



UNITED  
NATIONS

HS



Commission on  
Human Settlements

Distr.  
GENERAL

HS/C/7/3  
12 January 1984

ORIGINAL : ENGLISH

Seventh session  
Libreville, 30 April - 11 May 1984  
Item 5(a) of the provisional agenda

A SYSTEMATIC AND COMPREHENSIVE APPROACH TO  
TRAINING FOR HUMAN SETTLEMENTS

Report of the Executive Director

SUMMARY

The report was prepared in response to resolution 5/16, in which the Commission on Human Settlements decided that one of the special themes for its seventh session would be "a systematic and comprehensive approach to training for human settlements".

The purpose of the report is to present a global review of the state of training in human settlements for developing countries and to recommend specific action to be taken by developing and developed countries and by international agencies to improve the situation. The report is concerned principally with public-sector needs in the field of human settlements. In the developed countries, the private sector has by far the larger role in human settlements development, but in the developing countries, the very small number of human settlement personnel (leaving aside the construction industry, which is a separate issue) tends to be concentrated in or closely connected to the public sector. Therefore, the report's primary focus is on meeting needs at different levels of that sector.

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## INTRODUCTION

1. The role of training in the development and management of human settlements is in process of re-evaluation. Experience is demonstrating that improvements in financial and organizational arrangements are ineffective unless all participants in the settlements development process are trained for their tasks. It is not only professionals who require training but every group that intervenes importantly in the process of settlements development. That need extends into the general community, including the beneficiaries of assistance programmes.
2. Along with a growing awareness that greatly increased numbers of participants in human settlements development need to be trained, there is a perception that training has to cater to a broad array of human needs. While training has classically been viewed as the imparting of skills for dealing with practical, job-related tasks, the acquisition of technical knowledge is only a part of what is needed to perform effectively. Knowledge of the context within which skills are exercised is also necessary, as is a sense of self-reliance and a capacity for co-operative action.
3. The need, simultaneously, to train vast numbers of people and to broaden the aims of training is leading to a re-examination of how training should be conducted. New approaches are required which are quicker, less expensive and more attuned to economic and social realities than those now in use. In practical terms, a dramatic re-orientation of international training activities is needed, leading away from sponsorship of study abroad and towards development of locally-based, indigenous training capabilities. Required are new methods for determining training needs, innovative forms of international co-operation and heightened commitment to training by both developing and donor countries.
4. In the new situation, the United Nations Centre for Human Settlements (UNCHS) has a decisive role to play that involves development and application of new methodologies for determining training needs and capabilities, support for the preparation of plans and programmes for the development of human resources, sponsorship of training innovations in human settlements, assistance with improvement of the infrastructure and management of local training institutions, and encouragement of new forms of international collaboration in support of training.
5. In order to survey the current state of training in human settlements in developing countries, information and ideas were solicited from member countries of the United Nations Commission on Human Settlements and from the regional commissions for Latin America, Africa, Western Asia, and Asia and the Pacific. Advice and information were also sought from agencies and organizations of the United Nations system. In addition, reports were prepared by consultants on the activities of bilateral aid agencies and universities in developed nations in support of training in developing countries. Finally, a meeting of experts was convened by UNCHS in August 1983 to obtain first-hand views and information from experts actively involved in training in the field.

6. It clearly emerges from the review that the shortage of skilled manpower needed to manage contemporary settlements - particularly the burgeoning urban communities - is of crisis proportions, that current efforts to meet the situation are woefully inadequate and that broad new approaches need urgently to be developed and applied. However, one of the crucial obstacles to framing innovative programmes is the lack of information regarding priority needs in training. There is little evidence that countries are taking a hard look at the training required to handle the developmental needs of settlements, projecting those requirements, and devising training strategies commensurate with the size and complexity of the needs.
7. Countries continue to calculate manpower needs on the basis of the number of formal degree-holders required to fill selected key positions in government. It is not generally recognized that persons performing quite mundane tasks require special training if the processes in which they are engaged are to be handled effectively. Persons who have received formal academic education in one of the human settlements professions are usually just as much in need of specialized job training as those without such academic qualification.
8. In order for countries to have any possibility of coping with the vast changes that are taking place in their settlements, the whole process of training-needs assessment has to be restructured and greatly expanded. Related to this is the need not only to broaden the definition of the target groups to be included in assessments but also to redefine the types of training to be delivered. Training has commonly been viewed as a method for bringing persons to a prescribed level of efficiency in particular tasks by imparting skills through instruction and/or practice. Whereas education is presumed to arm a person with basic knowledge, training aims to adapt that knowledge to the world of work. However, as the terms of reference for the planning and operation of human settlements expand, it is becoming clear that new forms of training have to be applied to a greatly enlarged set of recipients.
9. Traditionally, public administrators and technical staff have been the main focus of human settlements training. However, while enhancement of the job skills of those professionals is still seen as important, it is now recognized as vital that other groups also receive training. Policy makers, who may be politicians or civic leaders, should be made aware of the processes which affect the conditions of human settlements. Senior administrators, who help set policies, similarly require special training. Programme implementers require training which gives them an integrative approach to problem-solving. Community leaders and inhabitants of low-income settlements must be trained in self-organization, management and the techniques of participation in decision-making. Finally, of course, the training of trainers is an essential activity which must be undertaken if the other groups are to be reached. Because the development of comprehensive training programmes is a dynamic process and requires trial-and-error testing if one is to arrive at an effective complement of courses, workshops and related activities in a particular setting, it is only possible to suggest guidelines for structuring training packages.

10. The annex to the present report contains a table which lists the activities and skills that are involved in the human settlement development process. The table is, of course, highly generalized, but it does provide an overall framework for considering the range of training needs which Governments must meet. The quantification of those needs, through training assessments, can only be done on a country-specific basis.

11. The task of marshalling and training the human resources needed for the development and management of the human settlements of developing countries is enormous. Attention must focus on the nature and scale of the effort required for training great numbers of participants in specific skills rather than on extended and costly education for a few high-level professionals. Amongst a series of considerations, one of the foremost is to ensure that broad groups of key actors are involved on a continuous basis in adapting their skills to novel challenges.

12. In their efforts to deal with the tidal wave of change that is overtaking their settlements, the Governments of developing countries are becoming aware that, if services and facilities are to be expanded rapidly and subsequently maintained, local authorities and their staffs have to play a more active role than is currently the case. While there has been a recognition for a number of years that public functionaries have to be specifically trained to select and appraise development projects, experience with complex settlement programmes is now demonstrating that advances can only be sustained if there is broad local management capability. Thus, for example, Indonesia, one of the pioneer countries in structuring broad-scale low-income settlement-improvement efforts, is in the process of undertaking a series of multimillion dollar training programmes. The objective is to train, in a short period of time, local mayors, finance directors, planners, engineers and other key local functionaries, in order to strengthen their participation in the planning and implementation and subsequent management and maintenance of an array of social and economic improvements.

13. The Philippines represents a similar example of a national Government that, after extensive experience with settlement-improvement efforts, has under way a series of broad, innovative training programmes for improving the capabilities of local authorities. In Africa, the United Republic of Tanzania, a country which abolished local government a decade ago, recently re-established it and is mounting a large-scale programme to train local staffs. Kenya, also with considerable experience in modern settlement-development activities, has recently initiated a comprehensive effort to improve the participatory capacity of local governments and to equip, through training, the local staffs required to meet expanded responsibilities.

14. Recognition that the support of local governments can be decisive in assuring the long-term success of special development efforts is also extending to metropolitan areas. For example, in both Calcutta, India, and Caracas, Venezuela, there are under way broad programmes to improve the efficiency of the many local governments within the metropolitan areas. As knowledge accumulates with respect to the long-term implications of settlement-improvement projects launched during the 1960s and 1970s, it is becoming

increasingly evident that local authorities have to be responsibly involved in the processes of development and that their staffs have to receive special training in order to cope with the greatly expanding needs of the 1980s.

15. The final, overarching training issue that emerges from the global review is the urgent need to evolve new forms of collaboration by countries on regional and subregional bases. Current systems of national action and international support are failing to produce training institutions within the developing countries on a scale and at a level of excellence which would permit them to address training needs in a realistic fashion. Collaborative approaches are required to identify and assist key training institutions in producing locally based training materials, in training local trainers and in maintaining a flow of information to Governments, national training institutions, aid agencies, non-governmental organizations and community groups concerned with settlements improvement.

## I. TRAINING IN DEVELOPING NATIONS

16. The largest proportion of training for human settlements in developing countries takes place locally through administrative staff colleges, institutes of management, schools of architecture and planning and engineering colleges. In addition to operating regular professional and graduate courses, many of those training centres run short- and medium-length courses for specific groups to prepare them to perform particular tasks. The importance of those institutions can be expected to increase over the coming decade, and they should eventually absorb many of the current training activities in developed countries directed at third world situations. However, as the following reports on human settlements training attest, the current, overall picture is not encouraging, and new initiatives are urgently required.

### A. Training in Latin America

17. In a report prepared for UNCHS by the Economic Commission for Latin America (ECLA) on training in the region, 1/ emphasis was placed on the need to expand the number of target groups included in training and to develop quicker methods of training than are now used. While there were a number of training activities focused on human settlements in Latin America, many of those involved in the settlement-building process did not take part in them. The gap was most pronounced at the grass-roots and intermediate levels - that is, among technicians, municipal functionaries and "contact" workers. One reason for that was that training focused on the intermediate level of functions was concentrated almost exclusively in metropolitan areas. Even for high-level professionals, the training opportunities were grossly inadequate, especially in Central America and the Caribbean, where there was a marked dependency on the United States of America for professional education.

18. The ECLA report noted that present training programmes had a tendency to be divorced from reality, particularly in relation to needs of low-income populations. Even training of the traditional basic professionals - architects and engineers - did not equip them to deal with the social and environmental questions which lay behind the material aspects of human habitat. The report characterized the training of planners as an intellectual substitute for real policy-making. Although ECLA had identified more than 100 agencies engaged in various types of training focused on human settlements, it viewed their training programmes as stemming from an uncritical transfer of basic concepts and training schemes from industrialized countries, with little application to situations that were inherently different and which required new approaches. ECLA was co-operating with the International Union of Local Authorities (IULA) to develop the Centre for Local Government Training and Research, at Quito, Ecuador, to be charged with the task of improving training throughout Latin America and making it relevant to the needs of that region.

### B. Training in Africa

19. The Economic Commission for Africa (ECA), in its report to UNCHS on training, 2/ noted that, within the region, facilities, materials and trainers were inadequate to meet local requirements. Population growth and urbanization were proceeding at such a pace that the dearth of trained personnel was placing

severe restrictions on the capabilities of Governments to cope with habitat problems. The report recognized that there were valuable training programmes in a few institutions but noted that they were sparsely scattered over the region. Text books and training materials were imported from the industrialized countries and were, by and large, unsuitable to the conditions of Africa.

20. Most grass-roots-level workers had no training. Even at the level of decision makers, the majority had been formally trained in the humanities and promoted into human settlements roles from governmental departments unrelated to their current tasks. There was no permanent cadre of human settlements personnel, and there was little utilization of training as a means of upgrading skills or re-orienting personnel attitudes and perceptions.

21. Africa probably faced the most severe shortage of training facilities of any developing region. In a survey of training for the countries in the eastern and southern subregion of Africa, 3/ it was found that Governments lacked the ability even to assess training needs, maintain records of the skills of various personnel, and assign trainees to appropriate training programmes. There was a particular need for basic technical skills in project design, implementation and maintenance, but inability to offer short-term courses for key personnel within the region was a constraint to development. Although the countries of Africa recognized the need to enter into joint training programmes, their financial situation required low-cost approaches specially adapted to their needs.

#### C. Training in Asia

22. The report on training of the Economic and Social Commission for Asia and the Pacific (ESCAP) 4/ noted that Asia had a large number and variety of training programmes focused on human settlements. However, it was found that those activities suffered from many deficiencies. There was an over-emphasis on academic, formal education, wherein concepts, techniques and materials are borrowed from the West, and excessive attention was given to the training of elite professionals. Courses lacked an interdisciplinary character, and new methods in teaching, such as gaming, field exercises and "live projects", were little used. The severe lack of adequately trained personnel in the region was creating a bottleneck in the development of human settlements. Graduates coming into the human settlements field tended to be unprepared for decision-making related to their jobs, and the practical requirements of development authorities were rarely considered in the design of courses. In many countries, emphasis was still placed on physical land-use planning and urban design with a "city beautiful" bent. There was an inadequate response to the need for in-service refresher courses and advanced courses for practising professionals.

23. The report of ESCAP highlighted the lack of policy in the region for sharing training capacities and emphasized that there were inadequate data to project and plan for the training requirements of the future. It concluded that appropriate training techniques and methodologies must be



developed to cater for the needs of the region, taking into special consideration the generally low levels of literacy and the difficult conditions faced by most Governments in marshalling sufficient national resources to mount independent training programmes.

24. According to the report of the Economic Commission for Western Asia,<sup>5/</sup> there was a paucity of reliable information about the situation of human settlements in the region and a corresponding lack of knowledge about local training needs and capabilities. Most large-scale improvement programmes in the region were launched without prior consideration being given to the training required to carry them out. A predictable result was the development of serious bottlenecks. Activities fundamental to advancing the well-being of settlements, such as sanitation, public health, social work, community development, land surveying, waste disposal, urban traffic and environmental protection, were either not covered at all or not adequately catered for through training. In order to confront the serious deficiency of skills it was vital to the development of the human settlements of the region that a full-scale survey of training needs and capabilities be undertaken and broad regional policies established.

## II. CURRENT MULTILATERAL APPROACHES TO TRAINING

25. There is a deepening involvement of the international community in training for development of human settlements. New approaches are being explored, concerned primarily with preparation of locally based training materials and development of training techniques specially adapted to encourage rapid learning.

### A. UNCHS (Habitat)

26. The United Nations Centre for Human Settlements (Habitat) sponsors a variety of training courses focused on the improvement of human settlements. These are often jointly funded through the United Nations Habitat and Human Settlements Foundation and collaborating multilateral and bilateral agencies. Since 1980, a series of courses has been offered for middle-level managers and technicians on the management of integrated urban projects, arranged in collaboration with the Economic Development Institute (EDI) of the World Bank and partly financed by the Government of the Netherlands. A second series of courses, also sponsored in conjunction with EDI, is directed at high-level public administrators and policy makers in metropolitan areas and deals with financial and environmental management. A third series of courses, focused on housing experts, is run in collaboration with the Post-graduate Centre for Human Settlements at Leuven, Belgium, with the support of the Government of Belgium. Other training activities include workshops to introduce professionals in human settlements to computerized data management and an innovative series of courses in community participation that is being designed and tested with the co-sponsorship of the Government of Denmark. In addition, a great deal of training is provided locally as an integral component of the technical co-operation projects executed by UNCHS (Habitat). Some of those projects are directed specifically at enhancing the capability of training institutes, such as the current effort to provide training assistance to Ardhi Institute in the United Republic of Tanzania. The production of training materials by UNCHS (Habitat) is another significant activity in support of local training.

### B. World Bank

27. Over the past several decades, the World Bank, through the Economic Development Institute (EDI), has been a pace-setter in the training of public officials in the preparation and programming of projects. Through short (9-12 weeks), intensive courses in the management of urban growth, participants are given an understanding of the use of information and the application of systematic analysis to decision-making for urban programmes and projects. Participants are exposed to a broad range of governmental policies, programmes and projects in developing countries. EDI training also emphasizes the strengthening of working relationships between participants from different agencies and disciplines.

28. Over the years, EDI has evolved a case-study method in which small groups of participant-trainees are required to develop solutions to practical problems posed in different types of development situations. The approach has met with

considerable success and is being emulated by an increasing number of training institutes involved with the training of those responsible for the management of urban growth. The Bank is increasingly concerned about the limited number of people to whom it can offer training and is moving to assist regional training centres to sponsor the types of technical courses historically associated with EDI. The Bank intends to generate support for regional training through such activities as the production of specially prepared training materials. 6/

#### C. UNESCO

29. The United Nations Educational, Scientific and Cultural Organization (UNESCO) has developed a broad interest in the area of human settlements and is making a significant contribution to the development of training manuals. UNESCO's particular concerns are architecture, urban planning, regional development, human settlements management and general environmental education. A two-volume set of handbooks for the organization and design of courses under the Human Settlement Managers Training Programme has been produced in collaboration with the United Nations Environment Programme (UNEP), and a number of pilot training programmes have been carried out, employing the handbooks. 7/ The Division of Technological Research and Higher Education has prepared training manuals for imparting knowledge related to appropriate technology for rural development and is also carrying out work in low-cost housing. It plans to prepare training materials for community extension workers. 8/

#### D. Other training efforts of multilateral agencies

30. The World Health Organization (WHO), through the awarding of approximately 70,000 fellowships, has built up a cadre of medical, para-medical and public-health personnel in developing countries. WHO has designed a document on human resources development 9/ which lays out a plan of action for training target groups ranging from highly educated decision makers to "illiterates" at the community level who require an understanding of hygiene and health.

31. The International Labour Organisation (ILO) has carried out extensive training programmes related to human settlements. 10/ Its areas of activity include technical assistance to national Governments in manpower planning and training, aid to vocational training institutions and operation of training programmes in construction management.

32. The United Nations Children's Fund (UNICEF) has implemented a variety of projects designed to improve the quality of life in both rural and urban settlements. UNICEF reaches over 1 million people each year through training in community health, hygiene, sanitation, nutrition and enhancement of skills. About 70,000 para-technicians are trained each year to maintain basic services in human settlements.

33. The activities of the Food and Agriculture Organization of the United Nations (FAO) focus primarily on the training of people who reside in human settlements dependent on agriculture, fisheries and forestry for their economic support. Through their rural development centres, FAO has acquired experience

in training community contact and extension workers who, in turn, work on a large scale with rural communities.

34. The United Nations Industrial Development Organization (UNIDO) carries out training programmes related to industrial development in developing countries. Its approach focuses on training within Governments, within enterprises and within training agencies themselves. A number of UNIDO programmes relate directly to human settlements, particularly in the production of building materials.

35. Other multinational agencies active in the field of training include the European Economic Community (EEC), which sponsors numerous programmes in countries of Africa, the Caribbean and the Pacific which are associated with EEC under the Lomé conventions; the Organisation for Economic Co-operation and Development (OECD), which has particularly important research and training programmes in the field of urban management for its less developed members, such as Portugal, Turkey and Yugoslavia; and the International Union of Local Authorities (IULA), which, in addition to its long-standing programme of comparative local government training courses under the title "Decentralization for Development", is active in promoting seminars and workshops on human settlements problems.

### III. BILATERAL APPROACHES TO TRAINING

36. From a recent survey of aid to human settlements projects, 11/ a disappointing picture emerges of bilateral approaches to training, indicating much to be done in encouraging a positive and co-ordinated training effort for human settlements personnel in developing countries. Most aid programmes focused on human settlements existed prior to Habitat: United Nations Conference on Human Settlements, held in 1976, and insufficient subsequent effort has been made by developed countries to formulate policies for human settlements development and to support the training needed to implement such policies.

37. Training often forms a component of technical assistance projects in developing countries, but, while that is a positive trend that should be supported, many inadequacies remain to be corrected. In a recent study carried out for the World Bank on training, it was observed that "assessments of training needs were not based on preliminary work, done either during sector reviews or at the time of project preparation, and the manpower requirements of organizations or the skill proficiencies of target personnel were not clearly spelled out". 12/ That statement characterizes most development projects.

38. Aid focuses disproportionately on rural development, neglecting urban slums and shanty communities where deep poverty exists. 13/ Even with the rural bias of programmes, rural settlements are neglected in favour of production-oriented programmes for rich farmers. Lip-service is given to community participation, but there are few efforts to train local people to participate effectively, and, as a consequence, those who benefit from training are generally élite professionals.

39. However, there are a number of notable efforts to promote training for the improvement of human settlements. For example, the Ministry of Overseas Development of the United Kingdom of Great Britain and Northern Ireland supports a number of programmes focused on habitat in developing countries, and the United States Agency for International Development (USAID), which is increasingly active in the field of training, sponsors an annual shelter workshop on housing. Japan supports the United Nations Centre for Regional Development at Nagoya; Belgium lends assistance to the Post-graduate Centre for Human Settlements at Leuven University; and the Netherlands provides support to the varied programmes of the Institute for Housing Studies (BIE) at Rotterdam. Moreover, a good deal of training related to human settlements emerges as a component of technical co-operation projects from which local participants are deputed to a variety of courses so as to enhance their skills and awareness.

40. A number of bilateral agencies co-sponsor projects through non-governmental development agencies, and many of those projects are focused on the poor who live in self-organized and self-managed communities. The Norwegian Agency for International Development supports non-governmental organizations in developing countries through a fund which amounts to about 10 per cent of its total aid. A similar approach is taken by the Governments of Australia, Canada, and several countries of Western Europe.

#### IV. THE DOMINANT ROLE OF UNIVERSITY TRAINING IN DEVELOPED COUNTRIES

41. Over the years, there has been an emphasis on preparing professionals from developing countries at universities in the developed nations, at both undergraduate and graduate levels. The trend has broadened to incorporate early and mid-career professional training, and, despite marked advances in training and educational facilities in developing regions, the size and number of courses in developed countries have continued to expand. The continued popularity of those courses, even in those developing countries where excellent educational opportunities exist, rests on the status acquired by a foreign-trained professional, the chance to travel, the perceptions of family and peers that top professionals study abroad, and the financial support that the courses continue to enjoy. Training institutes in many developing countries reinforce those tendencies by modeling their courses on those of the developed countries rather than by using the local context in teaching practice.

42. In the developed countries, there are at least 50 graduate-level programmes focused on habitat-related problems of third world countries. 14/ Many of those programmes receive special assistance from their national Governments, often linked to bilateral technical co-operation programmes. The courses are of one-to-two years duration and are open to private candidates as well as to those nominated by their Governments. Outstanding examples are the Special Programme for Urban and Regional Studies (SPURS) at the Massachusetts Institute of Technology in the United States, which is specifically tailored to meet the requirements of middle-level planners and decision makers from developing countries, and the two-year post-graduate programme in planning at the Development Planning Unit of University College, London, which focuses on low-income settlements of developing countries. 15/

## V. DEFICIENCIES OF CURRENT EFFORTS

43. Despite all efforts made in the field of training for the improvement of human settlements, severe deficiencies persist as a fundamental obstacle to development. As financial constraints continue to hamper development efforts, expenditure on training will be seen as a cost-effective intervention, and its proportion of the total development effort can be expected to increase. It is important, therefore, that deficiencies in training be eliminated and that that element of development be used as an effective tool of change. Shortcomings in the field of training are summarized below.

(a) National manpower planning has generally ignored training in building skills and awareness. Attention has focused almost exclusively on trying to match the number of diploma and degree holders with the number of posts that carry such requirements. Little attention is paid to upgrading the skills of those who are actually performing the work, because it is not generally recognized that even those who have received university degrees need to be specially trained to fulfill specific developmental tasks and must have their skills improved through periodic retraining. Manpower planning in human settlements is not a task of simply fitting a prescribed number of degree holders into a given series of slots. It is, rather, a continuous effort to determine the basic skills, knowledge and motivation necessary to make the system function, and to decide how that can be done in the simplest and least expensive manner.

(b) Assessments of training requirements are inadequate. Assessment of training needs has traditionally been an evaluation of the capabilities of local training and research institutions rather than an assessment of the training needs of specific areas of the human settlements sector. The focus of concern has been on establishing training institutions, assuming that they will, in turn, determine needs. The process of determining needs, however, has rarely followed. Simple methods and procedures for assessing training requirements have not been designed and tested.

(c) Local authorities have been neglected. Local agencies bear the primary responsibility for providing basic services to the people, ensuring a participatory development process, coping with rapid growth and socio-economic transformation, and translating policy into practice. Yet, with respect to personnel planning and training, those agencies are neglected. By and large, local agencies depend on large cadres of untrained personnel overlaid with a few graduates of formal courses in traditional disciplines who are untrained in the management of development efforts.

(d) Interregional co-operation is lacking. Because of the scarcity of national financial resources, many countries are unable to build and support an entire training system focused on the requirements of local authorities and development agencies. Lacking the ability to provide adequate facilities themselves and facing inadequate regional and subregional collaboration, many developing regions are unable to offer suitable training. Training institutes that can act in the capacity of global centres of excellence and that can service national training agencies are lacking. Such centres are necessary

in order to carry out training assessments, train national trainers, prepare locally based training materials, translate training materials into local languages, sponsor training symposia for special groups, and establish networking systems between local institutes, and international agencies, and between regional centres.

(e) International co-ordination is lacking. International agencies do not adequately co-ordinate their efforts in training. Their support does not fit into a pattern based on studies of requirements and capabilities, or on a determination of how programmes of assistance can complement one another. Some local training activities receive an excessive amount of attention from competing donor agencies, while others, equally worthy, languish without sufficient support.



## VI. STRATEGIES FOR DEALING WITH TRAINING NEEDS

### A. Carry out assessments

44. It is necessary to undertake country and region-wide analyses of training needs in order to establish magnitudes and priorities of demand and to determine how training requirements might be met. The evaluation of needs must concern itself primarily with analysis of the skill requirements of those actually on the job, and that important task must proceed on a much larger scale than in the past and must encompass a far greater number of groups. Current assessment systems are too limited in scope and fail to portray the true magnitude and diversity of the problem that confronts developing countries.

45. It is necessary to determine simultaneously how existing local training institutes can be upgraded and/or can have their programmes expanded to satisfy total training needs. In practical terms, that means evolving new ways to increase greatly the output of established training centres. Currently, UNCHS, the World Bank and the United States Agency for International Development are engaged in a collaborative effort to develop assessment methodologies through a mutual undertaking in eastern and southern Africa.

### B. Develop indigenous capability

46. A shift in training capacities from the developed countries to the user nations must be realized. That can only be achieved if resources are directed to supporting national efforts, developing global support capabilities and subcontracting training to national institutions. Programmes should be promoted to link the training experience and resources of the industrialized world with the activities of local training centres in a manner which, over time, will shift resources and capabilities to the developing world. The approach involves the exchange of trainers, the exchange of learning materials and the exchange of experience through various networking mechanisms. Venues for training events should be in the countries from which the course participants originate. The Asian Institute of Technology (AIT) in Thailand and the Institute of Technology of Bandung (ITB) in Indonesia are examples of training institutes of quality which have benefited greatly through assistance from leading training centres in industrialized countries.

### C. Train the trainers

47. A special task inherent in the improvement of training institutions and activities in developing countries is the training of those who do the training. Training requires special skills and talents that are not common, and competent persons with a good deal of practical experience are required. It is often difficult, however, to attract such persons to the job of training and to reward them sufficiently so that they stay on the job and improve their performance.

48. Since there are no generally established ways to enter the field of human settlements training, special attention has to be directed to the recruitment, training and career-advancement of trainers. Local training courses assisted

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by multilateral and bilateral aid agencies are increasingly incorporating substantial numbers of trainers as regular participants in courses designed for practitioners. This is an excellent device for improving the skills of trainers and should form a component of externally aided training activities.

D. Focus on local authorities

49. A key requirement is to improve the functioning of local authorities in developing countries through comprehensive training programmes. Unfortunately, local authorities in most developing countries do not perform well. Rather than act as key agents in the provision of basic services and facilities, they act as impediments. Yet the performance of their prescribed role is necessary if human settlements are to function. There are agencies that can effectively work for their communities in a participatory manner, and it is through the policies under which those agencies work that resources are directed to or withheld from the "popular sector". By directing limited training resources to those representative institutions, highly effective results can be achieved in the management of basic services, in the introduction of participatory methods, and in the shaping of human settlements policies responsive to reality. Venezuela is one example of a country that has made notable advances in that area, partly through the creation, with external assistance, of a national foundation for municipal development (FUNDACOMUN) which operates as a local training institute, a municipal bank, a technical adviser and an informal representative of local interests.

E. Promote global centres of excellence

50. A high-priority requirement is to strengthen the management and training capabilities of selected training centres in developing countries. Such centres should play a role in the training of trainers, develop training modules, publish relevant methods, manuals and materials, translate materials into regional languages, and promote networking between supporting international agencies, regional centres and national training agencies. They should also maintain data banks related to individuals, agencies, manuals, materials, training modules and other relevant resources for training in the area of human settlements, advise national Governments on manpower planning, and advise local development agencies on their training requirements. In Latin America, the Brazilian Institute of Municipal Administration (IBAM), with assistance from a number of outside and local sources, including the financial support of Brazil's local governments, has succeeded in establishing itself as a regional as well as national resource and is actively engaged in assisting other training centres throughout the region.

F. Shift the role of donor agencies from direct training to supporting local training activities

51. Another key requirement lies in shifting the focus of aid organizations from executing training programmes to supporting Governments and local training institutes in the satisfaction of their own training requirements. In their new role, donor agencies should take the lead in promoting the analysis of national, agency and programme needs, and in assessing training capabilities to meet those requirements. They should emphasize pilot courses

in subject areas which require innovation and from which new learning methods can be expected to emerge. They should help selected training centres to enhance their methods and to improve the capabilities of their trainers. They should provide backup assistance to training centres by creating, publishing and distributing appropriate learning materials. That approach would reduce the burden of actual training on the international community and shift training to efficient and effective local venues.

G. Exchange information

52. The creation of information networks is an approach through which the efforts of the international community and of global centres of excellence can reach a wide audience of users. Costly materials, such as course designs, manuals and audio-visual presentations, which are often prepared for a single training event or for the use of a single training agency, can be shared. Information on new learning processes, procedures and methods can be exchanged, and resources for training in human settlements can be made available to a wide range of training agencies. Networks can link regions, nations and local areas into professional communities of trainers focused on the problems of human settlements, and newsletters, journals, workshops and symposia can all give a meaningful structure to those important networks.

H. Enlighten policy makers

53. Through national workshops and regional seminars, policy makers must be made aware of the special value of training. The role of training as an element of human-resource development can be advanced through such meetings, and the benefits of national manpower plans with an integral training component can be emphasized. The critical role that training plays in the development and management of human settlements must be understood by those in authority. Although staff training does not guarantee successful operation at any level of government, it is one necessary condition of success, because, unless those involved in the various tasks of providing essential services and facilities to human settlements are capable of doing the job, the other necessary ingredients, such as financial, organizational and personnel arrangements, will be ineffective.

## VII. RECOMMENDATIONS TO DEVELOPING COUNTRIES

54. While the industrialized countries and multinational agencies can offer support to training for the improvement of human settlements in developing countries, the main responsibility lies with the developing countries themselves. They must make long-term commitments of funds and personnel for enhanced training focused on their own problems. Some of the steps needed to be taken are listed below.

(a) National plans for training should be integrated with manpower planning programmes and based on an analysis of the training needs that have to be satisfied in order for national development goals and objectives to be realized.

(b) Governments should recognize that it is essential to provide training for all the groups of actors who are involved in improving conditions in human settlements. It should be seen that training is a budgeted component of each project and programme.

(c) Governments must accept the primary responsibility for financing their own internal training programmes, and external aid should be used to fill gaps which can only be covered through outside support. Governments should give priority to training within their own countries and regions, and should use sponsorships for study abroad only to fill gaps.

(d) In order to improve local training capabilities, Governments must develop mechanisms for the implementation of their training plans using regional centres, national institutes (both privately and publicly sponsored) and local NGOs. An integrated programme should be formulated and implemented for utilizing local training resources and for building on the strengths of each type of training agency.

(e) Governments must adopt appropriate training mechanisms. Industrialized countries prepare professionals primarily at the post-graduate level and in institutions of higher learning. Each developing country should consider that model as just one among many options for meeting its own training requirements, such as providing professional training during the last two years of study at the undergraduate level. Polytechnics may be more appropriate venues for training para-professionals than local or overseas universities. Short- and medium-length training programmes for officials currently on the job are the best vehicles for enhancing the capabilities required to meet immediate problems of human settlements.

(f) Governments should encourage their training institutions and centres of higher education to focus training on practical problem-solving and to be interdisciplinary and innovative. The training and educational materials employed should be based on national social and economic realities.

(g) Governments must create a cadre of skilled trainers. The training of trainers should be emphasized and budgeted for in national manpower and

human-resource development plans. Regional centres should be supported to develop and upgrade the skills of trainers and to produce relevant instructional materials. Where possible, such institutions should be created and supported intergovernmentally.

(h) Governments must build operational capability at the local level. The key agencies in the enhancement of conditions among low-income groups are the local rural and urban agencies entrusted with providing basic services and channeling development in a participatory manner. Those agencies represent constituencies of neighbourhoods and communities, and they must, therefore, be a primary focus of training. That is particularly necessary for the acquisition of skills and the creation of awareness in the field of popular participation which should receive increased emphasis as a vehicle for decision-making and implementation in human settlements programmes. Governments should recognize the key role of local agencies and enhance their ability to manage their affairs.

(i) It is essential for Governments to promote mass education. In most developing countries, the onus of providing and maintaining basic services and shelter in human settlements lies with the people themselves. Learning modules should be designed and used at the elementary and secondary school level to expose young people to basic settlements problems and processes, and to possible solutions for improving their own settlements.

(j) Governments should adopt and encourage the adoption of the concept of participatory development and should utilize training as a vehicle for involving community leaders, social and community workers and the people themselves in plans and programmes which directly affect their futures.

(k) Governments should exploit the potential of private and voluntary organizations. Such organizations are of critical importance in efforts to improve human settlements and Governments should explore ways to enlist their help in training activities.

(l) Governments must share resources. Many developing countries already aid smaller nearby countries. Those countries that have their own aid programmes should ensure that the training component is a substantial one. Governments that have their own training facilities should make them available to candidates from nearby countries without such facilities, in the spirit of technical co-operation among developing countries.

#### VIII. RECOMMENDATIONS TO DEVELOPED COUNTRIES

55. Successful training as a development process requires the active participation of bilateral and multilateral agencies. Such agencies should strive to enhance the effectiveness of their activities in the ways listed below.

(a) Agencies must adopt new policies. Human-resource development should be one of the main components of the strategy for development of each bilateral agency. Training, as the most effective tool for raising levels of knowledge and awareness, should be seen as an essential part of the development process, and such an approach should be written into the strategy papers and terms of reference that guide or regulate sponsored development activities.

(b) Bilateral agencies should ensure in every development project supported by them, in either rural or urban settlements, that there is a strong, well-integrated and planned training component. It must be focused on the skill deficiencies that hinder the attainment of programme goals and objectives. It should be analysed from the project identification stage through the project implementation stage and should be compatible with the country's own efforts to improve indigenous training.

(c) When a technical co-operation project in human settlements requires the training of local staff, funding agencies should explore local and regional capabilities in training before sending trainees to developed countries. The savings from such a strategy, invested in local or regional training institutions, can assist those institutions to improve their performance. Such institutions are likely to have more relevant field experience, be easier for candidates to adapt to, and offer better opportunities for institutional links with the sponsoring development authorities than overseas institutions.

(d) Bilateral agencies should create effective contact capability. To do so, they should ensure that the contact workers they fund through non-governmental organizations and development agencies are adequately trained, through short- and medium-length programmes, to carry out the tasks essential to the success of projects. Contact workers often have specialized skills in other disciplines that need redirection or enhancement for application in human settlements programmes. That essential cadre of development workers is often overlooked in favour of high-level managers, professionals and top decision makers.

(e) When bilateral agencies fund projects focused on low-income communities, they should ensure that participatory skills are created. In other words, they should ensure that the people for whom change is intended are participants in the planning of their own futures and that they are adequately prepared for such participation through training activities built into the project.

(f) Donor agencies that support research and training institutions in their own countries, focused on human settlements in the developing nations, should encourage those institutions to direct their activities

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towards a particular region in the developing world so that they gain a contextual link with that area's problems, constraints and potentials. Such home-based training institutions should also be encouraged to develop linkages with similar institutions in that region and to establish working relations that are conducive to the transfer of capability to partner-institutions. Such local and regional institutions in the developing world should be supported in their efforts to improve themselves, with a view to achieving self-sufficiency.

(g) It is important for bilateral and multilateral agencies to promote co-operation in the field of training. They should meet on a regular basis to examine the role of training, analyse requirements and capabilities, and determine how they can best collaborate. Ultimately, effective support for training will depend upon the commitment of a large number of key agencies to a collaborative process.

#### IX. THE PROPOSED ROLE OF UNCHS IN TRAINING

56. UNCHS (Habitat) and the United Nations community in general have an important role to play in training focused on human settlements. Their actions should emphasize in particular the improvement of conditions in the poorest communities of developing countries and the enhancement of the capability of local authorities. Over the coming decade, UNCHS (Habitat) should focus on the following types of action in the field of training:

(a) UNCHS (Habitat) should encourage and sponsor collaboration with other members of the United Nations system, other multilateral and bilateral funding agencies and international non-governmental organizations, in order to improve training activities. Such collaboration should aim at establishing a common policy with regard to training, agreeing on lead agencies for various supportive activities, and agreeing on a common approach to filling gaps in training systems.

(b) UNCHS (Habitat) should take a leading role in designing methods and procedures for carrying out analyses of training needs and capabilities. Such studies should look at requirements at different levels, capacities which are underutilized and gaps in training capabilities. Assessments should deal with options for filling gaps and utilizing existing capabilities. UNCHS should monitor the application of its recommended procedures, continuously update its methods in the light of experience and disseminate information on the subject.

(c) UNCHS (Habitat) should organize and promote meetings of top-level decision makers, so as to enable senior professionals to exchange views on recent developments and prospects concerning human settlements and to gain insights into the role of training in responding to those developments.

(d) In an effort to promote global centres of excellence, UNCHS (Habitat) should seek to:

(i) Promote improvement of the infrastructure and management of selected training centres that can play a role in supporting other training agencies within their respective regions;

(ii) Create a network of training agencies, development agencies and individual trainers;

(iii) Devise methods for evaluating training efforts, test them in the field, and prepare manuals for wide distribution;

(iv) Draft model curriculums for training activities;

(v) Prepare learning aids such as training manuals, basic readings supportive of training modules, case studies, learning games, field exercises, group problem-solving exercises and audio-visual supports;

(vi) Promote and support the training of trainers.



(e) UNCHS (Habitat) should sponsor training events to test innovative ideas from which new learning devices might arise. Some of those events could be:

(i) Workshops for experts, policy makers and trainers in the area of housing and settlement management;

(ii) Symposia on the management of metropolitan growth and development, with emphasis on financial and environmental management;

(iii) Workshops on data management for human settlements and on the skill development required to operate effective data-management systems;

(iv) Courses on community participation for improving human settlements and on the training of trainers who will work directly with local communities to enhance their skills in self-organization, self-management and planning.

(f) UNCHS (Habitat) should set up a global organization of universities and other training and research institutions through which it can obtain and publish information on innovative practices in the training field and on current research into human settlements issues.

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Annex

THE HUMAN SETTLEMENTS DEVELOPMENT PROGRAMME:  
 MANAGEMENT PHASES, ACTIVITIES, AGENCIES, STAFF CADRES AND SKILLS

Management phases	Management activities	Agencies which may be involved	Staff cadres	Staff levels a/	Main skills required
A. <u>Planning phase</u>					
1. Strategy and policy development (national level)	Data collection and analysis	National planning ministry National housing agency	Housing statistician	P, SP	Demographic housing statistics
	Economic	Same as above	Economist	P	Urban development housing economics
	Technical	Same as above	Engineer Architect Planner Sociologist	P P P P	Low-cost infra-structure Low-cost housing Settlement planning Social surveys and planning
	Resources analysis and planning	Same as above	Economist	P	Finance and manpower
	Policy review and formulation	Same as above	Policy analyst Economist Administrator Politician	P P P Pol	Policy analysis and presentation
	Supervision	Same as above	Economist/ Administrator	P	Project appraisal and control
	Training	Same as above	Training officer	P	Training

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2. Planning and programming (city/town level) b/	Housing needs survey	Local authority National housing agency Ministry (approval)	Housing officer	P	Generally as above but at city/town level
Economic	Local authority	Economist	P	Same as above	
Technical	Same as above	Engineer/architect/planner	P	Same as above	
Social	Same as above	Sociologist	P	Same as above	
Resources analysis and planning	Same as above	Economist/treasurer	P	Same as above	
Policy review and formulation	Same as above	Administrator/economist	P	Same as above	
Development planning and programming	Same as above	Economist/treasurer	P	Development budgeting	
3. Project preparation and appraisal b/	Economic Technical Social Financial Managerial	Local authority National housing Agency Ministry (approval)	As above	P	Generally as above, but in relation to specific projects and inclusive of project preparation, financial economic, social and management-appraisal skills
Analysis appraisal and decision		Politician/councillor	Pol		

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	Community briefing and participation	Local authority	Community development Community leadership	SP, FW Comm	Community and settlement development
B. <u>Development phase</u>	Programming and physical monitoring	Local authority National housing agency	Project manager/ engineer	P	Project management
1. Physical execution (hardware delivery)	Community briefing and participation	Local authority	Project manager/ <b>community development/</b> community leadership	P, SP FW Comm	Communications and settlement development
	Detailed design	Local authority	Engineer/architect/ planner	P, SP	Design
	Land acquisition	National lands department	Lands officer	P	Legal
	Survey (site)	Survey department or local authority	Surveyor	P, SP FW	Survey
	Survey (plots)	Survey department or local authority	Surveyor	P, SP FW	Survey
	Tenders and contracts	Local authority National housing agency	Engineer/architect	P, SP	Contract/management
	Contract supervision	Local authority National housing agency	Engineer/architect	P, SP	Contract/management
	<b>Direct labour</b> construction	Local authority National housing agency	Engineer/Architect	P, SP	Contract/Management

2. Settlement execution (software delivery)	Project accounting and control	Local authority National housing agency	Treasurer	P, SP, FW	Accounting
	Programming and physical monitoring	Same as above	Project manager/ community development/housing officer	P	Project management
	Community briefing and participation	Same as above	Community development/housing officer/ community leaders	P, SP, FW, Comm	Communications and settlement development
	Plot advertisement and allocation	Same as above	Community development/housing officer/ councillors	P, SP, FW, Pol	Communications and settlement development
	Settlement/re-settlement	Same as above	Community development/housing officer	P, SP, FW	Communications and settlement development
	Loan application and advice	Same as above	Community development/housing officer	SP, FW	Communications and settlement development
	Loan approval and issue	Local authority or mortgage	Treasurer or loan officer	P, SP, FW	Loan administration
	Building materials supply and stores	Local authority National housing agency	Supplies officer/ storekeeper	SP, FW	Procurement and stores management
	Building advice and supervision	Same as above			
	Housing Low-cost sanitation		Building technician adviser/inspector	SP	Building trades Sanitation Communications

Service charges	Local authority	Community develop- ment/housing officer	SP,FW	Communications
Recovery and enforcement	Same as above	Legal officer	P	Legal
Loan recovery and enforce- ment	Local authority or mortgage agency	Community develop- ment/housing officer or loan officer	SP,FW	Loan Administration
Self-help service maintenance	Local authority	Community develop- ment/housing officer	SP,FW	Community develop- ment
Estate manage- ment (re- allocations, transfers development control)	Same as above	Community develop- ment/housing officer	SP,FW	Estate management
Land titles administration (transfers)	Lands department or local authority	Lands/legal officer	P,SP	Land law and records
3. Administra- tive and financial	Local authority	Town clerk councillors	P,SP Pol	Personnel management in-service training
Personnel and management training	Same as above	Town clerk training officer	P,SP	Communications
Communications and public relations	Same as above	Communications	SP	Budgeting and accounting
Financial management	Same as above	Treasurer	P,SP,FW	



Budgeting and accounting	Same as above	Treasurer	P, SP, FW	Budgeting and records
Revenue/service charge accounting and records	Same as above	Treasurer	P, SP, FW	Accounting and records
Loan accounting and records	Local authority or mortgage agency	Treasurer	P, SP, FW	Accounting and records
Valuation for rating	Local authority or national department	Valuation officer	P, SP	Rating valuation
Mutual self-help activity	Local authority National housing agency	Community development/housing officer	SP, FW	Community organization
housing infrastructure		Community leaders	Comm Comm	
Housing co-operatives	Co-operative department	Co-operative officer	P, SP, FW	Co-operative management accounting
Credit and savings societies	Local authority or mortgage agency institution	Treasurer/loan officer/development housing officer	P, SP	Savings schemes
Advice/loans to small industry/business	National department local authority or credit institution	Small industry specialist	P, SP	Technical and financial
House numbering registration	Local authority National housing agency	Community development/housing officer	SP, FW	Administration

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Land titles preparation and issue	National lands department or local authority	Legal/lands officer	P, SP, FW	Land law and records
Development of community groups	Local authority National housing agency	Community development/housing officer	SP, FW, Comm	Community development
Roads	Local authority	Engineer	P, SP, FW	Technical and management
Refuse collection	Same as above	Health officer	P, SP, FW	Same as above
Water supply	Local authority or corporation	Engineer	P, SP, FW	Same as above
Sewerage	Local authority or corporation	Engineer	P, SP, FW	Same as above
Markets	Local authority	Health officer	P, SP, FW	Same as above
Most items in B2 - i.e., those which continue after initial development but at a lower level	Local authority National housing agency	As above: B2	As above: B2	As above: B2

C. Maintenance and further development these

1. Service maintenance (hardware)

2. Settlement management (software)

<u>D. Monitoring and evaluation phase c/</u>	Monitoring progress	Local authority National housing agency	Same as above	As above: B2	Programming Reporting (see also B1 and B2)
Physical/hardware	Same as above	Engineer Planner	P, SP, FW	Physical and social aspects of settlements	
Settlement/software	Same as above	Economist Housing officer Sociologist Interviewer	Physical and social aspects of settlements social survey		
Monitoring of impact and effectiveness during development	Same as above	Same as above	Same as above		
Evaluation impact and effectiveness after completion	Local authority National housing agency or ministry	Same as above	Same as above		

- a/ P = Full professional, senior managerial
- SP = Subprofessional, senior technician, middle managerial
- FW = Field extension worker, junior technician, clerical
- Pol = Political leaders and decision-makers, councillors
- Comm = Community leaders

b/ Steps A2 and A3 may not be separated where a project covers a town's needs over a planning period - e.g., in the case of very large projects in medium-sized towns and projects in small towns.

c/ Monitoring and evaluation activities may be organized in a variety of ways. They may be combined in a single unit - e.g., progress monitoring may be a line function with the other activities in a specialized unit, or evaluation may be in a unit at ministry level, with other activities within the agency.