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117

UNITED NATIONS CONFERENCE/EXPOSITION ON HUMAN SETTLEMENTS

Meeting of experts held at Vancouver from
8 to 12 May 1973

Report of the Executive Director

1. By its resolution 3001 (XXVII) of 15 December 1972 the General Assembly decided to hold a "United Nations Conference/Exposition on Human Settlements". By the same resolution the Assembly accepted the offer of the Government of Canada to act as host to the Conference/Exposition, which, as explained in the Secretary-General's report to the Governing Council on this item (UNEP/GC/6, paragraph 20), is expected, subject to the Assembly's approval, to be held in the late spring of 1976.
2. With a view to the preparation of the Conference/Exposition and as mentioned in paragraph 22 of the Secretary-General's report, the Executive Director of UNEP, in concurrence with the Government of Canada, called a meeting of experts to discuss substantive themes for the agenda of the Conference/Exposition and the criteria for the selection of demonstration projects. The meeting was held at Vancouver from 8 to 12 May 1973. Experts from 22 countries with a wide variety of professional and governmental experience met with the executive Director and his staff, representatives of the Government of Canada, staff of the United Nations Centre for Housing, Building and Planning of the Department of Economic and Social Affairs, and representatives of the regional economic commissions.
3. The experts selected six themes (see paragraph 7 below) as crucial in the field of human settlements and man's environment now and in the foreseeable future. These themes, moreover, embrace issues which could form the subject of constructive recommendations by the Conference/Exposition and on which action can be taken in the preparatory and follow up process. A further reason for selecting these themes is that there is real evidence that solutions can be and have been found to deal with the related problems successfully. Such solutions can be illustrated at the Conference/Exposition by means of demonstration projects.

Human settlements: crisis and opportunity

4. In the next twenty-five years, human settlements will face unprecedented pressures. World population will nearly double. The majority of mankind will live, for the first time in history, in urban areas of more than 20,000 inhabitants.

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(13 p.)

The buildings required to accommodate the population will have to exceed all the construction hitherto undertaken by all the world's peoples. This process is part of the extension to the entire planet of the opportunities and challenges of modern technology, which has the power to extend to all humanity the benefits of a dignified urban order in harmony with man's natural environment.

5. Yet, two-thirds of this growing population will be living in developing countries under conditions of poverty and inadequate shelter and employment. For these countries the policy concerning human settlements is identified with the vital policy of development, conceived in the light of resources and in harmony with the natural and the man-made environment. At the same time, mankind's rising expectations and the technological means of satisfying them do not automatically produce such harmony. Uncontrolled waste and pollution can carry settlements beyond the regenerative capacity of the natural environment and may even exhaust essentially needed resources. Population growth, technological change, poverty, pollution and resource constraints are bound to reach their maximum intensity in congested human settlements in which man's needs and activities are concentrated and multiply. But these phenomena portend disaster only if the human race proves unable to react strongly enough and soon enough to secure its own survival.

6. The new concern for the natural environment can inspire better use of resources and the mobilization of a vast unused human potential. The only precondition is that governments and peoples, having perceived the scale of the crisis, must decide in time to establish priorities for policy and action. In the past, the over-riding concern with the macro-economics of development has in many cases obscured one of the fundamental objectives, which is the satisfaction of human aspirations. A primary objective of the Conference/Exposition should be, therefore, to return planners and policy-makers to the true purpose of development: to improve and protect the welfare of human beings and the environment in which they live.

Major themes

7. It is in this mood of hope and commitment that the experts assembled in Vancouver have suggested the following major themes:

- I. Human needs in the environment of human settlements;
- II. The role of settlements in national development;
- III. The structure and quality of the environment of human settlements;
- IV. Special problems in human settlements;
- V. Managing human settlements;
- VI. International co-operation.

Theme I - Human needs in the environment of human settlements

8. First priority in the field of human settlements should be given to the satisfaction of internationally recognized basic needs. Consequently, in a community the resources and income should be so distributed that all of its members are assured of the right to adequate material standards and social respect and responsibility. For this reason, it was stressed that the highest priority should be given to the needs of the developing world.

9. Both urban and rural settlements are the ecological "niches" where human beings endeavour to achieve success, as a species and as individuals. If it is assumed that the evidence of species-success is survival and growth, then man is eminently successful. This might be called biological success. But man has not so far provided the elements of individual success which would involve fulfilling his intellectual, social and spiritual potentials. These are the elements he would expect to find in his settlement - his habitat - but all too often he finds instead squalor, congestion and social tension.

10. The Conference should, therefore, consider the social functions which can be influenced both positively and negatively by man's living and working habitat. The first objective of the Conference will be to see how life in human settlements can be improved so that man can achieve social and cultural success as well as biological survival.

11. Among the human needs to be considered are the following:

- (a) the safeguarding of the identity of the individual within the community;
- (b) equality of access to public services and facilities;
- (c) social inter-action and popular participation in community affairs;
- (d) cultural stimulation and opportunities for personal development;
- (e) creative recreation;
- (f) privacy, peace and quiet;
- (g) personal security;
- (h) freedom of movement and choice.

Theme II - The role of settlements in national development policy

12. In the past, settlements have too often been shaped as a residual result of policies relating to location of industry, transport networks, resource availability, etc. However, the concept that settlements can play an active and positive role in national development policy is now beginning to emerge. The vast human migrations together with the technological, economic and political changes in the last twenty-years - both nationally and internationally - call for a new approach:

(a) The goals of development should be based on people's needs in their everyday lives as well as those which relate to national or sectoral accounting systems; and economic and social indicators, e.g. national income accounts should be formulated which would reflect development "success" in terms of human satisfaction;

(b) A better understanding is needed of the role of settlements and their economic, social and environmental implications; strategies, policies and programmes should be devised which can be applied by governments for the purpose of influencing emerging settlement patterns; and the relationship between physical/spatial and development planning at the national, regional and local level should be determined;

(c) New priorities should be established -including priorities regarding the allocations of resources-which more accurately reflect the position of human settlements in the present and future;

(d) The creation of employment opportunities and the multiplier effects associated with the building of new communities should be linked to overall development, particularly in developing countries;

(e) The optimum carrying capacity of the environment in different regions and the size of the population they can support should be determined.

Theme III -The structure and quality of the environment of human settlements

13. The basic human needs to be satisfied in settlements can be grouped under social, functional and spatial categories. At the core is the house with the social functions of the family. The adequacy of the home is in part determined by the neighbourhood in which it is located. In social terms a satisfactory home requires an environment of familiarity, security, friendship and convenience. It should be within reach of the place of employment and of such social facilities as health, educational and cultural services.

14. Home and neighbourhood depend upon an urban system that satisfies functional requirements such as power, water, transport and communications. Problems of sewage and waste disposal need redefinition today in terms of general environmental management, not simply to protect the community but also to enhance the whole quality of urban life.

15. The Conference will want to examine how settlements have provided basic services under different economic and social conditions. The services to be discussed, for which demonstration projects may be prosecuted, would include:

(i) Settlement structures:

- (a) Housing and related infrastructure; water, sewerage and other public utilities;
- (b) The ownership use, and control of land and water in urban and rural areas;

- (c) Communication and transportation systems;
 - (d) Health, education and social services;
 - (e) Recreational and cultural facilities.
- (ii) Environmental quality and characteristics
- (a) The relationship between the man-made and the natural environment;
 - (b) Environmental quality standards and indicators;
 - (c) Environmental control systems;
 - (d) Providing and preserving an aesthetic quality in the environment of human settlements;

Theme IV - Special problems in human settlements

16. Although the actual conditions of human settlements vary greatly, according to the wealth and stage of development of the country or region, there are nevertheless several problems which seem to be common to a large number of settlements throughout the world.

17. The category of squatter settlements requires special attention and a coherent strategy. While such settlements represent the most deprived human environments, prodigies of renewal have been accomplished by marshalling local initiative and self-help and combining it with a measure of public support. Security of tenure and communal services seen especially important. Urban renewal is an important tool for improving the quality of settlements, but it must respect local social, cultural and environmental factors.

18. Settlements experiencing rapid growth owing to massive immigration of workers into industrial regions give rise to very serious social and cultural problems, particularly in developed countries in cases where the migrants come from foreign countries.

19. Settlements experiencing economic and population decline, for example older industrial centres in economically-developed countries and agricultural and rural areas in both developed and developing countries, pose specific problems.

20. Social pathologies associated with major changes in the physical and economic conditions of human settlements, the preservations of historical, cultural and scenic areas, special needs of disadvantaged groups such as ethnic minorities, the elderly and invalid, could be treated as special areas of concern.

21. The impact of tourism on the environment can be harmful if protective measures are not taken, and conversely the enhancement of the environment will tend to attract the tourism which is vital to many developing countries; at the same time, the interests of the local population will benefit from an adequate parallel planning in the field of human settlements.

Theme V - Managing human settlements

22. There is a need for suitable controls over land use and the location of the communities' various activities: no positive national policy for improving the environment of human settlements can be achieved without planning and control. The relative efficiency of different methods of land use, control and policy should be thoroughly studied. A critical examination of available methods of land tenure is required with a view to curbing or eliminating escalating prices and speculation.

23. New forms and instruments of administration are needed as well as co-operation at the regional or metropolitan level. The emergence of continuous megalopolitan regions, fragmentation of decision-making and financial allocation at the local, regional and national level can frustrate a co-ordinated settlements policy.

24. At whatever level of government, planners and policy makers need to take more account of the desires and needs of the communities for whom the plans are made. In developing lands, consultation is often inhibited by lack of education. Citizen participation in implementing policies and programmes is, however, possible in all types of communities.

25. Of fundamental importance are the means and machinery for mobilising and allocating finance for low-cost housing, as well as taxation and other fiscal measures.

26. Other important topics to be considered are: legislation and legal structures; the maintenance of buildings, services and equipment; the application of science and technology to settlements.

Theme VI-International co-operation

27. Continued international co-operation in the field of human settlements, proposals and recommendations for co-operation between governmental and non-governmental organisations should be carefully considered. Such recommendations should deal with costs and benefits to be derived and should concentrate on areas in which there is wide agreement on the need for greater cooperation. These would include:

- (a) The mobilization of financial and human resources;
- (b) The exchange of information on technologies, management and development of institutions;
- (c) Co-ordination and cooperation in research activities;
- (d) The training of special skills for planning and management of human settlements.

Demonstration projects for the Conference/Exposition
on Human Settlements

I. Objectives

1. The main purpose of presenting demonstration projects at the Conference/Exposition is to provide tangible evidence of what can be done to deal with problems under many different economic, political and physical conditions. They are designed to illustrate in clear visual terms successful results of policies, programmes or technologies as applied to specific problems. They must therefore feature what has been or is presently being accomplished rather than what might be done under optimum conditions. It is also important that the demonstration projects be related as nearly as possible to the main substantive themes of the Conference rather than constitute a series of unrelated exhibitions.

2. Care must be taken to encourage the preparation of projects that illustrate those aspects of activity which are specific to human settlements and not to other sectors such as health, employment or education, even though such sectors affect conditions in human settlements both directly and indirectly. The scope of demonstration projects, while emphasizing settlement-oriented activities such as housing, water supply and urban transport, should not therefore be limited to them, but should also feature activities in other sectors which affect urban growth patterns and living conditions. The presentation of demonstration projects should be encouraged and stimulated during its early stages of the preparatory process of the Conference/Exposition.

II. Criteria for the selection of demonstration projects

3. During the preparations for the Conference/Exposition countries will identify and select projects to be designated as national demonstration projects. The following criteria have been suggested for the selection of possible demonstration projects. The projects should:

- (a) offer solutions rather than define problems
- (b) lead to significant improvement in the physical, social or economic environment of settlements;
- (c) show how public or private obstacles can be overcome;
- (d) represent a successful departure from conventional practices;
- (e) be capable of wider application to other countries, broadness of applicability being more important than uniqueness;
- (f) ensure an adequate balance between rural and urban projects;
- (g) not necessarily be government-conceived, managed and executed, though their presentation at the Conference/Exposition should be endorsed by the government concerned;

- (h) demonstrate imaginative and innovative use of local resources and skills;
- (i) illustrate novel or traditional approaches, or a combination of both;
- (j) demonstrate multiple uses of equipment, facilities or services;
- (k) be linked to an existing policy or programme;
- (l) emphasize a comprehensive approach and stress the "human" element and the related issues of social welfare and equity;
- (m) show how national, regional or local development plans have contributed to the formation of new towns or growth poles, urban renewal, and the settlement of new regions;
- (n) give evidence of the use of efficient and low-cost financial and administrative techniques for providing housing;
- (o) illustrate the operation of communications and transport systems, including integrated systems of individual and mass transport;
- (p) ensure an adequate balance of projects presented by developed and developing countries;

Annex I

Convention on International Trade in Endangered
Species of Wild Fauna and Flora

ARTICLE XII

The Secretariat

1. Upon entry into force of the present Convention, a Secretariat shall be provided by the Executive Director of the United Nations Environment Programme. To the extent and in the manner he considers appropriate, he may be assisted by suitable inter-governmental or non-governmental international or national agencies and bodies technically qualified in protection, conservation and management of wild fauna and flora.
2. The functions of the Secretariat shall be:
 - (a) to arrange for and service meetings of the Parties;
 - (b) to perform the functions entrusted to it under the provisions of Articles XV and XVI of the present Convention;
 - (c) to undertake scientific and technical studies in accordance with programmes authorized by the Conference of the Parties as will contribute to the implementation of the present Convention, including studies concerning standards for appropriate preparation and shipment of living specimens and the means of identifying specimens;
 - (d) to study the reports of Parties and to request from Parties such further information with respect thereto as it deems necessary to ensure implementation of the present Convention;
 - (e) to invite the attention of the Parties to any matter pertaining to the aims of the present Convention;
 - (f) to publish periodically and distribute to the Parties current editions of Appendices I, II and III together with any information which will facilitate identification of specimens of species included in those Appendices.
 - (g) to prepare annual reports to the Parties on its work and on the implementation of the present Convention and such other reports as meetings of the Parties may request;
 - (h) to make recommendations for the implementation of the aims and provisions of the present Convention, including the exchange of information of a scientific or technical nature;
 - (i) to perform any other function as may be entrusted to it by the Parties.

Annex II

Convention on International Trade
In Endangered Species of Wild Fauna and Flora

Note on secretariat activities in regard to the Convention

Introduction

1. The Convention on International Trade in Endangered Species of Wild Fauna and Flora was prepared and adopted by an inter-governmental conference convened by the Government of the USA and held at Washington, D.C. from 12 February to 2 March 1973. Eighty nations attended the meeting, together with observers from a number of inter-governmental and other international organizations.
2. The Convention establishes a system of permits and certificates for regulating international trade in threatened wildlife by control of exports and imports, and calls for effective national measures to reinforce and implement the border check procedures, including confiscation of specimens and other penalties for violation of the provisions of the Convention.
3. Endangered species included in Appendix I of the Convention are to be subject to particularly strict regulation and specimens will only move between countries when authorities in both exporting and importing States are satisfied that the transfer will not be detrimental to the survival of the species, that the specimen was not taken in contravention of the law of the exporting State, and that the specimen is not to be used for commercial purposes.
4. Other threatened species are included in Appendix II and specimens are to be shipped only when an authority in the exporting State is satisfied that this will not be detrimental to the survival of the species and that the specimen was not taken in contravention of the law of that State. Exports will be monitored to avoid over-exploitation.
5. Provision has been made for an Appendix III which will list species which, although not threatened throughout their range, are identified by any State as being subject to its control and as requiring co-operation from other countries if control of trade is to be effective.
6. The Convention also covers threatened marine species that may be taken outside the jurisdiction of any State. The general controls on trade are applied to the introduction of specimens of such species into any State and their subsequent export and import. Specific arrangements are made for avoiding conflict between the provisions of the new Convention and those of existing treaties covering marine species.
7. The Convention was opened for signature in Washington from 3 March to 30 April 1973 and thereafter was available for signature in Berne, Switzerland until 31 December 1973.

8. The Convention is subject to ratification, acceptance or approval. It is also open indefinitely for accession. It enters into force ninety days after the date of deposit of the tenth Instrument of ratification, acceptance, approval or accession.

9. At present, twenty-eight countries have signed the Convention but, so far, no Instruments of ratification, acceptance or approval have been deposited. The Government of the Swiss Confederation is the Depositary Government.

Secretariat

10. The Convention provides (Article XII) that on entry into force of the Convention, a Secretariat shall be provided by the Executive Director of the United Nations Environment Programme. To the extent and in the manner he considers appropriate, he may be assisted by suitable inter-governmental or non-governmental, international or national agencies and bodies technically qualified in protection, conservation and management of wild fauna and flora.

11. The Final Act of the conference which concluded the Convention took note of the fact that the assumption of these responsibilities by the UNEP secretariat would be a matter for consideration and determination at the June 1973 meeting of the Governing Council. That Act included a resolution expressing the hope that the Governing Council will approve the undertaking of Secretariat functions by the UNEP secretariat, but making alternative provisions in regard to a secretariat in the event that the Governing Council does not so approve.

12. The functions of the Secretariat may be summarized as follows:

- (a) to arrange for and service periodic meetings of the States adhering to the Convention (regular meetings of the States are to be convened at least once every two years);
- (b) to handle proposals for amendments to Appendices I and II and for the establishment of Appendix III and amendments thereto (see paragraphs 3 to 5 above - this may involve the conduct of postal ballots, and communication of lists of species to the States adhering to the Convention);
- (c) to undertake scientific and technical studies in accordance with programmes authorized by the periodic conference of the States adhering to the Convention, as will contribute to the implementation of the Convention, including studies concerning standards for appropriate preparation and shipment of live specimens and the means of identifying specimens (the definition of these studies and their authorization must await the first meeting of the States);
- (d) to study reports received from the States on their implementation of the Convention, these being an annual report covering records of trade in specimens of species included in Appendices I, II and III, and a biennial report on legislative, regulatory and administrative measures taken to enforce the Convention, and to request further information where this appears necessary to ensure implementation of the Convention (the first group of reports cannot be expected to be available until after the end of 1974);

- (e) to invite the attention of the States concerned to any matter pertaining to the aims of the Convention;
- (f) to publish periodically and distribute to the States adhering to the Convention, current editions of Appendices I, II and III, together with any information which will facilitate identification of specimens of species included in these Appendices;
- (g) to prepare annual reports to the States on the work of the Secretariat and on the implementation of the Convention;
- (h) to make recommendations for the implementation of the aims and provisions of the Convention, including exchanges of information;
- (i) to undertake certain formal communications between the States, that are specified in the Convention, particularly changes in the designation of management authorities and scientific authorities named by the States for certain purposes under the Convention;
- (j) to bring to the notice of the responsible agencies within the States party to the Convention, information which indicates that any species included in Appendices I or II is being affected adversely by trade in specimens of that species, or that the provisions of the Convention are not being effectively implemented;
- (k) to perform any other function that may be entrusted to it by the States adhering to the Convention.

13. Whilst it is clear that when the Convention has been in force for some time, these duties could involve a considerable volume of work, it is difficult to predict how rapidly these tasks will develop. It seems unlikely that the Convention could enter into force before the last quarter of 1973. In consequence, it is difficult to foresee a meeting of the States adhering to the Convention taking place before the end of the first quarter of 1974. Furthermore, it will not be possible for the necessary machinery to be established within the States in time for there to be any large scale accumulation of data on the trade in endangered species of wild fauna and flora before the end of 1974.

14. Nevertheless, certain preliminary work is called for in 1973 and 1974, including the promotion of adherence to the Convention, assisting States to develop a procedure for the control of trade in accordance with the Convention, the compilation of information of published standards for holding and shipping live specimens, and the preparations for and servicing of the first conference of the States adhering to the Convention. Whilst not essential, it would obviously be helpful also for action to be taken to prepare and publish aids to facilitate the identification of specimens of species included in Appendices I and II. It is expected that the longer term commitments will become clearer by the time of the next session of the Governing Council, and it is intended that further information be given on this matter on that occasion.

Annex III
Final Act of
The Plenipotentiary Conference to Conclude
An International Convention on Trade in
Certain Species of Wildlife
Resolution on Article XII

The Conference

Noting that Article XII of the Convention on International Trade in Endangered Species of Wild Fauna and Flora contemplates that the United Nations Environment Programme shall assume Secretariat responsibilities upon entry into force of the Convention;

Aware of the fact that this assumption of responsibilities could be considered and determined at the June 1973 meeting of the Governing Council of the United Nations Environment Programme;

Recognizing that adequate preparations must be made to ensure that the Contracting States may make an informal and well-considered choice in the event the United Nations Environment Programme is unable to assume those responsibilities;

1. Expresses the hope that the Governing Council will approve the undertaking of Secretariat functions by the United Nations Environment Programme;
2. Decides, in the event the United Nations Environment Programme has not assumed Secretariat functions by 1 September 1973, to invite any Parties to the Convention to communicate to the Depository Government proposals concerning the possibility of another existing agency assuming the responsibilities of the Secretariat for consideration at the first Conference of the Contracting States;
3. Requests the Depository Government to transmit to the Contracting States such proposals as are received at least ninety days in advance of the first Conference;
4. Invites the Depository Government to assume Secretariat responsibilities on an interim basis pending consideration of this matter at the first Conference of Contracting States if the United Nations Environment Programme has not done so when the Convention enters into force. The Depository Government may request the assistance of inter-governmental or non-governmental international or national agencies and bodies technically qualified in protection, conservation and management of wild fauna and flora.