately expressed. Urban design should be a continuous, circular process in which feedback and evaluation play essential roles. Participation should not stop once construction starts. If real value is to be obtained from the exercise, contact must be maintained and strengthened: participation is as important in the management phase as it is during the design period.

The programme document refers to research and training at all levels, but one omission is the development of the skills that will be required to make participation effective. For this perhaps a new "profession" is needed: one that ideally would combine the basic knowledge of the planner, engineer and architect with that of the sociologist, parish priest and media man. Its practitioners should understand the implications and possibilities of each of these aspects of their work, and more. But the call should not be for a greater number of academically well-qualified professionals trained in more than one discipline: on the contrary the ideal worker in this field would be from the locality in which he will work, and would have sufficient breadth of understanding and natural intelligence to take advantage of the training which could be provided. He or she would form an essential link between those who will be carrying out plans for the neighbourhood and those who will live there and whose opinions are needed. Such workers would be as valuable in the shanty towns of the Third World as in the decaying centres of Western cities. The role of a global organisation should be to identify requirements, to assist in the development of the training syllabus and to encourage national Governments and local authorities to establish the necessary training programmes and facilities.

Materials and Design

The Introduction to the programme document notes (as did the studies described earlier) that the development of building techniques has in the past received little support. In the programme period it is intended that this situation will be corrected. Although the UN Centre for Housing, Building and Planning has sponsored and conducted relevant research, what is needed now is for initial emphasis to be put on the selection and use of materials rather than on the building techniques themselves. Building techniques must derive from immediately available raw materials, climatic requirements and the cultural needs of the people, all of which are obviously extremely local. The point in the construction process where change would be most effective is at the decision-making or design stage, not least because the original siting, the choice of appropriate infrastructure, materials and techniques of construction, and the approach to the whole question of energy conservation all greatly affect the finished building over the long term.

In many areas of the world, design as a process of taking a series of decisions before construction starts is a new phenomenon. Where materials and techniques follow well known patterns, and where even the construction of a building is controlled by cultural factors and the materials which are available within a day's march, the only prior decision required is whether a new building is needed. However, increasing population densities and rapidly developing cities demand more sophisticated decision making at an early stage if permanent buildings and infrastructure are to meet the more complex needs of growing populations. To stress that prior decision making, or design, is important is not to suggest that such decisions must be taken by professional designers, or even be carried out by a formal building industry. The majority of the houses built today are designed and constructed by those who will live in them, and this will continue, especially in rural areas of the Third World. However, particularly in closely settled areas, self-help suffers from severe limitations: national Governments, assisted by the Habitat Centre, must develop methods by which information and materials can be provided to those who are able and willing to construct their own shelters, without interfering with the normal processes of self-reliance and initiative.

This is obviously a delicate but fundamental issue, and one where there are few successful examples from which lessons may be learnt. Almost invariably, new urban fringe settlements are either, at one extreme, made up of over-controlled and over-designed housing provided by Governments for people who frequently find it unsatisfactory in a number of basic ways, or, at the other, examples of complete

laissez-faire where new settlers on the outskirts of cities are left to fend for themselves in shacks of cardboard, polythene and beaten-out tins, with no services whatsoever.

Site and service schemes, which are referred to under a number of sub-programmes in the Centre Work Programme, can be a step in the right direction as long as it is recognised that they cannot be the whole answer. They do not, for instance, obviate the need for national land and tax reforms, and—if they are to work—sites must be provided to those who need them, rather than exploited by city councillors and people of influence who commonly erect houses which indicate a level of affluence far in excess of the calculations of the planners and of the donor agency furnishing the capital.

Information Flow

Site and service schemes must involve a high degree of participation, and, like all other attempts to improve settlement conditions, rely heavily on a two-way flow of information. The programme document rightly refers to the dissemination of information as being essential. However, there is one particular aspect of information flow which needs to be examined more specifically, and on which appropriate action should be taken. Benefit must be derived from the vast amount of existing data now lying in university libraries and research institutes, Government archives and in thousands of reports written by experts on which no subsequent action has been taken. All this information is not of course of equal value, or indeed equally valuable to all areas of the world, but some central organisation is needed to ensure that those who require help, knowledge and encouragement—the decision makers at local and national levels—have access to the right information when they need it and in a form that they can understand.

Dr Schumacher, author of *Small is Beautiful*, once said: “One of the drastic features of poverty is that you are cut off, out of touch, unconnected with what is going on elsewhere—there is no communication—and the same methods have to be re-invented again and again all over the world. . . . It is tragic to see people struggling to find solutions to quite straightforward problems that have been solved long ago somewhere else.” In spite of the endless river of publications and press-releases that flows from the UN, central Governments and the universities, the local authority officer responsible for housing or the village headman trying to provide potable water do indeed wrestle with questions to which answers have already been found. Methods must be developed to provide them with the knowledge and techniques they require, for only with knowledge will come hope for the future and confidence that solutions do exist to seemingly intractable problems.

However, for a global organisation dedicated to the improvement of living standards, the associated question of the transfer of technology is fraught with pitfalls. On the one hand the dissemination of technology to developing countries is clearly part of the mandate, and, whatever emphasis is placed on the value of technological exchange between Third World countries, the level of technology transfer from developed to developing nations remains exceedingly significant. On the other hand, for those living in the Third World, the availability and convenience of imported technology tends to sap native initiative and to increase dependence upon donor countries. The dilemma is often whether to encourage the use of relatively advanced technology to meet immediate needs, or to rely on local skills developing endogenous solutions, which may take longer but which, because they are more considerate of cultural values, could be of greater lasting benefit.

The Western (or, better, northern hemisphere) industrialist is confident of his high technology product and way of life, and often brings genuinely felt missionary zeal to his sales trips to the Third World. There he finds less competition (or none if he plays his cards right with the Government), large and growing markets, cheap labour and raw materials, and the opportunity for a lucrative management contract, particularly if it can be tied up with control of product marketing and the supply of imported materials, thus making profits at both ends as well as in the middle of the deal.

A substantial amount of the precious foreign exchange which leaves the Third World every year is for management contracts, loan repayments for equipment and patent fees. From a Third World perspective, such costs are iniquitous: why should they pay for acquiring knowledge, for instance, of industrial methods or marketing opportunities? From the Board-room of a large industrial corporation, payment for patent rights and expertise is only right and proper when set against their enormous Research and Development budget. How else are they to recover their R and D expenditure, without which their organisation would lose its position in the field?

There is no easy, and certainly no universally applicable, answer to the dilemma. Of prime importance to the Government of a developing country in deciding what degree of reliance to place on exogenous solutions to the problems its people face must be a careful appraisal of the suitability of such solutions and the real long term cost of their application. The use of advanced technology in solving basic human problems can be wasteful and counter-productive. In other cases, for instance in the worldwide eradication of small-pox or the local elimination of bilharzia, it is indispensable. But, however unclear the line between welcome and undesirable technological innovation might

be in some situations, in others there is no difficulty in drawing it. It will remain sensible not to re-invent the wheel whenever one is faced with a load too heavy for a man (or, more commonly, a woman) to carry; and if knowledge about more sophisticated technology and techniques is to be shared the relevant information must be made available.

The dissemination of such information to all levels is a massive task, and one which will only be achieved by making judicious use of the facilities and techniques of mass communication together with the insights of advertising, social science and linguistics to ensure the message is received as sent. The wide variety of cultures and languages is a barrier to understanding even on apparently simple technical matters. Though there are a number of organisations which conduct information exchange, it is not always clear whether (and, if so, how) the information they handle reaches the grass roots where it will do most good. Regional and national information centres are necessary, but the global scale of the whole operation is such that only the UN can provide the facilities needed.

Though an information network is clearly required, what the Habitat Centre should *not* do is what the UN Environment Programme has done. UNEP has, at considerable cost, established an International Referral System (now catchily restyled Infoterra) of sources of environmental information. The idea is that someone wanting information will pass their question to UNEP, which will not attempt to answer it, but will relay to the questioner (sometimes directly, and sometimes via a national information centre) a list of names and addresses of organisations and individuals who might provide an answer. The questioner then puts his question to one or more of these, and from them he might receive the information he has requested. The success of the system depends on its existence being well publicised (which it has not been), on the seeker after information being able and prepared to follow up on his initial inquiry by addressing it subsequently to other bodies around the world, and on these bodies actually responding to the requests for information which they receive. Even for sophisticated international environmental organisations, the method employed is cumbersome, and this is reflected in the system's extremely low usage rate. For the purpose of spreading information about human settlements techniques it is a non-starter. If the aim is actively to encourage people to make use of information on, say, building methods, then it is of little value to respond to a question by sending the inquirer a list of addresses.

Instead, real information must be provided. It will be much more effective for the Habitat Centre (and would be more cost-effective for UNEP) to employ a small team of information specialists with practical experience in the field to answer specific questions and produce

appropriate information material translated into the languages and the cultural sets of those to whom it is addressed. Catalogues and handbooks presenting practical information on a variety of topics in simple, often graphic, terms could be mass-produced for wide distribution – preferably free— to individuals active in self-help schemes, community programmes and local government. One of the prime objectives of such publications should be to stimulate local initiative so that further development related to local conditions can occur, and in the course of time be fed back into the information network. Information should not only be disseminated from the centre to the periphery, but also from the focus of settlements activity back to the centre, and across to the other similar localities where the information would be useful.

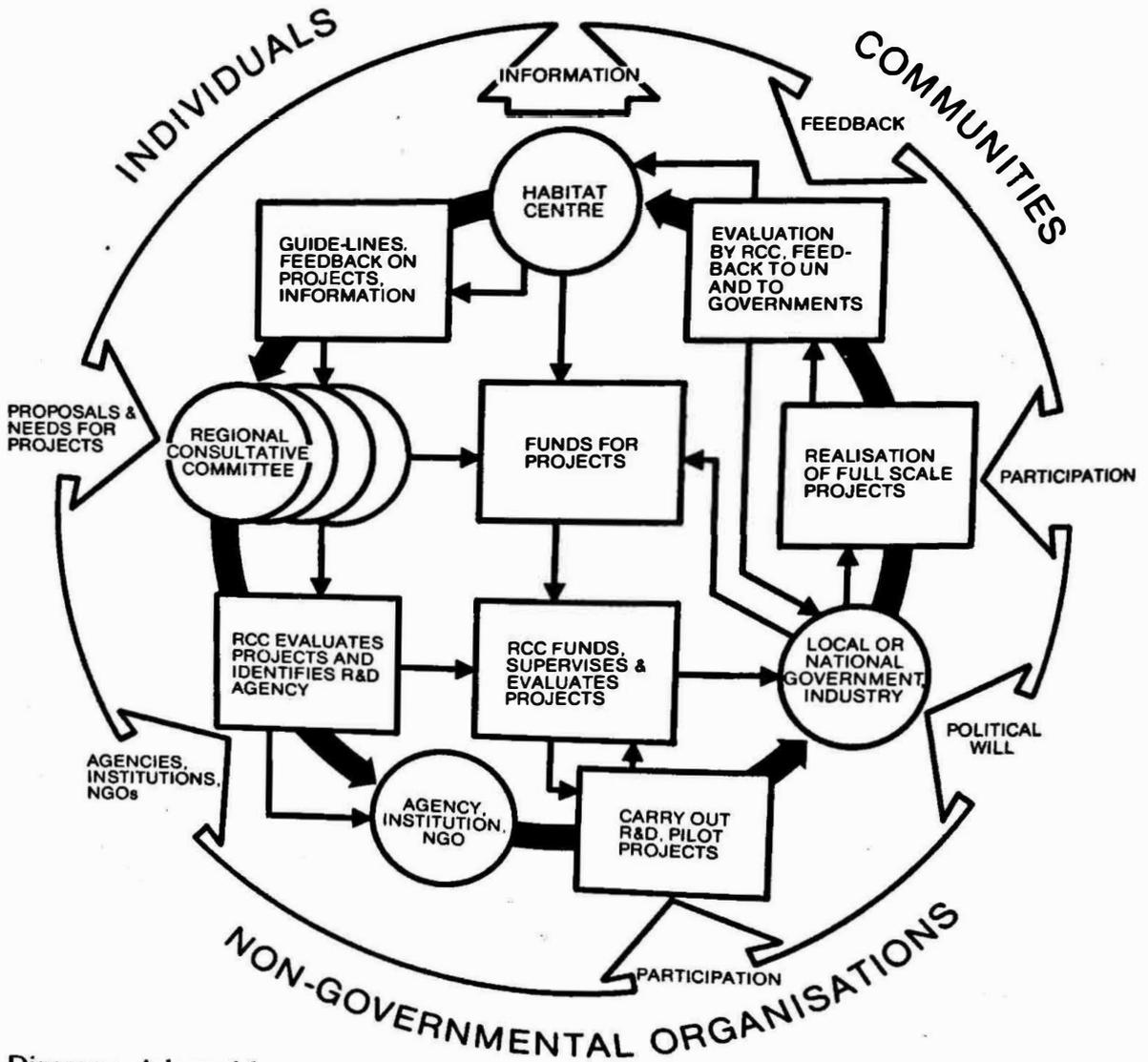


Diagram: Adapted from the Draft Working Paper on Some Proposals for Human Settlements prepared by H. Richard Hughes and Hans B. C. Spiegel, 1977, this Regional Consultative Committees set up at the level of the UN Regional Economic Commissions.

Ideally, the flow of information should follow the circular system indicated in the Diagram. Individuals, communities and non-governmental organisations surround and impact on the system, providing proposals for new projects, institutions, public participation, political will and feedback. In turn they receive information from the global, regional and national organisations. The role of the regional centres (though more will be said later about the size of the regions) is identified as receiving information and feedback from the Habitat Centre, analysing and evaluating possible regional projects and the agencies to carry them out, providing funds for such projects in collaboration with Governments and international sources, and subsequently supervising and evaluating the projects being conducted under their auspices.

The results of such research projects would then be passed to local or national governments, or industry, to carry out full scale developments with the participation of the local community. Regional centres and local action groups would continually monitor projects, feeding the results back to Governments and to the Habitat Centre, which would in turn disseminate the information generally and to the regional centres for amending or adapting future projects. The Habitat Centre would not be the head of the system but an essential link in a network of information which would be continually improved as knowledge and understanding are gained.

Pilot Projects

Before dealing in turn with each work sub-programme, reference must be made to the information which can be gleaned from pilot projects and to the guidelines for future action which these can provide. If a two-dimensional picture is worth a thousand words, then perhaps a three-dimensional example is worth a thousand pictures. Many, if not the majority, find difficulty in comprehending abstractions, whereas a visit to an actual project will leave a lasting memory, and, more important, may generate questions and doubt.

Settlements are always major investments, they make a permanent impact on the environment, and intimately affect the lives of those who live in them. They must be "right", and yet, in many respects, can be wildly wrong. They deal with the most difficult of materials: people, and people in transition from whatever their present conditions are to a future anticipated for them by planners and architects. Too frequently the student is trying to analyse a shifting situation without a baseline or norm against which changes can be measured.

Pilot projects provide one way of minimising the difficulties of assessment, but, for these to be useful, proper arrangements must be made to monitor results over a time-span appropriate to the information being

sought. Often money is spent on pilot projects which are no more than small versions of an agreed final scheme, which then follows hard on the heels of the pilot. In contrast, it might be of considerable value for there to be a department of the Habitat Centre whose concern it would be to sponsor the development of pilot projects in key areas around the world, carefully selected so that data from them are comparable and can be used—both locally and elsewhere—to provide lessons for the future.

The local authorities concerned with the design and construction of the projects should be encouraged to be innovative by providing sufficient funds to make redundant the excuse that when there is a shortage of money one must be safe to be sure. Pilot projects naturally cost more per unit than the eventual scheme: their innovative nature itself could carry a cost penalty, they miss out on economies of scale and they are heavily weighted in terms of design and administrative overheads. All this needs to be covered and set against the eventual advantages as a charge not against each specific pilot project but against knowledge on a universal level.

A pilot project department would have three functions: the first would be to select and to fund suitable projects; the second, to provide technical advice and to assist information exchange on design and construction, including research on new methods; and the third, to monitor results, to analyse their significance and to pass on the information gained from them. The first two tasks are fairly obvious and familiar. The third is the essential corollary to any expenditure on pilot projects, for without proper and careful analysis of the results, investment in them is pointless.

It is in the performance of the third function that the resources and abilities of local organisations would come into their own. There are few effective techniques available for sampling and analysing the wide spectrum of reactions by people to their settlements. For this task the skills of the social scientist, pollster, anthropologist, social worker, planner, architect, journalist and advertising man might be required to frame questions which will elicit real answers; but for feedback to be of greatest value it must include answers to questions that have not even been put. More than knocking on doors with a clipboard of questions, the opinion gatherers must work with the people affected by the project, watch results and monitor social indicators. Such activities require a real sense of commitment to establish whether the pilot project being studied is indeed a suitable paradigm for large scale development.

Pilot projects are, by their very nature, experimental. They are not only housing schemes for real people (which of course to some extent limits the experiments), but they are also tools for research, so that

better housing can be created for greater numbers. This means that, as in any experimental situation, there must also be a control element where behaviour is known, or at least thought to be known, which will allow proper comparisons to be made. Assessment of pilot projects should hence be related to monitoring and analysis of case studies in existing settlements.

In such a programme it is important that settlements which might seem to be unlikely candidates for comparative analysis should be included. In some densely populated so-called slums of the world, social indicators such as violence, crime and family disintegration are surprisingly low, although there may commonly be high levels of disease, unemployment and under-nourishment. In many of the fringe areas of the Third World, where housing conditions are appalling, there are still strong feelings of community spirit, co-operative action and a level of initiative, resilience and self-help which is rarely found elsewhere, particularly in the welfare societies which provide housing with every modern convenience save only the ability to create a true community. These fringe settlements should be looked at using the same techniques as proposed for the new projects to establish which factors appear capable of creating a happy and stable community even under otherwise undesirable conditions.

Neither must we be too proud or self-confident to avoid learning the lessons of former times in which buildings and communities were constructed by an evolutionary process of trial and error: in the past it was the successful solutions which prospered and were repeated, while the failures were left to crumble into disuse. Much has yet to be learnt by those responsible for settlement planning and development especially in those older urban communities which, through isolation, economic backwardness or political neglect, have been by-passed by the twentieth century and are now the objects of tourist photography rather than serious study. Such communities, built over centuries fortunately without the benefit of architects, planners or engineers, have in most cases achieved a fine balance between the needs of the individual, family and the community; the availability of building materials, energy and skills; and the demands of the local environment and climate. Their continuity is evidence of their success, often in spite of pressures from outside for modernisation and change.

Funds would be well spent in arranging for designers, housing administrators and others working in settlements throughout the world to visit both pilot projects and traditional settlements in comparable areas in other countries, or indeed in their own, so that they can physically explore, see, feel, touch and hear the results of the abstractions with which they are commonly concerned. Even in a world as

dependent on the written word as today's it is through memories of buildings and communities that people are enabled to judge critically the data and the written analyses on the basis of which they are expected to make decisions. A healthy level of cynicism born of first-hand experience can at least avoid repetition of some of the mistakes of others.

All this means that for any project set up under the financial and technical sponsorship of an international organisation, funds and a programme must be developed to ensure that there are continuing visits both during construction and subsequently by carefully selected teams working on similar problems elsewhere. This part of the pilot project programme is as important as the original design and construction. Without it such a project can too easily become no more than a small and expensive housing scheme standing as a monument to wasted opportunity and lack of knowledge about its successes and failures.

Sub-Programme 1: Settlement Policies and Strategies

The aim of this, the first of six proposed Habitat Centre sub-programmes, is to provide assistance to Governments involved in the formulation and implementation of national settlement policies, and, by doing so, to ensure that these are comprehensively considered, especially in regard to demographic trends, the location of economic activities and environmental factors. The Work Programme document identifies the specific problems to be addressed as rapid population growth, unplanned urbanisation and the economic and social disparities between urban and rural settlements.

These are obviously fundamental questions that require urgent attention. Despite the recommendations of the Habitat Conference (and as the IIED studies indicated), relatively few countries have adequate policies to deal even with the most pressing settlements issues, and serious problems arise from the segregation of the decision-making process from the working level. One might add to the Habitat Centre's analysis that often there is also a lack of political will on the part of policy makers, whose job sometimes requires them to make unpalatable short term decisions. This could be a major reason for relatively little progress having been made in tackling problems of unplanned urbanisation in nearly all countries of the world.

The strategy for the sub-programme is that the best instrument in support of government action is direct technical assistance for policy formulation. The document concludes that the programme should in large part be directed to regional conferences of ministers, which will provide the focus for a number of activities aimed at increasing understanding and awareness among high level policy-making officials.

Such conferences are certainly of value in that they encourage interaction between politicians and officials of different countries, some of whom face similar problems (with the most useful exchanges of views commonly taking place outside the actual conference room). Indeed they are indispensable in that through them it can prove possible to convince those with real political power of the urgency with which human settlements issues must be tackled. However, it is worth noting that attendance at such conferences is frequently decided on the basis of status rather than competence or relevance to the subject of the discussion, and it will often be more effective to encourage the employment of advisers within Government ministries concerned with settlements than to concentrate solely on hosting conferences for high level officials. In assisting in the development of economic policies this has proved particularly beneficial in countries where the consultant stays long enough to build up a relationship of mutual understanding and confidence with the officials with whom he works, and begins more fully to understand the nature and aspirations of the country whose policies he is helping to formulate. Technical assistance of this kind can prove most valuable to developing countries when the consultants employed come from other parts of the Third World, though set against such an advantage must be the danger of robbing Peter to pay Paul. The crucial shortage in the Third World is of trained and experienced manpower, made worse by many of the most favoured, most ambitious, or most competent leaving their home countries to work with the United Nations or other organisations abroad.

One element of Sub-Programme 1 is the production of biennial reports on the collaboration of non-governmental organisations with the Habitat Centre. This is of great importance, for, as the Centre's Executive Director has stated, there is no endeavour more dependent on non-governmental co-operation than the improvement of human settlements; and the involvement of NGOs, especially at the local level, is essential not merely as an adjunct to the main process but as a fundamental part of the activity.

Many national and international NGOs have been active for such a considerable number of years that it might be more appropriate to report on their role in the development of human settlements than merely in the activities of the Habitat Centre (a fact that was emphasised by the Statement of the NGO Committee on Human Settlements reproduced here as Appendix 7). But it is extremely encouraging that, in recognition of the contribution that NGOs have to make to the formulation of the Centre's own programme, the Executive Director has elsewhere undertaken to consult with them on a regular basis. Many NGOs have specific expertise in human settlements and related

matters, and most have a broad constituency, low overheads, and the ability to call on a wide range of experts both within their immediate locality and through networks of related organisations throughout the world. They are, therefore, capable of conducting specific research studies, particularly on what has been described as the “software” of technology, and, with their close links with local communities, they have a unique contribution to make.

Sub-Programme 2: Settlement Planning

At first sight, Sub-Programme 2 is similar to its predecessor in that the problems addressed are again population growth and high migration from rural to urban areas. But this part of the Work Programme is concerned with providing assistance in the practical tasks of planning the development and location of populations and economic activities.

In this, as in other sub-programmes, the work is divided into Global, Regional and National levels, and some general comment is required here on the nature and relevance of the United Nations regions.

While elsewhere the value of sub-regional groupings of countries has been stressed, it is nevertheless intended that the Economic Commissions for Africa, Latin America, West Asia and so on should be the focal points for regional activity. Accepting this to be the case, the Diagram on page 114, in depicting information exchange, laid emphasis on the role to be played by Regional Consultative Committees. However, for the purposes of promoting and aiding settlement planning, regional groupings as they are understood in the UN are too large and too diverse to be effective.

Although solutions are usually site and culture specific, it could be argued that most of the problems related to human settlements, being concerned with humanity in the widest sense, are universal. The global organisation has therefore an important conceptual role to play, and, by virtue of its comprehensive brief, can be of considerable practical value, for instance in avoiding unnecessary duplication of research. The role of the regional centres is, however, less clear cut. So wide are the disparities of climate, culture, economic activity and other factors affecting human settlements encompassed by the UN's regions (four of which—those of Africa, Latin America, West Asia and Asia and the Pacific—cover the whole of the developing world), that smaller sub-regions based on areas of similar conditions would provide a more effective level of institution than these. More intimate contact could be maintained between the sub-regional centres, national Governments and those working in the field; and currently active institutions (like university research units, Government housing departments or materials testing centres) could provide the required sub-regional foci. In this way

optimum use would be made of existing facilities and skills, and time would not be wasted in establishing yet more institutions or layers of bureaucracy with all that this commonly involves in expenditures on staff and premises. The relationship between Consultative Committees — if they are to be retained at full regional level— and sub-regional groupings needs to be carefully defined.

In Sub-Programme 2 emphasis will be placed on two subjects that the Executive Director notes have hitherto received little attention: planning for rural areas and settlements; and planning for the metropolis, not only for the central city, but also for the out-lying districts with close economic and social links with it. Both these subjects, at opposite ends of the settlements spectrum, are of vital importance in nearly all parts of the world.

At the metropolitan level it would be of considerable benefit if a thorough and long range study were made of the very large urban conglomeration, the megalopolis. It is clear that by the end of the century there will be a number of metropolitan concentrations of people, particularly in the Third World, which will exceed 20 million inhabitants, probably led by Mexico City with over 30 millions. The problems associated with these huge areas of densely settled population are of a different nature from those of smaller cities, even of cities which would be regarded as large by today's standards. Answers need to be found not only to administrative questions such as how such a city can be made a viable economic proposition, or how it can be managed and controlled, but also to questions related to the sheer size of the area which must be provided with fresh air, food and water and from which wastes must be taken ever further for disposal. The dehumanising effect of urban gigantism also merits urgent attention. Some of the problems, once identified and examined, could, for all practical purposes, prove to be insoluble; and in this case immediate steps would have to be taken by Governments to prevent the development of such awesomely large conurbations. The problem requires immediate consideration, since, though the pressures which lead to the development of a megalopolis are initially slow moving, once they start to accelerate—as in places they already have—they become inexorable, and then only draconian measures would be capable of stemming the tide.

Metropolitan studies should consider the pattern of urban growth and the underlying reasons for it. It is clear that metropolitan areas have developed partly because they offer competitive commercial advantages, with convenient markets, large labour resources and established services. However, as their size increases, it is possible that their advantages in terms of communication, labour pools and markets will fall away, and, even before this, urban management problems in many

cities will have become crucial. Levels of air pollution, noise, congestion, health problems and crime and social perturbation tend to increase more steeply than population within urban areas. But it is not only need that creates crime and other social problems: many behavioural deviations that arise in the metropolitan centres are the result of the striking differences in wealth to be found within cities. Consideration must therefore also be given to the effects of what are perceived as unjust disparities in living standards.

The roots of the urban problem, and of the urban migrant, are to be found in the rural areas, and so the Habitat Centre's intention to encourage rural planning is both welcome and wise. However, it must be carried to its conclusion, and rural planning must include—and often be based on—considerations of the nature of the land, and the speed with which erosion, both inevitable and preventable, is removing valuable topsoil and reducing its carrying capacity. To consider the problems of metropolitan areas without examining the rural hinterland is foolish, yet it is also commonplace, particularly since those who manage and plan the cities are usually isolated from, and certainly have no control over, those responsible for the surrounding districts.

It is conditions in rural areas which commonly drive the population towards the cities. But urban immigration is not the whole story. Studies of Mexico City have shown that, thanks to improved health services, natural increase within the urban area is now a major source of population growth; and a city that doubles its population, say, every 10 or 15 years is essentially a new city every 10 or 15 years, with new problems and different requirements for their solution. The effects of these quantitative and qualitative changes are unknown, and indeed one of the characteristics of the current urban experience is the unpredictability of its eventual outcome. But what is apparent is that it is events in the developing world which should be the object of major concern, not only because natural justice demands that these countries be given most assistance, but because the statistics clearly indicate that within a few years, and certainly by the end of the century, 13 out of the 15 largest cities will be in the Third World.

Under Sub-Programme 2 it is proposed to set up a Referral Service on settlement planning, research and training methodologies and practices, which will include the production of a directory of relevant institutes and personnel. In view of what has already been said about information referral it is fortunate that the Habitat Centre has budgeted only one quarter of an officer's time, only \$5000 in printing costs and an indeterminate amount of computer time for this activity. Rather than invest a sizable sum in a human settlements equivalent of UNEP's Infoterra system, it will be preferable simply to improve on and add to

the directory of human settlements information sources already prepared by UNEP.

Sub-Programme 2, like the other sub-programmes, ends with proposals for audio-visual work to be carried out by Vision Habitat, which is seen as an important wing of the Habitat Centre and as of particular value in information dissemination. The large number of films that were supplied by Governments to the Vancouver Conference are being supplemented with new material. However, so many of the films shown in Vancouver were little more than travelogues mixed with self-congratulatory messages on the success of each country in solving human settlements problems that tight critical control needs to be exercised over the content of Habitat films. With few exceptions, the originals included little analysis of failures from which lessons could be learnt, and it would be a waste of resources and counter-productive if such films were uncritically duplicated and shown around the world.

It should also be recognised in determining Vision Habitat activities that although the use of audio-visual material can span the gulfs of language and literacy, care needs to be taken over the use of images and ideas which are alien to some cultures and could therefore undermine the importance of the message being transmitted. The other problem about film is that it is very transitory: once back in the can and trundled off to the next village it is gone, leaving only a few memories behind in the minds of those who were most receptive at the time. It is important, therefore, for any audio-visual material which is produced to have a more permanent record, in written or graphic form, translated into a variety of languages and left behind once the film van has moved on. After all, the content and relevance of the material is the key thing rather than the manner in which it is transmitted. With due respect to those who have argued the opposite, in this case the medium is far from being the message.

Sub-Programme 3: Shelter, Infrastructure and Services

The aim of this part of the Habitat Centre's work is to accelerate the improvement and to increase the supply of shelter, infrastructure and services by providing assistance to Governments in the development of integrated settlement policies, programmes and financial mechanisms, and in the promotion of innovative, appropriate human settlements technologies. This is of course the crux of much human settlements work in the field, where the results can be immediate and rewarding.

Innovative is a word that was much used at the Habitat Conference, and while—as has been argued here—a great deal of novel thinking is required in framing a proper conceptual approach to human settlements, it is more doubtful whether innovative activity (the Oxford dictionary

describes innovative as producing novelties) is an essential part of the technological side of human settlements. In some circumstances new techniques may be required, but more important, especially when one is attempting to encourage the use of labour, are building methods related to cultural patterns and local materials.

The discovery and examination of traditional techniques, not only of materials and methods of construction, but also of design and layout, is of great value both in developed and developing countries. Habitat Recommendation B8 on improving existing settlements failed to acknowledge that traditional settlements, which developed by an evolutionary process of trial and error, offer many lessons to planners and decision makers in the creation of new ones and in the rehabilitation of existing urban areas. Study of many successful traditional settlements indicates that the characteristics of such models are generally environmental soundness, very low capital and high labour requirements, the use of locally available materials and the satisfaction of needs in the most economic fashion by the use of local skills. Methods of construction are often incorporated into the social fabric of the local community, which makes builders and planners less remote than is often the case today. Further study is required to establish the scientific basis for many successful traditional technologies so that they can be reassessed and developed.

The programme document under Sub-Programme 3 refers to the question of inappropriately high standards being required by some building codes. Wherever this is the case, it is extremely important that these be revised, for, in urban areas at least, the design process is frequently constrained by building bye-laws, some of which (though those on health and sanitation are of vital importance) can act as barriers to the economic use of materials. The defenders of high construction standards, particularly for roads and underground services, will point to the additional costs in the long term that will be involved in rebuilding or maintaining lower standard construction. This is fair, and a balance must clearly be struck between the urgent necessity of housing people now and the danger of building up problems for the next generation. In many parts of the world, particularly ex-colonial territories which have inherited rigid bye-laws more appropriate to the metropolitan areas of Europe, there is a case for the relaxation of certain standards.

Furthermore, though high environmental standards for all remains the legitimate aim, planning policies could on occasion be employed to relate building and health bye-laws to different areas of a city or town. Certain districts could be delineated as high standard areas where model bye-laws would normally be expected to apply. Others, perhaps

on the periphery—but not necessarily shanty towns or spontaneous settlements—could well have different bye-laws imposing lower minimum standards related to their different economic condition. A third category, depending on the circumstances, could also be invoked to ensure, for instance, that traditional materials continue to be employed in an area in the same way as they have been for many centuries. Where conservation of historic buildings is also important, such planning policies could delineate sections where new buildings would have to be of the same scale and perhaps the same construction as the existing stock. While it can be expected that the idea of setting lower minimum standards in one area than in another will be anathema to some critics, it should be remembered that the local amendment of a bye-law might be socially preferable to (and perhaps even more equitable than) the authorised destruction of sub-standard shelters.

One worthwhile project proposed in Sub-Programme 3 is a study of the up-grading of inner city slums for the benefit of their own residents. In many cities of the world, particularly in the developed countries of the West, large amounts of money have been spent on urban renewal in the form of the gentrification of previously poor areas. The not unexpected result is that the gentry then move in at high rents (or at high purchase prices) which cannot be afforded by the former residents. People who had lived in the district for generations, although lacking some of what are now regarded as the basic amenities of life, nevertheless were a living community, which, after urban renewal, is scattered and destroyed. Methods by which this can be avoided require considerable thought and care. Original inhabitants need to be housed while reconstruction is taking place, and the reconstruction itself must be financed without raising rents to a level which is out of their reach.

Another valuable component of the sub-programme calls for the development of policy guidelines in promoting private initiative and in establishing administrative and technical frameworks by which to improve the efficiency of the building industry. Particular attention is to be paid to the industry's relation to low income settlements, and to criteria for the design and selection of appropriate building technologies. Although not specified, the implication is that this would apply to developing countries, and it is clearly a programme that would fill a long felt want. The building industry, almost by tradition, is disorganised and individualistic, but one characteristic which it exhibits throughout the world is that it depends on adequate credit: commonly the owner of the building under construction does not release money until materials are on site and work has begun. The builder, whether large or small, has therefore to finance the purchase of materials, the employment of labour and the organisation of the building site until such time as he is in

a position to claim from the owner. In many developing countries this is a great stumbling block because success depends on competent financial forecasting (which is difficult at the best of times) and on the provision of adequate finance for which there is inadequate security.

Various methods have been tried to overcome this basic problem, such as labour contracts where the owner purchases the materials and a labour contractor puts them together. This has the virtue that the workforce, or the labour contractor on their behalf, is paid at regular intervals only for work done, without having to incur any outlay for materials. However, problems then arise in cases of faulty workmanship where work has to be redone or demolished, and arguments ensue over who pays for and who replaces the materials spoilt. Furthermore, the contractor on the site is commonly even less concerned than he would otherwise be about wastage, for which, under these arrangements, he is not responsible.

As well as being disorganised, the building industry is also inherently unstable, a situation which arises from the fact that most projects are built by contractors who have signed a contract to do a particular job for a particular sum of money (whether there are clauses covering fluctuations does not affect the basic situation), and who, once they have signed, are bound to complete the work for the sum noted, regardless of weather conditions, labour difficulties, material supplies and the other hazards of normal business. Often a contract can run for a number of years, and the skill of the estimator in establishing a fair price over some time in the future becomes fundamental to the success of the whole enterprise. This is where help is needed, particularly for contractors in the Third World where estimating future costs is exceptionally difficult and leads to many disappointments and frustrations on the part of clients, the contractors themselves and the National Construction Corporations which many countries have now established.

Sub-Programme 4: Land Use Policy

The object of this part of the Habitat Centre's programme is to assist Governments in formulating and implementing land use policy and supporting legislation designed to facilitate tenure, development and use of land in the interests of society as a whole. It is intended that, through technical assistance and information dissemination, constructive land tenure patterns and successful programmes of cadastral mapping and land taxation will be transferred to countries in need of them.

The programme document rightly observes that all too often land taxation is seen only as a source of revenue and not as an important means of implementing land use policy. Even when land use control is attempted through taxation, the necessary administrative support is

frequently lacking. Land for human settlements, the paper affirms, is such a scarce resource that its effective management might demand public ownership and/or control of land.

Recognising the political sensitivity of questions of public ownership (which was clearly evident at the Habitat Conference) the Centre's Work Programme identifies five questions which should be answered with reference to the particular political, economic, social and cultural situation of specific countries and regions:

- (a) How can a substantial portion of a country's land holdings be priced to be within the reach of the majority of that country's population?
- (b) How can land prices, as reflected in the final cost of housing for low income groups, be lowered?
- (c) How can public ownership and/or control of land contribute to greater housing availability for low income families?
- (d) What Government actions can make the market in land more efficient and responsive to a society's needs?
- (e) What land taxation measures have the best potential for producing desired land uses?

Obviously, the Habitat Centre would be given pretty short shrift by many of the Governments which finance it if it were deliberately to foster discontent amongst the disinherited, landless classes, the interests of which—along with those of the land-owners—Governments are supposed to represent. Equally, it is fair to observe that in a number of developing countries it is only through the efforts and greater political influence of these groups that there will come effective demands for change. But, even with popular agitation for land reform, national land policies will not suddenly become more equitable without firm resolve by far-sighted political leaders. This could be encouraged by the greater availability of information on the overall benefits which could accompany fundamental reform of land policies, and it is here that the Habitat Centre can play a constructive and dispassionate role. Through the whole of history, and no less so today, there have been numerous outbreaks of violence which have arisen over land questions. In many countries—not least in Africa where the Habitat Centre is located—land is the source of all wealth and of most disputes, large and small. The cry of agony one hears from land speculators at the very idea that land use and their profits should be controlled is heart-rending but should be ignored: land is quite simply too vital a commodity to be the object of financial speculation.

This is no less true in the cities than in the countryside. The ability of the private speculator, for his own gain, to frustrate development in the urban centres cannot continue. The areas where redevelopment is

required but held up because of land ownership problems are too numerous to catalogue; and, while arguments about non-development continue, perhaps ending in a compulsory purchase order, the cost of the land in question has been inflated out of all proportion to its original value, and the cost of the buildings has often grown beyond the reach of the funds set aside for them. In some Latin American cities a large proportion of the registered building sites are not developed at all, while enormous increases in the value of land have been recorded.

In such a situation there is undoubted merit in the ownership of land being assumed by the State, with even the buying and selling of leases being prohibited, and only developments on the land remaining the property of the individual. It is recognised that this would raise questions of security of tenure, in turn affecting long-term credit and mortgages. There would also be the danger that, without considerable forethought, well-meaning legislation could have the reverse effect of stopping building altogether through the removal of security. The nationalisation of land is not without its costs in terms of compensation to be paid, perhaps over an extended period, to former owners. But in many parts of the world such radical changes might well be essential if land ownership is not to continue to frustrate development.

Overall, the whole question of land has to be tackled on two fronts: first, in terms of the horizontal surface (for it is no longer land in an agricultural sense) available for development within the urban area, which has traditionally been able to expand by enlarging its perimeter at the expenses of agricultural land; and, second, land in rural areas which produces the food and raw materials to drive most economies. Responsibility in global terms for creating public awareness of the dangers of the misuse of land, and of the environmental effects of activities sited on it, is divided between the UN Habitat Centre and the United Nations Environment Programme, with inputs from the Food and Agriculture Organisation, the United Nations Industrial Development Organisation, the UN Fund for Population Activities and many others. Siting the Habitat Centre in Nairobi, the home of UNEP, was not such a bad compromise to the long drawn out debate over whether human settlements should become a UNEP responsibility or that of another organisation located elsewhere. It is clear that on some issues these two bodies must work hand in glove, with land being one of the subjects where they can most fruitfully collaborate in framing policies to assist national Governments.

The problems of the degradation and growing shortage of agricultural land are probably even more intractable than those of urban areas. As Erik Eckholm put it in *Losing Ground*: "Scientists and development planners work out elaborate schemes for rural regeneration, but

peasants and goats seldom seem to find it in their own interest to assume the profile of the computer cards they are dealt." The Habitat Centre, while it will be more closely concerned with direct settlements issues, must be fully aware of the larger context of which these are a part.

Sub-Programme 5: Public Participation

It is the objective of this sub-programme to assist Governments to mobilise and to respond to citizen participation both in the planning and management of human settlements and in the actual provision of shelter, infrastructure and services through community action, mutual aid and self-help.

The point has already been made that participation, in the sense of involving the people in strategy formulation, planning and programme implementation, should be an essential part of every aspect of human settlements work, rather than a separate item on its own. However, having said that, it should be recognised that the development of techniques and skills to make public participation effective does demand separate and urgent attention, and this is, unfortunately, one aspect of the problem which is not addressed in the Work Programme.

The basis of any intelligent choice, whether dealing with larger political issues or the more immediate questions of housing and services, must be knowledge. But the manner in which information leading to the acquisition of knowledge should be presented, and the sort of information which is required, can be far from straightforward. There is a danger that the knowledge which is deemed to be required before choices can be made—particularly on key issues such as energy, foreign policy, arms limitations or the health of the natural environment—is so arcane and specialised that the average voter is thought to be unable to come to any worthwhile conclusion. As a corollary to this, particularly in the United States and in Europe, there has been growing popular disillusionment with the pundits and their technological and scientific solutions. The public is bombarded with evidence of major errors of judgement and with examples of equally knowledgeable and reliable experts disagreeing fundamentally about subjects which affect millions of people in their every-day lives. Even in the case of, say, nuclear power (where the really important decisions are as much ethical as they are scientific) the choices are much simpler than they are dressed up to be. In deciding most questions of human settlements policy there should be little room for confusion and misunderstanding.

Generally, once given the choice between the different sorts of settlements and services they could have, people are capable of making that choice. In the developing regions of the world, particularly where there is a high illiteracy rate, it will require care and consideration to

ensure that the people understand the issues. But illiteracy has nothing to do with intelligence. Being illiterate does not mean that people are unable to make judgements or grasp the implications of the problem: it merely means they would be unable to read them. The real need is for research and training in the practicalities of public participation, and this is one aspect of settlements policies where a global organisation, drawing ideas and experience from many parts of the world, could make a real contribution. Experiences could be exchanged and training centres established to ensure that those who try to develop projects with public participation have at their command sufficient techniques and understanding to involve fully the people who will be affected by the development.

On the question of participation in actual construction, reference is made in the Work Programme to the informal sector. This, as it was defined by the Habitat Conference in its discussion of Recommendation C8, is responsible for the building of the vast majority of housing throughout the world; and the idea of giving support to self-help schemes is welcome. However, great care is required in this matter: the essence of the informal sector is that it is exactly that—informal, unplanned and uncontrolled, a position from which it derives such strengths and weaknesses as it has. Assistance should indeed be given to those working in the informal sector to try to ensure that their efforts are not wasted. Certainly, they should be given encouragement rather than being harrassed by authorities whose officials believe that any activity which is not controlled and authorised is automatically antithetic to the public good and should be stopped. But the strength of the informal sector is its very flexibility: without capital commitment, equipment, plant or indeed any planned future, individual entrepreneurs outside the formal economy can respond to the requirements of the moment, expanding and contracting their activities as necessary. While this is often a wasteful, and undoubtedly a disorganised, way of getting buildings built, it can be effective and at certain levels it works. It would be a great disservice to many millions of people if the informal sector of the construction industry were somehow to be organised out of existence.

Sub-Programme 6: Institutions and Management

In dealing with institutions and management there is an ever-present danger of regarding the institution-building process as an end in itself rather than as a beginning. For this and other practical reasons, the sixth sub-programme should—like Public Participation—be regarded as supportive of all the other sections, rather than as a discrete part of the overall programme.

Nevertheless, with that important *caveat*, the objective of Sub-Programme 6 is sound. The aim is to assist Governments to strengthen their institutional base for human settlements programmes, and especially to establish financial institutions and mechanisms for reaching very low income groups.

The inadequacy of existing institutions and mechanisms for obtaining financial resources and developing management capabilities is particularly acute, and the deficiency—as the Habitat Centre's programme document observes—is most marked in the gulf which exists between institutional mandates for action and the resources effectively available to carry them out.

The sub-programme is, rightly, much concerned with training, and particular stress is laid on the promotion of institutions the function of which is to train those concerned with the organisational practicalities of improving low cost settlements. This is both necessary and overdue: too much emphasis has been placed in the past on the role of architects, town planners and engineers. Centre stage must now be granted to a different player: one who will deal with the people themselves, understand their requirements and work with them, particularly the most disadvantaged, in helping them to improve their lot. A new breed is needed, recruited from the people with whom they will be working, speaking their language and appreciating their problems, yet sufficiently trained to be able to take the long view and to have an approach both pragmatic and imaginative.

Great importance is attached to the close relationship between those concerned with decision making on human settlements and those whom they serve, not least because it is the values and attitudes of society which determine the level of technological change. Technology itself is optimistic and shows the almost infinite potential of man to design a benign environment, given that society provides the matrix in which this can take place. This is related to a society's concept of time: in many traditional societies time, as recorded by the seasons, is cyclical — the present is like the past, and the future will be the same. In urban societies, exemplified by a large part of the industrialised world, progress and development are based on the concept that the future will be different and probably better than the past: time becomes a linear, irreversible process. Recent economic set-backs in the Western world, with the frustrations and industrial problems that come in their wake, are largely due to disappointment over the failure of continued growth and increasing prosperity to be maintained year after year, in spite of a common-sense view that there must be a limit to such increases. It is not suggested that one attitude to time (and progress) is superior to the other, but that both attitudes are deep-seated and need to be

understood if changes wrought on a society are to be of benefit to its social development.

In attempting to understand what makes different communities work and, through the efforts and wisdom of people from those communities, to help to improve conditions in them, it is encouraging that the Habitat Centre's programme makes particular reference to the need to perfect mechanisms for increasing the contributions made to human settlements by autonomous institutions and non-governmental organisations. Frequently it is they who are in closest contact with the inhabitants whose perceptions and attitudes must be respected and whose needs must be met.

The maintenance of such close contact is vital. Human settlements are far from being unchanging objects appropriate for passive study. Although the inhabitants and the generators of a settlement establish its form and nature, the settlement itself continually influences their way of life and development.

However, a human system can only be successful and survive if it meets not only man's requirements for shelter and services but also his instinctive needs in terms of scale and privacy, both for the individual and the family. Cultural differences may alter the details in some important respects, but not the principle that these needs are fundamental to all humanity. Human beings are complex organisms, with deep and strong feelings of territoriality and personal space, part of man's evolutionary heritage that predates piped water and indeed permanent buildings, and which cannot be ignored. Man's demands for physical shelter, infrastructure and services are simple to quantify, if not to provide: man's psychological needs are more difficult to assess, though not necessarily more expensive to meet. This too must be reflected in the manner in which human settlements institutions are conceived and the way in which they operate.

The Immediate Future

In the first three or four years of the 1980s the long term success or failure of the Habitat Centre and Commission is likely to be determined. Unless the new UN agency is seen to be capable of making real progress in improving conditions in human settlements, albeit within the restraints of an inadequate budget, Governments will be unlikely to pledge money imposes. The Habitat Centre has its own Catch 22; and, among more affluent countries particularly, there is a marked reluctance to give.

The reasons for the failure of the Habitat Centre to attract

support—as privately expressed by representatives of developed country Governments—are three-fold. First, a number of developed countries are pre-occupied with the state of their own economies and are more conservative than ever in dispensing aid. Second, not all Governments were in favour of the establishment of a new human settlements agency, whether or not they ended up voting for it. They are hence reluctant to give it support, preferring instead to give help to particular UN Development Programme projects or to pursue bilateral aid programmes. Third, its close association with the UN Environment Programme and the location of the Habitat Centre in Nairobi has (regrettably) led some to expect the same sort of performance from the Centre as is provided by UNEP. The Environment Programme, ushered in with a fanfare of trumpets after Stockholm, has in recent years been a disappointment not only to Governments, but also to many non-governmental organisations which canvassed long and hard in the early 1970s for its establishment.

If the Habitat Centre is to make an impact it must avoid the pitfalls into which UNEP has fallen; and at the same time it must be imaginative in its selection of high-priority projects.

The Habitat Centre must be scrupulous in ensuring that the ratio of administrative to project personnel does not—as can so easily happen—come to reflect a greater concern with its own bureaucracy than with the tasks it has to accomplish. The numerical emphasis which it was decided should be placed on regional and itinerant rather than central staff must be maintained. It is much more efficient to work with a small central control staff at headquarters and to draft other experts in to tackle specific problems in different parts of the world than it is constantly to have half the central staff complement *en route* to and from various destinations. Of course there is a need for those in ultimate charge of projects, particularly the Executive Director, to see them for themselves, and some travel will therefore be necessary. The chief executive has also to meet with representatives of potential donor Governments. But for most central staff there is no need for travel to become excessive: indeed for cohesion to be retained it should be much more tightly controlled than it is in some departments of other UN bodies.

This is a more important point than it might at first appear. There is, it should be remembered, financial advantage to be gained by a staff member of reasonable rank contriving trips to various locations for conferences or consultations. The staff member, in addition to his normal salary, receives UN-rate *per diem* allowances while he is abroad. In effect he gets pay-and-a-half while away from HQ; and frequently, while he is away, the reports it was his responsibility to prepare are post-

poned, only to be cobbled together hastily as the next meeting of the agency's governing body approaches. This phenomenon is not unknown amongst UN personnel already based in Nairobi. Sadly, it has to be faced that some UN staffers are along for the ride and care little about the task in hand.

Rather than "carrying" too many staff members whose interest in the job ends with the salary, the Habitat Centre must seek to establish an *esprit de corps* among its personnel similar to that which old hands claim for the Centre for Housing, Building and Planning of ten years ago. There has to be a belief in the value and importance of the work to be tackled and a determination to make a real difference to the lives of the world's poor.

Such an attitude must be communicated to a wider audience, and this will only be done through judicious choice of which projects to support. Whatever was said at the second meeting of the Commission on Human Settlements, the Centre cannot do everything at once. The Centre and Commission would hence be well advised, when deciding what to do, to pay closest attention to the potential of each project for galvanising others—both Governments and NGOs—into action. As one who has witnessed at first hand the plight of people in the slums of Bombay, Djakarta, Caracas and Nairobi (to name just one city in each of the four developing country UN Regions) and who has worked with NGOs attempting, against all the odds, to improve conditions in such places, perhaps the author might be allowed to end with a personal plea for high priority to be given to slum improvement projects sited in large squatter settlements.

The plea is hard-headed. If the new Habitat Centre were seen to be capable of making real and dramatic progress in, say, Dharavi, in the slums of Bombay, it would fire the imagination and enthusiasm of many potential allies. To those who care about the living conditions of the world's poor, words—even when couched in the careful phraseology of the United Nations—will remain far less than deeds.

Appendix 1

States participating in the Habitat Conference

Afghanistan	Grenada	Peru
Algeria	Guatemala	Philippines
Angola	Guinea-Bissau	Poland
Argentina	Guyana	Portugal
Australia	Haiti	Qatar
Austria	Holy See	Republic of Korea
Bahamas	Honduras	Romania
Bahrain	Hungary	Rwanda
Bangladesh	India	Saudi Arabia
Barbados	Indonesia	Senegal
Belgium	Iran	Sierra Leone
Benin	Iraq	Singapore
Bhutan	Ireland	Somalia
Bolivia	Israel	Spain
Botswana	Italy	Sri Lanka
Brazil	Ivory Coast	Sudan
Bulgaria	Jamaica	Swaziland
Burma	Japan	Sweden
Burundi	Jordan	Switzerland
Byelorussian SSR	Kenya	Syrian Arab Republic
Canada	Kuwait	Thailand
Central African Republic	Lesotho	Togo
Chad	Liberia	Trinidad and Tobago
Chile	Libyan Arab Republic	Tunisia
Colombia	Luxembourg	Turkey
Congo	Madagascar	Uganda
Costa Rica	Malaysia	Ukrainian SSR
Cuba	Mali	Union of Soviet
Cyprus	Mauritania	Socialist Republics
Czechoslovakia	Mauritius	United Arab Emirates
Democratic Yemen	Mexico	United Kingdom of
Denmark	Monaco	Great Britain and
Dominican Republic	Mongolia	Northern Ireland
Ecuador	Morocco	United Republic of
Egypt	Mozambique	Cameroon
El Salvador	Nepal	United Republic of
Fiji	Netherlands	Tanzania
Finland	New Zealand	United States of America
France	Nicaragua	Upper Volta
Gabon	Niger	Uruguay
Gambia	Nigeria	Venezuela
German Democratic	Norway	Yemen
Republic	Oman	Yugoslavia
German (Federal	Pakistan	Zaire
Republic of)	Panama	Zambia
Ghana	Papua New Guinea	
Greece	Paraguay	

Appendix 2

Vancouver Declaration on Human Settlements, 1976

HABITAT: United Nations Conference on Human Settlements,

Aware that the Conference was convened following recommendation of the United Nations Conference on the Human Environment and subsequent resolutions of the General Assembly, particularly resolution 3128 (XXVIII) by which the nations of the world expressed their concern over the extremely serious condition of human settlements, particularly that which prevails in developing countries.

Recognizing that international co-operation, based on the principles of the United Nations Charter, has to be developed and strengthened in order to provide solutions for world problems and to create an international community based on equity, justice and solidarity.

Recalling the decisions of the United Nations Conference on the Human Environment, as well as the recommendations of the World Population Conference, the United Nations World Food Conference, the Second General Conference of the United Nations Industrial Development Organization, the World Conference of the International Women's Year, the Declaration and Programme of Action adopted by the sixth special session of the General Assembly of the United Nations and the Charter of Economic Rights and Duties of States that establish the basis of the New International Economic Order.

Noting that the condition of human settlements largely determines the quality of life, the improvement of which is a prerequisite for the full satisfaction of basic needs, such as employment, housing, health services, education and recreation.

Recognizing that the problems of human settlements are not isolated from the social and economic development of countries and that they cannot be set apart from existing unjust international economic relations.

Being deeply concerned with the increasing difficulties facing the world in satisfying the basic needs and aspirations of peoples consistent with principles of human dignity.

Recognizing that the circumstances of life for vast numbers of people in human settlements are unacceptable, particularly in developing countries, and that, unless positive and concrete action is taken at national and international levels to find and implement solutions, these conditions are likely to be further aggravated, as a result of:

Inequitable economic growth, reflected in the wide disparities in wealth which now exist between countries and between human beings and which condemn millions of people to a life of poverty, without satisfying the basic requirements for food, education, health services, shelter, environmental hygiene, water and energy;

Social, economic, ecological and environmental deterioration which are exemplified at the national and international levels by inequalities in living conditions, social segregation, racial discrimination, acute unemployment, illiteracy, disease and poverty, the breakdown of social relationships and traditional cultural values and the increasing degradation of life-supporting resources of air, water and land;

World population growth trends which indicate that numbers of mankind in the next 25 years would double, thereby more than doubling the need for food, shelter and all other requirements for life and human dignity which are at the present inadequately met;

Uncontrolled urbanization and consequent conditions of overcrowding, pollution, deterioration and psychological tensions in metropolitan regions;

Rural backwardness which compels a large majority of mankind to live at the lowest standards of living and contribute to uncontrolled urban growth;

Rural dispersion exemplified by small scattered settlements and isolated homesteads which inhibit the provision of infrastructure and services, particularly those relating to water, health and education;

Involuntary migration, politically, racially, and economically motivated relocation and expulsion of people from their national homeland.

Recognizing also that the establishment of a just and equitable world economic order through necessary changes in the areas of international trade, monetary systems, industrialization, transfer of resources, transfer of technology, and the consumption of world resources, is essential for socio-economic development and improvement of human settlement, particularly in developing countries.

Recognizing further that these problems pose a formidable challenge to human understanding, imagination, ingenuity and resolve, and that new priorities to promote the qualitative dimensions to economic development, as well as a new political commitment to find solutions resulting in the practical implementation of the New International Economic Order, become imperative:

I. OPPORTUNITIES AND SOLUTIONS

1. Mankind must not be daunted by the scale of the task ahead. There is need for awareness of and responsibility for increased activity of the national Governments and international community, aimed at mobilization of economic resources, institutional changes and international solidarity by:

- (a) Adopting bold, meaningful and effective human settlement policies and spatial planning strategies realistically adapted to local conditions;
- (b) Creating more livable, attractive and efficient settlements which recognize human scale, the heritage and culture of people and the special needs of disadvantaged groups especially children, women and the infirm in order to ensure the provision of health, services, education, food and employment within a framework of social justice;
- (c) Creating possibilities for effective participation by all people in the planning, building and management of their human settlements;
- (d) Developing innovative approaches in formulating and implementing settlement programmes through more appropriate use of science and technology and adequate national and international financing;
- (e) Utilizing the most effective means of communications for the exchange of knowledge and experience in the field of human settlements;
- (f) Strengthening bonds of international co-operation both regionally and globally;
- (g) Creating economic opportunities conducive to full employment where, under healthy, safe conditions, women and men will be fairly compensated for their labour in monetary, health and other personal benefits.

2. In meeting this challenge, human settlements must be seen as an instrument and object of development. The goals of settlement policies are inseparable from the goals of every sector of social and economic life. The solutions to the problems of human settlements must therefore be conceived as an integral part of the development process of individual nations and the world community.

3. With these opportunities and considerations in mind, and being agreed on the necessity of finding common principles that will guide Governments and the world community in solving the problems of human settlements, the Conference proclaims the following general principles and guidelines for action.

II. GENERAL PRINCIPLES

1. The improvement of the quality of life of human beings is the first and most important objective of every human settlement policy. These policies must facilitate the rapid and continuous improvement in the quality of life of all people, beginning with the

satisfaction of the basic needs of food, shelter, clean water, employment, health, education, training, social security without any discrimination as to race, colour, sex, language, religion, ideology, national or social origin or other cause, in a frame of freedom, dignity and social justice.

2. In striving to achieve this objective, priority must be given to the needs of the most disadvantaged people.

3. Economic development should lead to the satisfaction of human needs and is a necessary means towards achieving a better quality of life, provided that it contributes to a more equitable distribution of its benefits among people and nations. In this context particular attention should be paid to the accelerated transition in developing countries from primary development to secondary development activities, and particularly to industrial development.

4. Human dignity and the exercise of free choice consistent with over-all public welfare are basic rights which must be assured in every society. It is therefore the duty of all people and Governments to join the struggle against any form of colonialism, foreign aggression and occupation, domination, *apartheid* and all forms of racism and racial discrimination referred to in the resolutions as adopted by the General Assembly of the United Nations.

5. The establishment of settlements in territories occupied by force is illegal. It is condemned by the international community. However, action still remains to be taken against the establishment of such settlements.

6. The right of free movement and the right of each individual to choose the place of settlement within the domain of his own country should be recognized and safeguarded.

7. Every State has the sovereign and inalienable right to choose its economic system, as well as its political, social and cultural system, in accordance with the will of its people, without interference, coercion or external threat of any kind.

8. Every State has the right to exercise full and permanent sovereignty over its wealth, natural resources and economic activities, adopting the necessary measures for the planning and management of its resources, providing for the protection, preservation and enhancement of the environment.

9. Every country should have the right to be a sovereign inheritor of its own cultural values created throughout its history, and has the duty to preserve them as an integral part of the cultural heritage of mankind.

10. Land is one of the fundamental elements in human settlements. Every State has the right to take the necessary steps to maintain under public control the use, possession, disposal and reservation of land. Every State has the right to plan and regulate use of land, which is one of its most important resources, in such a way that the growth of population centres, both urban and rural, is based on a comprehensive land use plan. Such measures must assure the attainment of basic goals of social and economic reform for every country, in conformity with its national and land tenure system and legislation.

11. The nations must avoid the pollution of the biosphere and the oceans and should join in the effort to end irrational exploitation of all environmental resources, whether non-renewable or renewable in the long term. The environment is the common heritage of mankind and its protection is the responsibility of the whole international community. All acts by nations and people should therefore be inspired by a deep respect for the protection of the environmental resources upon which life itself depends.

12. The waste and misuse of resources in war and armaments should be prevented. All countries should make a firm commitment to promote general and complete disarmament under strict and effective international control, in particular in the field of nuclear disarmament. Part of the resources thus released should be utilized so as to achieve a better

quality of life for humanity and particularly the peoples of developing countries.

13. All persons have the right and the duty to participate, individually and collectively in the elaboration and implementation of policies and programmes of their human settlements.

14. To achieve universal progress in the quality of life, a fair and balanced structure of the economic relations between States has to be promoted. It is therefore essential to implement urgently the New International Economic Order, based on the Declaration and Programme of Action approved by the General Assembly in its sixth special session, and on the Charter of Economic Rights and Duties of States.

15. The highest priority should be placed on the rehabilitation of expelled and homeless people who have been displaced by natural or man-made catastrophes, and especially by the act of foreign aggression. In the latter case, all countries have the duty to fully cooperate in order to guarantee that the parties involved allow the return of displaced persons to their homes and to give them the right to possess and enjoy their properties and belongings without interference.

16. Historical settlements, monuments and other items of national heritage, including religious heritage, should be safeguarded against any acts of aggression or abuse by the occupying Power.

17. Every State has the sovereign right to rule and exercise effective control over foreign investments, including the transnational corporations within its national jurisdiction, which affect directly or indirectly the human settlements programmes.

18. All countries, particularly developing countries, must create conditions which make possible the full integration of women and youth in political, economic and social activities, particularly in the planning and implementation of human settlement proposals and in all the associated activities, on the basis of equal rights, in order to achieve an efficient and full utilization of available human resources, bearing in mind that women constitute half of the world population.

19. International co-operation is an objective and a common duty of all States, and necessary efforts must therefore be made to accelerate the social and economic development of developing countries within the framework of favourable external conditions which are compatible with their needs and aspirations and which contain the due respect for the sovereign equality of all States.

III. GUIDELINES FOR ACTION

1. It is recommended that Governments and international organizations should make every effort to take urgent action as set out in the following guidelines:

2. It is the responsibility of Governments to prepare spatial strategy plans and adopt human settlement policies to guide the socio-economic development efforts. Such policies must be an essential component of an over-all development strategy, linking and harmonizing them with policies on industrialization, agriculture, social welfare, and environmental and cultural preservation so that each supports the other in a progressive improvement in well-being of all mankind.

3. A human settlement policy must seek harmonious integration or co-ordination of a wide variety of components, including, for example, population growth and distribution, employment, shelter, land use, infrastructure and services. Governments must create mechanisms and institutions to develop and implement such a policy.

4. It is of paramount importance that national and international efforts give priority to improving the rural habitat. In this context, efforts should be made towards the reduction of disparities between rural and urban areas, as needed between regions and within urban areas themselves, for a harmonious development of human settlements.

5. The demographic, natural and economic characteristics of many countries require policies on growth and distribution of population, land tenure and localization of productive activities to ensure orderly processes of urbanization and arrange for rational occupation of rural space.

6. Human settlement policies and programmes should define and strive for progressive minimum standards for an acceptable quality of life. These standards will vary within and between countries, as well as over periods of time, and therefore must be subject to change in accordance with conditions and possibilities. Some standards are most appropriately defined in quantitative terms, thus providing precisely defined targets at the local and national levels. Others must be qualitative, with their achievement subject to felt need. At the same time, social justice and a fair sharing of resources demand the discouragement of excessive consumption.

7. Attention must also be drawn to the detrimental effects of transposing standards and criteria that can only be adopted by minorities and could heighten inequalities, the misuse of resources and the social, cultural and ecological deterioration of the developing countries.

8. Adequate shelter and services are a basic human right which places an obligation on Governments to ensure their attainment by all people, beginning with direct assistance to the least advantaged through guided programmes of self-help and community action. Governments should endeavour to remove all impediments hindering attainments of these goals. Of special importance is the elimination of social and racial segregation, *inter alia*, through the creation of better balanced communities, which blend different social groups, occupations, housing and amenities.

9. Health is an essential element in the development of the individual and one of the goals of human settlement policies should be to improve environmental health conditions and basic health services.

10. Basic human dignity is the right of people, individually and collectively, to participate directly in shaping the policies and programmes affecting their lives. The process of choosing and carrying out a given course of action for human settlement improvement should be designed expressly to fulfil that right. Effective human settlement policies require a continuous co-operative relationship between a Government and its people at all levels. It is recommended that national Governments promote programmes that will encourage and assist local authorities to participate to a greater extent in national development.

11. Since a genuine human settlement policy requires the effective participation of the entire population, recourse must therefore be made at all times to technical arrangements permitting the use of all human resources, both skilled and unskilled. The equal participation of women must be guaranteed. These goals must be associated with a global training programme to facilitate the introduction and use of technologies that maximize productive employment.

12. International and national institutions should promote and institute education programmes and courses in the subject of "human settlements".

13. Land is an essential element in development of both urban and rural settlements. The use and tenure of land should be subject to public control because of its limited supply through appropriate measures and legislation including agrarian reform policies—as an essential basis for integrated rural development—that will facilitate the transfer of economic resources to the agricultural sector and the promotion of the agro-industrial effort, so as to improve the integration and organization of human settlements, in accordance with national development plans and programmes. The increase in the value of land as a result of public decision and investment should be recaptured for the benefit of society

as a whole. Governments should also ensure that prime agricultural land is destined to its most vital use.

14. Human settlements are characterized by significant disparities in living standards and opportunities. Harmonious development of human settlements requires the reduction of disparities between rural and urban areas, between regions and within regions themselves. Governments should adopt policies which aim at decreasing the differences between living standards and opportunities in urban and non-urban areas. Such policies at the national level should be supplemented by policies designed to reduce disparities between countries within the framework of the New International Economic Order.

15. In achieving the socio-economic and environmental objectives of the development of human settlements, high priority should be given to the actual design and physical planning processes which have as their main tasks the synthesis of various planning approaches and the transformation of broad and general goals into specific design solutions. The sensitive and comprehensive design methodologies related to the particular circumstances of time and space, and based on consideration of the human scale should be pursued and encouraged.

16. The design of human settlements should aim at providing a living environment in which identities of individuals, families and societies are preserved and adequate means for maintaining privacy, the possibility of face-to-face interactions and public participation in the decision-making process are provided.

17. A human settlement is more than a grouping of people, shelter and work places. Diversity in the characteristics of human settlements reflecting cultural and aesthetic values must be respected and encouraged and areas of historical, religious or archaeological importance and nature areas of special interest preserved for posterity. Places of worship, especially in areas of expanding human settlements, should be provided and recognized in order to satisfy the spiritual and religious needs of different groups in accordance with freedom of religious expression.

18. Governments and the international community should facilitate the transfer of relevant technology and experience and should encourage and assist the creation of endogenous technology better suited to the socio-cultural characteristics and patterns of population by means of bilateral or multilateral agreements having regard to the sovereignty and interest of the participating States. The knowledge and experience accumulated on the subject of human settlements should be available to all countries. Research and academic institutions should contribute more fully to this effort by giving greater attention to human settlements problems.

19. Access should be granted, on more favourable terms, to modern technology, which should be adapted, as necessary, to the specific economic, social and ecological conditions and to the different stages of development of the developing countries. Efforts must be made to ensure that the commercial practices governing the transfer of technology are adapted to the needs of the developing countries and to ensure that buyers' rights are not abused.

20. International, technical and financial co-operation by the developed countries with the developing countries must be conducted on the basis of respect for national sovereignty and national development plans and programmes and designed to solve problems relating to projects, under human settlement programmes, aimed at enhancing the quality of life of the inhabitants.

21. Due attention should be given to implementation of conservation and recycling technologies.

22. In the planning and management of human settlements, Governments should take into consideration all pertinent recommendations on human settlements planning which

have emerged from earlier conferences dealing with the quality of life and development problems which affect it, starting with the high global priority represented by the transformation of the economic order at the national and international levels (sixth and seventh special sessions), the environmental impact of human settlements (Stockholm Conference on the Human Environment), the housing and sanitary ramifications of population growth (World Population Conference, Bucharest), rural development and the need to increase food supply (World Food Conference, Rome) and the effect on women of housing and urban development (International Women's Conference, Mexico City).

23. While planning new human settlements or restructuring existing ones, a high priority should be given to the promotion of optimal and creative conditions of human coexistence. This implies the creation of a well-structured urban space on a human scale, the close interconnexion of the different urban functions, the relief of urban man from intolerable psychological tensions due to overcrowding and chaos, the creation of chances of human encounters and the elimination of urban concepts leading to human isolation.

24. Guided by the foregoing principles, the international community must exercise its responsibility to support national efforts to meet the human settlements challenges facing them. Since resources of Governments are inadequate to meet all needs, the international community should provide the necessary financial and technical assistance, evolve appropriate institutional arrangements and seek new effective ways to promote them. In the meantime, assistance to developing countries must at least reach the percentage targets set in the International Development Strategy for the Second United Nations Development Decade.

Appendix 3

NGO Habitat Forum Statements to the Habitat Conference, 1976 First Habitat Forum Statement of June 2, 1976

INTRODUCTION

The objectives of the Human Settlements Conference will only be fulfilled if it addresses itself to the fundamental causes of the most serious of the human settlements problems.

Without an adequate and historical analysis of man's habitat, and without a proper explanation of the existing barriers which prevent the implementation of effective policies for improving that habitat, we cannot expect to offer a proposal with positive results. We believe that an effective improvement of human settlements conditions implies a change in national and international socio-economic structures.

THE PROBLEM OF HABITAT

1. One can only understand man's habitat — i.e. the bio-physical, socio-economic and political expression of man's social activities — by first understanding the way in which that habitat is produced and used.

In general, man's habitat is, in different countries, an expression of society's economic structure, of the power relationships amongst social groups, and of the structure of the state. More specifically, type and level of industrialisation, the relations between rural and urban areas, the dominant form of ownership and the distribution of income. Each of these factors is, in its turn, conditioned by the place of each country in the world system of domination and dependency.

2. Partial explanations which fail to consider the problem in its historic perspective run the risk of overemphasising ecology, urbanistic developments or catastrophic predictions about overpopulation.

3. Even if one accepts that in all countries in the world human settlements are in a precarious condition, and that poverty and social exclusion exist everywhere, it is in the underdeveloped countries that their situation is most dramatic because of the sheer dimensions of the problem. In these countries the so-called "deprived areas" are not the exception but frequently the rule. According to World Bank statistics, more than 900 millions have to survive on an annual income of less than US \$75.

In these countries the basic resources necessary for the creation of settlements are often controlled by monopolies. Moreover, the absence of sufficient job opportunities and the concentration of income in the hands of a few as a result of the prevailing organization of the production, means that no attention is given to the housing, infrastructure and social service needs of the vast majority of the population, both in urban and rural areas.

4. It is important to realise that the forms of urbanisation in these countries are not the result of an incidental process but rather the logical products of the prevailing social system which, in a large number of countries, benefits small minorities to the detriment of the majority of the population.

5. The type of tenure of land is one of the most important factors that determine the characteristics of each habitat. We strongly support the Recommendation for National Action in your document No.5 which states that "Land, because of its unique nature and the crucial role it plays in human settlements, cannot be treated as an ordinary asset, controlled by individuals and subject to the pressure and inefficiencies of the market. Private land ownership is also a principal instrument for the accumulation and concentration of wealth and therefore contributes to social injustice"

Furthermore, the private sector is motivated by an exclusive concern for profit which does not often coincide with social requirements. Equally, the interest of governmental groups, which in some countries make common cause with the private sector, use the benefits of settlements and, in this way, make enormous profits. In doing so they deprive the majority of the population of essential goods and services.

6. These factors present such obstacles, especially in underdeveloped countries, that the right to a habitat, and notably the right to produce and utilise it in accordance with their particular interests and needs, has become a farce for most people. For this reason they, and especially the newcomers among them, are forced to set up their own settlements which are considered illegal. Thus they suffer not only from a substandard habitat but are also subjected to repressive action. Governmental policies tend to institutionalise such unjust situations.

7. Under such circumstances, the notion of participation is often abused in order to disguise the real causes of the problem, to permit the maintenance of low income levels and to load the settler with many non-remunerative tasks.

8. We propose a new style of development that:

- provides for new forms for the allocation of resources to society
- allows for a redistribution of income and wealth
- guarantees everyone the right to work
- promotes a shift from private to public consumption of goods and services
- directs the activity of Governments towards satisfying the needs of the majority of the population
- stimulates the active participation of the population in decision making.

These proposals require the establishment of a new pattern of international economic relations and a confirmation of the principle that nations control their own resources.

RECOMMENDATIONS FOR ACTION

9. All Governments should establish at all levels of decision making a framework wherein people and communities can make the maximum number of decisions for themselves and be given the means to implement them. The opinion of the elderly, the handicapped, the poor, the newcomers, must be obtained and acted upon, particularly with regard to social services, employment opportunities, building design, transportation policies and the provision of utilities.

10. We consider it fundamental, however, to propose a policy which goes much further and is radically different from the general notion of participation. This new policy should promote the control, by those concerned, of the elements of the production process (land, technology, materials, professional services etc) by the creation of autonomous mechanisms for social participation, possessing sufficient powers to fulfil their tasks.

In this context we should like to associate ourselves with another recommendation of document 5 which states that, "By definition, popular participation cannot be planned or ordered from above; it can only be encouraged, in particular by removing political or institutional obstacles standing in its way." Among these obstacles we should like to draw special attention to the lack of access to information and the absence or one-sidedness of education.

The concept that the mass of the population have the right to control the production as well as the use of their habitat must also be one of the guidelines directing future international technical and financial co-operation.

11. Security of land tenure, building materials and credit facilities are the instruments by which Governments can help people to build their own settlements. Specific goals should be set for the improvement of basic services and these should include the following:

- provision of clean water for everyone

- provision of an adequate system for human and solid waste disposal incorporating concepts of recycling and energy conserving technologies
- provision of appropriate forms of transport to enable all segments of the population to have inexpensive, safe and easy access to it. Priority should be given to public transport.

Furthermore:

- those technologies should be applied which are in the social interest of the users and in accordance with the specific and ecological requirements of their location
- indiscriminate transfer of knowledge, experiences and resources based on external interests should be avoided
- land use and ownership policies should guarantee public control of land in the public interest. Owners of land shall not profit from an increase in the price of land that results from public investment in the infrastructure
- there should be imposed a global moratorium on the construction of nuclear power plants and those presently operative should be phased out. Research into alternative sources of energy like solar and wind power should be intensified
- Governments should implement the World Population Plan adopted by the World Population Conference
- no real improvements of human settlements around the world will take place without the mobilisation of the necessary political will and Governments, especially those of the richer countries, should be prepared to finance the programmes for achieving the goals of HABITAT. As a first step towards the goal of total disarmament, which will make human settlements much safer places to live in, it is proposed that:
 - 10 per cent of all appropriations presently allocated to military purposes by member nations (approximately US \$300,000 millions) be transferred annually to a fund for improving human settlements and the quality of life for the poorest of the earth's inhabitants
 - the Recommendations for National Action is perhaps the most important document of this Conference. As a modest step towards ensuring the implementation of recommendations we propose that Governments be requested to submit biannual progress reports to the United Nations
 - finally, we request the Governments, when they decide on the organisational structure within the United Nations which will be responsible for human settlement issues, to make appropriate arrangements for the involvement of non-governmental organisations both in the planning and implementation stages of its programmes.

Second Habitat Forum Statement of June 9, 1976

INTRODUCTION

On June 2, a First Statement on behalf of the participants at the Habitat Forum was presented to the UN Conference. In this second statement, we want to follow up on the principles contained in the First Statement and express our opinion on a few specific items which are currently being discussed by the Conference. We also want to put forward some other ideas, which up to now according to our views have not received sufficient attention.

In accordance with our First Statement we are of the opinion that various aspects of human settlements' problems such as housing, basic services, energy, environmental pollution, land use, participation, financing etc cannot be dealt with and resolved in an isolated and individual manner. We consider that these problems can only be solved by a global and integral approach which has to go to the heart of the matter and transform the economic,

social and political structures which caused them, both at the national and international level. In other words we need not only a New International Economic Order, but, simultaneously and not less urgently we need a new and just internal economic order.

The major human settlements' problems are of world-wide significance and they call for global solutions: the world's resources are limited and they need care and maintenance; they have to be distributed more equally among nations.

We need a society which is no longer based on profit and exploitation, and does away with the notion of accelerating consumption which creates false needs for the individual.

PARTICIPATION

The problem with people's participation in the planning and implementation is pre-eminently political; we might say it cannot be considered independently of the character of the state and the power relations in each country.

In societies in which the state is an expression of the interests of privileged groups participation must be considered both as a process and as a goal. In this sense popular mobilisation in the creation of a habitat must be pushed as a means by which it would be possible to generate those structural changes essential for the development of authentic popular participation. Working to the same end is the need to introduce associated forms of production (production co-operatives, community enterprises etc) as an additional mechanism by which to create the conditions needed for an effective popular participation.

Without exception we must ensure that the population has the right to control the creation, production and social appropriation of human settlements, participating actively in all stages associated with the implementation, generation and evaluation of plans and programmes.

It is necessary to point out within the participation issue that the specific problems of the discriminative minority are of the same nature as those of the oppressed majorities, either within the most developed countries or the dependent nations. And it is only through action involved in changing the socio-economic structure that these specific claims can succeed.

LAND

Especially in those countries where the majority of the population live in the rural areas, land is one of the most important means of production. Its ownership and use determine the living conditions of the population. This notion should be reflected in national policies concerning land. Where necessary, agrarian reforms should take place or be intensified. These reforms should be integrated in global development plans and provide for efficient and economically viable units based on social participation and forms of co-operative production. Land, whether rural or urban, should be regulated and controlled in the public interest.

We strongly advocate that the original text of paragraph D3 (b) of Doc. A/CONF 70/5 be maintained, reading: "The plus value resulting from changing the use of land or from changing public investment must be recaptured by the community". The income thus obtained should be deposited in a national fund for the improvement of settlements of the great majority of the population while priority should be given to the under-privileged minorities. Agricultural land should be regulated for the social needs of the population regarding employment opportunities and food supplies. Effective control should be exercised over the multinational corporations which, apart from introducing indiscriminate technologies contrary to employment requirements, base their production programmes on criteria that are alien to the basic nutritional need of the population. In relation to the control of land use we reaffirm that the authority over national territory is the exclusive jurisdiction of the sovereign state.

WATER

We support the objective of providing clean water for all but must emphasise that this requires profound changes in the existing socio-economic structures. At present, in a large part of the world, clean water supply is conditional on the economic capacity of users and is therefore inevitably linked to the prevalent unjust income distribution.

Equally, in as much as the pattern of water utilisation in agriculture is intimately related with the pattern of land ownership, a more just distribution of water will only come about by its inclusion as an integral part of agrarian reform.

Supply of water implies a concurrent effort at reducing all sources of pollution which includes that associated with:

- intensive agricultural activity based on the indiscriminate use of inorganic fertilizers and insecticides whose production and distribution is controlled principally by transnational corporations
- the inadequate treatment of waste water from industrial plants and human settlements.

State action, which could constitute a corrective element of the disequilibrium generated by the spontaneous nature of the economy, faces two limitations: firstly, as state control of the investment resources is minimal, it lacks the financial capacity that massive water supply programmes require. Secondly, given the characteristics of the state in developing countries, its action in many cases tends to exaggerate this situation of disequilibrium.

ENERGY

Aggravation of the problems of environmental pollution associated with the production and use of energy and the growing pressure on non-renewable resources results from the type of economic system that exists at a world level and which is itself characterised purely by profit motives.

This state of affairs, which influences global conditions of life, has an especially detrimental effect on the potential development of the Third World nations, being typified by:

- sophisticated and diversified patterns of consumption that lead to the waste and depletion of non-renewable resources
- the internationalisation of energy resources whose control and use operate to the benefit of the most developed nations
- the monopoly creation and dissemination of technology by the transnational corporations satisfying their own commercial interests.

In this context, changes in consumption patterns which favour collective consumption and the establishment of new international economic relationships are of vital importance in order to allow a greater economy in the use of energy resources and likewise make possible a reduction in the level of environmental pollution.

In addition to the above mentioned points we would indicate that the use of atomic energy with the danger of unknown risks of operation and very specific war-like purposes is unacceptable. In this respect, the most developed nations must be responsible for implementing policies of energy consumption and technical change that lead to the use of alternative energy sources and renewable resources.

With regard to atomic energy, we propose the following amendment: "to emphasise where possible the use of renewable over non-renewable energy sources and the moratorium on the use and export of technologies which are known to be hazardous, such as nuclear power".

INTERNATIONAL CO-OPERATION

International co-operation must be oriented toward the strengthening of popular organisations with a determined aim of community work.

We support the initiative of creating a co-ordinating body jointly responsible for the actions of these organisations, bringing resources to the solution of human settlements problems.

This body must, besides, implement control mechanisms to carry out agreements arrived at.

In accordance with the valuable experience of this NGO Forum each one of these international events should have such a representation, since it can generate many ideas as a contribution to official discussions.

Appendix 4

Declaration of the Vancouver Symposium, May 31, 1976

The Vancouver Conference is about the whole of life. Habitat is concerned with pulling together the issues faced at the United Nations conferences on the environment, population, food, the status of women and the whole balance of the world economic order. For it is in settlements that the effects of all these particular issues come together. It is in settlements that mankind achieves happiness, justice and dignity—or suffers rejection, despair and deepening violence.

The focus of all policies for urban and rural settlements must therefore be the people who live in them. Yet in both the developed and the developing world there are ghettos of poverty and abandonment in a ring of middle-class suburbs; wealthy enclaves encircled with shanty towns; abandonment and deprivation in the countryside; the relegation of migrant workers to a new subservient class. If the world's population doubles by the century's end, as it well may, we run the risk of doubling these repellent errors of the past.

Yet mankind does not lack the human skills and the physical resources to create and regenerate truly humane communities. It is a tribute to the sense of responsibility and awareness of the world's governments that they have come together at Vancouver to devise ways of mobilizing the ideas and resources needed to create settlements that are more truly "civilized" in a fundamental sense.

To achieve this aim, a first priority must be to see that settlements are no longer "residuals", the outcome of decisions reached on other issues. Their vitality and growth must not be made dependent upon economic revival or development in other sectors. They must themselves be seen as "lead sectors" in world recovery and world development.

The priority demands from governments:

- control over land use
- the securing for the community of unearned increment from land sales
- the organization of the whole "national space" as the basis of settlements planning
- the reinforcement of intermediate cities and rural settlements to create systems which strengthen agriculture and lessen the pressure on the biggest cities
- the creation of better-balanced communities in which the mix of different social groups, occupations, housing and amenities ends all forms of social segregation
- in developing societies, the encouragement in migrant communities of the full range of "self-help", by means of security of tenure and assistance with essential services, with special emphasis on the provision of clean water by a specific date
- the introduction of conserving and recycling services
- a moratorium on the adoption of nuclear technology, and emphasis on environmentally safe and economically cheap "income energies" such as solar power
- the full participation of all residents in the decision-making that determines policies for their settlements
- the reorganization of national, regional and local government to respond to the new emphasis on human settlements
- a new direction in research and academic institutions to give the problems of settlements the attention and the data-base they require
- A commitment on the part of the international community to make the basic services in human settlements a first call on capital assistance
- a pledge taken here at HABITAT to set in motion the co-operating process of settlement development and improvement.

THE NEW INTERNATIONAL DIALOGUE

In the 1970s, the whole international community started to confront the realities of its planetary life. The process started with the United Nations Conference on the Human Environment in Stockholm in 1972, where for the first time mankind's ultimate dependence on the planet's biosphere—its life support systems of air, soil and water—was clearly recognized. Since then the problems of population, of food, of the status of women have been examined in a series of world conferences, and the United Nations has devoted many sessions to the whole issue of better balance in the world's economic order.

As the nations assemble once again to consider their planetary destiny, we call on governments to reaffirm their commitment to the positive proposals made at the previous assemblies. We believe that here at HABITAT in Vancouver they are involved in the most urgent of all these consultations. It is in human settlements that all other issues come together, to shape the daily life of the world's peoples, to determine the citizens' achievement of the goods of civilization—justice, happiness, dignity, self-respect, participation—or, on the contrary, to see them lost in rejection, despair and deepening conflict.

In a very real sense, HABITAT is about the whole of life. True, it therefore presents the risk of offering too vast a subject. But its promise is that it can help governments, participants, the media, the world at large to see that in our interdependent existence partial answers are not enough. The community itself and all its people must become the focus of policy.

THE "RESIDUAL" CITIES

The city in history has been the focus of civilization, the creator of true "urbanity". But, since the coming of the technological order, most settlements have grown not with any particular civilizing intent but largely as a result of decisions made by a few groups and interests about a whole range of other issues—transportation, overseas links, access to raw materials and manufacturing sites, growth in national capitals, imperial connections and so forth.

The result has not, on the whole, offered satisfactory contexts for human living. Developed urban systems in the richest lands contain ghettos of poverty and abandonment. There are enclaves of affluence amidst the deepest deprivation in Third World cities. Ghost towns and villages haunt the countryside. Vast urban and suburban sprawls eat up farm land, consume energy in almost mindless mobility, show an astonishing mismatch of jobs and residence and contrive to pollute with varying degrees of severity all the surrounding life-support systems of air, soil and water.

After two centuries of this kind of urban growth, in which settlements are the "residuals" of other decisions and priorities, the result provides more warnings than examples. Yet in the next twenty-five years, world population may nearly double, urban dwellers increase threefold, more settlements be established than in the whole of human history and the biggest expansions—both in population and in the number of ten-million cities—take place in the areas least supplied with resources to cope with the explosion.

The core of the crisis is the profoundly unsatisfactory character of so much that goes on in the life of contemporary settlements, and the risk of nearly doubling the errors in no more than three decades.

PRIORITY FOR SETTLEMENTS

It is the task of HABITAT to dispel all feelings of apathy or fatality about these risks. It must be made clear that the human community can learn from its own mistakes and has the skills and means to do so. Better human settlements can become a central thrust of national and international policy. As the century draws to its close, humanity can give to the regeneration and creation of truly humane communities the kind of priority in political will, in general strategy, in economic policy, in resource use and practical action which, all

too often in the past, has been largely dedicated to military preparedness.

We do not have to wait for the return of economic momentum among the wealthier nations, or economic development among the poorer, to pull up the cities in their wake. We do not have to plead that the improvement of settlements can only follow the creation of more wealth. On the contrary, the building or renewing of the world's settlements is an essential means of sound growth and development, with housing and physical and social infrastructure as lead sectors in an expansion which truly serves man's basic needs.

This dedication of the will of nations is all the more essential in that the problems of settlements—deprivation, mass migrations, poor shelter, lack of services, unemployment, waste, pollution—cannot be solved simply *within* settlements. They reflect the total ordering of the national territory and the economic and social order.

Where, as in many developing countries, the whole settlement pattern is inherited from the period of colonial control, it can leave vast coastal cities, which were once virtually extensions of European trade, largely unlinked with their still underdeveloped hinterlands. If half the people are crammed together in the capital city, it is only by opening up other regions that pressure can be taken off the centre. If over-farming is threatening an irreversible loss of cropland, immediate opportunities in other settlements are a precondition of ensuring future food supplies. If feudal systems of land tenure prevail, the land can be starved of resources while the wealth drains off to "parasite" cities. In such conditions, it is only by national policies, including the country's whole area and whole set of economic and social relationships, that valid settlements strategies can be evolved.

BALANCED DEVELOPMENT

This approach to the total settlements system also underlines the need to get away from rigid and misleading divisions between rural and urban regions, and to see a country's settlements as part of a continuum of national existence and movement in which the health and viability of the various parts are essential to the vigor and development of the whole. In particular, the target set for the growth of Third World agriculture in the Rome World Food Conference—five per cent a year—is clearly impossible to achieve without an end to the over-concentration of resources and skills in big cities (which tend to exercise most influence and political pressure). It requires a strong new emphasis on filling out the whole settlement system. Intermediate urban centres for marketing, cooperatives, services, and industries serving agriculture must be strengthened. Dispersed and desolate rural settlements need to be brought together. Such a policy offers some hope of lessening the pressures of large scale migrations out of agriculture directly into the biggest cities. It can also provide alternative settlement systems designed to achieve more balanced regional development.

Within settlements, the aim of "balanced development" is equally critical. The aim is the mix of social groups, occupations, enterprises, types of housing and common services that are still to be found in provincial cities and in the "urban villages" often embedded in developed world metropolises. What is inadmissible is the co-existence of abject, ghetto-like poverty in cities of largely middle-class standards, or the relegation of migrant workers to the status of a new sub-class, cut off by every barrier of deprivation from the society they serve.

In the developing world's settlements, the sheer scale of movement and growth—with cities receiving as many as 200,000 migrants each year—make it clear that if shelter and community are to be provided and improved over the next three decades, every encouragement must be given to the citizens themselves to arrange, build and diversify their communities. For millenia, the building of settlements has had no other base. The adapting of traditional initiative to new urban conditions is dauntingly difficult. But in fact it happens. Settlements of 30,000 have been built by migrants overnight, of a million in a couple of years. Many of them begin, in a remarkably short time, to show signs of

upgrading and consolidation. Extra rooms are built, trees and gardens planted, small businesses open, the "informal sector" begins to produce the goods the poor need at prices the poor can pay. Only when the bulldozers move in and the whole effort has to be rebegun, are hope and vitality quenched.

The settlements built in this way do not conform to standards of "excellence" borrowed from the norms of developed, industrialized societies. Nor are they the final stage of urban development. But a first step is to admit their legitimacy, provide them with security of tenure and begin the search for ways in which, without extinguishing local initiative, the processes of upgrading, of widening opportunity and of building connections with the more formal city can be set in motion.

IMPERATIVES FOR GOVERNMENTS

But these aims of building for and with people, of creating genuine communities, of ending extreme imbalances of wealth and opportunity at the national, regional and local level, all imply concrete policies and specific approaches on the part of the public authorities. There can be no plan, no strategy, no clear intention at any level of government unless a number of preconditions are observed.

The regulation of land use must be a public responsibility. Private ownership of land must not confer the right to secure development gains brought about solely by the needs of the community. Any "unearned increment" created by changes in land use or by the growth, work and needs of settlements must return to the community which created the value in the first place.

The means of securing these essential instruments of control over land use and unearned increment will vary from country to country. But the principle is universally valid. Moreover, it is the only guarantee that a kind of permanent inflation will not be built into the massive city-building of the next three decades. We recall the 200 per cent increase in land prices in London between 1972 and 1975, and the fortyfold increase in land values in Tokyo since 1950. Developing cities such as Mexico or Sao Paulo have experienced even faster rates of inflation. Yet, if developing countries do not secure control of urban land use and land values for their incoming millions, they will be unable to provide basic security of tenure. Essential municipal services for the mass of their citizens will be beyond their means. And they can have little hope of ending the segregation of social groups according to income and privilege.

Such failures of policy would be a crippling blow to all hope of upgrading existing settlements and planning new ones on a national scale. Citizens can do much for themselves. Local building materials are available. Governments can assist by encouraging the production of the scarcer goods. But services have to be provided by the public authorities. These include the layout of public transport to link settlement areas with employment, the provision of water and sanitary services, health centres and schools (which can be given multiple use as community service centres and meeting places) and the provision of staffing, school materials, medicines and so forth.

Of all these, clean water perhaps deserves the highest priority. It not only ends the dreadful toll of gastric disease, but by ensuring the survival of young children, it offers the most direct incentive to parents to begin to stabilize family size.

But this infrastructure is costly. If the city loses command of its land use patterns, of all incremental values and of future rentals or resales, the task of financing essential infrastructure becomes nearly impossible.

GAINS FROM CONSERVATION

One of the most hopeful developments in recent urban experience is the realization, in many developed cities, of the degree to which municipal services can be made to pay their way—and even make a profit—if new techniques of energy and resource conservation are

established as the basis of the urban system. In transport, the requirement that the automobile should pay its full costs of pollution, wasted space and general disruption and killing, coupled with the steady rise in gasoline prices, may come just in time to return passengers and needed revenue to public transport. Developing cities can, from the beginning, avoid the expensive commitment to the single commuter in the four-seater car and the six-lane traffic block.

In municipal wastes, the recovery of single cell protein from bio-industry promises to be the basis of a revolution in animal feed, thus to release precious grain to the poorest children. Some cities have been turning sewage into compost and animal foodstuffs for half a century. Now with new processes, metal and organic wastes can be separated, the latter used for fertilizer or fuel, the former resold for recycling which requires infinitely less energy in reprocessing.

These discoveries, which are leading states in North America to set up their own agencies for resource recovery, are not only a model for developing country systems. They underline the fantastic waste of resources and energy upon which traditional development techniques have been based. Sober estimates recently put the percentage of energy sold and then wasted in the United States as high as 50 per cent. Water use in many developing cities is similarly wasteful. These are errors and extravagances which all countries—developed and developing alike—can and should avoid.

THE NUCLEAR OPTION

These developments lead to a further conclusion. It concerns what is by all odds the most fateful decision confronting human settlements—whether or not to take the plunge into the nuclear economy based upon the breeder reactor. The most pressing argument put forward is that with the imminent using up of fossil fuels—oil and gas within a few decades, coal in a couple of centuries—the world's only hope of maintaining “civilized standards” lies with the nuclear option. But this argument completely ignores the fact of massive and totally unnecessary waste in all Western technologies—from farming to metallurgy to aviation. It also ignores the beginnings of a real breakthrough in research and technology to such safe “income energies” as the direct use of solar power, a development which, as it goes forward, would not only remove the risk of deadly indestructible poisons turning up over 25,000 years to imperil future generations. It would also influence settlement patterns in quite new ways.

These directions . . . towards decentralization and smaller scales of technology could well have the kind of humanizing tendency which some of the large-scale, highly technological inventions of the past (particularly in building operations) have signally failed to exhibit. Given these new opportunities for safe energy, the inconceivable scale of nuclear risks already present in nuclear weapons need not be reinforced by widespread “peaceful” uses. There is time for much more careful assessment of the dangers inherent in the nuclear economy. The margins permitted by ending mankind's present profligate use of energy make it perfectly feasible to declare a moratorium on nuclear power systems and to devote the needed research and resources to the development of other environmentally safe and economically attractive forms of “income energy”.

INSTITUTIONAL IMPLICATIONS

If human and creative settlements are to become a central thrust of national planning, a number of political and institutional changes will be required at the national level:

(a) The first has been mentioned, but it must be repeated—the commitment of the whole government to the acceptance of civilized human settlements as a first priority of public policy. But this decision has institutional implications. There is need, preferably in the Prime Minister's or the President's office, for a department or ministry for settlements. The

sectoral division of all government systems between transport, health, housing, industry, trade and so forth means that at no point can the impact of the policies they generate for the community they are supposed to serve be properly measured. At some critical point of policy-making the threads must be drawn together and the primacy established of turning settlements into humane and genuine communities.

(b) It has to be remembered that settlements form a system and that lines of authority and responsibility from the centre to the regions and to the local authorities are frequently too weak or incoherent to carry the full thrust of a national commitment. Responsibilities, financing, co-ordination need to be reshaped to fit the new urgency.

(c) In large urban systems where, all too often, a separation of work and residence, of city services and city-derived income has occurred, forms of metropolitan government are required to see that the burdens and gains of urban life are carried by all those who make use of the total system.

(d) Plans involving the whole national space will, of course, in part be maintained by traditional instruments of national and local government. But the failures of the past and the need to underline a greater sense of community in the future suggest the need for greater citizen participation in the decision-making process. Easier access to the bureaucracy, formal procedures of inquiry (and protest), ombudsmen, public interest research and law—all these are new and vital instruments to ensure that the planning process remains the servant of the citizen and not his straightjacket. In developing countries, the organization of rural people into effective co-operative groups, the ability of the new migrants to control the direction and development of their settlements, are preconditions of genuine citizenship.

(e) At present, research institutions and most forms of technical training are geared neither to the new perspectives in technology nor to the primacy of the citizens' interests and needs in human settlements. New academic institutions and types of research as well as new and appropriate methods of collecting and organizing data are required to underpin the new effort in settlements policy. In this context, national inventories of types of land, natural eco-systems, mineral reserves, pressures and movements of population and other basic forms of information are often out of date or non-existent.

THE INTERNATIONAL DIMENSION

A new determination to make settlements the central thrust of humane and civilizing forms of development has a vital international dimension. Part of it is negative:

(a) All agencies involved in the transfer of resources, skills and technology must show a wholly new respect for the cultural variety, the local range of opportunities and the different styles and values of life of the people they came to assist. The urban order of the developed world does not display so wide a range of virtues that it is an overwhelming duty to spread them further until it can be said of every sky-scrapered, smog-ridden, polluted metropolis that "when you've seen one, you've seen them all".

(b) Nowhere is this modesty more urgent than in the devising of master plans for cities which will in any case be built in the main by the people themselves, or in the passing on of wholly inappropriate technologies geared to costly capital and cutting out all labour-intensity.

But there is a positive task as well. The division of the world's wealth between the 20 per cent of its people who live in developed countries and own 75 per cent of the world's wealth and the overwhelming majority of the poor, has not changed much in the last two decades. If this relationship remains unchanged over another three, with the poor nearly doubling in numbers and the rich in income, it will become an uncontrollable source of despair and violence.

There is no evidence in history that rich elites, entrenched in their wealth and unwilling to create the institutions and policies of wider sharing, will not be swept away by the

growing revolt of the still oppressed. In Europe, at a comparable stage of technological development, the "Hungry Forties" led to the Year of Revolutions. Can we be sure that the "Hungry Eighties" will not confront the world with comparable disruption? If so, why suppose that the frontiers which protect fertile land and "protein sanctuaries" will prove any less vulnerable than the ancient frontiers of Nineveh or Rome?

But the answer need not be fear, anger and entrenched greed. It can be a revolution not by violence but by design. We can begin, generously, imaginatively and openly, to build the common services of the City of Man—the better sharing of income, the basic installations of decent city life, the housing, the health, the sanitation, the opportunities for employment, the rural works of afforestation and irrigation—services which can build up mutual respect and tolerance between classes and races who have lived for too long in relationships of subservience and exploitation.

If HABITAT can set in motion that long revolution, it would mark the first step away from a possible world of coming violence. According to a recent calculation published by the World Bank, some of the basic needs of infrastructure in the Third World's settlements—transport, housing, health sources, sanitation, water (above all, water)—could be hastened and even fully established over the next decade if the affluent nations would contribute some \$30 billions a year in capital assistance. When one reflects that this is merely a tenth of what is spent each year on so-called defense and security, the hope must surely be that the world's peoples can come to recognize their real and ancient enemies—disease and ignorance and homelessness and premature death—and be prepared to give as readily and steadily to the means of life as they do today to the weapons of destruction.

If the task of building the City of Man according to its true dimensions of civilization could be recognized at HABITAT as the real underpinning of human survival, such a decision, registered in concrete commitments to basic human needs, could be the first step away from the fear and uncertainty that besets our planet. It would be only a first step, of course. But, however long a journey, there always has to be a first step. Let it be taken at HABITAT. And let Vancouver be remembered as a city where a new hope was born.

[This Declaration was signed by all Symposium participants, listed below.]

Soedjatmoko
Maurice Strong
Barbara Ward—Rapporteur
Henrik Beer
R.R. Bergh
Lester Brown
Charles Correa
R. Buckminster Fuller
Juliusz Corynski
Jean Gottmann
Laila Shukry El-Hamamsy
Jorge Hardoy

Illyd Harrington
Otto Koenigsberger
Alexander Kwapong
Aprodicio Laquian
Akin Mabogunje
Margaret Mead
Jack Munday
Panayis Psomopoulos
Jose Rios
James Rouse
Eduardo Terrazas
Jun Ui

Appendix 5

United Nations General Assembly Resolution 32/162 on Human Settlements

32/162 *Institutional arrangements for international co-operation in the field of human settlements*

Date: 19 December 1977

Meeting: 107

Vote: 124-0-13 (recorded)

Report: A/32/265/Add.3

The General Assembly

Recalling relevant resolutions, in particular its resolutions 2718 (XXV) of 15 December 1970, 3001 (XXVII) of 15 December 1972 and 3327 (XXIX) of 16 December 1974.

Convinced of the need for urgent action to improve the quality of life of all people in human settlements,

Recognizing that such action is primarily the responsibility of Governments,

Conscious that human settlements problems represent a primary field of action in international co-operation, which should be strengthened in order that adequate solutions may be found, based on equity, justice and solidarity, especially among developing countries,

Recognizing that the international community should provide, both at the global and regional levels, encouragement and support to Governments determined to take effective action to ameliorate conditions, especially for the least advantaged, in rural and urban human settlements,

Recognizing that human settlements and the steps to be taken to improve them should be considered an essential component of socio-economic development,

Recalling the decisions of the United Nations Conference on the Human Environment, as well as the recommendations of the World Population Conference, the World Food Conference, the Second General Conference of the United Nations Industrial Development Organization, the World Conference of the International Women's Year, the Declaration and the Programme of Action on the Establishment of a New International Economic Order adopted by the General Assembly at its sixth special session and the Charter of Economic Rights and Duties of States, that establish the basis of the new international economic order,

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

Conscious of the need to achieve greater coherence and effectiveness in human settlements activities within the United Nations system,

Recognizing that new priorities should be identified and activities developed to reflect comprehensive and integrated approaches to the solution of human settlements problems,

Convinced that it is necessary to consolidate and strengthen promptly the capacity of the United Nations system in the field of human settlements,

Recognizing that urgent steps should be taken to ensure a better mobilization of financial resources at all levels, with a view to improving human settlements,

Believing that:

- (a) The current level of resources available for development purposes, particularly for human settlements, is clearly inadequate,
- (b) The effective development of human settlements has been hindered by great disparities in socio-economic development within and between countries.

- (c) The establishment of a just and equitable world economic order through necessary changes in areas of international trade, monetary systems, industrialization, the transfer of resources, the transfer of technology and the consumption of world resources is essential for socio-economic development and for the improvement of human settlements, particularly in developing countries.

I. INTERNATIONAL CO-OPERATION IN THE FIELD OF HUMAN SETTLEMENTS

Considers that:

- (a) International co-operation in the field of human settlements should be viewed as an instrument of socio-economic development;
- (b) The fundamental object of international co-operation for development is to support national action and, therefore, programmes for such co-operation in the field of human settlements should be based on the policies and priorities established in the recommendations for national action of Habitat: United Nations Conference on Human Settlements;
- (c) In seeking co-operation for development, States should give due priority to human settlements;
- (d) Requests for development assistance should not be subjected to discrimination on the part of the institutions to which these requests are addressed;
- (e) Technical co-operation should be made available to countries requesting assistance in policy formulation, management and institutional improvement relating to human settlements;
- (f) Technical co-operation should be made available to developing countries requesting assistance in education and training and applied research relating to human settlements;
- (g) Financial and technical co-operation for development should be accorded to countries requesting assistance for, *inter alia*, projects in self-help and co-operative housing, integrated rural development, water and transportation;
- (h) All Governments should give serious consideration to making contributions as soon as possible to the United Nations Habitat and Human Settlements Foundation established by virtue of General Assembly resolution 3327 (XXIX), in order to expedite action programmes in the field of human settlements;
- (i) Emerging concepts and priorities regarding human settlements in developing countries present new challenges to the policies and capability of development assistance agencies in donor countries and to international bodies; multilateral and bilateral development assistance agencies should therefore respond effectively to requests for assistance in the field of human settlements, and special attention should be paid to the needs of the least advantaged countries, particularly in the provision of long-term low-interest mortgages and loans to facilitate the implementation of human settlements activities in the least developed countries that cannot fulfil existing terms and conditions;
- (j) Information systems should be strengthened, where necessary, and better coordinated, and stronger links established at the regional level between human settlements and research institutions in different countries;
- (k) Many international organizations carry out activities related to human settlements, and specialized agencies and other appropriate bodies, in particular the United Nations Children's Fund, the United Nations Development Programme, the United Nations Fund for Population Activities, the International Labour Organis-

ation, the Food and Agriculture Organization of the United Nations, the World Food Programme, the United Nations Educational, Scientific and Cultural Organization, the World Bank and the World Health Organization, should consider seriously the recommendations of Habitat: United Nations Conference on Human Settlements, with a view to their implementation in their respective fields of competence.

II. COMMISSION ON HUMAN SETTLEMENTS

1. *Decides* that the Economic and Social Council should transform the Committee on Housing, Building and Planning into a Commission on Human Settlements, which will have fifty-eight members to be elected for three-year terms on the following basis:

- (a) Sixteen seats for African States;
- (b) Thirteen seats for Asian States;
- (c) Six seats for Eastern European States;
- (d) Ten seats for Latin American States;
- (e) Thirteen seats for Western European and other States;

2. *Decides* that the Commission on Human Settlements will discharge, *inter alia*, the responsibilities at present exercised by the Committee on Housing, Building and Planning;

3. *Decides* that the Commission on Human Settlements will have the following main objectives:

- (a) To assist countries and regions in increasing and improving their own efforts to solve human settlements problems;
- (b) To promote greater international co-operation in order to increase the availability of resources of developing countries and regions;
- (c) To promote the integral concept of human settlements and a comprehensive approach to human settlements problems in all countries;
- (d) To strengthen co-operation and co-participation in this domain among all countries and regions;

4. *Decides* that the Commission on Human Settlements will have the following main functions and responsibilities:

- (a) To develop and promote policy objectives, priorities and guidelines regarding existing and planned programmes of work in the field of human settlements, as formulated in the recommendations of Habitat: United Nations Conference on Human Settlements and subsequently endorsed by the General Assembly;
- (b) To follow closely the activities of the United Nations system and other international organizations in the field of human settlements and to propose, when appropriate, ways and means by which the over-all policy objectives and goals in the field of human settlements within the United Nations system might best be achieved;
- (c) To study, in the context of the Conference's recommendations for national action, new issues, problems and especially solutions in the field of human settlements, particularly those of a regional or international character;
- (d) To give over-all policy guidance and carry out supervision of the operations of the United Nations Habitat and Human Settlements Foundation;
- (e) To review and approve periodically the utilization of funds at its disposal for carrying out human settlements activities at the global, regional and subregional levels;
- (f) To provide over-all direction to the secretariat of the Centre referred to in section III below;

- (g) To review and provide guidance on the programme of the United Nations Audio-Visual Information Centre on Human Settlements established by virtue of General Assembly resolution 31/115 of 16 December 1976;

5. *Decides* that the first session of the Commission on Human Settlements should be held in the first half of 1978;

6. *Decides* that the report of the Commission on Human Settlements will be submitted to the General Assembly through the Economic and Social Council.

III. HABITAT, CENTRE FOR HUMAN SETTLEMENTS

1. *Decides* that a small and effective secretariat shall be established in the United Nations to service the Commission on Human Settlements and to serve as a focal point for human settlements action and the co-ordination of activities within the United Nations system, to be named "Habitat, Centre for Human Settlements", hereinafter referred to as "the Centre".

2. *Decides* that the Centre shall be headed by an Executive Director, at a level to be determined later, who shall report to the Secretary-General until such time as any relevant recommendations of the *Ad Hoc* Committee on the Restructuring of the Economic and Social Sectors of the United Nations System can be taken into account;

3. *Decides* that the Executive Director shall be responsible for the management of the Centre, which shall comprise the posts and budgetary resources of the following:

- (a) The Centre for Housing, Building and Planning of the Department of Economic and Social Affairs;
- (b) The appropriate section of the Division of Economic and Social Programmes of the United Nations Environment Programme directly concerned with human settlements, with the exception of the posts required by that Programme to exercise its responsibilities for the environmental aspects and consequences of human settlements planning;
- (c) The United Nations Habitat and Human Settlements Foundation;
- (d) As appropriate, selected posts and associated resources from relevant parts of the Department of Economic and Social Affairs;

4. *Decides* that the United Nations Habitat and Human Settlements Foundation shall be administered by the Executive Director referred to in paragraph 9 above and shall have the terms of reference set out in the annex to General Assembly resolution 3327 (XXIX), with appropriate amendments to reflect the new relationship to the Commission on Human Settlements and its secretariat;

5. *Decides* that the Centre, under the leadership of its Executive Director, shall be entrusted, *inter alia*, with the following responsibilities:

- (a) To ensure the harmonization at the intersecretariat level of human settlements programmes planned and carried out by the United Nations system;
- (b) To assist the Commission on Human Settlements in co-ordinating human settlements activities in the United Nations system, to keep them under review and to assess their effectiveness;
- (c) To execute human settlements projects;
- (d) To provide the focal point for a global exchange of information about human settlements;
- (e) To provide substantive support to the Commission on Human Settlements;
- (f) To deal with interregional human settlements matters;

- (g) To supplement the resources of the regions in formulating and implementing human settlements projects when so required;
 - (h) To promote collaboration with, and the involvement of, the world scientific community concerned with human settlements;
 - (i) To establish and maintain a global directory of consultants and advisers to supplement the skills available within the system and to assist in the recruitment of experts at the global level, including those available in developing countries;
 - (j) To initiate public information activities on human settlements in co-operation with the Office of Public Information of the Secretariat;
 - (k) To promote the further and continued use of audio-visual material relating to human settlements;
 - (l) To carry out the mandate and responsibilities previously assigned by the appropriate legislative bodies to the secretariat units to be absorbed in the central staff;
 - (m) To implement programmes until they are transferred to the regional organizations;
6. *Decides* that the Director of the United Nations Audio-Visual Information Centre on Human Settlements shall report to the Executive Director;
7. *Decides* that there should be close links between the Centre and the United Nations Environment Programme, and that for this reason the location of the Centre should be at Nairobi;
8. *Decides* that during the period 1978—1980 a significant portion of all posts in the Centre will be assigned to the regions for work on regional human settlements questions.

IV. ORGANIZATION AT THE REGIONAL LEVEL

1. *Recommends* that the regional commissions should consider the establishment of regional intergovernmental committees on human settlements, comprising all members, in cases where such committees do not already exist;
2. *Recommends* that such regional committees should be established as soon as possible and then co-ordinate their activities with those of the Commission on Human Settlements and report to it through the appropriate regional commissions;
3. *Recommends* that the responsibility for implementing regional and subregional programmes should be gradually transferred to regional organizations;
4. *Recommends* that each regional committee should be served by a unit of the secretariat of the parent regional commission under an executive officer; these units should preferably be established as soon as possible and should be provided with the necessary resources for their operations;
5. *Decides* that the regional committees shall be responsible for the formulation of regional and subregional policies and programmes and for their implementation;
6. *Recommends* that the budgetary and personal resources available to each regional secretariat unit should consist of those available from the regular budgetary resources and those redeployed from the aggregate posts available to the central secretariat, voluntary contributions, including those made to the United Nations Habitat and Human Settlements Foundation, as well as selected resources currently available to each region;
7. *Recommends* that the principal functions of the regional secretariat units should be:
 - (a) To serve the regional committees referred to in paragraph 1 of the present section;
 - (b) To review progress in the implementation of programmes with the regions;
 - (c) To promote the active collaboration of governmental representatives in activities related to human settlements;

- (d) To assist Governments of countries in the region in the formulation of their requests for assistance from the appropriate bilateral and multilateral bodies;
- (e) To establish close links with the appropriate financial institutions at the regional and global levels and with regional units of the specialized agencies;
- (f) To formulate, implement and supervise regional and subregional programmes and projects, especially regional training programmes;
- (g) To execute regional human settlements projects;

8. *Recommends* that the regional secretariat units, with the approval of the regional committees, should identify those national and regional institutions which are best able to provide services, training and assistance in research relating to human settlements.

V. TERMS OF REFERENCE

1. *Decides* that human settlements activities and programmes at both the global and regional levels shall deal in particular with the following subject areas:

- (a) Settlement policies and strategies;
- (b) Settlement planning;
- (c) Institutions and management;
- (d) Shelter, infrastructure and services;
- (e) Land;
- (f) Public participation;

2. *Decides* that the formulation of global programme priorities within these broad subject areas shall be undertaken by the Commission on Human Settlements and that of regional programme priorities by the regional committees, on the basis of the needs and problems of the region and of the countries within the region;

3. *Recommends* that the following functions should be considered on a priority basis, in relation to the subject areas mentioned in paragraph 1 of the present section:

- (a) Identification of the problems and possible solutions;
- (b) Formulation and implementation of policies;
- (c) Education and training;
- (d) Identification, development and use of appropriate technology, as well as limitation of hazardous technology;
- (e) Exchange of information, including audio-visual information;
- (f) Implementation machinery;
- (g) Assistance in the mobilization of resources at the national and international levels;
- (h) Promotion of the establishment of an international information pool on building materials, plant and equipment.

VI. CONCERTED ACTION AND CO-ORDINATION

1. *Urges* in particular that the Executive Director of the Centre and the bureau of the Commission on Human Settlements should meet bi-annually with the Executive Director of the United Nations Environment Programme and the bureau of its Governing Council to review together their respective priorities and programmes for improving human settlements and to strengthen and extend co-operation between the two organizations;

2. *Urges also* that the Executive Director of the Centre and the Executive Director of the United Nations Environment Programme should participate in and address the annual meetings of their governing bodies;

3. *Decides* that there must be a sustained and determined effort, on the part of all organizations most closely connected with human settlements, both at regional and global levels, to concert their planned programmes and projects;

4. *Decides further* that the existing mechanisms of the Administrative Committee on Co-ordination must be strengthened to ensure that co-ordination in the field of human settlements is effective throughout the whole United Nations system.

VII. WORKING RELATIONS WITH FINANCIAL INSTITUTIONS

1. *Recommends* that the Centre and the secretariats of the regional commissions should establish working relations, as regards the question of human settlements, with the principal financial institutions at the regional and global levels;

2. *Recommends* that special co-operation should exist at the global, regional and national levels between the United Nations Development Programme and the Centre.

VIII. CO-OPERATION WITH ORGANIZATIONS OUTSIDE THE UNITED NATIONS SYSTEM

Recommends that, at the global and regional levels, co-operation should be sought with universities, research and scientific institutes, non-governmental organizations and voluntary groups, in order to make full use of their knowledge and experience in the field of human settlements; at the intergovernmental level, this co-operation should be formalized and at the secretariat level it should be brought about by the establishment of appropriate working relations.

Appendix 6

Membership (with expiry dates) of the UN Commission on Human Settlements

Africa (16)

Benin (1981)
 Burundi (1980)
 Central African Empire (1980)
 Egypt (1979)
 Kenya (1981)
 Malawi (1981)
 Nigeria (1979)
 Rwanda (1980)
 Senegal (1981)
 Sierra Leone (1979)
 Sudan (1980)
 Togo (1981)
 Tunisia (1979)
 Uganda (1979)
 United Republic of Cameroon (1981)
 United Republic of Tanzania (1980)

Asia (13)

Bangladesh (1981)
 India (1981)
 Iran (1980)
 Iraq (1979)
 Japan (1980)

Jordan (1981)

Malaysia (1979)

Pakistan (1980)

Papua New Guinea (1979)

Philippines (1980)

Sri Lanka (1981)

Syrian Arab Republic (1979)

Viet Nam (1981)

Eastern Europe (6)

Bulgaria (1979)

Czechoslovakia (1981)

German Democratic Republic (1979)

Poland (1981)

Union of Soviet Socialist Republics (1980)

Yugoslavia (1980)

Latin America (10)

Argentina (1980)

Chile (1981)

Colombia (1979)

Cuba (1979)

Ecuador (1980)

Guatemala (1981)

Jamaica (1980)

Mexico (1980)

Peru (1979)

Venezuela (1981)

Western Europe and other States (13)

Australia (1981)

Austria (1979)

Canada (1979)

Finland (1979)

France (1979)

Germany, Federal Republic of (1981)

Greece (1981)

Italy (1981)

Netherlands (1979)

Portugal (1980)

Sweden (1980)

United Kingdom of Great Britain and Northern Ireland (1980)

United States of America (1980)

Appendix 7

NGO Statement to the United Nations Commission on Human Settlements, 1979

1. The NGO Committee on Human Settlements is very pleased to congratulate Dr Ramachandran on his appointment as Executive Director of the United Nations Centre for Human Settlements. We offer him our best wishes for the accomplishment of his important tasks. We are glad to note that since his appointment the work programme of the Centre has been elaborated and the first steps have been taken for its implementation.

2. We welcome the fact that the recommendations for national action which national Governments adopted at the Conference on Human Settlements in Vancouver in 1976 have been used to form the basis of the Centre's proposed work programme. We consider that a vital part of the Vancouver commitment was the recognition that local people through NGOs and informal groups, as well as individually, should be involved at the formative stage in the planning and making of the places where they live.

3. The NGO Committee on Human Settlements has now established itself with a substantial membership and we are confident that it will grow rapidly. We are therefore anxious to co-operate in the proposals set out in Commission Document HS/C/2/10 whereby annual consultations and joint discussions on specific issues would take place. We believe that the NGO Committee would be the logical partner in identifying issues for co-operative action.

4. We are under no illusions as to the immensity of the task. Indeed, some of our member NGOs have been active in the field of improving human settlements since the beginning of the century. Collectively we have a considerable fund of experience to bring to these problems and we are anxious to promote innovative contributions to the identification and formulation of successful strategies and policies for human settlements. But we recognise the need to mobilise and focus all our resources more effectively.

5. The NGO Committee, through its member organisations, is in a unique position to develop and stimulate public awareness in the field of human settlements at all levels. By using the many varied channels of communication available to us, we shall strive to promote effective two-way communication of ideas on human settlements, from village to town to Government and vice versa. We see the need to strengthen our regional branches to make this possible, but we also see the need to foster, where none exist, new NGOs concerned with human settlements at the local level. We shall give high priority to working out how best to establish such groups and strengthen existing ones especially in the developing countries. Such measures are essential if the energies of ordinary people are to be released through self-help to improve the places where they live.

6. One of the main functions of the Committee is to keep its member organisations informed of programmes and projects of the Centre for Human Settlements so that they can determine where joint activities should be organised. Conversely, the Centre will be kept informed of the fields of knowledge and experience in the NGO world about which it might like to appeal for assistance. Through means of the publications of its member organisations and, if funds can be obtained, a newsletter, the Committee will promote the flow of information for this purpose. This will serve as a channel for communication between the voluntary bodies in the field of human settlements so as to keep them informed about each other's activities and promote their co-operation; and it will provide an important instrument for the Committee to mobilise public opinion for the support of international action on specific problems.

7. The Committee will have a co-ordinating function in bringing together volunteer agencies in joint projects or actions, for instance to draw attention to human settlements problems in the framework of the activities related to the International Year of the Child and the decade following the International Women's Year. In line with the distinction which the United Nations has itself made between the problems of the man-made and the natural environment, the NGO Committee intends to co-operate on matters of mutual interest with the NGO Environment Liaison Centre here in Nairobi and to avoid overlap and duplication.

8. To pursue these objects the Committee considers it essential that it should establish a base in Nairobi itself. The mutual benefit of collaboration with the Centre for Human Settlements cannot be realised without such a base. Moreover such a base would be the focal point for contacts between human settlement NGOs from all over the world and could provide guidance and advice for informal groups and citizens' associations, especially in the developing countries, in such fields as building materials and techniques, and the management and financing of housing. We are already exploring the feasibility of a project for low-cost housing in the Caribbean. We should like to ask the Commission's approval of a co-operative project to take the first steps for the establishment of a base for the NGO Committee here in Nairobi from which the consultative activities mentioned in paragraph 35 of Document HS/C/2/10, as well as the others referred to, can be undertaken.

9. We have shown that the NGO Committee is willing to play a full part in supporting the purposes of the Centre for Human Settlements. However, we must confess to disappointment that the majority of the industrialised countries of the world do not seem willing to give it adequate financial support. Moreover, we are dismayed by the fact that, after three years, the overwhelming majority of countries have progressed little in implementing the many detailed and far-sighted recommendations for national action which were adopted at the Habitat Conference. Although we recognise the financial contribution that many industrialised countries make to the United Nations Technical Assistance Fund, little real improvement of human settlements will be made without the policy direction and co-ordination of objectives, through research, training, information and financing that the Centre for Human Settlements was set up to provide. We therefore urge all Member Governments to ensure that sufficient funds are available to the Centre to carry out these functions that are so essential to the improvement of human settlements. We urge that the generous spirit of commitment that emerged from the Habitat Conference be honoured in all aspects.

Abbreviations

CHBP	Centre for Housing, Building and Planning
ECOSOC	Economic and Social Council
EEC	European Economic Community
FAO	Food and Agriculture Organisation
FRG	Federal Republic of Germany
GDR	German Democratic Republic
IIED	International Institute for Environment and Development
ILO	International Labour Organisation
IMF	International Monetary Fund
NGO	Non-governmental organisation
NIEO	New International Economic Order
OPEC	Organisation of Petroleum Exporting Countries
PLO	Palestine Liberation Organisation
UN	United Nations
UNEP	United Nations Environment Programme
UNESCO	United Nations Economic, Social and Cultural Organisation
UNFPA	United Nations Fund for Population Activities
UK	United Kingdom of Great Britain and Northern Ireland
US\$	United States dollars
USA	United States of America
USSR	Union of Soviet Socialist Republics
WHO	World Health Organisation

UK £8
US \$20

Since the idea of an inter-governmental conference on human settlements was first proposed in 1972 a great deal of national and international attention has been focussed on the living conditions of the world's poor. The Conference, held in 1976, led to the establishment two years later of the newest United Nation agency—Habitat: UN. Centre for Human Settlements. But what was decided and what have now been identified as the tasks of the Habitat Centre remain a mystery to many, not least to those actually involved in human settlements improvement. This book traces the events which led to the formation of the Habitat Centre, the policies it seeks to have implemented and the programme to which it is working. Its candid account of the genesis and the strengths and weaknesses of what is presently proposed will be invaluable both to Governments and to the many individuals, organisations and agencies with an interest in development planning.

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