

**REPORT  
OF  
HABITAT: UNITED NATIONS CONFERENCE  
ON HUMAN SETTLEMENTS**

Vancouver, 31 May-11 June 1976



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EXPLANATORY NOTE

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Part one

DECISIONS OF THE CONFERENCE

## Chapter I

### DECLARATION OF PRINCIPLES

#### VANCOUVER DECLARATION ON HUMAN SETTLEMENTS, 1976

##### HABITAT: United Nations Conference on Human Settlements,

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

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

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

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

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

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

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

Inequitable economic growth, reflected in the wide disparities in wealth which now exist between countries and between human beings and which condemn millions

of people to a life of poverty, without satisfying the basic requirements for food, education, health services, shelter, environmental hygiene, water and energy;

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

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

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

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

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

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

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

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

## I. OPPORTUNITIES AND SOLUTIONS

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

(a) Adopting bold, meaningful and effective human settlement policies and spatial planning strategies realistically adapted to local conditions;

(b) Creating more livable, attractive and efficient settlements which recognize human scale, the heritage and culture of people and the special needs of

disadvantaged groups especially children, women and the infirm in order to ensure the provision of health, services, education, food and employment within a framework of social justice;

(c) Creating possibilities for effective participation by all people in the planning, building and management of their human settlements;

(d) Developing innovative approaches in formulating and implementing settlement programmes through more appropriate use of science and technology and adequate national and international financing;

(e) Utilizing the most effective means of communications for the exchange of knowledge and experience in the field of human settlements;

(f) Strengthening bonds of international co-operation both regionally and globally;

(g) Creating economic opportunities conducive to full employment where, under healthy, safe conditions, women and men will be fairly compensated for their labour in monetary, health and other personal benefits.

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

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

## II. GENERAL PRINCIPLES

1. The improvement of the quality of life of human beings is the first and most important objective of every human settlement policy. These policies must facilitate the rapid and continuous improvement in the quality of life of all people, beginning with the satisfaction of the basic needs of food, shelter, clean water, employment, health, education, training, social security without any discrimination as to race, colour, sex, language, religion, ideology, national or social origin or other cause, in a frame of freedom, dignity and social justice.

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

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

4. Human dignity and the exercise of free choice consistent with over-all public welfare are basic rights which must be assured in every society. It is therefore

the duty of all people and Governments to join the struggle against any form of colonialism, foreign aggression and occupation, domination, apartheid and all forms of racism and racial discrimination referred to in the resolutions as adopted by the General Assembly of the United Nations.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### III. GUIDELINES FOR ACTION

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

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

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

4. It is of paramount importance that national and international efforts give

priority to improving the rural habitat. In this context, efforts should be made towards the reduction of disparities between rural and urban areas, as needed between regions and within urban areas themselves, for a harmonious development of human settlements.

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

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

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

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

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

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

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



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

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

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

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

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

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

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



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

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

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

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

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

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

## Chapter II

### RECOMMENDATIONS FOR NATIONAL ACTION

#### A. Settlement policies and strategies (Agenda item 10 (a))

##### Preamble

1. The goals and objectives of human settlement policies and strategies are recalled in the Declaration of Principles of the Habitat Conference.
2. To achieve these goals and objectives, national settlement policies must be formulated and the means for implementation must be selected and combined into national development strategies. These strategies must then be incorporated in the general planning framework, and the specific goals must become an integral part of national development objectives.
3. The ideologies of States are reflected in their human settlement policies. These being powerful instruments for change, they must not be used to dispossess people from their homes and their land, or to entrench privilege and exploitation. The human settlement policies must be in conformity with the declaration of principles 1/ and the Universal Declaration of Human Rights.
4. Human settlements of today embody the outcome of generations of ideas, decisions and physical investments; it is not possible, therefore, to achieve radical modifications overnight. But population growth and rapid changes in the location of human activities proceed at such a pace that, by the end of the century, we shall have to build "another world on top of the present one". If properly directed, this formidable task could mobilize untapped resources and be turned into a unique opportunity for changing our man-made environment: this is the challenge of human settlement strategies.
5. In fact, the very construction of the physical components of human settlements - be they rural or urban, in the form of dwellings or roads, with traditional or modern technologies - in sufficient volume to meet the needs of society, could become a leading sector of the economy and a major generator of meaningful employment, instead of being treated as a residual of so-called "productive" activities.
6. It must be remembered also that, throughout the world, the present role of human activities was determined by economic, social and political relationships, many of which are by now obsolete. In the early industrialized countries of the northern hemisphere, the pattern of settlements still bears the marks of the

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1/ In the report of Committee II (A/CONF.70/10) submitted to Plenary the following foot-note appeared: "Subject to the action to be taken by the Conference on the Declaration of Principles".

ruthless urbanization of the last century; in the third world, both the hierarchy of settlements and, very often, their internal structures are the physical manifestation of the dual society inherited from a situation of dependence and exploitation. To change these complex and evolving relationships, settlement policies and strategies must be conceived on a scale appropriate to the task and as part of a single concerted effort for the improvement of the quality of life of all people, wherever they live and work.

Recommendation A.1

A national settlement policy

- (a) Every aspect of human settlements: social, environmental, cultural, and psychological is profoundly affected by the level of economic development, population growth and movements, as well as social relationships. The task of dealing with the consequential and rapid changes in the range and location of human activities, within the constraints of limited resources presents both a new challenge and a unique opportunity to achieve more balanced development in every nation.
- (b) ALL COUNTRIES SHOULD ESTABLISH AS A MATTER OF URGENCY A NATIONAL POLICY ON HUMAN SETTLEMENTS, EMBODYING THE DISTRIBUTION OF POPULATION, AND RELATED ECONOMIC AND SOCIAL ACTIVITIES, OVER THE NATIONAL TERRITORY.
- (c) Such a policy should:
  - (i) Be based on the goals and objectives stated in the Declaration of Principles;
  - (ii) Recognize that difficult choices must be made between conflicting requirements;
  - (iii) Embody both a firm political commitment and public understanding of its implications;
  - (iv) Be based on a critical assessment of the present situation of human settlements, the emerging trends, and the impact of past policies;
  - (v) Be devised to facilitate population redistribution to accord with the availability of resources;
  - (vi) Focus on the central role of human resources as an agent for development;
  - (vii) Take into account the World Population Plan of Action.

Recommendation A.2

Human settlements and  
development

- (a) There are fundamental relationships among the distribution of population, environment, economic activities, and the pattern of human settlements. National policies for economic and social development can no longer afford to neglect or minimize the role of human settlements.
- (b) A NATIONAL POLICY FOR HUMAN SETTLEMENTS AND THE ENVIRONMENT SHOULD BE AN INTEGRAL PART OF ANY NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT POLICY.
- (c) An integrated human settlement policy should:
  - (i) Be formulated through a truly interdisciplinary approach, concurrently with policies relating to other aspects of social and economic development;
  - (ii) Be formulated at the highest political level, in co-operation and co-ordination with regional and local levels as appropriate;
  - (iii) Be consistent with the preservation, restoration and improvement of the natural and man-made environment, cognizant of the positive role of environment in national economic and social development;
  - (iv) Be directed at all settlements, rural and urban, dispersed and concentrated, old and new;
  - (v) Be considered in all efforts to implement the New International Economic Order;
  - (vi) Take into account the changing roles and responsibilities of women and the impact of developments and programmes on women, both as participants and beneficiaries.

Recommendation A.3

Content of national human  
settlement policy

- (a) Institutions responsible for planning and programmes at all levels, should receive clear guidelines from an explicit policy statement on human settlement issues.
- (b) A NATIONAL HUMAN SETTLEMENTS POLICY SHOULD CONCENTRATE ON KEY ISSUES AND PROVIDE BASIC DIRECTIONS FOR ACTION.
- (c) Such a policy should:
  - (i) Promote the goals and objectives of national development and translate these into spatial terms;
  - (ii) Outline strategies appropriate to different time perspectives and different scales;
  - (iii) Establish priorities among regions and areas, especially in relation to the location of investment and infrastructure, and the satisfaction of the needs of various social groups;
  - (iv) Be led by public sector action, and aim at the welfare of the people, with priority to the most deprived;
  - (v) Set minimum and maximum standards which should be expressed in qualitative and quantitative terms, based on indigenous values, related to local resources and abilities, capable of evolving over time and developed with the full participation of all those concerned.

Recommendation A.4

More equitable distribution

- (a) Human settlements in most countries are characterized by wide disparities in living standards from one region to another, between urban and rural areas, within individual settlements and among various social and ethnic groups. Such discrepancies exacerbate many human settlement problems, and, in some instances, reflect inadequate planning. Human settlement policies can be powerful tools for the more equitable distribution of income and opportunities.
- (b) HUMAN SETTLEMENTS POLICIES SHOULD AIM TO IMPROVE THE CONDITION OF HUMAN SETTLEMENTS PARTICULARLY BY PROMOTING A MORE EQUITABLE DISTRIBUTION OF THE BENEFITS OF DEVELOPMENT AMONG REGIONS; AND BY MAKING SUCH BENEFITS AND PUBLIC SERVICES EQUALLY ACCESSIBLE TO ALL GROUPS.
- (c) This can be done through:
  - (i) The location of public sector investments;
  - (ii) The allocation of direct subsidies and priority of investment, to selected disadvantaged regions and groups;
  - (iii) The use of incentives and disincentives - fiscal, legal or other - to favour or discourage selected activities or areas;
  - (iv) The creation of special employment, training and social services opportunities in favour of the most deprived;
  - (v) The deliberate improvement of conditions in the most disadvantaged settlements, so as to enhance attraction of such areas in relation to others;
  - (vi) Measures to improve the quality of life of vulnerable groups which have special needs - such as children, the elderly, the handicapped and the disabled. Such measures include provision of basic social services, adequate shelter and social and physical access to facilities.

Recommendation A.5

Settlement development  
strategies

- (a) An effective human settlements policy concerned with progress requires a strategy which confronts all the relevant issues, makes the necessary choice of means and options and indicates trade-offs in resource and time dimensions. That strategy should also reflect the hierarchy of human settlements and allow for future changes.
- (b) NATIONAL HUMAN SETTLEMENTS STRATEGIES MUST BE EXPLICIT, COMPREHENSIVE AND FLEXIBLE.
- (c) Such a strategy requires:
  - (i) Definition of socio-economic variables and physical development patterns, and of guidelines for staging and degree of concentration of development programmes;
  - (ii) Designation of the body responsible for policy formulation;
  - (iii) Active participation of all governmental bodies and non-governmental organizations concerned in policy formulation and strategy development;
  - (iv) Active co-operation and participation of all sectors of the population must be obtained;
  - (v) A means for periodic review to take into account new important developments;
  - (vi) Particular reference to the major infrastructure networks - transport, energy and communication - and the essential administrative and financial systems.



Recommendation A.6

Allocation of resources

- (a) The resources available for improving the quality of life in human settlements are limited when compared with people's needs and expectations. Those resources are also too often misallocated; where resources are especially scarce the human potential is often ignored.
- (b) THE IMPROVEMENT OF QUALITY OF LIFE IN HUMAN SETTLEMENTS MUST RECEIVE HIGHER PRIORITY IN THE ALLOCATION OF CONVENTIONAL RESOURCES, WHICH OUGHT TO BE CAREFULLY DISTRIBUTED BETWEEN THE VARIOUS COMPONENTS OF HUMAN SETTLEMENTS; IT ALSO REQUIRES THE PLANNED USE OF SCARCE RESOURCES AND THE MOBILIZATION OF NEW RESOURCES, IN PARTICULAR HUMAN CAPACITIES.
- (c) Particular attention should be given to:
  - (i) Making true social costs and benefits the basis for policy decision and evaluation, and not only material product;
  - (ii) Allocating resources on a spatial as well as sectoral basis, with a view to improving efficiency and accountability;
  - (iii) Encouraging self-help, self-reliance and the organization of interregional solidarity;
  - (iv) Research priority for critical factors in the development of human settlements, especially energy and technologies;
  - (v) Development of new sources of finance, with suitable terms and conditions.

Recommendation A.7

Constant review

- (a) Because of their complexity, dynamism and persistence, human settlement problems require sustained national attention and continual reassessment.
- (b) GOVERNMENTS SHOULD REPORT PUBLICLY ON A CONTINUOUS EVALUATION OF HUMAN SETTLEMENTS CONDITIONS.
- (c) This may involve:
  - (i) A permanent national body reviewing human settlement problems and issues;
  - (ii) A national or regional periodic review of settlement development proposals to assess potentials, social and environmental costs and benefits of alternate systems of development;
  - (iii) A periodic report by the Head of State or Government on the achievements and failures of the past period, and goals for the future;
  - (iv) Independent monitoring and evaluation components in all major human settlement programmes, projects and institutions.

## B. Settlement planning (Agenda item 10 (b))

### Preamble

1. Planning is a process to achieve the goals and objectives of national development through the rational and efficient use of available resources. Thus plans must include clear goals and adequate policies, objectives and strategies along with concrete programmes.
2. Planning activities should promote and guide development rather than restrict or simply control it. Imaginative planning should be stimulative and anticipatory; in many cases it might have to remain open-ended and in all cases it should consider options and be based on the best available information and forecasting of demographic, social, economic and technological trends.
3. Although a strict hierarchical order is inappropriate for understanding the network of human settlements and the levels of decisions required to act upon them, it may be convenient to assume that planning is conducted at different scales of geographical coverage: national, regional, local and neighbourhood. To achieve balanced development, planning decisions taken at one level must be related and complementary to those taken at other levels, both "above" and "below", and appropriate machinery must be devised to resolve potential conflicts between them.
4. Planning also operates over significantly different time spans, from a few years up to a generation and more. Decisions taken at one level and within a time framework may have important consequences at another level and on a broader time perspective. The longer the horizon, the more important it is for settlement planning to remain flexible in order to adapt to changing priorities or conditions.
5. In this constant process of adjustment and reconciliation, the notion of region becomes central to settlement planning as a unit smaller than the national whole but larger than the individual settlement itself, however big that may be. More and more countries are faced with the problems posed by metropolitan regions, centred around a very large urban complex, but sometimes spreading until they become contiguous with others. Other regions, especially in the third world comprise predominantly rural populations and require equal, although different, attention in planning terms.
6. In developing countries most people live in rural areas and will continue to do so notwithstanding considerable movement to urban areas. Given the urgent need to improve the quality of life of these people, which have been hitherto relatively neglected, planning and development of rural settlements should become a focus of national development policies and programmes. National cultures have strong roots in the villages, and form a vital resource of great potential in development and therefore must be recognized in development strategies. Growth, change and social transformation have meaning only if they touch rural peoples. Planning for rural settlement development must be holistic and on a local basis within regions so as to mobilize and use all available resources.
7. However, the majority of planning decisions and their implementation will continue to occur at the level of the individual settlement. Planning of individual settlements is oriented to solve the problems derived from the relationship between the environment, and the political, social and economic context, in a continuous

process of change and mutual adjustment. The physical ambit of planning of individual settlements is concerned with the best use of the present stock - through renewal, rehabilitation and other forms of improvement - and the integration of marginal or peripheral settlements or the creation of new ones. The relative emphasis on each approach will depend on local circumstances, social values and political priorities.

8. Human settlement planning must seek to improve the quality of the life of people with full respect for indigenous, cultural and social needs. Settlement planning and implementation for the purpose of prolonging and consolidating occupation and subjugation in territories and lands acquired through coercion and intimidation must not be undertaken and must be condemned as a violation of United Nations principles and the Universal Declaration of Human Rights.

9. Planning is no less important at the community level where the direct involvement of residents in the decisions affecting their daily lives can be achieved most effectively. At this, and the neighbourhood level, it is essential that planning and design be at the human scale and so contribute to good personal and social relationships in settlements.

10. Finally, planning is crucial in the wake of natural emergencies, such as those resulting from natural or man-made disasters, where the meeting of immediate needs must be reconciled with the achievement of long-term goals.

Recommendation B.1

Settlement planning in  
national context

- (a) Human settlements do not just happen. They are the result of a multitude of needs and decisions, both public and private. The challenge of planning is to see that such decisions are explicit and coherent, are part of an over-all effort to resolve conflicts and achieve social justice and the best utilization of resources. These are essential to an improved quality of life.
- (b) SETTLEMENT AND ENVIRONMENTAL PLANNING AND DEVELOPMENT MUST OCCUR WITHIN THE FRAMEWORK OF THE ECONOMIC AND SOCIAL PLANNING PROCESS AT THE NATIONAL, REGIONAL AND LOCAL LEVELS.
- (c) Special emphasis should be placed on:
  - (i) Promotion of balanced development for all regions;
  - (ii) A unified development planning approach which attributes to human settlements their proper place by treating them as an integral part of the development process rather than a residual, and by stressing the human settlement implications of other sections of development plans;
  - (iii) Recognition of the difficulties inherent in a truly comprehensive approach and the need to evolve and employ suitable methods and procedures, adapted to actual conditions and subject to continual improvement;
  - (iv) Planning as a continuing process and must be effectively linked to institutions which implement the actual development of settlements.

Recommendation B.2

Indigenous planning  
models

- (a) The character of a nation is made visible in its settlements. Foreign models must not dominate planning decisions which should be guided by national goals and implemented by local people making the best possible use of indigenous resources, within the context of local culture and environment.
- (b) SETTLEMENT PLANNING SHOULD REFLECT NATIONAL REGIONAL AND LOCAL PRIORITIES AND USE MODELS BASED ON INDIGENOUS VALUES.
- (c) Special emphasis should be placed on:
  - (i) Ensuring that national goals and objectives are reflected in human settlement planning in particular social justice, employment opportunities, economic self-sufficiency and cultural relevancy;
  - (ii) Actively supporting research and training in appropriate technologies required for settlement planning and development;
  - (iii) Demonstrating the advantages of local planning approaches based on appropriate values, in particular through pilot projects;
  - (iv) Bringing planning and planners in close contact with the people, with particular reference to the expressed needs and aspirations of the poor and other disadvantaged and the potential for self-determination.

Recommendation B.3

Availability of resources

- (a) Too often in the past, human settlement planning has lacked realism. This not only fails to take account of resource limitations but often wastes the few resources actually available, especially human initiative and imagination.
- (b) SETTLEMENT PLANNING SHOULD BE BASED ON REALISTIC ASSESSMENT, AND MANAGEMENT, OF THE RESOURCES ACTUALLY AND POTENTIALLY AVAILABLE FOR DEVELOPMENT.
- (c) It is essential that:
  - (i) Availability of resources be placed in an appropriate time context, corresponding to short, medium and long-term development goals;
  - (ii) Assessment of the present situation be thorough and frank, without minimizing difficulties, potential conflicts or need for change;
  - (iii) A comprehensive national ecological and demographic inventory be prepared to guide long-range settlement planning;
  - (iv) Planning of physical and social structures and the pursuit of socio-economic goals should be realistic but not determined solely by current availability of resources, although this affects the time span needed to achieve these objectives;
  - (v) Evaluation of alternatives be based on broad criteria, truly reflecting social and environmental values, development objectives and national priorities;
  - (vi) Potential for innovation be recognized, particularly in social and technical systems;
  - (vii) Special technical and managerial skills be developed and motivated;
  - (viii) Capacities of handicapped, and other disadvantaged groups be recognized as a resource.

Recommendation B.4

Scope of national  
settlement planning

- (a) Some planning decisions are of national importance. Although requiring local, regional and sectoral inputs, they must ultimately be made at the national level.
- (b) SETTLEMENT PLANNING AT THE NATIONAL LEVEL MUST BE CONCERNED WITH THE CO-ORDINATION OF THOSE DEVELOPMENTS, ACTIVITIES AND RESOURCES THAT HAVE NATIONAL SIGNIFICANCE. THESE ARE PARTICULARLY, THE GENERAL DISTRIBUTION OF POPULATION, THE SIGNIFICANCE OF DEVELOPMENT OF CERTAIN ECONOMIC SECTORS, AND CERTAIN INFRASTRUCTURE COMPONENTS.
- (c) This would include:
  - (i) Designation of major types of land use and their potential;
  - (ii) Location of major sources of sustained and productive employment;
  - (iii) Definition of a coherent set of relationships between settlements or groups over the territory.
  - (iv) Introduction of regions as an intermediate level of planning, where local interest can be reconciled with national objectives;
  - (v) Identification of regions or areas requiring special attention: those that are particularly deprived, offer unusual potential, or need special protection;
  - (vi) Outlining the principal infrastructure network as well as the broad distribution of social services;
  - (vii) Provision for elements of vital importance for health and survival, especially clean and safe water, clean air and food.



Recommendation B.5

Regional planning for  
rural areas

- (a) Regional planning is an essential tool for reconciling and co-ordinating the objectives of urban and rural development. A major planning problem in predominantly rural areas is the economical provision of employment opportunities, adequate services, and infrastructure to widely dispersed populations.
- (b) PLANNING FOR RURAL AREAS SHOULD AIM TO STIMULATE THEIR ECONOMIC AND SOCIAL INSTITUTIONS, IMPROVE GENERAL LIVING CONDITIONS, AND OVERCOME DISADVANTAGES OF SCATTERED POPULATIONS.
- (c) The following should be considered:
  - (i) Development of a system of intermediate settlements with sufficient dynamism to counteract the attraction of the great metropolises;
  - (ii) Designation of towns of appropriate size as social, economic and cultural centres for their rural hinterland;
  - (iii) Development of growth poles for relatively undeveloped regions, contingent on development potential and local aspirations;
  - (iv) Designation of rural development regions of many villages, with boundaries reflecting socio-economic and ecological relationships, to aid provision of efficient and economical facilities and services;
  - (v) Schemes for village amalgamation and programmes of shared services and facilities which cannot be provided to dispersed populations;
  - (vi) The need to save land from excessive exploitation of national and regional resources;
  - (vii) Creation of new employment opportunities and increasing economic productivity to reduce the disparities between rural and urban areas;
  - (viii) Development of rural regional institutions responsible for settlements planning.

Recommendation B.6

Regional planning for  
metropolitan areas

- (a) Megalopolises and other large urban areas are an increasing phenomena. Their nature and their relationships with surrounding rural areas, are extremely complex. Only effective comprehensive regional planning can cope with this complexity.
- (b) PLANNING FOR METROPOLITAN REGIONS SHOULD AIM AT AN INTEGRATED APPROACH OVER THE TERRITORY AFFECTED BY THE METROPOLIS, AND INCLUDE ALL MAJOR FUNCTIONS.
- (c) Urgent measures include:
  - (i) Provision of institutions and a revenue base commensurate with their role. This could be a metropolitan tier of government or a special planning authority to deal with a cluster of interrelated problems requiring an integrated solution;
  - (ii) Modification of the boundaries of metropolitan areas, as well as of local government units within those areas, to correspond to functional and natural limits;
  - (iii) Co-ordinated provision of food, water and energy supplies, transportation, disposal of solid and fluid waste, pollution control measures, education and health delivery systems;
  - (iv) Protection of regional ecology.

Recommendation B.7

Scope of local planning

- (a) Individual settlements of all sizes must be guided in their orderly development by plans reflecting local requirements and conditions. This should occur within the framework set by national and regional planning.
- (b) LOCAL PLANNING MUST BE CONCERNED WITH SOCIAL AND ECONOMIC FACTORS, AND THE LOCATION OF ACTIVITIES AND THE USE OF SPACE OVER TIME.
- (c) This means in particular:
  - (i) Designation of general land-use patterns and changes over time;
  - (ii) Location of main activities with special attention to their relationships;
  - (iii) Provision of infrastructure networks and systems required to link activities on the basis of economy, safety, convenience and environmental impact;
  - (iv) Definition of basic standards reflecting the needs of the people, to eliminate waste and achieve an equitable distribution;
  - (v) Recognition of the need to phase and direct development through the timely provision of concentrated infrastructure and services, and the deferral of such provision in areas not yet appropriate for urban development;
  - (vi) The need to eliminate personal alienation and isolation and social and economic segregation;
  - (vii) Formulation of social and economic programmes of development.

Recommendation B.8

Improving existing settlements

- (a) Settlement planning cannot merely focus on new urban development for many settlements already exist. The improvement, renewal and rehabilitation of these settlements should therefore be continuous. They thus present a major challenge in improvement of quality of life, and of the existing fabric of settlements. When ill-conceived it may result in the destruction of the economic and social fabric of entire neighbourhoods.
- (b) SETTLEMENTS MUST BE CONTINUOUSLY IMPROVED. RENEWAL AND REHABILITATION OF EXISTING SETTLEMENTS MUST BE ORIENTED TO IMPROVING LIVING CONDITIONS, FUNCTIONAL STRUCTURES AND ENVIRONMENTAL QUALITIES. THE PROCESS MUST RESPECT THE RIGHTS AND ASPIRATIONS OF INHABITANTS, ESPECIALLY THE LEAST ADVANTAGED, AND PRESERVE THE CULTURAL AND SOCIAL VALUES EMBODIED IN THE EXISTING FABRIC.
- (c) Special attention should be paid to:
- (i) Upgrading and preserving the existing stock through the development and use of low-cost techniques, and the direct involvement of the present inhabitants;
- (ii) Undertaking major clearance operations only when conservation and rehabilitation are not feasible and relocation measures are made;
- (iii) Providing for the welfare of the affected inhabitants especially with respect to employment opportunities and basic infrastructure;
- (iv) Preserving the area's social and cultural fabric which may be the only de facto source of social services including care of children and the aged, maternity care, apprenticeship, employment information and security.

Recommendation B.9

Urban expansion

- (a) Expected population growth and migration mean that urban expansion will be the most common and universal development challenge. However, urban expansion can take the form of urban sprawl, and it is then costly, wasteful and ecologically destructive.
- (b) URBAN EXPANSION SHOULD BE PLANNED WITHIN A REGIONAL FRAMEWORK, AND CO-ORDINATED WITH URBAN RENEWAL TO ACHIEVE COMPARABLE LIVING CONDITIONS IN OLD AND NEW AREAS.
- (c) It requires special provision for:
  - (i) Securing legislation, legal instruments and regulations;
  - (ii) Institutions for management of land acquisition and development;
  - (iii) Securing fiscal and financial resources;
  - (iv) Active participation of a well informed public;
  - (v) Protection of ecosystems and critical land;
  - (vi) Improved development of existing urban land use through innovative and creative measures;
  - (vii) Integrated development of basic services, facilities and amenities;
  - (viii) Employment opportunity and access to work places;
  - (ix) Integration and improvement of squatter and marginal settlements.

Recommendation B.10

New settlements

- (a) The expansion and renewal of existing settlements is sometimes not appropriate, and new settlements can then be appropriate. They can also serve to stimulate under-developed regions or be associated with exploitation of specific resources.
- (b) NEW SETTLEMENTS SHOULD BE PLANNED WITHIN A REGIONAL FRAMEWORK, TO ACHIEVE NATIONAL SETTLEMENT STRATEGIES AND DEVELOPMENT OBJECTIVES.
- (c) Special attention should be paid to:
  - (i) The use of new settlements to improve and harmonize the structuring of national settlements network;
  - (ii) Relating new settlement programmes to the renewal and expansion of existing settlements;
  - (iii) Integrating the new settlements with regional and national plans, particularly with regard to the distribution of employment;
  - (iv) Flexible phasing of programmes over time to accommodate important changes in the rate of growth, age structure and social composition of the population;
  - (v) Applying innovative social and physical design concepts and technologies, including architecture at the human scale;
  - (vi) Avoiding social problems, especially social segregation and isolation;
  - (vii) Establishing optimum densities according to indigenous needs and means, and in accord with the social and cultural characteristics of the inhabitants.

Recommendation B.11

Individual rural  
settlements

- (a) Just as all human settlement planning must be an integral part of national development planning, so planning for individual rural settlements must be part and parcel of planning for general rural development in a region or nation.
- (b) PLANNING FOR THE IMPROVEMENT OF INDIVIDUAL RURAL SETTLEMENTS SHOULD TAKE INTO ACCOUNT THE PRESENT AND EXPECTED STRUCTURE OF RURAL OCCUPATIONS, AND OF APPROPRIATE DISTRIBUTION OF EMPLOYMENT OPPORTUNITIES, SERVICES AND FACILITIES.
- (c) Particular attention should be paid to:
  - (i) Appropriate location of market places, community centres, potable water supply, health and education facilities and transport services including loading terminals;
  - (ii) Respect for local customs and traditions as well as to new needs and requirements;
  - (iii) Use of local resources and traditional techniques and styles of construction.

Recommendation B.12

Neighbourhood planning

- (a) The special interests of children and the parents, the elderly and the handicapped come into focus at the neighbourhood level.
- (b) NEIGHBOURHOOD PLANNING SHOULD GIVE SPECIAL ATTENTION TO THE SOCIAL QUALITIES, AND PROVISION OF FACILITIES, SERVICES AND AMENITIES, REQUIRED FOR THE DAILY LIFE OF THE INHABITANTS.
- (c) Particular emphasis should be given to:
  - (i) Needs of children and their parents, the elderly and the handicapped;
  - (ii) Community involvement in the planning, implementation and management of neighbourhood schemes;
  - (iii) Better integration of neighbourhood development, housing and facilities;
  - (iv) Readily accessible facilities and services;
  - (v) Preservation of traditional patterns of relationships consistent with current aspirations;
  - (vi) The links between neighbourhood planning and other planning levels.



Recommendation B.13

Temporary settlements

- (a) Temporary settlements, such as those for limited resource exploitation, construction camps, and those resulting from emergencies, are sometimes inevitable. However, such settlements often have a tendency to survive long after their original purpose.
- (b) PLANNING FOR TEMPORARY HUMAN SETTLEMENTS SHOULD PROVIDE FOR COMMUNITY NEEDS, AND THE INTEGRATION OF SUCH SETTLEMENTS, WHERE APPROPRIATE, INTO THE PERMANENT NETWORK OF SETTLEMENTS.
- (c) This may be achieved by:
  - (i) Providing suitable shelter and services;
  - (ii) Phased integration into existing settlement networks as appropriate;
  - (iii) Allowance for growth and change in functions of buildings and related services;
  - (iv) Continuous assessment of the economic and social viability of temporary settlements.

Planning for disasters

- (a) Too many settlements are destroyed or badly damaged as a consequence of natural or man-made disasters. Some natural disasters can be predicted, at least in part, and precautionary measures taken to save lives and reduce material loss. But until methods of forestalling natural disasters are improved, and until war is eliminated, Governments are faced with the problems of reconstruction and rehabilitation of severely damaged settlements.
- (b) PLANNING FOR HUMAN SETTLEMENTS SHOULD AVOID KNOWN HAZARDS WHICH COULD LEAD TO NATURAL DISASTER. THE PLANNING OF RECONSTRUCTION AFTER NATURAL OR MAN-MADE DISASTERS SHOULD BE USED AS AN OPPORTUNITY TO IMPROVE THE QUALITY OF THE WHOLE SETTLEMENT, ITS FUNCTIONAL AND SPATIAL PATTERN AND ENVIRONMENT.
- (c) In particular by:
  - (i) Improving the technologies to forecast and mitigate the effects of disasters;
  - (ii) Providing for pre-disaster training in disaster-prone areas;
  - (iii) Establishing agencies with adequate authority and skills to undertake the immediate relief and long-term reconstruction of the whole settlement of the area;
  - (iv) Providing for the basic needs of the affected population, especially the temporary or permanent relocation of survivors, and the involvement of survivors in related plans and programmes;
  - (v) Providing for a National Disaster Fund;
  - (vi) Co-ordinating the use of all local, national and international resources for prevention and reconstruction;
  - (vii) Learning from the lessons of similar experiences for planning before, during and after disasters.

Recommendation B.15

Settlement concerns of  
mobile groups

- (a) Almost all people choose to live in a fixed habitat. There are, none the less, important groups of people in many countries who have a traditional culture based on frequent or regular movement from one place to another within a broader area. The unique habitat needs of such groups must receive consideration taking into account their cultural values.
- (b) THE SPATIAL, SOCIAL, ECONOMIC AND CULTURAL NEEDS OF MOBILE GROUPS MUST RECEIVE SPECIAL PLANNING ATTENTION AT LOCAL, AS WELL AS REGIONAL AND NATIONAL LEVELS.
- (c) This must involve:
  - (i) Development of special means of identifying the needs of these groups;
  - (ii) Training and counselling for those persons or groups which choose freely to settle in one or a few locations;
  - (iii) Development of special facilities and techniques to provide health and education services;
  - (iv) Assistance with shelter - fixed or portable - food and water, consistent with cultural values;
  - (v) International co-operation in developing appropriate government responses.

Recommendation B.16

Planning processes

- (a) If human settlement planning is conceived in static and prescriptive terms, it can become an obstacle to balanced development geared to meet changing realities and, rising aspirations.
- (b) PLANNING AT ALL SCALES MUST BE A CONTINUING PROCESS REQUIRING CO-ORDINATION, MONITORING EVALUATION AND REVIEW, BOTH FOR DIFFERENT LEVELS AND FUNCTIONS AS WELL AS FEEDBACK FROM THE PEOPLE AFFECTED.
- (c) It is essential that:
  - (i) Planning be comprehensive, timely and action-oriented;
  - (ii) Planning be backed by firm political commitment to action;
  - (iii) Reviews of the planning process should not be isolated exercises for planning must continually evolve;
  - (iv) Planning information be exchanged between all levels of government, and sectors of society, not just officials and professionals.

C. Shelter, infrastructure and services  
(Agenda item 10 (c))

Preamble

1. The fabric of human settlements consists of physical elements and services to which these elements provide the material support.
2. The physical components comprise shelter, i.e., the superstructures of different shape, size, type and materials erected by mankind for security, privacy and protection from the elements and for his singularity within a community; and infrastructure, i.e. the complex networks designed to deliver to or remove from the shelter people, goods, energy or information. Services cover those required by a community for the fulfilment of its functions as a social body, such as education, health, culture, welfare, recreation and nutrition.
3. Shelter, connected to infrastructure and provided with services, makes up individual settlements at different scales: the dwelling units, the cluster of dwelling units, the neighbourhood, the village, the town, the metropolis. Another kind of infrastructure establishes connexions between settlements, to form networks at the regional, national and international levels.
4. The quality of life is obviously determined by the availability and quality of these components. The overriding objectives of settlement policies should be to make shelter, infrastructure and services available to those who need them, in the sequence in which they are needed and at a monetary or social cost they can afford. Social justice depends on the way in which these facilities are distributed among the population and the extent to which they are made accessible.
5. The needs for shelter, infrastructure and services are nearly always greater than the capacity of public authorities to provide them. That is why, throughout the world but especially in the developing countries, people have traditionally provided housing and rudimentary services for themselves and will continue to do so in the future. The establishment of standards and the allocation of resources should reflect this basic fact.
6. In providing shelter, infrastructure and services to meet the needs of the population, the issue of location is extremely important. Time is a resource whose use must be planned as well as that of space to which it is related. If the improvement of the quality of life in human settlements is to become a reality, housing must be close to employment, schools and clinics must be placed near the dwelling, food production must be associated with food consumption, and so on.
7. The provision of shelter, infrastructure and services also raises technological issues in terms of choices between alternative combinations of inputs to obtain a required output. Many vital decisions in this area are taken early in the process, i.e. at the design stage, although their implications are far-reaching in terms of future use, employment generation, income distribution, import dependence or social, environmental and cultural impact. Other decisions concern the construction process itself, which, in a majority of countries, accounts for two thirds of total fixed capital formation and employs up to one worker out of five.

8. But the production of the asset, be it a house, class-room or mile of road, is only the beginning of a long process during which the asset, if it is to retain its usefulness, must be maintained, repaired, adapted, renovated and eventually demolished. Choices concerning standards, materials and technology should consider resource requirements over the whole expected life of the asset and not merely the monetary cost of its initial production.

9. In the fields of education, health, nutrition and other social services, the accent should be on relevance and justice, the latter being inseparable from the former. Especially in the third world, institutionalized services tend to place excessive emphasis on quantitative measurements of delivery and material supports, and not enough on the quality of the service itself and the equality of access by those most in need of it.

10. Human settlements constitute the framework within which satisfaction is given to the needs and aspirations of peoples in consonance with the principles of human dignity. The realization of this objective requires the promotion of three principles: employment-generating activities; activities to satisfy the needs of shelter, infrastructure and services; and activities necessary to encourage the public participation in the solution of these problems. These activities should be planned in co-operation with all interested sectors acting in an integrated and co-ordinated manner.

11. The provision of shelter should be recognized as only one element in providing for living in a community. The concept of shelter should therefore be seen as embracing planning and construction in a wider context - something much greater than the building of houses - to include planning for life in a community. This should include provision for living space, for work, for education and for social relationships within the community. In building programmes and in providing infrastructure and service facilities for the community, Governments should promote the community's cultural heritage, such as building styles in representative zones, open space usage, and historical monuments. In undertaking new construction, the authorities should endeavour to conserve all those values which might promote, increase and guarantee the equilibrium between the natural landscape and the human activities in the environment.

12. Regarding the choices for alternative uses of energy, dependence on sources of energy currently known to be hazardous to the environment should be considered in the context of its environmental impact and in conformity with national development priorities.

Recommendation C.1

Comprehensive approach to  
shelter, infrastructure  
and services

- (a) Shelter, infrastructure and services, are three principal components of human settlements. They are physically, economically, environmentally, socially and culturally interrelated. Though it may not always be possible or necessary to supply them simultaneously they will be more costly and less appropriate if planned in isolation from one another.
- (b) SHELTER, INFRASTRUCTURE AND SERVICES SHOULD BE PLANNED IN AN INTEGRATED WAY AND PROVIDED IN THE SEQUENCE APPROPRIATE TO CIRCUMSTANCES.
- (c) This objective can be achieved by:
  - (i) Prior announced decisions, advance planning and sufficient lead time to provide the framework for actual development and provision of shelter, infrastructure and services in proper sequence;
  - (ii) Phasing development over several stages and regulating the flow of financial resources in accordance with the sequence of operations envisaged in each phase;
  - (iii) Encouraging the formation of consortia and co-operative arrangements among the main development agents, both public and private, for better scheduling and co-ordination of operations;
  - (iv) Development of new budgetary techniques and improvement in existing techniques to reflect changes in programmes over time, to present financial data in spatial terms and to secure budgets in an integrated way.

Recommendation C.2

Shelter, infrastructure  
and services as tools  
of development

- (a) Shelter, infrastructure and services are not only essential for meeting basic human needs; they are also tools for improving living conditions, achieving social justice, shaping the pattern and character of settlements, and creating employment opportunities.
- (b) IN MEETING ESSENTIAL HUMAN NEEDS THE PROVISION OF SHELTER, INFRASTRUCTURE AND SERVICES MUST BE GEARED TO ACHIEVING THE OVER-ALL OBJECTIVES OF NATIONAL DEVELOPMENT.
- (c) Special emphasis should be placed on:
  - (i) Employment generation by using labour-intensive construction in areas with abundant human resources, and by a combination of settlement improvement with measures creating permanent employment opportunities;
  - (ii) Redistribution of income to achieve equity and social justice;
  - (iii) Opening of new frontier areas and utilization of untapped natural resources;
  - (iv) Massive and effective mobilization of financial material and human resources, including the encouragement of voluntary activity, for deployment in programmes and projects, e.g. in rural public works;
  - (v) Combination of the preceding measures along with effective training programmes.



Recommendation C.3

Standards for shelter,  
infrastructure and  
services

- (a) The seriousness and realism of a nation's commitment to its social objectives are reflected also in the standards it sets for shelter, infrastructure and services.
- (b) STANDARDS FOR SHELTER, INFRASTRUCTURE AND SERVICES SHOULD BE COMPATIBLE WITH LOCAL RESOURCES, BE EVOLUTIONARY, REALISTIC, AND SUFFICIENTLY ADAPTABLE TO LOCAL CULTURE AND CONDITIONS, AND BE ESTABLISHED BY APPROPRIATE GOVERNMENT BODIES.
- (c) In particular they should:
  - (i) Be based on the assessment of felt needs and priorities of the population rather than the adaptation of imported requirements;
  - (ii) Be tested in real life conditions and reflected in public sector programmes which have powerful demonstration effects;
  - (iii) Be evolutionary to accommodate changing needs of society, progress in technology and shifting patterns in the availability of resources;
  - (iv) Conserve scarce resources and reduce the dependence on foreign technologies, resources and materials;
  - (v) Give prominence to the human dimension through active public participation in their elaboration and application;
  - (vi) Include, in disaster-prone areas, preventive measures conceived so as to minimize loss of life, injury and destruction.

Recommendation C.4

Designs and technologies for shelter, infrastructure and services

- (a) There is a wide range of choices in the search for an adequate response to expressed needs in terms of shelter, infrastructure and services. Some of these decisions concern the form, composition and location of the components of human settlements, others relate more specifically to the combination of inputs required to obtain a given output but all have a determinant effect on the quality of life in human settlements.
- (b) THE CHOICE OF DESIGNS AND TECHNOLOGIES FOR SHELTER, INFRASTRUCTURES AND SERVICES SHOULD REFLECT PRESENT DEMANDS WHILE BEING ABLE TO ADAPT TO FUTURE NEEDS AND MAKE THE BEST USE OF LOCAL RESOURCES AND SKILLS AND BE CAPABLE OF INCREMENTAL IMPROVEMENT.
- (c) The solutions arising from such choices should therefore be:
  - (i) Evolutionary and innovative in character in order to keep pace with national development and the discovery of new techniques and materials;
  - (ii) Based on the best possible use of available local materials and local resources, within a process of constructive rationalization allowing for the effective use of locally existing know-how and unskilled labour in countries with abundant manpower, thereby generating employment and income;
  - (iii) Simple to understand, adapt and apply;
  - (iv) Conceived to utilize traditional techniques suitably adapted to new materials;
  - (v) Emerging from original indigenous research;
  - (vi) Planned so as to take full account of their environmental impact;
  - (vii) Open to the possibility of harmonizing technical norms to facilitate international co-operation;
  - (viii) Sensitive to the needs of the handicapped;
  - (ix) Sensitive to the requirements of family life.

## Recommendation C.5

### Energy

- (a) Human settlements are consuming more and more energy just when mankind has become aware of the need to cease environmentally degrading and wasteful use of non-renewable energy resources.
- (b) THE EFFICIENT UTILIZATION OF ENERGY AND ITS VARIOUS MIXES, SHOULD BE GIVEN SPECIAL CONSIDERATION IN THE CHOICE OF DESIGNS AND TECHNOLOGIES FOR HUMAN SETTLEMENTS, ESPECIALLY THE RELATIVE LOCATION OF WORK PLACES AND DWELLINGS.
- (c) This may be achieved by:
  - (i) Reducing energy consumption by changes in land-use planning, building design, living patterns and appropriate transportation systems including emphasis on mass transportation;
  - (ii) Identifying and developing new sources of energy and promoting more efficient use of energy resources, for example through innovative approaches in design and management and through financial and other incentives for energy conservation and through disincentives for wasteful consumption;
  - (iii) Adapting techniques for the production of building materials, for building construction and for the operation of buildings to lower energy requirements, taking into account initial and maintenance costs as well as environmental and social considerations;
  - (iv) Emphasizing where possible the use of renewable over non-renewable energy sources and the rationalization of technologies which are currently known to be hazardous to the environment;
  - (v) Design and use of systems which are less susceptible to power failures over large areas due to disasters;
  - (vi) Developing and implementing special small-scale power generating, delivery and use systems more appropriate for water supply, rural electrification, and district heating and cooling, including the utilization of solar and geothermal energy and heat pumps as appropriate.

Recommendation C.6

Long-term cost of shelter,  
infrastructure and  
services

- (a) The expense of design, manufacture and installation of shelter, infrastructure and services are only partial measures of the true cost of assets which are usually long-lasting.
- (b) IN CHOOSING ALTERNATIVES FOR SHELTER, INFRASTRUCTURE AND SERVICES ACCOUNT SHOULD BE TAKEN OF THEIR SOCIAL, ENVIRONMENTAL AND ECONOMIC COSTS AND BENEFITS INCLUDING THAT OF FUTURE MANAGEMENT, MAINTENANCE AND OPERATIONS AS WELL AS CAPITAL COSTS.
- (c) This requires:
  - (i) A revision of current budgeting methods which separate capital from operating costs;
  - (ii) Changes in public lending and subsidy policies to reflect total cost and provide incentives to minimize it;
  - (iii) A review of cost accounting methods to calculate total cost;
  - (iv) The exchange of experience and the systematic collection of information on maintenance and operating costs of alternative designs placed in different geographic, climatic and social contexts;
  - (v) In disaster-prone areas an awareness that additional building costs required for safety are offset by reduced loss of life and property and the continuity of services;
  - (vi) Consideration for the durability of structures, especially in cases of transitional occupancy, and for the education of owners/occupants as to the proper care of shelter units;
  - (vii) The establishment of a methodology for measuring the quality of life standards achieved within each alternative in terms of efficiency and equity.

Recommendation C.7

National construction industry

- (a) The development of an indigenous construction industry is still an untapped resource in many nations where genuinely local firms, small or large, are often in need of assistance.
- (b) THE SPECIAL IMPORTANCE OF THE CONSTRUCTION INDUSTRY SHOULD BE RECOGNIZED BY EVERY NATION AND THE INDUSTRY SHOULD BE GIVEN THE POLITICAL, FINANCIAL AND TECHNICAL SUPPORT IT REQUIRES TO ATTAIN THE NATIONAL OBJECTIVES AND THE PRODUCTION TARGETS REQUIRED FOR HUMAN SETTLEMENTS.
- (c) Special attention should be given to:
  - (i) Removing obstacles to the development of the local construction industry;
  - (ii) Establishing performance standards suited to local requirements and capable of being met by local industry;
  - (iii) Simplifying formal procedures so that they can be clearly understood and followed by local entrepreneurs;
  - (iv) Expanding the training of local entrepreneurs, especially in the field of contract management and procedures;
  - (v) Providing finance, guarantees and, if necessary, selective subsidies to local industry, particularly at the early stages;
  - (vi) Achieving the human, social and environmental objectives established by each community.

Recommendation C.8

Construction by the  
informal sector

- (a) The scale and nature of requirements for shelter, infrastructure and services in many countries is such that even with government help the modern construction sector is inadequate for the task. The so-called "informal sector" has proved its ability to meet the needs of the less advantaged in many parts of the world, despite the lack of public recognition and assistance.
- (b) THE INFORMAL SECTOR SHOULD BE SUPPORTED IN ITS EFFORTS TO PROVIDE SHELTER, INFRASTRUCTURE AND SERVICES, ESPECIALLY FOR THE LESS ADVANTAGED.
- (c) Priority areas for action include:
  - (i) Ensuring security of land tenure for unplanned settlements where appropriate or if necessary providing for relocation and resettlement with opportunity for employment;
  - (ii) Facilitating and promoting the development of the informal economy;
  - (iii) Providing sites and services specifically for construction by the informal sector, and taking the informal sector's spatial and locational requirements into account in all sites and services schemes;
  - (iv) Providing technical and financial assistance, including access to long-term financing, for low-income households to increase popular participation, self-help and other means of self-reliance;
  - (v) Improving government administrative structures and procedures to facilitate and guide the action of the people in improving their own settlements;
  - (vi) Restructuring the system for marketing and distributing of building materials and tools to favour purchase in small quantities at irregular intervals and under easy credit terms;
  - (vii) Providing financial and technical assistance;
  - (viii) Simplifying and adapting building and licensing codes without sacrificing recognized basic health requirements.

National housing  
policies

- (a) In many parts of the world the cheapest available conventional contract built housing is too expensive for the majority of households; on the other hand, publicly provided housing because of the limited available resources can only provide for a small fraction of the real need.
- (b) NATIONAL HOUSING POLICIES MUST AIM AT PROVIDING ADEQUATE SHELTER AND SERVICES TO THE LOWER INCOME GROUPS, DISTRIBUTING AVAILABLE RESOURCES ON THE BASIS OF GREATEST NEEDS.
- (c) Measures to be considered include:
  - (i) Serviced land supplied on a partial or total subsidized basis;
  - (ii) Low interest loans, loan guarantees and subsidies for housing construction and improvement of the existing housing stock;
  - (iii) Increased public role in renting, leasing and home improvement schemes;
  - (iv) Rent subsidies based on family needs and incomes;
  - (v) Improved availability of housing alternatives, e.g. low cost rentals near job opportunities, core housing, communal housing, mobile homes and so on;
  - (vi) Government assistance concentrated on provision of resources and facilities which households cannot provide for themselves;
  - (vii) Deployment of local savings through credit institutions;
  - (viii) Protect local values and support traditional and self-help construction.
  - (ix) Measures to overcome factors which contribute to under-utilization of the existing housing-stock and to promote an equitable use of it.

Aided self-help

- (a) The majority of dwellings being built in the third world today are being provided by the occupants for themselves, either alone or with assistance from small contractors and/or neighbours.
- (b) A MAJOR PART OF HOUSING POLICY EFFORTS SHOULD CONSIST OF PROGRAMMES AND INSTRUMENTS WHICH ACTIVELY ASSIST PEOPLE IN CONTINUING TO PROVIDE BETTER QUALITY HOUSING FOR THEMSELVES, INDIVIDUALLY OR CO-OPERATIVELY.
- (c) Some important measures include:
  - (i) Development of programmes for regularizing tenure and for adequately promoting popular subdivisions properly serviced and at prices accessible to low income people;
  - (ii) Simplification of procedures for acquisition of sites, short- and long-term finance, building permits and codes, and zoning;
  - (iii) Provision of infrastructure, on a partially or totally subsidized basis, in conjunction with shelter being provided by the people for themselves;
  - (iv) Incentive to the imaginative use of local materials, e.g. through demonstration projects and construction of prototypes suitable to local conditions;
  - (v) Stimulation of co-operatives for housing, infrastructure and services.



Infrastructure policy

- (a) The unequal distribution of wealth between population groups, within human settlements and between urban and rural settlements is exacerbated by the inequalities in access to goods, services and information.
- (b) INFRASTRUCTURE POLICY SHOULD BE GEARED TO ACHIEVE GREATER EQUITY IN THE PROVISION OF SERVICES AND UTILITIES, ACCESS TO PLACES OF WORK AND RECREATIONAL AREAS, AS WELL AS TO MINIMIZE ADVERSE ENVIRONMENTAL IMPACT.
- (c) This implies:
  - (i) Enforcement of minimum and maximum standards of infrastructure for all segments of the population;
  - (ii) More efficient use of resources and elimination of excessive consumption through development and implementation of maximum standards, education, conservation and other appropriate measures;
  - (iii) Active use of pricing policies as a mechanism for improving equity in access to infrastructure for all segments of the population;
  - (iv) Integration of infrastructure networks with over-all human settlement development to facilitate access, in particular by linking the provision of infrastructure to that of shelter and related services;
  - (v) In disaster-prone areas the policy should be to conceive and build infrastructure in ways which are less vulnerable;
  - (vi) The provision of infrastructure in rural areas should be conceived to serve the needs of the rural population, good production processing and distribution.

Recommendation C.12

Water supply and  
waste disposal

- (a) In the less developed countries, nearly two thirds of the population do not have reasonable access to safe and ample water supply, and even a greater proportion lack the means for hygienic waste disposal.
- (b) SAFE WATER SUPPLY AND HYGIENIC WASTE DISPOSAL SHOULD RECEIVE PRIORITY WITH A VIEW TO ACHIEVING MEASURABLE QUALITATIVE AND QUANTITATIVE TARGETS SERVING ALL THE POPULATION BY A CERTAIN DATE; TARGETS SHOULD BE ESTABLISHED BY ALL NATIONS AND SHOULD BE CONSIDERED BY THE FORTHCOMING UNITED NATIONS CONFERENCE ON WATER.
- (c) In most countries urgent action is necessary to:
  - (i) Adopt programmes with realistic standards for quality and quantity to provide water for urban and rural areas by 1990, if possible;
  - (ii) Adopt and accelerate programmes for the sanitary disposal of excreta and waste water in urban and rural areas;
  - (iii) Mobilize popular participation, where appropriate, to co-operate with the public authorities in the construction, operation and maintenance of infrastructure;
  - (iv) Plan water supply and the sanitary disposal of waste together in the framework of national resource planning;
  - (v) Reduce inequalities in service and access to water as well as over-consumption and waste of water supply;
  - (vi) Harmonize and co-ordinate the interests and efforts of local governments and other public bodies concerned through the appropriate planning by the central Government;
  - (vii) Promote the efficient use and reuse of water by recycling, desalination or other means taking into account the environmental impact;
  - (viii) Take measures to protect water supply sources from pollution.

Recommendation C.13

Waste management and prevention of pollution

- (a) The growing amount of waste material is one of the by-products of urbanization, industrialization and the consumer society; the environmental hazards it creates, together with the need to economize resources, has rendered profligate waste-generating life styles obsolete.
- (b) IN THE DEVELOPMENT OF HUMAN SETTLEMENTS THE QUALITY OF THE ENVIRONMENT MUST BE PRESERVED. POLLUTION SHOULD BE PREVENTED BY MINIMIZING THE GENERATION OF WASTES; WASTES WHICH CANNOT BE AVOIDED SHOULD BE EFFECTIVELY MANAGED AND WHENEVER POSSIBLE TURNED INTO A RESOURCE.
- (c) This may be achieved through:
  - (i) Adoption of pollution control measures including incentives and disincentives for location of waste-generating enterprises, and measures to selectively discourage production of materials which add unnecessarily to the waste load;
  - (ii) Better use of existing technology and development of new technology to reduce the volume of waste material generated, along with better design and choice of materials destined to become waste;
  - (iii) Innovative use of unavoidable waste as a by-product;
  - (iv) Treatment of effluents and emissions, rodent control, and special measures for control of radio-active waste to reduce danger to persons, animals and plants;
  - (v) Use of waste material as fill, where environmentally acceptable, especially in areas with a scarcity of land suitable for human settlements, and for increasing the amount and productivity of certain agricultural lands;
  - (vi) Use of sources of energy which have a low or no waste production;
  - (vii) Re-exploration of traditional uses of waste materials and study of their potential uses in contemporary society;

Recommendation C.13  
(continued)

- (viii) Creation of a special fund, with the participation of industries which generate wastes or pollutants, for establishing recycling mechanisms, or other suitable measures;
- (ix) Combating the lack of vegetation in arid zones and increasing at the same time food supplies by combining the highly developed technologies of industrial plant production and composting of refuse.

Transportation and  
communication

- (a) Consideration should be given to the radical reversal of current trends, both in terms of facilities for and modes of transport in order to prevent further deterioration of the situation where large cities are congested with private vehicles which in most countries cater only to a minority while adequate public transport is unavailable to urban and rural residents.
- (b) POLICIES ON TRANSPORTATION AND COMMUNICATION SHOULD PROMOTE DESIRED PATTERNS OF DEVELOPMENT TO SATISFY THE NEEDS OF THE MAJORITY OF THE POPULATION, TO ASSURE THE DISTRIBUTION OF ACTIVITIES TO FAVOUR MASS TRANSPORTATION, AND TO REDUCE CONGESTION AND POLLUTION BY MOTOR VEHICLES.
- (c) This could be achieved through:
  - (i) A more deliberate use of land-use planning and policies for the location of traffic generating activities, in order to minimize the need for travel;
  - (ii) A comprehensive approach to the planning and development of transportation networks;
  - (iii) The active development of a system of public transportation with adequate incentives for its use in preference to individual use of motor vehicles;
  - (iv) The provision of public subsidies for modes of transport suitable for serving isolated settlements;
  - (v) The consideration of innovative modes of transport and communications suited to the needs of children, the elderly and the handicapped;
  - (vi) Provide for the separation of pedestrian and motor circulation, as well as separate paths for bicycles, and other categories of vehicular traffic;
  - (vii) Over the short-term, transportation improvements should be designed to make more efficient use of existing highways and transit systems;

Recommendation C.14  
(continued)

- (viii) Innovative transportation systems need to be encouraged for reducing energy consumption and conserving resources and avoiding pollution;
- (ix) The integration of communications and transport networks to enable the former to assume many of the responsibilities carried by the latter;
- (x) The study of new techniques to avoid the air and environmental pollution caused by the present automobile system.

Social services

- (a) In the third world only from one tenth to one fifth of the population are provided with adequate health services. At least one fifth of children are suffering from various degrees of malnutrition and a much larger proportion of the total population is without access to medical or para-medical services. Less than half of the children and adults needing education are receiving it.
- (b) THE PROVISION OF HEALTH, NUTRITION, EDUCATION, SECURITY, RECREATION AND OTHER ESSENTIAL SERVICES IN ALL PARTS OF THE COUNTRY SHOULD BE GEARED TO THE NEEDS OF THE COMMUNITY AND RECEIVE AN EFFECTIVE PRIORITY IN NATIONAL AND DEVELOPMENT PLANNING AND IN THE ALLOCATION OF RESOURCES.
- (c) Areas for priority action include the following:
  - (i) National equalization programmes and subsidies to provide equitable geographic and social accessibility to all segments of the population;
  - (ii) Reorientation of legislative, institutional and financial measures, with the object, in particular, of bringing about the involvement of the people in meeting their own needs;
  - (iii) Decentralization of the administrative and financial machinery in order to provide a greater measure of management at the community level;
  - (iv) Delivery of social services on an integrated basis with common use of staff, equipment and premises, in particular through the development of multipurpose service centres;
  - (v) Priority orientation of the above actions towards the promotion of health and the prevention of malnutrition, communicable diseases and other avoidable health risks and the provision of essential services and spiritual and physical recreational facilities;

Recommendation C.15  
(continued)

- (vi) Adequate provision for health, mobility, education and training needs of the handicapped and aged, as well as the provision of social services for the physical and emotional well-being of children, especially those living in conditions of poverty;
  
- (vii) Effective co-operation between specially appointed reference groups at local, regional and national levels, which should serve as a forum for exchange of views between officials and organizations dealing with issues affecting people with handicaps.



## Recommendation C.16

### Services for rural areas

- (a) For reasons of cost effectiveness the traditional approach to community services more often favours concentrated population, leaving the rural population at a disadvantage. Provision of services in rural areas will help to reduce the migration to urban areas.
- (b) GOVERNMENTS SHOULD DEVELOP NEW CRITERIA FOR INTEGRATED RURAL PLANNING TO ENABLE THE GREATEST POSSIBLE NUMBER OF SCATTERED AND DISPersed RURAL SETTLEMENTS TO DERIVE THE BENEFIT FROM BASIC SERVICES.
- (c) Special measures may include:
  - (i) Promoting the concentration of rural population and consolidation of scattered and dispersed clusters and homesteads in rural areas for provision of adequate service facilities;
  - (ii) Promoting the establishment of service centres in appropriate locations in the rural regions to benefit the maximum possible number of people in each area;
  - (iii) New approaches to education to adapt it to the needs of training and informing the rural population, including complementing traditional methods and channels with audio-visual aids;
  - (iv) Training of semi-professional staff drawn from the area to be serviced.

Recommendation C.17

Reorganization of  
spontaneous urban  
settlements

- (a) Residents of "spontaneous" or unauthorized settlements frequently organize with the intention of providing their communities with essential minimal services; however, some services are very difficult for households or neighbourhood communities to obtain without assistance.
- (b) GOVERNMENTS SHOULD CONCENTRATE ON THE PROVISION OF SERVICES AND ON THE PHYSICAL AND SPATIAL REORGANIZATION OF SPONTANEOUS SETTLEMENTS IN WAYS THAT ENCOURAGE COMMUNITY INITIATIVE AND LINK "MARGINAL" GROUPS TO THE NATIONAL DEVELOPMENT PROCESS.
- (c) Special attention should be given to:
  - (i) Giving public recognition to positive aspects and encouraging new initiatives;
  - (ii) Provision of appropriate forms of public assistance to individual or co-operative self-help efforts;
  - (iii) Encouraging public participation by providing financial, technical, informational and other forms of incentives;
  - (iv) Assisting in technical and administrative guidance for community services;
  - (v) Provision of special services to newcomers to facilitate their adjustment, integration and absorption;
  - (vi) Provision of adequate housing to migrant workers with easy access to community facilities and services;
  - (vii) Provision of essential social services in temporary settlements for workers, for construction of permanent settlements or special projects situated far from the permanent settlements.

Recreation

- (a) As our cities continue to grow, there is an increasingly important basic human need to be provided for, in physical, mental and spiritual benefits to be derived from leisure and recreation. Leisure well used in constructive recreation is basic to the self-fulfilment and life enrichment of the individual, strengthening the social stability of human settlements, both urban and rural, through the family, the community and the nation. Providing opportunities for the pursuit of leisure and recreation, both physical and spiritual, in human settlements, improves the quality of life, and the provision of open space and facilities for leisure should be a concern of high priority.
- (b) NATIONAL GOVERNMENTS SHOULD CO-ORDINATE AND CO-OPERATE WITH THE EFFORTS OF LOCAL AND REGIONAL AUTHORITIES AND ORGANIZATIONS IN THE PLANNING, DEVELOPMENT AND IMPLEMENTATION OF LEISURE AND RECREATIONAL FACILITIES AND PROGRAMMES, FOR THE PHYSICAL, MENTAL AND SPIRITUAL BENEFIT OF THE PEOPLE.
- (c) This may be achieved by:
  - (i) Developing criteria for determining the national, regional and local recreation requirements to meet the leisure needs of the people;
  - (ii) Establishing channels for popular participation by public agencies and private groups;
  - (iii) Including adequate provision for recreation and leisure needs of both resident and transient populations by setting aside land for open space, play areas, social and cultural centres;
  - (iv) Providing training programmes at all educational levels to develop leadership in recreation and leisure activities from community neighbourhood to national levels;

Recommendation C.18  
(continued)

- (v) Encouraging recreational activities appropriate to local cultures, first utilizing existing resources of personnel, outdoor and indoor space, then ensuring the increasing availability of a greater variety of resources through programmes of development;
- (vi) Providing access to natural landscapes and wilderness areas, while ensuring that such areas retain their qualities unimpaired.

D. Land (Agenda item 10 (d))

Preamble

13. Land, because of its unique nature and the crucial role it plays in human settlements, cannot be treated as an ordinary asset, controlled by individuals and subject to the pressures and inefficiencies of the market. Private land ownership is also a principal instrument of accumulation and concentration of wealth and therefore contributes to social injustice; if unchecked, it may become a major obstacle in the planning and implementation of development schemes. Social justice, urban renewal and development, the provision of decent dwellings and healthy conditions for the people can only be achieved if land is used in the interests of society as a whole.

2. Instead, the pattern of land use should be determined by the long-term interests of the community, especially since decisions on location of activities and therefore of specific land uses have a long-lasting effect on the pattern and structure of human settlements. Land is also a primary element of the natural and man-made environment and a crucial link in an often delicate balance. Public control of land use is therefore indispensable to its protection as an asset and the achievement of the long-term objectives of human settlement policies and strategies.

3. To exercise such control effectively, public authorities require detailed knowledge of the current patterns of use and tenure of land; appropriate legislation defining the boundaries of individual rights and public interest; and suitable instruments for assessing the value of land and transferring to the community, inter alia through taxation, the unearned increment resulting from changes in use, or public investment or decisions, or due to the general growth of the community.

4. Above all, Governments must have the political will to evolve and implement innovative and adequate urban and rural land policies, as a corner-stone of their efforts to improve the quality of life in human settlements.

Recommendation D.1

Land resource management

- (a) Land is one of the most valuable natural resources and it must be used rationally. Public ownership or effective control of land in the public interest is the single most important means of improving the capacity of human settlements to absorb changes and movements in population, modifying their internal structure and achieving a more equitable distribution of the benefits of development whilst assuring that environmental impacts are considered.
- (b) LAND IS A SCARCE RESOURCE WHOSE MANAGEMENT SHOULD BE SUBJECT TO PUBLIC SURVEILLANCE OR CONTROL IN THE INTEREST OF THE NATION.
- (c) This applies in particular to land required for:
  - (i) The extension and improvement of existing settlements, the development of new ones and, in general, the achievement of a more efficient network of human settlements;
  - (ii) The implementation of programmes of urban renewal and land-assembly schemes;
  - (iii) The provision of public shelter, infrastructure and services;
  - (iv) The preservation and improvement of valuable components of the man-made environment, such as historic sites and monuments and other areas of unique and aesthetic social and cultural value;
  - (v) The protection and enhancement of the natural environment especially in sensitive areas of special geographic and ecological significance such as coastal regions and other areas subject to the impact of development, recreation and tourism activities.

Recommendation D.1  
(continued)

- (d) Land is a natural resource fundamental to the economic, social and political development of peoples and therefore Governments must maintain full jurisdiction and exercise complete sovereignty over such land with a view to freely planning development of human settlements throughout the whole of the natural territory. This resource must not be the subject of restrictions imposed by foreign nations which enjoy the benefits while preventing its rational use.
  
- (e) In all occupied territories, changes in the demographic composition, or the transfer or uprooting of the native population, and the destruction of existing human settlements in these lands and/or the establishment of new settlements for intruders, is inadmissible. The heritage and national identity must be protected. Any policies that violate these principles must be condemned.

Recommendation D.2

Control of land use changes

- (a) Agricultural land, particularly on the periphery of urban areas, is an important national resource; without public control land is a prey to speculation and urban encroachment.
- (b) CHANGE IN THE USE OF LAND, ESPECIALLY FROM AGRICULTURAL TO URBAN, SHOULD BE SUBJECT TO PUBLIC CONTROL AND REGULATION.
- (c) Such control may be exercised through:
  - (i) Zoning and land-use planning as a basic instrument of land policy in general and of control of land-use changes in particular;
  - (ii) Direct intervention, e.g. the creation of land reserves and land banks, purchase, compensated expropriation and/or pre-emption, acquisition of development rights, conditioned leasing of public and communal land, formation of public and mixed development enterprises;
  - (iii) Legal controls, e.g. compulsory registration, changes in administrative boundaries, development building and local permits, assembly and replotting;
  - (iv) Fiscal controls, e.g. property taxes, tax penalties and tax incentives;
  - (v) A planned co-ordination between orderly urban development and the promotion and location of new developments, preserving agricultural land.



Recommendation D.3

Recapturing plus value

- (a) Excessive profits resulting from the increase in land value due to development and change in use are one of the principal causes of the concentration of wealth in private hands. Taxation should not be seen only as a source of revenue for the community but also as a powerful tool to encourage development of desirable locations, to exercise a controlling effect on the land market and to redistribute to the public at large the benefits of the unearned increase in land values.
- (b) THE UNEARNED INCREMENT RESULTING FROM THE RISE IN LAND VALUES RESULTING FROM CHANGE IN USE OF LAND, FROM PUBLIC INVESTMENT OR DECISION OR DUE TO THE GENERAL GROWTH OF THE COMMUNITY MUST BE SUBJECT TO APPROPRIATE RECAPTURE BY PUBLIC BODIES (THE COMMUNITY), UNLESS THE SITUATION CALLS FOR OTHER ADDITIONAL MEASURES SUCH AS NEW PATTERNS OF OWNERSHIP, THE GENERAL ACQUISITION OF LAND BY PUBLIC BODIES.
- (c) Specific ways and means include:
  - (i) Levying of appropriate taxes, e.g. capital gains taxes, land taxes and betterment charges, and particularly taxes on unused or under-utilized land;
  - (ii) Periodic and frequent assessment of land values in and around cities, and determination of the rise in such values relative to the general level of prices;
  - (iii) Instituting development charges or permit fees and specifying the time-limit within which construction must start;
  - (iv) Adopting pricing and compensation policies relating to value of land prevailing at a specified time, rather than its commercial value at the time of acquisition by public authorities;
  - (v) Leasing of publicly owned land in such a way that future increment which is not due to the efforts by the new user is kept by the community;
  - (vi) Assessment of land suitable for agricultural use which is in proximity of cities mainly at agricultural values.

Public ownership

- (a) Public ownership of land cannot be an end in itself; it is justified in so far as it is exercised in favour of the common good rather than to protect the interests of the already privileged.
- (b) PUBLIC OWNERSHIP, TRANSITIONAL OR PERMANENT, SHOULD BE USED, WHEREVER APPROPRIATE, TO SECURE AND CONTROL AREAS OF URBAN EXPANSION AND PROTECTION; AND TO IMPLEMENT URBAN AND RURAL LAND REFORM PROCESSES, AND SUPPLY SERVICED LAND AT PRICE LEVELS WHICH CAN SECURE SOCIALLY ACCEPTABLE PATTERNS OF DEVELOPMENT.
- (c) Special consideration should be given to:
  - (i) Measures outlined in Recommendations D.2 and D.3 above;
  - (ii) Active public participation in land development;
  - (iii) Rational distribution of powers among various levels of government, including communal and local authorities, and an adequate system of financial support for land policy.

Recommendation D.5

Patterns of ownership

- (a) Many countries are undergoing a process of profound social transformation; a review and restructuring of the entire system of ownership rights is, in the majority of cases, essential to the accomplishment of new national objectives.
- (b) PAST PATTERNS OF OWNERSHIP RIGHTS SHOULD BE TRANSFORMED TO MATCH THE CHANGING NEEDS OF SOCIETY AND BE COLLECTIVELY BENEFICIAL.
- (c) Special attention should be paid to:
  - (i) Redefinition of legal ownership including the rights of women and disadvantaged groups and usage rights for a variety of purposes;
  - (ii) Promoting land reform measures to bring ownership rights into conformity with the present and future needs of society;
  - (iii) Clear definition of public objectives and private ownership rights and duties which may vary with time and place;
  - (iv) Transitional arrangements to change ownership from traditional and customary patterns to new systems, especially in connexion with communal lands, whenever such patterns are no longer appropriate;
  - (v) Methods for the separation of land ownership rights from development rights, the latter to be entrusted to a public authority;
  - (vi) Adoption of policies for long-term leasing of land;
  - (vii) The land rights of indigenous peoples so that their cultural and historical heritage is preserved.

Recommendation D.6

Increase in usable land

- (a) In view of the limited availability of land for human settlements and the need to prevent the continuing loss of valuable natural areas due to erosion, urban encroachment and other causes, efforts to conserve and reclaim land for both agriculture and settlements without upsetting the ecological balance are imperative.
- (b) THE SUPPLY OF USABLE LAND SHOULD BE MAINTAINED BY ALL APPROPRIATE METHODS INCLUDING SOIL CONSERVATION, CONTROL OF DESERTIFICATION AND SALINATION, PREVENTION OF POLLUTION, AND USE OF LAND CAPABILITY ANALYSIS AND INCREASED BY LONG-TERM PROGRAMMES OF LAND RECLAMATION AND PRESERVATION.
- (c) Special attention should be paid to:
  - (i) Land-fill, especially by using solid wastes in close proximity to human settlements, but without detriment to environment and geological conditions;
  - (ii) Control of soil erosion, e.g. through reforestation, flood control, flood plain management, changes in cultivation patterns and methods, and controls on indiscriminate grazing;
  - (iii) Control and reversal of desertification and salinization, and recuperation of fertile land from contamination by endemic disease;
  - (iv) Reclamation of water-logged areas in a manner that minimizes adverse environmental effects;
  - (v) Application of new technologies such as those related to flood control, soil conservation and stabilization and irrigation;
  - (vi) Prevention of pollution as well as restoration of derelict or damaged land, control of fire and preservation of the environment from natural and man-made hazards;

Recommendation D.6  
(continued)

- (vii) Economizing land by fixing appropriate densities in areas where land is scarce or rich in agricultural value;
- (viii) Proper land capability assessment programmes should be introduced at the local, regional and national levels so that land use allocation will most benefit the community: and areas suited to long-term reclamation and preservation will be identified and appropriate action taken;
- (ix) Incorporation of new land into settlements by provision of infrastructure;
- (x) Control of the location of human settlements in hazardous zones and important natural areas;
- (xi) Expansion of agricultural lands with proper drainage.

Information needs

- (a) Effective land use planning and control measures cannot be implemented unless the public and all levels of government have access to adequate information.
- (b) COMPREHENSIVE INFORMATION ON LAND CAPABILITY, CHARACTERISTICS, TENURE, USE AND LEGISLATION SHOULD BE COLLECTED AND CONSTANTLY UP-DATED SO THAT ALL CITIZENS AND LEVELS OF GOVERNMENT CAN BE GUIDED AS TO THE MOST BENEFICIAL LAND USE ALLOCATION AND CONTROL MEASURES.
- (c) This implies:
  - (i) The establishment of a comprehensive information system involving all levels of government; and accessible to the public;
  - (ii) Topographic and cadastral surveys and assessment of land capabilities and current use, and periodic evaluations of the use of the land;
  - (iii) Simplification and updating of procedures for collection, analysis and distribution of relevant information in an accurate and comprehensive manner;
  - (iv) Introduction of new surveying and mapping technologies suitable to the conditions of the countries concerned;
  - (v) Consolidation and effective use of existing or innovative legislation and instruments to implement land policies;
  - (vi) Development and use of methods for assessing economic, social and environmental impacts from proposed projects in a form useful to the public;
  - (vii) Consideration of land use characteristics including ecological tolerances and optimum utilization of land so as to minimize pollution, conserve energy, and protect and recover resources;
  - (viii) Undertake the necessary studies on precautions that can be taken to safeguard life and property in case of natural disaster.

E. Public participation (Agenda item 10 (e))

Preamble

17 Participation is an integral part of the political processes of decision-making; in a field as complex as human settlements, it is also a necessity because the task is too great for Governments to accomplish without mobilizing the interest of inhabitants, using their ingenuity and skills and harnessing otherwise untapped resources.

28. Public participation is the dynamic incorporation of the people in the economic, social and political life of a country which would ensure that the beneficiary is an effective participant in collective decisions with regard to the common good.

39. A co-operative effort of the people and their Governments is a prerequisite for effective action on human settlements. The magnitude and intractability of the problems are too great for Governments to act alone. Citizen participation should be an integral part of the decision-making processes on the full range of human settlement issues. Citizens must be provided opportunities for direct involvement in the decisions that profoundly affect their lives. Such participation can heighten citizen awareness of the complexity and interrelatedness of the problems and the urgent need for concerted action. Involvement of citizens can also be an important means of making creative use of their ingenuity and skills, thus making effective use of often untapped resources.

4. Participation can be conceived, from the top downwards, as the involvement of the higher echelons of government in the decision-making of smaller groups; laterally, as the co-operation between parallel or competing sectoral interests; or, from the base upwards, as the direct involvement of residents in the making of decisions and implementation of programmes which concern them. The first two forms of participation are the basis of strategies, planning procedures, implementation of programmes and, in general, management of human settlements; the last, under the label of popular participation, is becoming an indispensable element of a truly democratic process.

5.1 Every effort must be made to remove barriers which preclude active participation by women in the planning, design, and execution of all aspects of human settlements and at all levels of government.

62. Public participation is an integral process and therefore it should not be divided into partial participation as this would lead to the current general conception of participation as a way of cheap local labour, or as a mechanism for the solution of partial problems at the local level.

73. Citizen participation, by definition, cannot be achieved by fiat. But it can be facilitated by removal of political and institutional obstacles and by providing information in clear and meaningful terms. It can also be stimulated by providing opportunities for early and continuing involvement in the selection of alternatives. The inaccessibility of information and the absence of appropriate mechanisms for the expression of alternative views are often major stumbling blocks for effective involvement of citizens in shaping their future.

8. The basis of public participation is the incorporation of the population into the production, consumption and distribution of goods in a country.

9. Public participation implies not only efforts to convey information, but also a very important effort of education and formation to allow both specialist and public participation to play a determining role in evaluating the economic, technical and administrative consequences of the measures under consideration.



Role of public participation

- (a) Meeting basic human needs and improving the quality of life in human settlements requires critical choices in the allocation of scarce resources, the utilization of available resources and the harnessing of new ones; this process cannot be effective without the active involvement of the people affected by such decisions.
- (b) PUBLIC PARTICIPATION SHOULD BE AN INDISPENSABLE ELEMENT IN HUMAN SETTLEMENTS, ESPECIALLY IN PLANNING STRATEGIES AND IN THEIR FORMULATION, IMPLEMENTATION AND MANAGEMENT; IT SHOULD INFLUENCE ALL LEVELS OF GOVERNMENT IN THE DECISION-MAKING PROCESS TO FURTHER THE POLITICAL, SOCIAL AND ECONOMIC GROWTH OF HUMAN SETTLEMENTS.
- (c) Particular attention should be paid to:
  - (i) Strengthening the role of the population, men and women, in taking decisions affecting all aspects of the development of human settlements;
  - (ii) The definition of the role of public participation as a means of mobilizing untapped human resources and improving the effectiveness of those already operative;
  - (iii) The involvement of people at all levels of activity in resolving their conflicts;
  - (iv) The advance public disclosure of strategies, plans and programmes for public discussion should be made at the early planning stages before major commitments to the project have been made.

Recommendation E.2

Participation in the  
planning process

- (a) To obtain a democratic process with maximum participation, special attention should be paid to the organization of planning and the implementation of plans.
- (b) THE PLANNING PROCESS MUST BE DESIGNED TO ALLOW FOR MAXIMUM PUBLIC PARTICIPATION.
- (c) This can be achieved by:
  - (i) Devoting more interest to the drafting of documentation for decision-making in order to make it more intelligible to laymen, e.g. by abundant illustration, by describing the problems connected with different alternatives and by using a language which laymen can understand;
  - (ii) Dividing the planning process into stages showing when important decisions should be taken and by taking special measures to involve a wide range of citizens;
  - (iii) Helping public officials in every possible way to fulfil their important task of acting as a communication link between authorities and the citizen, e.g. by preparing discussion material, arranging public meetings, visiting schools and holding press conferences, etc.;
  - (iv) Seeking the participation of women in the conception of shelter, infrastructure and services and in the provision of transportation and access to community services.

Two-way flow

- (a) Public participation does not mean simply the mobilization of people to implement the independent decisions of governments and professionals; participation requires listening and response in both directions.
- (b) TO BE EFFECTIVE, PUBLIC PARTICIPATION REQUIRES THE FREE FLOW OF INFORMATION AMONG ALL PARTIES CONCERNED AND SHOULD BE BASED ON MUTUAL UNDERSTANDING, TRUST AND EDUCATION.
- (c) This may be achieved through:
  - (i) Legislation to stimulate public participation and to provide wide accessibility to public information;
  - (ii) Allocation of resources for the development of skills within the community to render participation progressively more effective;
  - (iii) Information and possibly legal aid services to inform the citizen of legal rights and duties in relation to human settlement issues as well as to provide legal assistance;
  - (iv) Appeal and arbitration bodies to reconcile public interest and individual rights;
  - (v) Wide use of mass media to provide a forum for citizen participation and public debate;
  - (vi) Submission of all major planning decisions to appropriate processes of public inquiry, with particular emphasis on the rights of the least privileged sectors of the population;
  - (vii) Involving specially trained personnel in social and community work in the field of human settlements.

Wide involvement

- (a) Public participation is a right that must be accorded to all segments of the population, including the most disadvantaged groups.
- (b) PUBLIC PARTICIPATION SHOULD INTEGRATE THE VARIOUS SECTORS OF THE POPULATION INCLUDING THOSE THAT TRADITIONALLY HAVE NOT PARTICIPATED EITHER IN THE PLANNING OR IN THE DECISION-MAKING PROCESSES.
- (c) Particular attention should be paid to:
  - (i) Expanding and strengthening the role of community organizations, voluntary groups, workers' organizations, tenants and neighbourhood organizations;
  - (ii) Assisting in the formation of non-governmental organizations devoted especially to human settlement issues and encouraging the existing ones to focus their programmes on such issues;
  - (iii) Decentralizing planning and public administration institutions and establishing or strengthening locally elected bodies so as to ensure the democratic character of popular participation;
  - (iv) Securing the active involvement of groups whose participation is normally limited;
  - (v) Adopting procedures which would facilitate the active participation of youth, the handicapped and the elderly.

New forms of participation

- (a) Of all human endeavours, public participation is the one which can least afford to be isolated from current trends and changes in society, in so far as these affect the relationships between the governing and the governed, the professional and the laymen, the strong and the weak.
- (b) PUBLIC PARTICIPATION MUST RESPOND TO BOTH NEWLY EMERGING NEEDS OF SOCIETY AND TO EXISTING SOCIAL, ECONOMIC AND CULTURAL NEEDS. THE PEOPLE AND THEIR GOVERNMENTS SHOULD ESTABLISH MECHANISMS FOR POPULAR PARTICIPATION THAT CONTRIBUTE TO DEVELOPING AWARENESS OF PEOPLE'S ROLE IN TRANSFORMING SOCIETY.
- (c) Areas for special attention include:
  - (i) Establishment, especially in rapidly expanding urban areas, of effective channels of communication between the people and all levels of government, as well as mechanisms for enabling people to attain full control and influence in the formulation and implementation of policy for the development of human settlements;
  - (ii) Establishment in large and medium-sized cities of neighbourhood councils capable of increasing public participation in city management;
  - (iii) Encouragement of the formation of farmers' and landless labourers' organizations, in the rural areas, in order to improve their condition;
  - (iv) Recognition of the changing role of women in society and encouragement of their full participation in development;
  - (v) Public accountability required of large corporations;
  - (vi) Public interest research and public interest law;
  - (vii) Active encouragement and support of all members of the public, to acquire the confidence and skills which will ensure their participation at all levels of human settlement planning.

## Recommendation E.6

### Mobilizing resources

- (a) Public participation is a human right, a political duty and an instrument essential for national development, especially under conditions of resource scarcity; unless their participation is encouraged by the appropriate political, economic and social institutions, people cannot identify with the decisions which affect their daily lives.
- (b) PUBLIC PARTICIPATION ELICITED ON A SCALE COMMENSURATE WITH THE PROBLEMS OF HUMAN SETTLEMENTS, SHOULD INFLUENCE ALL DECISIONS CONCERNING MANAGEMENT OF HUMAN SETTLEMENTS AND SHOULD FOCUS ON THE APPLICATION OF RESOURCES TO IMPROVEMENT OF THE STANDARD OF LIVING AND THE QUALITY OF LIFE.
- (c) Efforts should be directed in particular to:
  - (i) Assessing felt needs and priorities as a necessary prerequisite for settlement plans and programmes;
  - (ii) Promote actions which motivate people to decide and act for themselves with the appropriate support of Governments. Self-help projects in which the population has a concrete part in the implementation of plans should have the support of Governments.
  - (iii) Defining what the people can decide and do better for themselves and determining the area of government action accordingly;
  - (iv) Decentralizing planning institutions and implementation machinery and especially management operations to the maximum possible extent, to enable local communities to identify their own needs and fields of action;
  - (v) Making large-scale public participation a continuing feature of the political process with respect to issues concerning human settlements;

Recommendation E.6  
(continued)

- (vi) Mechanisms to promote participation by the people in production, distribution, and consumption, and programmes for employment, job training, and distribution of consumer goods;
- (vii) Utilize popular participation for housing construction to facilitate adequate accommodation to all citizens.

F. Institutions and management (Agenda, item 10 (f))

Preamble

1. Policies, strategies, plans and programmes cannot be elaborated or implemented without appropriate instruments. In the field of human settlements, these take the form of political, administrative or technical institutions, enabling legislation and regulatory instruments, and formal procedures for the harnessing of resources, in particular human capacities.
2. New institutions on human settlements must be designed to play a variety of roles in development; important among these is that of promoting new concepts and providing leadership in unfamiliar areas. Institutions must also be responsive to change, capable of changing themselves and suitable for promoting change by others.
3. Because of their territorial coverage, complexity and relative permanence, human settlements require a very diversified system of institutions. Some operations are better managed on a very small scale, to benefit from the full participation and involvement of residents; others draw unquestionable benefits from the economy and efficiency of scale. Especially in large and complex metropolitan areas, the search for more appropriate institutions must be a continuous one, with a view to achieving a satisfactory balance between effective government and accountability to the governed.
4. In political systems where responsibilities and resources are shared amongst different levels of government and governmental agencies, joint consultation on matters of common concern is essential to achieve national settlement goals and objectives.
5. Institutions are ineffectual unless they are given access to and control over the resources necessary for operation. The increasing gap between the mandate of many human settlement institutions and the resources effectively placed at their disposal is one of the principal causes for the widespread crisis in urban management, in industrialized and developing countries alike.
6. This is particularly true of institutions catering to the capital and recurrent budget needs of human settlements which have very special requirements such as long-term investment and low yield, and which, if inappropriately or insufficiently funded, become the main obstacle to implementing otherwise well intended policies.
7. The implementation of new programmes may require new enabling legislation; but legislative changes are a laborious process, which follows the expressed needs of society, often only with long delay. The same applies to regulations and by-laws - for instance in planning, building and safety - many of which are outdated or altogether irrelevant to the basic present-day needs of the population.
8. Similarly the training and practices of the professions involved in human



settlements planning need continual review. In the third world, the problems of the professions are aggravated in so far as they may be unduly influenced by the concepts and practices in industrialized countries, and fail to adequately reflect the realities and needs of their own societies.

9. In the last resort, the most valuable resource of all is human beings; the channelling of human initiative and the management of human skills for the achievement of the goals of national planning is a task which has received insufficient attention so far, both at national and local levels.

## Recommendation F.1

### Settlement institutions

- (a) The formulation of effective human settlement policies and strategies requires consultation, negotiation and decision at all levels. This will facilitate their implementation, nation-wide focus and authority.
- (b) THERE MUST BE INSTITUTIONS AT NATIONAL, MINISTERIAL, AND OTHER APPROPRIATE LEVELS OF GOVERNMENT RESPONSIBLE FOR THE FORMULATION AND IMPLEMENTATION OF SETTLEMENT POLICIES AND STRATEGIES FOR NATIONAL, REGIONAL AND LOCAL DEVELOPMENT.
- (c) The principal features of such institutions are:
  - (i) A distinct identity relating to the priority assigned to human settlements in development plans;
  - (ii) Leadership of other institutions and the public at large on settlement matters;
  - (iii) Executive responsibility for settlement programmes;
  - (iv) Formal consultation with other settlement institutions;
  - (v) Develop and use spatial budgeting techniques to guide co-ordination and approval of government investment programmes;
  - (vi) Responsibility for evaluation, monitoring and feed-back on settlement policies, strategies and programmes;
  - (vii) Obtain an adequate share of budgetary and other resources to perform its mandate effectively.

Recommendation F.2

Co-ordination of physical and economic planning institutions

- (a) Even when economic development planning covers the principal sectors of the economy, it frequently neglects the spatial dimension implicit in human settlement issues. This is partly the result of conceptual difficulties and partly the inertia of existing institutions.
- (b) INSTITUTIONS FOR HUMAN SETTLEMENTS SHOULD BE CO-ORDINATED WITH THOSE RESPONSIBLE FOR NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT AND ENVIRONMENTAL PLANS AND POLICIES, AND INTERRELATED ON A MULTIDISCIPLINARY BASIS.
- (c) This can be achieved by:
  - (i) Establishing appropriate co-ordination between national government departments as well as between the different levels of government where appropriate;
  - (ii) Ensuring adequate representation of the needs and aspirations of inhabitants in human settlements on the principal policy-making bodies;
  - (iii) Introducing orientation, refresher and in-service training courses for officials whose decisions bear on settlements.

Institutional change

- (a) Many settlement institutions have outlived their original purpose and are often not relevant to community needs and changing social patterns. Legislation, administrative procedures and fiscal arrangements are often outmoded; functions and territorial boundaries have changed; jurisdictions are fragmented; and institutional structures are excessively cumbersome. Such deficiencies are a major obstacle to effective settlement policies and their implementation.
- (b) INSTITUTIONS DEALING WITH HUMAN SETTLEMENTS SHOULD ADAPT TO CHANGING CIRCUMSTANCES.
- (c) In particular:
  - (i) Means should be established to provide for the continuous review of settlement institutions to ensure that they are responsive to community needs and opportunities;
  - (ii) Institutions dealing with basic infrastructure and public services should be reorganized as necessary to fulfil their function;
  - (iii) Institutions should be assigned a geographical coverage commensurate with the nature of the service provided, the technology of that service, and the changing nature of relationships and interactions between different parts of the national territory;
  - (iv) Institutions should receive appropriate resources reflecting the nature of the service provided and its wider implications;
  - (v) Institutions should evolve and adapt to new organizational and procedural forms, enter into co-operative and collaborative arrangements with other organizations, public and private, and explore innovative approaches.

Recommendation F.4

The role of special institutions

- (a) New institutions are sometimes necessary when those existing are incapable of handling special settlement problems. The tendency of institutions to perpetuate themselves, or for unwarranted new ones, can lead over the long term to a redundant, cumbersome and self-perpetuating bureaucracy.
- (b) INSTITUTIONS SPECIALLY ESTABLISHED TO SOLVE SHORT-TERM SETTLEMENT PROBLEMS SHOULD NOT OUTLIVE THEIR ORIGINAL PURPOSE.
- (c) This may be achieved by:
  - (i) Transferring functions to permanent institutions in preplanned stages;
  - (ii) Establishing the life span of the institutions concerned in initial organizational and budgetary instruments;
  - (iii) Appropriation of additional funds only after careful review of functions;
  - (iv) Establishing special training programmes to enable participating communities to assume gradually organizational responsibility.

Recommendation F.5

Institutional incentives to participation

- (a) Human settlement institutions will be more effective if means are provided for maximum public participation in the decision-making process in all policies and programmes.
- (b) INSTITUTIONS SHOULD BE DESIGNED TO ENCOURAGE AND FACILITATE PUBLIC PARTICIPATION IN THE DECISION-MAKING PROCESS AT ALL LEVELS.
- (c) This may be achieved by:
  - (i) Decentralizing administration and management at the national, regional and local levels, consistent with effective policy formulation and planning and the efficient use of available professional human resources;
  - (ii) Providing for built-in machinery for consultation between various types of institutions at different levels;
  - (iii) Requiring public accountability of institutions;
  - (iv) Facilitating dialogue between elected officials, administrative bodies and professionals.

## Recommendation F.6

### Management of settlements

- (a) Too often, conditions in human settlements deteriorate rapidly. Among other things, this results from poor management, and under-utilization of existing resources, facilities and infrastructure. Such deficiencies are avoidable.
- (b) SETTLEMENTS MUST BE IMPROVED BY RESPONSIVE AND IMAGINATIVE MANAGEMENT OF ALL RESOURCES.
- (c) This should be done by:
  - (i) Establishing clearly the management responsibilities of national, regional and local government;
  - (ii) Management within a framework of social goals;
  - (iii) Preventing speculation on people's basic needs and aspirations;
  - (iv) Preserving unique cultural and social heritages;
  - (v) Government efforts to maintain or restore settlements and their facilities for general public welfare;
  - (vi) Providing information and incentives for inhabitants to maintain and improve their dwellings and surroundings.

## Recommendation F.7

### Human resources

- (a) In most countries, the lack of adequate knowledge, skills and professional resources is a serious constraint on the implementation of human settlement policies and programmes.
- (b) THE DEVELOPMENT OF RESEARCH CAPABILITIES, AND THE ACQUISITION AND DISSEMINATION OF KNOWLEDGE AND INFORMATION ON SETTLEMENTS, SHOULD RECEIVE HIGH PRIORITY AS AN INTEGRAL PART OF THE SETTLEMENT DEVELOPMENT PROCESS.
- (c) Special emphasis must be placed on:
  - (i) National research and development institutions that are specifically geared to finding better solutions to settlement problems, within regional and international networks;
  - (ii) Projects that demonstrate the innovative use of indigenous human resources, materials and technology;
  - (iii) Training national personnel at all levels, with emphasis on managers and middle-level personnel, especially by practical on-the-job training;
  - (iv) Exchange of relevant information expressed in terms meaningful to those likely to need it.



Financial arrangements

- (a) The development of human settlements demands special financial requirements. These are not always met due to speculation, rapid inflation and lack of appropriate means and institutions.
- (b) SEPARATE FINANCIAL INSTITUTIONS AND ADEQUATE MEANS ARE NECESSARY TO MEET THE REQUIREMENTS OF HUMAN SETTLEMENTS.
- (c) Special attention should be directed to:
  - (i) Ensuring that public and private investors and purchasers, especially the least advantaged, are protected from the damaging effects of monetary inflation through monetary and other means;
  - (ii) Encouraging joint ventures between public and private capital, with adequate safeguards for the public interest;
  - (iii) Selectively using public funds, to give priority to areas where private investment is unlikely;
  - (iv) Utilizing fully the multiplying effect of public loan and mortgage guarantees;
  - (v) Removing institutional obstacles to financing the needs of the poor;
  - (vi) Encouraging community schemes, and other co-operative financial arrangements;
  - (vii) Adopting fiscal measures and pricing policies to reduce disparities between high and low income groups;
  - (viii) Ensuring that systems for financing financial community infrastructure result in an equitable distribution of costs within and between communities;
  - (ix) Encouraging special national savings institutions to support mortgage financing for low income groups;
  - (x) Innovative fiscal measures to make development self-financing.

## Recommendation F.9

### Reaching the people

- (a) Programmes designed to assist less developed regions and less privileged groups, often fail to achieve their intended objectives for various reasons: cumbersome administrative procedures; inadequate information, lack of awareness of intended beneficiaries or unrealistic requirements.
- (b) INSTITUTIONS AND PROCEDURES SHOULD BE STREAMLINED TO ENSURE THAT INTENDED BENEFICIARIES RECEIVE THE LARGEST POSSIBLE SHARE OF RESOURCES AND BENEFITS.
- (c) Special emphasis should be placed on:
  - (i) Adopting open decision-making and public accountability for use of funds;
  - (ii) Instituting greater local control in the management and administration of settlements;
  - (iii) Minimizing bureaucracies and overhead costs;
  - (iv) Removing the role of intermediaries in citizen involvement.

Recommendation F.10

Settlement laws and regulations

- (a) Existing laws and regulations for human settlements are often complex, rigid and dominated by vested interests. They thus tend to obstruct reform and hinder progress.
- (b) ANY FRAMEWORK FOR SETTLEMENTS LEGISLATION MUST ESTABLISH CLEAR AND REALISTIC DIRECTION AND MEANS FOR IMPLEMENTATION OF POLICIES.
- (c) Special attention should be placed on:
  - (i) Promulgation of special legislation for the implementation of settlement policies;
  - (ii) Laws and regulations to achieve specific settlement objectives, service community interest and safeguard individual rights against arbitrary decisions;
  - (iii) Laws and regulations that are realistic and easily understood, efficiently applied, adapted and revised periodically to correspond to changing needs of society.

## Chapter III

### RECOMMENDATIONS FOR INTERNATIONAL CO-OPERATION

#### Resolution 1. Programmes for international co-operation

HABITAT: United Nations Conference on Human Settlements.

Having considered the objectives, programmes and proposed institutional arrangements for international co-operation in the field of human settlements (A/CONF.70/6 and Add.1),

Acknowledging the efforts of the Preparatory Committee and of the Working Group on programmes for international co-operation in the preparation of the draft resolution on the issues (A/CONF.70/C.I/L.9),

1. Adopts the preamble and sections I-IX of the draft resolution on programmes for international co-operation; 1/

2. Recommends that the General Assembly of the United Nations at its thirty-first session consider the attached annex to this resolution and take the final decision on the remaining section X 1/ concerning the organization link, recognizing that the decision on this section will require necessary changes in the relevant parts of the resolution.

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1/ See annex to this resolution.

ANNEX

Habitat: United Nations Conference on Human Settlements,

Recalling relevant resolutions of the General Assembly, in particular resolutions 2718 (XXV), 3001 (XXVII) and 3327 (XXIX),

Convinced of the need for urgent action to improve the quality of life of all people in human settlements,

Recognizing that such action is primarily the responsibility of Governments,

Conscious that human settlements problems represent a primary field of action in international co-operation, which should be strengthened in order to find adequate solutions, based on equity, justice and solidarity, especially among developing countries,

Recognizing that the international community, both at the global and regional levels, should provide valuable encouragement and support to Governments determined to take effective action to ameliorate conditions, especially for the least advantaged, in rural and urban human settlements,

Recognizing that human settlements and the steps to be taken to improve them should be considered an essential component of socio-economic development,

/Recognizing that human settlements problems are not isolated from the global problem of development and environment and, therefore, that a new world economic order should be urgently established based on the Declaration and Programme of Action adopted at the sixth special session of the General Assembly and on the Charter of Economic Rights and Duties of States and other relevant resolutions of the General Assembly, a/

Aware of the sectoral responsibilities of the organizations of the United Nations system,

Conscious of the need to achieve greater coherence and effectiveness of human settlements activities within the United Nations system, having in mind the discussions presently going on in the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System,

Recognizing that new priorities must be identified and activities developed to reflect comprehensive and integrated approaches to the solution of human settlements problems,

Convinced that prompt consolidation and strengthening the capacity of the United Nations system in the field of human settlements is absolutely necessary,

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a/ Committee I recommended that the wording of this paragraph should be similar to that included in the Declaration of Principles.

Recognizing that urgent steps must be taken to ensure a better mobilization of the financial resources at all levels with a view to improving human settlements,

Believing that:

(a) The current level of resources available for development purposes, particularly for human settlements, is clearly inadequate;

(b) The effective development of human settlements has been hindered by great disparities in socio-economic development within and between countries;

(c) The wasteful consumption and misuse of scarce natural resources including the resources expended by Governments on armaments constitute serious limitations on the availability of resources for development purposes; a/

Urges that the following recommendations for international co-operation be adopted and implemented:

I. Recommendations for international co-operation

1. International co-operation in the field of human settlements should be viewed as an instrument of socio-economic development;

2. The fundamental role of international development co-operation is to support national action. Therefore, programmes for development co-operation in the field of human settlements should be based on the policies and priorities established in the recommendations for national action;

3. In seeking development co-operation, countries should give due priority to human settlements;

4. Requests for development assistance should not be subject to discrimination on the part of the institutions to which these requests are addressed;

5. Technical co-operation should be made available to countries requesting assistance in policy formulation, management and institutional improvement relating to human settlements;

6. Technical co-operation should be made available to developing countries requesting assistance in education and training and applied research relating to human settlements;

7. Financial and technical development co-operation should be made available to countries requesting assistance for, inter alia, projects in self-help and co-operative housing, integrated rural development, water and transportation;

8. All Governments should give serious consideration to contributing to the United Nations Habitat and Human Settlements Foundation as soon as possible to expedite action programmes in the field of human settlements;

9. Emerging concepts and priorities regarding human settlements in developing countries present new challenges to the policies and capability of development assistance agencies in donor countries and to international bodies. Therefore, multilateral and bilateral development assistance agencies should respond effectively to requests for assistance in the field of human settlements; special attention should be paid to the needs of the least advantaged countries particularly in the provision of long-term low-interest mortgages and loans to facilitate the implementation of human settlements activities in the least developed countries that cannot comply with existing criteria;

10. Information systems should be strengthened if necessary and better co-ordinated, and stronger links established on a regional level between human settlements and research institutions in different countries;

11. Many international organizations carry out activities related to human settlements. Specialized agencies and other relevant bodies in particular UNICEF, UNDP, UNFPA, WFP, ILO, FAO, UNESCO, WHO and the World Bank should seriously consider the recommendations of the Habitat Conference with a view to their implementation in their respective fields of competence;

## II. Global intergovernmental body

12. Recommends that there be an intergovernmental body for human settlements composed of not more than 58 members, selected on the basis of equitable geographic distribution,

13. Recommends further that the intergovernmental body have the following main objectives:

(a) To assist countries and regions in increasing and improving their own efforts to solve human settlements problems;

(b) To promote greater international co-operation in order to increase the availability of resources of developing countries and regions;

(c) To promote the integral concept of human settlements and to encourage the comprehensive approach to human settlements problems in all countries;

(d) To strengthen co-operation and co-participation among developing and developed countries and regions.

14. Recommends further that the global intergovernmental body should have the following main functions and responsibilities:

(a) To develop and promote policy objectives, priorities and guidelines regarding ongoing and planned programmes of work in the field of human settlements as formulated in the recommendations of this Conference and subsequently endorsed by the General Assembly;

(b) To follow closely the activities of the United Nations system and other international organizations in the field of human settlements and to propose, when appropriate, ways and means by which the over-all policy objectives and goals in the field of human settlements within the United Nations system might best be served;

(c) To study, in the context of the Recommendations for National Action, new issues, problems and especially solutions in the field of human settlements, both those of a national character when they are of concern to many States, and those of a regional or international character;

(d) To exercise over-all policy guidance and supervision of the operations of the United Nations Habitat and Human Settlements Foundation;

(e) To review and approve periodically the utilization of funds at its disposal for carrying out human settlements activities, at the global, regional and subregional levels;

(f) To provide over-all direction to the Secretariat;

15. Recommends further that the above-mentioned intergovernmental body report to the Economic and Social Council or to the General Assembly through the Economic and Social Council;

### III. Human Settlements secretariat

16. Recommends that a (small) and effective secretariat be established in the United Nations to serve as a focal point for human settlements action and co-ordination within the United Nations system;

17. Recommends further that the Human Settlements secretariat be headed by an (Executive) Director who shall be nominated by the Secretary-General of the United Nations and who shall have the rank of (Assistant Secretary-General) (Under-Secretary-General);

18. Recommends further that the (Executive) Director shall be responsible for the management of the secretariat which shall comprise the posts and budgetary resources of the following (further clarification necessary on precise interpretation):

(a) The Centre for Housing, Building and Planning of the Department of Economic and Social Affairs;

(b) The appropriate section of the Division of Economic and Social Programmes of the United Nations Environment Programme directly concerned with human settlements, with the exception of the posts required by UNEP to exercise its responsibilities for the environmental aspects and consequences of human settlements planning;

(c) The United Nations Habitat and Human Settlements Foundation;

(d) As appropriate, selected posts and associated resources from relevant parts of the Department of Economic and Social Affairs;

19. Recommends further that the secretariat under the leadership of its (Executive) Director shall be entrusted, inter alia, with the following responsibilities:

(a) To ensure the harmonization, at intersecretariat level, of programmes planned and carried out by the system;



(b) Under the guidance of the intergovernmental body, to assist in co-ordinating human settlements activities within the United Nations system, to keep under review their implementation and to assess their effectiveness;

(c) To execute projects on behalf of UNDP;

(d) To provide the focal point for a global exchange of information on human settlements;

(e) To provide substantive support to the intergovernmental body;

(f) To deal with interregional matters;

(g) To supplement the resources of the regions when so required, particularly in areas of specialization;

(h) To promote collaboration with, and involvement of, the world scientific community concerned with human settlements;

(i) To establish and maintain a global directory of consultants and advisers to supplement the skills available within the system and to assist in the recruitment of expertise at the global level, taking into account the expertise in developing countries;

(j) To initiate major public information activities in connexion with human settlements;

(k) To promote the further and continued use of audio-visual material related to human settlements;

(l) To carry out the mandate and responsibilities previously assigned by the appropriate legislative bodies to the secretariat units to be absorbed in the central staff;

(m) To implement programmes until they are shifted to the regional organizations;

20. Recommends further that a group of representatives appointed by the Governments at a regional level be created to support the Secretary-General in the adequate implementation of recommendations for the institutional administrative structure above mentioned;

#### IV. Organization at the regional level

21. Recommends further that the regional economic commissions consider the establishment of intergovernmental regional committees on human settlements, comprising all members, where such committees do not already exist;

22. Recommends further that the regional committees should be established as soon as possible to co-ordinate their activities with the global intergovernmental body, and report through the appropriate regional commission and to the global intergovernmental body, for which purpose it is recommended that they be represented ex officio by their senior officers;

23. Recommends further that the responsibility for implementing regional and subregional programmes, should be gradually shifted to the regional organizations;

24. Recommends further that each regional committee should be served by a (small) unit of the secretariat of the parent regional commission under an executive officer, which unit should be established during 1977 and should be provided with the necessary resources for its operation;

25. Recommends further that the regional committees should be responsible for the formulation of regional policies and programmes and for their final implementation;

26. Recommends further that the posts and budgetary resources available to each regional unit should be made up of those already available from the regular budgetary resources and those redeployed from the aggregate posts available to the central secretariat /voluntary contributions made to the United Nations Habitat and Human Settlements Foundation, as well as selected resources currently available to each region/;

27. Recommends further that the principal functions of the regional staff would be:

- (a) To serve the regional intergovernmental body described above;
- (b) To review progress in the implementation of programmes within the regions;
- (c) To promote the active collaboration of governmental representatives in human settlement related activities;
- (d) To assist Governments in the region in the formulation of their requests for assistance from the appropriate bilateral and multilateral bodies;
- (e) To establish close links with the appropriate financial institutions at the regional and global levels and with the corresponding regional and subregional echelons of the specialized agencies;
- (f) To formulate, implement and/or supervise regional and subregional programmes and projects;

28. Recommends further that the regional agencies on human settlements with the approval of the regional committees identify those national and regional institutions which are best able to provide services, training and assistance in research on human settlements;

#### V. Terms of reference

29. Recommends further that, at both the global and regional levels, human settlements activities and programmes should deal in particular with the following subject areas:

- A. Settlement policies and strategies
- B. Settlement planning

- C. Institutions and management
- D. Shelter, infrastructure and services
- E. Land
- F. Public participation

30. Recommends further that the formulation of priorities within these broad subject areas be identified by the intergovernmental body in consultation with the regional committees and governments on the basis of the needs and problems of the region and the countries within the region;

31. Recommends further that the following functions be considered on a priority basis, related to the subject areas mentioned in paragraph 29 above:

- (a) Identification of the problems and possible solutions;
- (b) Formulation and implementation of policies;
- (c) Education and training;
- (d) Identification, development and use of appropriate technology, as well as limitation of hazardous technology;
- (e) Exchange of information, including audio-visual information;
- (f) Implementation machinery;
- (g) Assistance in the mobilization of resources at the national and international level;

## VI. Priorities

32. Recommends further that because financial, technical and human resources are limited, it is essential that programmes, both existing and new ones, reflect a clear sense of priorities, that the number of fields selected for a concentration of effort be limited and that phasing of such activity be planned judiciously;

33. Recommends further that there be an assessment of the effectiveness of existing United Nations programmes in the field of human settlements, with a view to ensuring that they conform to the priorities as stated above;

## VII. Concerted action and co-ordination

34. Recommends that there must be a sustained and determined effort, on the part of all organizations most closely concerned with human settlements, both at regional and global levels, to concert their planned programmes and projects;

35. Recommends further that the existing mechanisms of the Administrative Committee on Co-ordination must be strengthened to ensure that co-ordination in the field of human settlements is effective throughout the whole United Nations system;

VIII. Links with financial institutions

36. Recommends that the secretariats concerned with human settlements should establish close links with the principal financial institutions at the regional and global levels, especially with the regional development banks and the IBRD;

37. Recommends further that special links should be established between the United Nations Development Programme and the human settlements unit, at global, regional and national levels;

IX. Co-operation with organizations outside the United Nations system

38. Recommends that, at the global as well as the regional level, co-operation should be sought with universities, research and scientific institutes, non-governmental organizations, voluntary groups, etc., in order to make full use of their knowledge and experience in the field of human settlements. At the intergovernmental level this co-operation should be formalized. At the secretariat level it should be realized by the establishment of appropriate working relations;

X. Organization link b/

39. Recommends that the human settlements unit be integrated into:

(a) The Department of Economic and Social Affairs of the United Nations, and its Director should report to the Under-Secretary-General for Economic and Social Affairs;

or

(b) The United Nations Environment Programme, and its Director should report to the Executive Director of UNEP;

or

(c) See appendix, parts 1-4.

40. Recommends further that the central secretariat be located in:

(i) New York

or

(ii) Nairobi

or

(iii) Third city.

See appendix, part 5.

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b/ Any decision which is taken on this section of the draft resolution will have certain implications on related parts of this resolution.

APPENDIX

Proposals relating to the annex

1. Suggested operative paragraphs proposed by Sri Lanka

1. Recommends that the proposed Office for Human Settlements be autonomous in character, subject to its functioning within the framework of the Department of Economic and Social Affairs and maintaining working arrangements with specialized agencies of the United Nations, also acting in close collaboration with the United Nations Environment Programme, further strengthening the regional commissions to act more effectively in the field of human settlements;

2. Recommends also that these proposals be brought into operation in 1977 after approval by the General Assembly this year and that the General Assembly periodically review the above institutional arrangements and decide on any changes if necessary.

2. Amendments to the draft resolution proposed by the Philippines

(a) Section II, paragraph 12 should read:

"1. Recommends to the General Assembly that the Governing Council of the United Nations Environment Programme shall also serve as the intergovernmental body for human settlements, which will be renamed the Governing Council of the United Nations Environment and (Human) Settlements Programme (UNESP);".

(b) Section II, paragraph 13, the first two lines should read:

"Recommends further that, in addition to the mandate of the Governing Council as set out in General Assembly resolution 2997 (XXVII), the Governing Council of the United Nations Environment and (Human) Settlements Programme shall have the following objectives:"

(c) Section II, a new paragraph after paragraph 15 should be inserted:

"Recommends that consideration be given to the possibility of rotating meetings of the Governing Council of the United Nations Environment and (Human) Settlements Programme in the regions."

(d) Section III, paragraph 17, the following new sentence should be added at the end of the paragraph:

"Such nomination shall be subject to confirmation by the General Assembly;"

(e) Section III, paragraph 18 (c) should be deleted.

(f) Section III, new paragraphs 21 and 22 should be inserted as follows:

"21. The United Nations Habitat and Human Settlements Foundation as established under General Assembly resolution 3327 (XXIX) shall maintain its separate identity, but shall establish close links with the Human Settlements

Programme and with the principal financial institutions at the regional and global levels, especially with the regional development banks and the IBRD. The Foundation shall be headed by a Director-General with the rank of Assistant Secretary-General who shall be nominated by the Secretary-General of the United Nations, in consultation with the Executive Director of the United Nations Human Settlements Programme;"

"22. Recommends further that the United Nations Human Settlements Programme should establish special links with the United Nations Environment Programme and the United Nations Development Programme, both at global and regional levels;"

(g) In section IV, paragraph 26, the representative of the Philippines expressed reservations concerning the inclusion of the words in brackets "voluntary contributions made to the United Nations Habitat and Human Settlements Foundation".

### 3. Draft resolution submitted by the French delegation

It will be the responsibility of the United Nations General Assembly to determine the structures and means which will make it possible to exploit fully the substantial impact of the Vancouver Conference on Human Settlements.

At the moment, this Conference recommends the adoption of the following principles:

1. All the organizations of the United Nations system are concerned by the problems of human settlements and should redouble their efforts to give greater consideration to points where territorial development and the environment converge.

2. The following organizations, which are already working along these lines:

- the United Nations Environment Programme,
- the United Nations Habitat and Human Settlements Foundation,
- the Centre for Housing, Building and Planning of the Department of Economic and Social Affairs of the United Nations Secretariat,

should organize a close network of working relations.

3. These programmes, along with the means which are appropriate to them, should be implemented with careful attention being given to effective regional devolution. To this end, a report will be submitted to the United Nations General Assembly in 1977.

4. In order to ensure that this policy is carried out at the intergovernmental level, an intergovernmental Council, with the same composition as the present Council of the United Nations Environment Programme, will deal alternately with:

the environment one year, acting within the terms of reference of the Governing Council of the United Nations Environment Programme,

human settlements one year, acting within the terms of reference of the present Committee on Housing, Building and Planning, which will be discontinued.

5. Governments will be invited to make intellectual and material contributions to this effort and to assist the organizations in their work.

6. The international institutions of the United Nations system should rely as much as possible on non-governmental organizations and scientific and non-profit organizations which are capable of improving knowledge and facilitating concrete action. In particular, no time should be lost in emphasizing the development of mutual information systems, beginning with the national and regional levels.

4. Yugoslavia: proposals regarding attitudes on institutional arrangements in international co-operation

While deciding on institutional arrangements on international co-operation, the following should be taken into consideration:

1. Human settlements are an integral part of environment. This fact must be reflected in institutionalization of international co-operation. Environment without human settlements would inevitably be reduced to technical and ecological categories, and social, economic and cultural aspects would be neglected. Problems of human settlements cannot be given long-term solutions outside the context of environment which is the frame and prerequisite for their economic and natural reproduction.

2. Consequently, it is necessary to ensure such institutional solutions which will safeguard the integrity of environment and human settlements. It is necessary that all bodies and organizations in the United Nations system which are engaged in activities related to human settlements and environment maintain close co-operation, especially at regional levels.

3. Institutional solutions for human settlements should be dealt with and decided on within the framework of restructuring of the United Nations system with the active participation of: the United Nations Environment Programme, the Centre for Housing, Building and Planning, and the United Nations Human Settlements Foundation.



5. Proposed criteria for the location of the central secretariat: texts submitted by Governments to the Working Group on Programmes for International Co-operation in connexion with section X, paragraph 40 of the annex to resolution 1 1/

"(a) To ensure efficient geographical and administrative linkage with existing United Nations institutions whose functions relate closely to those of human settlements;

(b) To ensure a minimization of bureaucratic bottle-necks and overhead costs;

(c) To facilitate contact for the purposes of financial, technical co-operation and technological inputs for the implementation of established programmes;

(d) To consider the possibility for reorganizing the existing United Nations institutions dealing with human settlements to form a single secretariat for human settlements."

\* \* \*

"The closest possible connexion to existing United Nations bodies which are of primary importance for the operational activities in the field of development, in particular UNDP and the World Bank Group,"

\* \* \*

"The decision on the location of the central unit should essentially be inspired by efficiency, function and the character of the objectives, taking into special account the quality of the related implementation programmes and projects."

\* \* \*

"Criteria should include:

- Operational effectiveness and efficiency
- A central location."

\* \* \*

"The body should have its headquarters in the city deemed to be most appropriate within the over-all framework of the United Nations.

\* \* \*

"In deciding on the location of the central secretariat, the General Assembly should take into account resolution 3004 (XXVII) of 15 December 1972,

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1/ These texts were submitted in accordance with a decision of the Working Group in order to assist the core drafting group in the possible elaboration of criteria for the location of the central secretariat for possible inclusion in paragraph 40 (b). Committee I at its 14th meeting decided to bring any such texts to the attention of the General Assembly in connexion with the resolution, and this decision was endorsed by the Conference at its 18th meeting.



in which the Assembly stated its conviction that 'in order to employ international machinery for the promotion of the economic and social advancement of all peoples, in accordance with the Preamble of the Charter of the United Nations, the activities and headquarters or secretariats of United Nations bodies or agencies should be located having regard, inter alia, to equitable geographical distribution of such activities, headquarters or secretariats'."

6. Reservations submitted by Governments to the annex to draft resolution 1

1. The representatives of Argentina, Bolivia, Cuba, the Dominican Republic, Grenada, Guatemala, Honduras, Mexico and Venezuela expressed support for the resolution with the following reservations. They considered that paragraph 29 should be replaced by the following text:

"Recommends further that, at both the global and regional levels, human settlements activities and programmes should be appropriately organized within the following areas:

- (a) Identification of problems and possible solutions;
- (b) Formulation and application of policies;
- (c) Education and training;
- (d) Identification, development and use of appropriate technology and restriction of dangerous technologies;
- (e) Exchange of information, including audio-visual information;
- (f) Implementation machinery;
- (g) Assistance in the mobilization of resources at the national and international level;"

2. The representatives of Argentina, Cuba, the Dominican Republic, Ecuador, Guatemala, Honduras and Mexico expressed support for the resolution with the following reservations. They considered that paragraph 21 should include an additional sentence so that it will read:

"Recommends further that the regional economic commissions consider the establishment of intergovernmental regional committees on human settlements, comprising all members, where such committees do not already exist. To that end, each region should consider the possibility of holding a regional meeting at the highest level to establish guidelines for action in the area, and transmit a report on the results of its work to the General Assembly, at its thirty-first regular session."

3. The Belgian delegation wished to comment on section IX, paragraph 38, dealing with the contribution which could be made by non-governmental organizations. There was a great diversity of such organizations, some of which were connected with human settlements, and attention should be drawn to those that were best suited to

make an effective and positive contribution. That was true of international organizations of local authorities, which traditionally played a particularly important role in the field of human settlements. Two such bodies were the United Towns Organization and the International Union of Local Authorities. Since several delegations shared that view, the Belgian delegation requested that this comment should be included in the report.

4. The representatives of Chad and Gabon expressed support for the resolutions with the following reservations. They considered that the following should be added to the preamble:

"Noting the persistent worsening of unequal development between the advantaged countries and the developing countries".

They also considered that in part I a new paragraph should be added as follows:

"Recommends that the General Assembly of the United Nations should explicitly obtain from the advantaged countries a prior undertaking that they will contribute substantially to the improvement of human settlements in the developing countries. In concrete terms, this contribution could take the form of a transfer of resources on the financial, material and human levels."

5. The representatives of Cuba, the Dominican Republic and Mexico expressed support for the resolution with the following reservations. They proposed an addition to paragraph 37 to read as follows:

"On deciding upon the location of the global secretariat, the General Assembly should take into consideration resolution 3004 (XXVII) of 15 December 1972 in which the Assembly expresses its conviction that 'in order to employ international machinery for the promotion of the economic and social advancement of all peoples, in accordance with the Preamble of the Charter of the United Nations, the activities and headquarters or secretariats of United Nations bodies or agencies should be located having regard, inter alia, to equitable geographical distribution of such activities, headquarters or secretariats'."

6. The Cuban delegation reserves its position on section V since it feels that in accordance with the basic document prepared by the Secretariat (A/CONF.70/6), the human settlements programmes to be considered priority programmes at the world level should be those referred to in paragraph 31 and that the topics dealt with in paragraph 29 of this document should be considered priority questions to be identified at the regional, subregional and national levels.

7. The French delegation wished to express the following reservations on document A/CONF.70/C.1/L.9 adopted by Committee I on 10 June for submission to the plenary:

(a) The French delegation feels that the document as a whole, and particularly the preamble, states a number of self-evident facts the enumeration of which weakens the scope of the text. It also regrets that the text refers to matters which are beyond the sphere of competence of the Conference and which are discussed in other forums. At this time, it recalls the reservations it has had to make with regard to these matters;

(b) With regard to institutional plans, the French delegation recalls that in its opinion, in the present circumstances, the existing organizations of the United Nations system should, without setting up any new bodies or recruiting any new staff, be able, through better liaison, to provide a new impetus to the study and progressive solution of the problems associated with human settlements;

(c) The French delegation is also unable to support drafts which group in single bodies staff which come both from organizations financed through obligatory contributions and from organizations financed through voluntary contributions. It fears that, if this were done, long-standing difficulties and confusion would result:

(d) The French delegation feels that the document in question has not devoted sufficient attention to the benefits which the existing institutions could derive from more intensive co-operation with scientific and professional organizations and with various associations of towns and communities throughout the world.

8. The Belgian delegation shared the reservations expressed by the French delegation on the above-mentioned text.

9. The representatives of Grenada, India, Jamaica, Papua New Guinea and the Philippines expressed support for the resolution but considered that item 18 (c) ought to be omitted because:

(a) Item 14 (d) already set out the relationship between the intergovernmental body referred to in section II, paragraph 12; and

(b) The inclusion of 18 (c) was to be examined on the basis of a report from the Secretariat which was never received. The sponsors of this reservation believed that the Foundation must be a vibrant organization able to function as a banking institution and should not be subsumed within the bureaucracy of the intergovernmental institution.

10. The representatives of Grenada, Jamaica, Papua New Guinea and Trinidad and Tobago expressed reservations on section I, paragraph 1, and wished to see it rephrased as follows:

"International co-operation in the field of human settlements should be viewed as an instrument of socio-economic development with due regard being given to the effect of such development on the environment."

11. Grenada expressed reservations concerning paragraph 9, feeling that it was not necessary to qualify "least developed countries" by their inability to comply with existing criteria.

12. The delegation of Italy, while expressing support for the resolution, expressed reservations on the ground that the decision to submit to the General Assembly for final decision the remaining section X, did not take into account the necessity of further analysing and clarifying the trends emerging from the Conference on the question of the new institutional arrangements, in order to give the General Assembly all the elements needed to enable it to take the best possible decision in terms of efficiency and operational capacity. The Italian delegation recommended that, in order to promote further analysis of the nature and

implications of the proposals and alternatives contained in chapter X of the above mentioned draft resolution, an ad hoc committee be formed for such purpose, composed of not more than 58 members on the basis of equitable geographical distribution.

13. The delegation of Japan reserved its position on paragraph 20 because of the ambiguity of the nature of the proposed group of representatives, and its relationship to the Secretary-General and his responsibility as chief administrative officer of the United Nations and also in view of the general character of recommendations for the institutional and administrative structure referred to in this resolution, which would make it difficult to implement them in practice.

14. The representative of Kenya expressed support for the resolution with the following reservations. The delegation of Kenya joined in the consensus for lack of time to discuss various amendments made and to be made in the Committee. It would have preferred, among other amendments already proposed, submitted or to be submitted, that the following be considered for reasons given thereof:

(a) Paragraphs 5 and 6 should be combined as follows and the others renumbered accordingly:

"5. Technical co-operation should be made available to countries requesting assistance in policy formulation, management, institutional improvement, education, training and applied research relating to human settlements."

This was purely drafting for brevity.

(b) In paragraph 9, the last phrase in brackets, i.e. "particularly ... existing criteria" should be deleted.

Kenya considered that in environmental problems, the least advantaged countries and not the least developed countries should be concentrated on and given preference. After all, any least developed country with an environmental problem would be in the group of least advantaged country.

(c) In paragraph 12, the last phrase in brackets, i.e. "replacing ... and Planning", should be deleted.

Since the Committee decided not to take a decision on paragraphs 39 and 40, and to take the matter to the General Assembly of the United Nations, the phrase in brackets was prejudiced in favour of the Centre and should have been deleted so that the phrase could remain neutral.

(d) In paragraph 19 (c), the phrase should be added: "related to human settlements" between the words "projects" and "on behalf".

This was only a clarification of what Kenya thought was meant in the document.

15. The representative of Kuwait expressed support for the resolution with the following reservations:

(a) Paragraph 1 should read as follows:

"International co-operation in the field of human settlements should be viewed as an instrument of socio-economic development and should be based on sound environmental considerations."

(b) Paragraph 3 should read as follows:

"In seeking development and environmental co-operation, countries should give due priority to human settlements."

(c) In paragraph 12 the last phrase between brackets should be deleted;

(d) Paragraph 19 (c) should read:

"To execute human settlements projects on behalf of UNDP." and

(e) In paragraph 30, the word "conjunction" should be replaced by the word "consultation".

16. Mexico, supported by other members of the Latin American Group, expressed support for the resolution with the following reservations. It proposed to delete paragraphs 30 and 31 and add a new paragraph 30 as follows:

"Recommends also that the formulation of programme and project priorities in each of the fields of activity mentioned in paragraph 29 above, should be carried out by each region in accordance with the needs and problems identified by it."

17. The representative of the Libyan Arab Republic expressed support for the resolution with the following reservations on section I, paragraph 4:

"The delegation of the Libyan Arab Republic believes that this document should be considered a strong corner-stone for international co-operation as sought by all peace-loving States. The text of paragraph 4 emphasized the necessity of co-operation and assistance on the part of institutions, without discrimination on the basis of the beliefs or system of Government of any State. The Libyan delegation feels however, that there is some vagueness in the paragraph which needs clarification, namely, that the institutions' assistance to any State should be subject to the following conditions: that the State pursues a peaceful policy, that it complies with the principles and the Charter of the United Nations and that it has not been condemned by the United Nations for aggression or racist policies. This would provide a means of pressure to ensure that such a State abides by United Nations resolutions. The Libyan delegation would therefore like the following sentence to be added at the end of paragraph 4 to make it clearer and more comprehensive and so that discrimination would not be confined to actions based on colour, belief, religion and system of government, but also actions which indicate the non-adherence of States to the United Nations Charter and principles:

'with the exception of requests from countries that commit acts of aggression and types of racial discrimination which have been condemned in United Nations resolutions'."

18. The representative of New Zealand expressed support with the following reservations:

- (a) Paragraph 4 of section I should be deleted;
- (b) In paragraph 23, section IV the word "gradually" should be deleted.

19. The representative of Pakistan expressed support for the resolution but wished to note that the relevant paragraphs in sections I to IX would be appropriately changed, based on the decision of the General Assembly at its thirty-first session on section X. Pakistan also considered that the seventh preambular paragraph and subparagraph (c) of the final preambular paragraph should be replaced by relevant paragraphs from the Declaration of Principles.

20. The representative of Portugal expressed his support for the resolution with the following reservations:

- (a) Section I, paragraph 7

Add at the end of the paragraph: "and other basic public facilities".

- (b) Eleventh preambular paragraph

Add the word "co-ordination" as follows: "prompt consolidation, strengthening and co-ordination".

- (c) Section IV, paragraph 26

Delete the word "voluntary" before "contributions" in the fourth line of the paragraph.

- (d) Section X, paragraph 40

Amend the paragraph as follows:

"Recommends further that the central secretariat of the human settlements unit should be located in a town which would suit the objectives of this unit, in view of the global activities and the need for co-ordination within the framework of the United Nations."

21. The representative of Senegal expressed his support for the resolution with the following reservations:

## Section II

- (a) Use the United Nations agencies which already exist in order to avoid duplication and the proliferation of new organizations in the United Nations system and also to take account of the shortage of finances.

- (b) In view of these considerations, there is no need to set up a new global intergovernmental body as proposed in section II. The goals of this body should remain within the competence of the Governing Council of the United Nations Environment Programme.

### Section III

(c) The establishment of the human settlements secretariat proposed in section III should be based on a restructuring and strengthening of the United Nations Centre for Housing, Building and Planning.

(d) The Executive Director who would be in charge of such a secretariat should not have the rank of Assistant Secretary-General or Under-Secretary-General.

(e) The United Nations Habitat and Human Settlements Foundation should remain under UNEP.

22. The representative of Uganda expressed his support for the resolution with the following reservations:

(a) In paragraph 21 "comprising all members ... exist" should be replaced with "after appropriate consultations with member Governments".

(b) Paragraph 27, subparagraph (e) should be restated as follows:

"To establish close links with the appropriate financial institutions at the regional and global levels and with the specialized agencies."

23. The delegation of Uganda further stated that:

"The report should reflect the fact that Uganda proposed an amendment to the whole of section X which would replace its mention of specific linkage and location decisions with the idea that this section, to be headed 'Geographical and administrative linkages', should contain only broad definitions of criteria to enable the General Assembly to decide on location and linkage suitability.

"However, since the core group had received several other submissions on criteria, it decided to include Uganda's amendments in a new subparagraph (b) of paragraph 40 of section X."

24. The representative of the United Kingdom of Great Britain and Northern Ireland expressed support for the general lines of the resolution with reservations on the following paragraphs:

(a) Seventh preambular paragraph;

(b) Thirteenth preambular paragraph, subparagraph (c);

(c) Paragraph 9 on the form of wording in square brackets;

(d) Paragraphs 17 and 19, on rank of Executive Director and

(e) Paragraph 20.

The United Kingdom further considered that the wording in square brackets in paragraph 12 should be included.



25. The representative of Yugoslavia expressed support for the resolution with the following reservations. In the fourth preambular paragraph:

(a) in the penultimate line, the word "especially" should be deleted;

(b) at the end of the paragraph, the words "as well as among the developed countries", should be added. In the penultimate preambular paragraph, subparagraph (c) the square brackets should be deleted. In section V, paragraph 29, the following should be added: "G. Research; H. Information".

Resolution 2. Programmes for international co-operation:  
financial implications

HABITAT: United Nations Conference on Human Settlements,

Requests the Secretary-General of the United Nations to submit to the General Assembly, at its thirty-first session, as well as the report of the Conference, a working paper on the financial implications of the alternative institutional arrangements proposed in document A/CONF.70/C.1/L.9.

Resolution 3. Living conditions of the Palestinians in occupied territories

The United Nations Conference on Human Settlements,

In accordance with the principles and objectives of the Conference,

Concerned with the fact that the Palestinian people have been forced to abandon their indigenous homeland,

Recognizing the threat to international peace and security that will result from the wilful destruction of their cultural habitat,

Recalling the recommendation adopted at the Regional Preparatory Conference for Asia and the Pacific (Teheran, 14 to 19 June 1975),

Recommends that the General Assembly at its thirty-first session requests the Secretary-General of the United Nations to prepare and submit a report to the thirty-second session of the General Assembly on the living conditions of the Palestinian people in the occupied territories.

Resolution 4. Regional and subregional meetings

The United Nations Conference on Human Settlements,

Recognizing the complexity of the factors which affect international co-operation in the field of human settlements,

Considering it necessary to define more specifically the manner in which a solution to human settlements problems could be found at the regional level,

Recognizing that each region has different characteristics which should be taken into account for the purposes of international co-operation,



Considering also that the regional and subregional framework offers practical advantages for the discussion of problems shared by countries,

Deeply convinced that immediate action on the part of Governments and international organizations is needed in order to solve human settlements problems,

Recommends that the Secretary-General of the United Nations should convene, within the framework of the regional economic commissions if possible before the thirty-first session of the General Assembly and if not possible before the following session of the General Assembly, regional meetings to establish guidelines for the co-ordination, within each region, of action to be taken in order to deal with human settlements problems, and to report to the General Assembly on the results of their deliberations.

#### Resolution 5. Post-Habitat use of audio-visual material

##### HABITAT: United Nations Conference on Human Settlements,

Convinced that the audio-visual and other material prepared for HABITAT constitute an information resource of continuing value for the effective implementation of recommendations for national action, programmes of international co-operation and the realization of goals in the field of human settlements established by the Conference,

Recognizing that prompt and effective utilization of the information resource created for HABITAT is essential to derive maximum benefit from the considerable investment in this resource, particularly its audio-visual component,

Bearing in mind the possibility of evolving regional audio-visual centres associated with regional arrangements for training, education, research and information exchange,

Expressing its appreciation for the offer of the University of British Columbia to provide, for a period of up to five years, all of the necessary services and facilities for the storage, maintenance, distribution and augmentation of the audio-visual materials prepared for HABITAT,

Noting that the Decision 71 (iv) adopted by the Governing Council of the United Nations Environment Programme on 9 April 1976 at its fourth session in Nairobi recommended that:

"HABITAT: United Nations Conference on Human Settlements consider favourably the offer made by the Government of Canada regarding the post-Conference use and dissemination of the audio-visual material prepared for the Conference",

1. Recommends that the General Assembly establish an audio-visual information centre on human settlements;

2. Invites all participants in HABITAT to transfer as appropriate to the Secretary-General of the United Nations, or his designated agents, the internegatives and international copyright of their audio-visual materials prepared for and made available to the Conference;

3. Recommends that the General Assembly of the United Nations authorize the Secretary-General of the United Nations to conclude an agreement with the University of British Columbia for the custody, reproduction, use and augmentation of the materials for a period of no more than five years;

4. Authorizes the Secretary-General of the United Nations to enter into a suitable interim agreement with the University of British Columbia for the temporary custody, care and management of the information material generated by HABITAT, pending a final decision of the General Assembly on this resolution.

## Chapter IV

### OTHER RESOLUTIONS

#### Resolution 6. United Nations Water Conference

Habitat: United Nations Conference on Human Settlements,

Bearing in mind the recommendations of the United Nations Conference on the Environment held in Stockholm in June 1972,

Recalling Economic and Social Council resolutions 1761 C (LIV) dated 18 May 1973, 1979 (LIX) dated 31 July 1975, 1982 (LX) dated 23 April 1976 and 1983 (LX) dated 28 April 1976,

Recalling also General Assembly resolution 3513 (XXX) dated 15 December 1975 which welcomes the decision of the Economic and Social Council to convene the United Nations Water Conference in Argentina during 1977,

Taking note of its recommendation for national action that the forthcoming United Nations Water Conference should consider the establishment by all nations of measurable qualitative and quantitative targets for the supply of safe water to be serving all the populations by a certain date,

Taking note further of its recommendations for national action on programmes for the provision, management and distribution of water in urban and rural areas,

1. Welcomes the convening of the United Nations Water Conference in Mar del Plata, Argentina, in March 1977;
2. Urges that all Governments should support and participate fully in the United Nations Water Conference and in the preparatory process, including the regional meetings, in order to ensure the achievement of its objectives;
3. Recommends to the Economic and Social Council that it request the Secretary-General and the specialized agencies and other organizations concerned, particularly WHO, FAO, UNESCO, UNIDO and UNEP, to continue their substantive support of the preparations for the United Nations Water Conference;
4. Recommends further to the Economic and Social Council that the relevant documents and resolutions of Habitat: United Nations Conference on Human Settlements be transmitted to the Secretary-General of the United Nations Water Conference.

Resolution 7. Expression of thanks

The United Nations Conference on Human Settlements,

Recognizing the importance of the international activities of the United Nations system aimed at improving the quality of life in human settlements, through an integrated approach,

Convinced that Habitat: United Nations Conference on Human Settlements, which took place at Vancouver from 31 May to 11 June 1976, represents a significant contribution to the efforts of the international community to find appropriate means for the improvement of living conditions in human settlements,

1. Expresses its profound appreciation to the Government and people of Canada, of the province of British Columbia and, in particular, of the city of Vancouver, for making possible the holding of this Conference and for their generous hospitality and their contribution to the successful outcome of its work;

2. Expresses also its deep appreciation and sincere congratulations to the President of the Conference for the diligence, goodwill, discretion and skill with which he directed the work of the Conference.

Part two

**BACKGROUND TO THE CONFERENCE**

## Chapter V

### PREPARATIONS FOR THE CONFERENCE

1. The decision to hold Habitat: United Nations Conference on Human Settlements, 1/ was made by the General Assembly in 1972 at its twenty-seventh session. 2/ The Assembly also accepted the offer of the Government of Canada to act as host.

Desiring to maintain the momentum of the United Nations Conference on the Human Environment (held at Stockholm, 5-12 June 1972), 3/ the Assembly indicated at the preparation for the Conference should generate a review of policies and programmes for human settlements, national and international, and should result in the selection and support of a series of demonstration projects on human settlements sponsored by individual countries and the United Nations. At its twenty-eighth session the Assembly affirmed that the main purpose of the Conference should be to serve as a practical means to exchange information about solutions to problems of human settlements against a broad background of environmental and other concerns which could lead to the formation of policies and actions by Governments and international organizations.

3. The Assembly also established a Preparatory Committee, to advise the Secretary-General, consisting of highly qualified representatives nominated by the Governments of the following 56 Member States: Argentina, Australia, Austria, Brazil, Burundi, Canada, Central African Republic, Colombia, Congo, Costa Rica, Czechoslovakia, Dominican Republic, Ecuador, Egypt, Ethiopia, Finland, France, Gabon, German Democratic Republic, Germany (Federal Republic of), Ghana, Greece, Hungary, India, Indonesia, Iran, Iraq, Italy, Jamaica, Japan, Jordan, Kenya, Libyan Arab Republic, Malaysia, Mexico, Netherlands, Nigeria, Pakistan, Philippines, Romania, Sierra Leone, Sweden, Syrian Arab Republic, Thailand, Trinidad and Tobago, Turkey, Uganda, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Upper Volta, Uruguay, Yugoslavia, Zaire and Zambia. A number of countries participated as observers throughout the preparatory process.

4. The Secretary-General was requested to assume the over-all responsibility for the Conference to set up immediately a small conference secretariat and to appoint a Secretary-General for the Conference who will report through the Executive Director of UNEP and work in close co-operation with the Under-Secretary-General for Economic and Social Affairs, the executive secretaries of the regional economic commissions and the executive heads of the specialized agencies. 4/

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1/ This title was approved by the General Assembly at its twenty-ninth session under resolution 3325 (XXIX).

2/ General Assembly resolution 3001 (XXVII).

3/ See A/CONF.48/14/Rev.1, chap. II, recommendation 2.2.

4/ General Assembly resolution 3128 (XXVIII).

5. In April 1974, the Secretary-General of the United Nations appointed Enrique Peñalosa of Colombia to be the Secretary-General of the Conference.

6. The Preparatory Committee held an informal consultation at United Nations Headquarters from 28 to 31 May 1974 to provide guidance for the preparatory process of the Conference. The first session of the Committee was held at Headquarters from 15-24 January 1975 to broadly consider the time-table, substantive framework, the audio-visual programmes and other aspects of the preparatory process. 5/ At its resumed first session, held at Headquarters from 25 to 29 August 1975, the Committee endorsed the proposed structure of the Conference in terms of a plenary and three committees and recommended that the proposed agenda include, apart from procedural questions, the following items:

(I) Declaration of Principles; (II) recommendations for national action: (a) settlement policies and strategies, (b) settlement planning, (c) shelter, infrastructure and services, (d) land, (e) public participation, and (f) institutions and management; (III) Programmes for international co-operation. 6/

7. At its second session held at Headquarters from 12 to 23 January 1976, the Preparatory Committee reviewed the draft declaration of principles, draft recommendations for national action, and proposed programmes for international co-operation, as well as technical arrangements and special procedures for the use of audio-visual presentations. It also agreed to recommend the draft provisional rules of procedure for the Conference. 7/

8. The third and final session of the Preparatory Committee was held at Vancouver on 26 May 1976 to review the documentation for the Conference and to deal with any remaining procedural matters. The Committee made certain amendments to the provisional rules of procedure and adopted technical guidelines for the use of audio-visual presentations. It also noted the draft document entitled "Programmes for international co-operation: addendum" which had been prepared by the Secretary-General of the Conference, and drew the attention of the Conference to the fact that it had not been discussed by the Committee and was the responsibility of the Secretary-General. This session was followed by two days of informal meetings on pre-conference consultations.

9. In addition to the meetings of the Preparatory Committee, an ad hoc meeting of international consultants was held in London from 10-12 February 1975 to review long-range proposals for human settlements research. A meeting of consultants was held at Dubrovnik from 20 to 23 May 1975 to seek an intellectual basis for a new interdisciplinary science of human settlements. Two intergovernmental working groups were convened in Geneva from 22 to 25 September 1975 in connexion with a declaration of principles and on international co-operation.

10. Three regional preparatory conferences were organized jointly by the regional commissions concerned and the Habitat Conference secretariat in 1975: for Asia, at

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5/ See A/CONF.70/PC/11.

6/ See A/CONF.70/PC/18.

7/ See A/CONF.70/PC/28.

Tel Aviv from 14 to 19 June; for Africa, at Cairo from 21 to 26 June; and for Latin America, at Caracas from 30 June to 4 July. In addition, a regional consultation was held at Geneva under the aegis of the Economic Commission for Europe on 30 June and 1 July 1975.

11. In conjunction with the audio-visual programme, four workshops were organized in 1975 for film producers designated by Member States: for Latin America and the Caribbean, at Mexico City, 27 April to 3 May; for Africa, at Addis Ababa, 4-10 May; for Asia and the Middle East, at Bangkok, 11-17 May; and for Europe and other countries, at Geneva, 24 and 25 September. In addition to technical assistance, 81 requests for financial and/or technical assistance, up to a maximum of \$10,000 per country, were met. A total of 236 audio-visual presentations were submitted by 123 countries. In addition, 13 presentations were submitted by intergovernmental and other organizations, including national liberation organizations.

12. One hundred and ten countries submitted national reports which were circulated to all Member States. Twenty-seven countries designated in situ demonstration projects for visits by participants from other countries.

13. The Secretary-General of the Conference visited 96 countries - some on several occasions - to exchange views with senior government officials on the issues of the Conference. Similar visits were also made by other members of the Habitat secretariat to almost all developing countries.

14. Substantive documentation prepared for the Conference consisted of three policy documents 8/ corresponding to the substantive items of the provisional agenda, four support papers 9/ describing and analysing the relevant issues and 13 background papers prepared by individual consultants or organizations. 10/ In addition, numerous other substantive papers as well as public information materials were prepared and distributed. Arrangements were made for the printing of a human settlements bibliography, a summary of the national reports and a statistical supplement to the Global Review of Human Settlements.

15. In accordance with the decision of the General Assembly, 11/ invitations to participate in the Conference were sent to all States; representatives of organizations which have received a standing invitation from the General Assembly to participate in the sessions and work of all international conferences convened under the auspices of the General Assembly in the capacity of observers; representatives of the national liberation movements recognized in its area by the Organization of African Unity in the capacity of observers; the specialized agencies and the International Atomic Energy Agency as well as interested organs of the United Nations to be represented at the Conference, interested regional intergovernmental organizations to be represented by observers, concerned non-governmental organizations in consultative status with the Economic and Social

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8/ A/CONF.70/4-6 and Add.1.

9/ A/CONF.70/A/1-4.

10/ A/CONF.70/B/1-11; BP/1 and 2.

11/ Resolution 3438 (XXX).



Council; and other directly concerned intergovernmental organizations and non-governmental organizations of genuinely international character that expressed the wish by 29 February 1976 to be represented by observers.

16. Numerous national and multinational meetings were held throughout the world and activities relating to human settlements were carried out by United Nations bodies, intergovernmental and non-governmental organizations. 29 February 1976 was designated for the concentration of publicity on human settlement issues and the Conference. As part of the public information programme, 10,000 copies of a Habitat exhibit consisting of 27 panel posters and accompanying booklets were distributed throughout the world.

17. Progress reports were submitted to the first, 12/ second, 13/ third 14/ and fourth 15/ sessions of the Governing Council of the United Nations Environment Programme. At its second session the Council authorized the Executive Director to use a sum of not more than \$1.5 million for 1974 and 1975 from the resources of the Environment Fund, and at its third session the Council approved an additional allocation of \$1.5 million to support the audio-visual programme.

18. The Secretary-General submitted reports to the twenty-eighth, 16/ twenty-ninth 17/ and thirtieth 18/ sessions of the General Assembly.

19. At its thirtieth session, the General Assembly requested the Secretary-General to report on the results of the Conference, through the Economic and Social Council, to the General Assembly at its thirty-first session and to make the necessary arrangements for the preparations that will have to be undertaken after the Conference to facilitate consideration of the recommendations of the Conference by the General Assembly at its thirty-first session. 19/

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12/ UNEP/GC/6 and Add.1.

13/ UNEP/GC/18 and Corr.1.

14/ UNEP/GC/35.

15/ UNEP/GC/63.

16/ A/9238.

17/ A/9729.

18/ A/10234.

19/ General Assembly resolution 3438 (XXX).

Part three

PROCEEDINGS OF THE CONFERENCE

## Chapter VI

### ATTENDANCE

20. Habitat: United Nations Conference on Human Settlements, was held at Vancouver, Canada, from 31 May to 11 June 1976.

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

22. Representatives of the Palestine Liberation Organization and of the following national liberation movements recognized by OAU also took part in the Conference: African National Congress, African National Council, Pan Africanist Congress of Azania.

23. The Secretary-General of the United Nations was present at the inaugural meeting of the Conference. It was also attended by a representative from the United Nations Council on Namibia and representatives from the Economic and Social Commission for Asia and the Pacific, the Economic Commissions for Latin America and Africa, the United Nations Centre for Regional Development, the United Nations Children's Fund, the United Nations Conference on Trade and Development, the United Nations Development Programme, the United Nations Environment Programme, the United Nations High Commissioner for Refugees, the United Nations Industrial Development Organization, the United Nations Institute for Training and Research, the United Nations Office of the Disaster Relief Co-ordinator, the United Nations University and the World Food Programme.

24. Representatives of the following specialized agencies also participated: the International Labour Organisation, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific, and Cultural Organization, the World Health Organization, the International Bank for Reconstruction and Development and the World Meteorological Organization.

25. Observers from the following intergovernmental organizations also participated: African Development Bank, Asian Development Bank, Inter-American Development Bank, Cairo Demographic Centre, Commonwealth Secretariat, Commission of the European Communities, Council for Arab Economic Unity, Council of Europe, Islamic Conference Secretariat, Organization of African Unity, Organization of American States, Inter-American Institute for Agriculture and Sciences and Organization for Economic Co-operation and Development.

## Chapter VII

### OPENING OF THE CONFERENCE AND ELECTION OF THE PRESIDENT

26. The Conference was opened by the Secretary-General of the United Nations, who said that it represented a major step in the process of solving the global problems confronting mankind, and that its purpose was to take positive action for the benefit of future generations and to make the United Nations effectively become - in the words of the Charter - a centre for harmonizing the actions of nations. He welcomed the Governor-General of Canada, His Excellency Mr. Jules Léger, and the Prime Minister of Canada, Mr. Pierre Elliot Trudeau, and expressed the profound gratitude of the United Nations to the Canadian Government and people, and to the civic authorities and citizens of Vancouver and British Columbia, for their hospitality and their immense contributions to the preparation of the Conference.

27. The Governor-General, in welcoming the delegates, emphasized that the Conference was an offspring of the 1972 Stockholm Conference on the Human Environment, and that both were aimed at reconciling humanity with its environment. He welcomed all delegates on behalf of the Canadian people and expressed his pride that his country had the privilege of hosting the largest conference in the history of the United Nations.

28. Mr. Trudeau, in extending a cordial welcome to all participants of the Conference, said: "There is a new world in the making. No nation can afford any longer to isolate itself in self-contemplation, clasping to its breast its possessions in denial to others. Human demands and modern techniques require greater openness with one another since willingly or otherwise we have entered the era of a community of interest, vital to the survival of the species. To me, this is the meaning of this historic meeting."

29. Mr. Trudeau stressed the urgency of the Conference. For too long the relationship of man to his environment had been the subject of somewhat abstract debate. It was now time for this debate to pass to the people. He particularly welcomed the impassioned commitment of young people to human development and to a wholesome natural environment. Youth were meeting alongside the Conference in the Habitat Forum, and the proximity of the two gatherings promised to be instructive and mutually profitable. He would be watching with anticipation to see what cracks the Forum participants could make "in the walls of ancient fears and rigid conservatism".

30. Although altruism was not the most highly developed of international phenomena, he observed, it did exist and it was growing. International organizations, of which the United Nations was the most ambitious and valuable, and world conferences like those at Stockholm, Bucharest and Rome, were signs of this altruism. He was convinced that the Vancouver Conference, because of its absolutely fundamental nature, would mark an even more important turning point. He sensed that the feeling of widespread and growing urgency which had been so

acute at recent international conferences was even more intense and noticeable at Habitat.

31. "Human settlements are linked so closely to existence itself, represent such a concrete and widespread reality, are so complex and demanding, so laden with questions of rights and desires, with needs and aspirations, so racked with injustices and deficiencies, that the subject cannot be approached with the leisurely detachment of the solitary theoretician." Man's habitat was an area of continuing intervention and perpetual rearrangement. In this still uncertain and groping realm there would be constant improvisation and expediency. "It is necessary and inevitable that this should be so", he declared, for what was under discussion was a question of existence itself, of the here-and-now, before which one could not remain indifferent. Noting "a spirit of feverish haste" at the Conference, he said that there was no longer time to dwell on the world's problems, or to examine minutely the fruits of every possible solution.

32. Man, over the centuries, had created wonderful structures and architectural monuments, yet in too many instances the appearance and conditions of man's dwellings were deplorable and inhuman when measured against universally held ideals. "This is the contradiction of the human condition itself. We are conscious, but not fully conscious. We are free but our freedom is incomplete; we are rational, but not rational enough."

33. This ambiguity explained why almost all the inventions associated with progress could turn against mankind, why rational techniques and machines could be "insufferably unreasonable" when viewed from the psychological, social and ecological viewpoint. The organizers of Habitat had rightly maintained that the world's nations now had the means to solve the problems of human settlements. "Mankind has a technical and mechanical heritage which is extraordinarily rich but which is misunderstood, mismanaged and poorly utilized."

34. The Conference background papers had stressed the demographic aspect of human settlement, and had gone to great lengths to point out the catastrophic nature of the population imbalances everywhere, created by excessive urbanization and by the uncontrolled growth of cities. They emphasized the stressful effects of living in confined areas, the deterioration of the social climate, the disintegration of rural life, the disappearance of farm lands through the spread of cities and their satellites, the widespread degradation of the environment, the destruction of present and future food sources, the disorganization of transportation, the overconsumption of energy, the exorbitant costs for services, the unbridled speculation and cut-throat competition - all the disorders that played a part in the breakdown of human settlements.

35. But the main theme of these papers was the very number of people presently on the earth and the inevitable consequences of this - that in 30 years' time the world's population will have doubled to 6.5 billion. Many things, some terrifying and others reassuring, were being said and written about the consequences of the world population explosion. Views oscillated between the extremes of the

gloomiest pessimism and the most categorical optimism. He believed personally that it would be ridiculous to think and act as if the numbers on this earth were not excessive. Numbers were already creating overwhelming problems with respect to shelter, transportation, food, drinking water, education, employment, government and all aspects of concrete existence. "Habitat will deal with numbers from its beginning to its end."

36. The psychological problems raised by numbers were extremely serious. From now on, mankind would have to redefine itself in terms of the very close relationship existing between groups and individuals - all of whom were becoming neighbours. Neighbours had remained at a respectable distance until the last century, but had now been brought much closer through population growth. We could not imagine how uncomfortably close neighbours would become in the future. He concluded: "'Love one another or you will perish', writes Teilhard de Chardin in L'Energie Humaine, adding that we have reached a critical point in human evolution in which the only path open to us is to move toward a common passion, a 'conspiracy' of love. The conspiracy of men with men and the conspiracy of the universe with an even more just humanity; in this lies the salvation of human settlements and the hope held forth by Habitat."

37. The Secretary-General of the United Nations said that the Conference was a major part of the process in which the United Nations was now engaged, namely the rebuilding of the fundamental structure of international relationships. This required the evolution of new approaches to the world problems, based on the fact of interdependence both among peoples and problems. This Conference represented a synthesis of all the concerns which have been taken up by the world community since the Stockholm Conference. Together with other United Nations conferences, the Vancouver Conference formed part of a new concerted strategy to make true reality out of the call for a new and more equitable economic and social order:

38. One of the principal purposes of the Conference was to make more people acutely aware of the need to devise better forms of social organization. He stressed the complexity of the habitat problems, and the lack of deliberate policies to meet human needs in the past.

39. One of the main purposes of the Conference was to devise better forms of social organization. He noted that the consequences of inadequacy of past policies and programmes were only too conspicuous. He emphasized the relevance of these major factors:

- One third or more of the entire urban population of the developing world lives in slums and squatter settlements.
- A large percentage of the people of the less developed countries have no water within a hundred metres of their homes. This condition was a particular burden on millions of women and children.
- More than one half of all people in developing countries have no electricity in their homes, and after the setting of the sun lack an adequate source of light.

40. The outlook for the future, so well underlined by the demographic explosion, required a more harmonious use of responsibility in resource use. He noted that



there are more possibilities than are taken advantage of in the field of human settlements. The manner in which urbanization is carried out rather than urbanization itself was the cause of problems. He hoped that the Conference's principles and recommendations would set minimum standards for decent housing for all people.

41. Stressing the unique character of the Conference, which was in itself a sign of the recognition by Governments that the problems of human settlement are urgent, he emphasized that the major impetus must come from the national authorities. International assistance can work only as a supplement to national action. Technical and administrative implications will be spelled out when the Conference formulates its recommendations.

42. Habitat should carry a message of hope. It could be a milestone in the world in interdependence and of our trusteeship of the future.

43. At its 1st meeting, on 31 May 1976, Mr. Barney Danson (Canada) was elected President of the Conference by acclamation.

44. Addressing the Conference, the President said that it offered a unique opportunity to transcend political and ideological differences and improve the human condition. The ideals set for it were high, and the goals long-range. But there was a need to achieve realistic objectives if faith was to be kept with those who looked to the meeting to bring them a greater measure of human dignity and decency. The Conference could not resolve all the world's problems in the time at its disposal, and to function effectively it had to recognize the competence of other United Nations organs in their particular fields.

45. He stated that it was not lack of resources but the lack of political will that prevented the improvement of the lot of the poor; he quoted Barbara Ward to the effect that the poor of the world were aware of the fact that their poverty was not the result of divine will but of human choice. Referring to those who were absent from the meeting because of a certain cynicism about the effectiveness of such meetings, the President said that this underlined the need to deal diligently and pragmatically with the issues before the Conference. If this was done, the Habitat Conference could be a new beginning for humanity.

46. At the 2nd plenary meeting, on 31 May, the Chairman of the Preparatory Committee, Father George Muhoho (Kenya), addressed the Conference. He said that it marked the opening of a new era in the history of mankind. The man-made environment was in a state of unprecedented crisis and crucial decisions must be made. The preparation of the work of the Conference had been thorough, and he emphasized the continuous process of consultation among Governments and international organizations during the preparatory period. He introduced and commented upon the substantive part of the proposed agenda.

47. After referring to the basic documents that the Committee was submitting to the Conference, he noted that the Preparatory Committee had recognized from the outset that because of the nature of the human settlements issue, recommendations for national action, placed within an international context of agreed principles, should be the central outcome of the Conference. The subject of human settlements covered a vast area of topics; if one tried to grasp everything one might be in danger of losing everything. In this Conference all the aspects dealt with by the



Stockholm, Rome and Bucharest conferences and UNCTAD IV at Nairobi came together. The Conference must be specific and solution-oriented.

48. Mr. Enrique Peñalosa, Secretary-General of the Conference, opened by thanking the 56-member Committee which, for two years, had prepared for the meeting. As an expression of his gratitude he presented to the Chairman of the Preparatory Committee the gavel which he had wielded so effectively.

49. Mr. Peñalosa said that the meeting was the "end and the beginning" of a long, arduous and complex task that the United Nations had set itself. The Conference was meeting in one of the most beautiful sites in the world, endowed with all the facilities of technology and science, to discuss the situation of more than half the world's population who struggled daily for survival in worsening conditions of man-made impoverishment.

50. Experience forced recognition of the extent to which inherited urban structures conditioned human life. The structures being built today with enormous investment, particularly in poor countries, had numerous "negative characteristics". These would shape the lives of generations to come whether one desired it or not. The crisis now confronting the world was not merely of the "built environment of mankind", but of inadequate transport systems, urban pollution and congestion. It was "a crisis of social organization and of civilization itself".

51. Mr. Peñalosa said that those few countries which were unfortunately not represented at the Conference could also benefit from its proceedings. For the success of the meeting would not be measured here in Vancouver but in future plans, policies and programmes that aimed at better systems of human settlements.

52. The Habitat Conference carried forward the "global vision" of the Stockholm Conference. It looked more closely at existing realities in terms of human need. It faced the "imperative requirement not only to respect the earth but to remake it: to remodel the human environment with new ecological balances, but above all with new and more just social balances".

53. The answer to this challenge was political. It was a task that required collective action by Governments and peoples together. It was encouraging that so many representatives of non-governmental organizations and of the information media were present in Vancouver, for governmental decisions would have to be supported by an informed public opinion. This process would also call upon experts and technicians to adapt their knowledge and expertise to new goals and expectations.

54. Of foremost importance was the need to establish national policies on human settlements and new institutional arrangements to implement them. It was unlikely that new policies could be implemented by existing structures, for they had failed at all levels - national and international - as was evidenced by the present situation of crisis.

55. Mr. Peñalosa stressed three major issues before the Conference. These were: (1) spiralling population growth and the resulting rural-urban imbalances caused by migration to the cities; (2) the growing disparities in income and opportunity within societies and regions; and (3) the lack of adequate controls over land use and urban growth.

56. During the last 25 years nearly 300 million people in developing countries had migrated to cities, and they had done this despite the deplorable conditions in many of these cities. Human settlement policies would have to seek a new balance between city and village, ending rural isolation and dispersion. Population control could not be the answer to the challenge of human settlements, because the people who would demand housing, services and jobs over the next 20 years were already born.

57. Regarding social injustice and the disparity of income and living standards, Mr. Peñalosa said most developing countries had accepted the hard truth that in the foreseeable future they would not be able to match European and North American levels for the majority of their people. In developing countries, particularly in the urban centres, there was the development of "bifurcated societies". Small minorities enjoyed high standards of living while the great majority were deprived of basic needs. The injustice within societies was no less than that in the international sphere.

58. On the issue of land use, especially as it related to the responsibilities of government at the local, regional and national levels, the paramount question was whether urban growth would continue to be a spontaneous chaotic process or be planned to meet the needs of the community. The question was whether land would continue to be treated as a commodity, as an instrument of financial speculation, or whether it would be brought under community control and planning. How these questions would be answered would help decide the shape of the human environment and it would be the most urgent task of this generation and the next.

59. The world might be tired of its many problems, and existing international institutions might be stretched too thin to take on new responsibilities. But for these reasons the world could not avoid facing the issues. The problems of human settlements would not ever be fully settled, Mr. Peñalosa said, for they changed with evolving social needs, demands, aspirations and capacities. This Conference was an attempt to begin finding answers to these many challenges.

60. At the 2nd plenary meeting His Excellency, Mr. Luis Echeverria Alvarez, President of Mexico, addressed the Conference. He recalled that the right of all persons to an adequate standard of living, which was proclaimed by the General Assembly in the Declaration of Human Rights 28 years ago, was still far from becoming a reality. He emphasized the relevance of the process of urbanization, which he said "will never be solved if we think of it as something autonomous". He stated that "... the urban problem is, in itself, not a cause but a result; not the origin of the crisis, but its consequence; not its substantive foundation, but simply an effect. In other words, there can be no positive solution unless the problem is dealt with as a whole", and that national efforts alone cannot correct "phenomena whose structural origin lies beyond our borders. There can be no substantial answers to these questions if we remain subject to the irrational system prevailing in international relations. It is imperative, therefore, that we forge ahead in our efforts to shape a new order founded on solidarity and co-operation." This is the substantial philosophy of the Charter of Economic Rights and Duties of States.

61. He differentiated the problem of urbanization in the industrialized countries and in the developing countries. In the latter case it "is the result of an arousal of false expectations, not of social or economic change" and, furthermore,

"it is the result of an alien system, an imposed economy that is subject to metropolitan interests based on the accumulation of wealth and power, on speculation and waste".

62. President Echeverria expressed the opinion that the disruption of human settlements in peripheral areas was the result of the process of transferring resources from one region to another at the national as well as international scale, "in exchange for unilaterally fixed and unfair remuneration".

63. Marginalization and unemployment were the consequence of internal colonialism and international economic relations, and he warned against the danger of imposing "answers that are foreign" to the real need of the greater part of mankind. He linked the solution of the human settlements problems to the issues of fixing of food prices as well as international speculation. He warned against fragmentary approaches to problems which affect the great masses of the world, and expressed his opposition to the implementation on a world scale of patterns of co-operation which are alien to many countries. "Only in this search for a more just and balanced order can this Human Settlements Conference achieve major solutions."

64. He called for "democratic planning" as opposed to determinism. The President further said that the Conference was part of the great debate of our time: the division of the world between rich and poor. He further warned against the danger that possibilities to establish a new international economic order were becoming more remote; as a case in point he mentioned the recent UNCTAD Conference. While noting that all recent initiatives by the third world countries aimed at meeting the new demands for justice have not been warmly welcomed by the "centres of world powers", he stressed the danger of any shortsighted attitude by the industrialized countries and stated that "the rules of present-day international life cannot be sustained". But he reiterated his belief in negotiations as a way for finding areas of understanding between different ideologies and conflicting interests. Unless we established "solid, efficient and modern States" we would not be able to combat internal distortions in our own societies. We must be willing to establish definite instruments to achieve solidarity in technological, financial, industrial and commercial matters if we are to make progress towards our ambitious goals of reforming world order.

65. The United Nations was faced with two alternatives: "To see its role as that of a mere administration of an antiquated system that has been outstripped by events and the new composition of the majority of its members, or to recognize its obligation to change its ways. Only the second alternative could lead to peace."

66. Dr. Mostafa Kamal Tolba, Executive Director of the United Nations Environment Programme (UNEP), said there had been few occasions since the founding of the United Nations when issues of such moment had been on the international agenda. Habitat represented the fulfilment of several years of preparation and investment by the international community. UNEP looked to Habitat to achieve a shift in vision to bring the urgency of human settlements sharply into focus and so promote a coherent strategy to deal with the problems facing the world's cities, towns and villages.

67. He believed the Conference would have a profound effect on thinking and practice in the world during the next 20 or so years. He hoped it would be the occasion for a "fundamental reorientation" of approach to an issue which was central to mankind's future welfare.

68. UNEP considered the problems arising in the context of human settlements to be only a part, albeit a major one, of those concerning the environment as a whole. Furthermore, the struggle to improve human settlements must be seen within the wider context of the new international economic order. In conclusion, Mr. Tolba said that the Conference could well go down in history as a landmark in man's efforts, not only to make this earth a better place to live in, but to make life itself worth living. For this to happen it was imperative that the noble decisions taken at the Conference were backed by the unwavering political will of Governments.

## Chapter VIII

### ADOPTION OF THE AGENDA AND OF THE RULES OF PROCEDURE

69. At its second plenary meeting, on 31 May 1976, the Conference adopted as its rules of procedure the provisional rules of procedure contained in document A/CONF.70/3/Rev.1.

70. In connexion with rule 18, the Conference decided to set a time-limit for statements in plenary, including capsule presentations and messages from Heads of States, of 15 minutes for representatives of Governments and 10 minutes for all other speakers. 1/ With respect to rule 40, the Conference decided that the requirement of secret ballot should be waived and officers be elected by acclamation. 2/

71. The following agenda was adopted (as contained in A/CONF.70/1):

1. Opening of the Conference
2. Election of the President
3. Adoption of the rules of procedure
4. Adoption of the agenda
5. Constitution of committees
6. Election of officers other than the President
7. Credentials of representatives to the Conference:
  - (a) Appointment of the Credentials Committee
  - (b) Report of the Credentials Committee
8. General debate
9. Declaration of principles
10. Recommendations for national action
  - (a) Settlement policies and strategies
  - (b) Settlement planning

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1/ See A/CONF.70/PC/28, para. 169 (f); A/CONF.70/7, para. 4, and foot-note 7 under rule 18.

2/ See A/CONF.70/7, para. 4, and foot-note 3 under rule 40.

(c) Shelter, infrastructure and services

(d) Land

(e) Public participation

(f) Institutions and management

11. Programmes for international co-operation

12. Adoption of the report of the Conference

## Chapter IX

### ESTABLISHMENT OF COMMITTEES AND ALLOCATION OF ITEMS

72. In accordance with rule 42 of the rules of procedure, the Conference, at its second plenary meeting, established three committees of the whole, designated as Committee I, Committee II and Committee III, respectively.

73. It approved the following allocation of items:

- (a) for consideration directly in plenary meetings, items 1-8 and 12;
- (b) to Committee I, items 9 and 11 (Declaration of principles and Programmes for international co-operation)
- (c) to Committee II, items 10 (a), (b), and (f) (Settlement policies and strategies; Settlement planning; and Institutions and management)
- (d) to Committee III, items 10 (c), (d) and (e) (Shelter, infrastructure, and services; Land; and Public participation).

74. An account of the work of the Committees and of the action taken by the Conference on the reports of the Committees is given in chapters XII-XIV below.

75. Upon the proposal of the President, based on consultations with interested delegations, the Conference appointed, in accordance with rule 4 of the rules of procedure, a Credentials Committee composed of the following nine States: Belgium, Costa Rica, Libyan Arab Republic, Mali, Mongolia, Pakistan, Union of Soviet Socialist Republics, United States of America, and Venezuela.

## Chapter X

### ELECTION OF OFFICERS OTHER THAN THE PRESIDENT

76. At its 2nd plenary meeting, the Conference elected 33 Vice-Presidents from the following States: 8 from Africa: Congo, Gabon, Libyan Arab Republic, Mauritania, Nigeria, Uganda, Zaire and Zambia; 8 from Asia: India, Iraq, Japan, Pakistan, Philippines, Sri Lanka, Syrian Arab Republic and Thailand; 5 from Eastern Europe: Czechoslovakia, German Democratic Republic, Hungary, Romania and USSR; 6 from Latin America: Bolivia, Cuba, Dominican Republic, El Salvador, Mexico and Trinidad and Tobago; 6 from Western Europe and other States: Australia, Austria, Germany (Federal Republic of), Greece, Switzerland and Turkey.

77. The Conference also elected Mr. Adolf Ciborowski (Poland) as Rapporteur-General; Father George Muhoho (Kenya) as Chairman of Committee I; Mr. Homaoun Jaber Ansari (Iran) as Chairman of Committee II; and Mr. Diego Arria (Venezuela) as Chairman of Committee III. All were elected by acclamation.

78. In accordance with the rules of procedure of the Conference, the committees elected their own Vice-Chairmen and Rapporteurs as follows:

Committee I: Vice-Chairmen: Mr. Hikmat Al Hadithi (Iraq),  
Mr. Antonio de Leon (Panama), Dr. Dusan Stefanovic  
(Yugoslavia);  
Rapporteur: Ms. Kerstin Oldfelt (Sweden)

Committee II: Vice-Chairmen: Prof. Dr. Imre Perenyi (Hungary),  
Mr. Issa Kana (Chad), Mr. Thor Skrindo (Norway);  
Rapporteur: Mr. Easton Douglas (Jamaica)

Committee III: Vice-Chairmen: Mr. V. A. Korol (Byelorussian SSR),  
Prince Masitsela (Swaziland), Mr. E. Dominguez-Passier  
(Spain);  
Rapporteur: Dr. Abdulla S. Al-Banyan (Saudi Arabia).



## Chapter XI

### SUMMARY OF THE GENERAL DEBATE

79. The general debate was held from 31 May until 8 June in 14 plenary meetings. One hundred and forty nine representatives of national delegations, intergovernmental organizations, United Nations specialized agencies and programmes, and non-governmental organizations participated in the debate. Eighty speakers used audio-visual film capsules in addition to their speeches. A statement on behalf of a number of non-governmental organizations participating in the Habitat Forum was read to the Conference. On 9 June a statement on behalf of the Habitat Conference for Children and Youth was also read to the Conference.

80. Special messages were delivered by representatives of the heads of State of Benin, Bolivia, Chad, Egypt, Iran, Iraq, Lesotho, Liberia, Mauritania, Morocco, Peru, the Philippines, Romania, Somalia, Spain, Sri Lanka, Tunisia, the United Arab Emirates, the United States of America and of the Council of Ministers of the Soviet Union. A message was also conveyed from His Holiness Pope Paul VI. These messages expressed gratitude to the host Government, and emphasized the high importance of the Conference as a world forum for beginning the process of dealing with a situation of gravity and tragedy for hundreds of millions of people. They also expressed commitment to the purposes of the United Nations, confidence in its capacity to take collective action to resolve the crisis that now confronts all mankind, and hope that humanity will be able to meet the challenges of growth and of rising expectations of the people of the world.

81. A unique feature of the general debate was the use of audio-visual film capsules, which dramatically illustrated not only the disparities and difficulties facing people all over the world, but also the deep potential and determination of every nation to seek and to find solutions to their particular problems. The delegates were confronted, for the first time at a world conference, with the live picture of human society and of its striving for survival and for a better life everywhere on this planet. It provided an unprecedented vision of the tragedies, misery, and successes of human beings throughout the world, and gave to the general debate an unforgettable dimension. The need to preserve the audio-visual components of the Conference and to assure their widest possible dissemination was emphasized by many delegates.

#### Major fields of concern

82. A predominant group of countries whose present situation is largely a consequence of periods of foreign domination and exploitation, have entered only recently the rapid process of development and urbanization. This situation is generally characterized as having very high pressures of population growth, inequities in development, weaknesses in national economic bases, shortage of resources and urgent needs for the improvement of basics in the quality of life, such as health conditions, nutrition, water supply, basic shelter, housing the homeless, and job opportunities.

83. Another group of countries, at present at a high level of economic development, passed through the major urbanization processes in the second half of the nineteenth century and first part of the twentieth century. Their level of urbanization is generally very high, as well as those of available technology and resources. Nevertheless, these countries are facing the consequences of the haphazard urbanization processes of the past and of growing environmental pressures.

84. Finally, there is a third group of countries which passed through extremely severe war damage during the Second World War and which have combined the processes of more or less advanced co-ordinated development planning and its implementation.

85. It was the consensus that the ways and means for solving the current problems differed for every one of these three groups, and differed further from nation to nation in accordance, inter alia, with their social and political systems. There existed a common denominator, which was the general awareness of the challenge of development and of its complexity, and a general appreciation of the urgent need to improve the quality of life for a more equal and just sharing of resources and for improvement of the living conditions of the less favoured population groups.

86. The challenges confronting humanity in the interrelated areas of population growth, economic development, social changes, urbanization, and environmental evolution were discussed by all speakers, who offered a broad evaluation of causes and effects and addressed themselves to the social, economic and political preconditions on both the international and national levels for the successful resolution of these formidable challenges. Most speakers analysed the present situation and conditions in their respective countries and reported on measures already taken or envisaged and the particular difficulties that they faced in the urbanization process and the implementation of housing programmes and policies.

87. The background of stark poverty and human degradation to which the majority of mankind was subjected, in a world of glaring disparities in economic and social opportunity, was constantly emphasized. Human settlements represented one aspect of a much deeper problem, namely the conditions of life in which more than three quarters of humanity have to live. Thus, in preparing strategies for the transformation of human settlements, it was essential that all other basic needs - food, water, work, health and education - were provided. As many speakers emphasized, these problems were not confined to the developing nations and their effective resolution was of equal importance to the developed. The Conference was not an isolated event, nor did it deal with an isolated problem. It was concerned with the global endeavours of the United Nations and its individual members to improve the quality of life for all humanity within the context of a New International Economic Order. Many speakers expressed their concern at the slowness of this process and the shortage of time.

88. Owing to economic inequalities within nations and between nations, housing conditions in the world vary very greatly. It was emphasized by many speakers that urgent measures were needed to change the negative and dangerous human settlements conditions in rural and urban areas throughout the world, which made the subject political as well as technical.

89. The fact of the "population explosion" over the past 30 years, and the virtual certainty that the world's population will double again over the next 30 years,

constitute another dominant cause for concern. It was pointed out that nearly 300 million people in developing countries had moved to urban areas since 1950, in many cases only exchanging rural poverty for urban poverty, causing grievous overcrowding and seriously damaging agricultural industries. Population control was not, in itself, a solution, since those requiring the basic needs of a decent life were already born. What was described as "a crisis of social organization and of civilization itself" had been created, existed, and must be resolved. The fact of population size and growth provided one of the central imperatives of the human settlements issue.

90. Many speakers also saw the problem in the context of inequitable income distribution within nations. Some said that the experience of their countries was that the distribution of productive forces and the creation of new growth poles had been the most effective methods of controlling the distribution of population and of stimulating the balancing of living conditions between different regions. Others expressed the view that in the conditions of the less developed countries the first step should be to develop secondary industries in rural areas and a network of market towns.

91. In relation to the unequal distribution of population and of opportunities within countries, it was pointed out that some 60 per cent of the population of the developing nations live in rural areas, and in many instances without the capital, education or technology to improve their condition. Some speakers told of the value of resettling agricultural workers in other areas and giving basic advice on soil conservation and land use, but others emphasized that such measures were either impossible or impractical in their countries. The fact of deep rural poverty and misery was, accordingly, a major aspect of the human settlements problem - not to be taken in isolation, but also not to be ignored. The need for balance in urban and rural planning was frequently emphasized.

92. While the great majority of speakers laid particular stress on the need for national planning and a strong political will, others said that in their countries effective local administration had been the most important component. A number of speakers saw a strong interdependence of both, and recognized the importance and value of local schemes and self-help projects operating within a wider national framework. Many speakers pointed out that existing institutional structures at the national and local levels had proved inadequate machinery for dealing with human settlements problems. There was widespread agreement that the haphazard and unplanned development of the past could not continue if the crisis were to be resolved. While there was disagreement on techniques - notably on the role of private industry and property rights - there was general agreement on this fundamental point.

93. But the problem is not simply one of financial resources and planning. As was frequently emphasized, the social aspects of human settlements have tended to be ignored in the past, with consequences that are only too evident today. Old social values and traditions had often proved unable to survive the intense pressures of numbers and poverty and the impact of modern technologies and mass production. An effective national policy must, therefore, reflect not only national priorities but also cultural and social values that bind a society together and give it its particular cohesion and strength.

94. It was emphasized by many speakers that technical problems, although obviously important, were not as significant as political ones. The political commitment was

the essential first step in creating housing policies, and it was also vital that individual citizens have a participatory role in the whole process. It was emphasized by many speakers that decent, moderately priced housing and a good living environment were basic human rights which every State should guarantee and implement. Housing was also closely linked to work, and the development of human settlements should derive from societal policy which takes into consideration requirements of primary production and other industries. The abolition of inequalities in housing conditions therefore implied urgent and effective measures to support financially and otherwise deprived people. Housing policy was therefore, closely related to general social policies.

95. A number of speakers emphasized that although the main attention is often given to the expansion of cities and to new development programmes, the appropriate renovation programmes of the existing urban stock must be recognized. The danger was mentioned of urban renewal programmes which do not have regard to the existing community structure, which is therefore often damaged, causing grave social consequences. The complex socio-economic cost and benefit analysis might prove that appropriate modernization of the existing housing stock should be seen as an important component of over-all urbanization and housing policies.

96. But, as was frequently emphasized, human settlement involved all the elements of a technical infrastructure and of all necessary functions and services of the economic and social system if it was to be effective and successful. In many countries that infrastructure of good communications, water, waste disposal, employment, and social opportunities did not exist and would have to be created. Thus, at the heart of the problem lay the whole issue of development and the task of reducing the vast gulf that still separates the majority of humanity from the minority. Without this, matters such as scattered rural population, shanty towns, urban pollution and health hazards could not be met.

97. Some speakers called attention to the characteristic dichotomy which arises in speedily growing urban areas between the shortage of a skilled labour force on the one hand and rapidly growing numbers of unskilled and unemployed immigrants to those cities. In relation to that, some examples were cited where the immigrant dwellers of squatter settlements, who represent a very high social potential, were involved in various kinds of self-help building and economic activities which offered the first step in the vocational training of an urban labour force.

98. Another major issue is that of land. On this, a substantial number of speakers favoured public ownership or public control of land or added value taxation so that benefits provided by community activities could be reclaimed as protection against land speculation, which many regarded as a major source of the settlements problem. Others, however, favoured national policies that protected the community from excessive speculations while safeguarding private property rights. There was general agreement that the use and misuse of land was a central problem, particularly in the context of the need to double food production - principally in the developing countries - over the next 30 years.

99. Many speakers said that racism, exploitation and the entrenchment of privileges may lead to the control of land contrary to the aspirations of the people, particularly when control is exercised by a colonial or alien régime. Specific reference was made by some speakers to the situation in South Africa, Southern



Rhodesia, Namibia and Palestine. They said that the right of peoples to exercise complete control over their own land was a necessary condition in the formulation of correct policies for human settlements. The existing right of indigenous people should be strengthened in order that they may be responsible for the control of access to their lands.

100. A number of representatives expressed their concern about the fate and future of the Palestinian people. The representative of the Palestine Liberation Organization stated the position of the PLO and described the predicament of his people, deprived of what they considered their rightful human settlement. The representative of Israel argued that the issue had no relevance to the subject-matter of the Conference, and pointed to the achievements of his Government in attempting to reach a humane solution to the problem of refugees.

101. Some representatives expressed their different views relating to the area and people of Western Sahara.

102. The head of the Cyprus delegation stressed the settlement problems that he said arose from the Turkish invasion and occupation of part of Cyprus and the expulsion of one third of the population from their homes, and the consequential great human suffering. The representative of Turkey, referring to the sufferings of Turkish Cypriots for the past 12 years, and what he described as the unconstitutional acts by Greek Cypriots, said that he rejected these unfounded allegations and that the Cyprus problem could only be settled through intercommunal talks.

#### Policy areas and solutions

103. While the human settlement concerns of nations and communities vary widely, certain experiences appear generally common and of relevance for the future. It is a remarkable feature of our time that the responsibility of the State to provide, or assist in providing, homes for its citizens is now universally recognized. The methods employed are very different, as are the circumstances, but the principle is not contested. The unanimity on this point merits attention.

104. Most speakers referred to the experience of their own countries in certain areas of human settlements. The need for public participation and co-operation in planning was emphasized by many, as was the development in techniques of low-cost housing by using local materials and technology. The provision of land and of basic services and facilities, interest-free loans for building and renewal, the development of the building industry, vocational training and expanded schemes for the education of planners, managers and social workers, and access to new methods from other countries, were referred to. The crucial role of the spread of modern technology was stressed by many, and particular mention was made of the potentialities of satellite technology for a wide variety of human settlement planning projects. A proposal was made for a "technology corps" to train and work with local officials in the new and complex problems of human settlements management.

105. The point was also made by certain representatives of States as well as of non-governmental organizations that caution should be exercised about the development of large-scale power systems based on nuclear energy, and doubts were

expressed about the safety, practicality and economic value of nuclear power. Investment was recommended in the development of other forms of energy, including wind, solar and water power.

106. Attention was paid by many speakers to the economic, social and aesthetic dimensions of building technologies. It was argued that while modern industrialized technologies are offering a high rate of mass production of housing and related facilities, they may represent an economic trap in those countries where there is a surplus of available labour which is less expensive than mechanized methods. Mass production, which is justified by popular demand, imposes a challenge upon architects and planners to find new design and aesthetic solutions, protecting spreading residential areas against monotony and dehumanizing scale. The need for the improvement and modernization of local traditional technologies was emphasized, especially as it was the most realistic and pragmatic answer in many developing countries. The point was also made that building technology, even in the most industrially advanced countries, had not progressed as much as other technologies, and that costs remained high.

107. It was the general feeling that the dominant priority lay with housing the homeless and assisting the least advantaged, and in this respect progress had been made in several countries through new design and building methods of low-cost housing. Several speakers emphasized the value of regional and subregional organizations in the interchange of knowledge and experience. One specifically referred to the potentialities in habitat research of the United Nations University.

108. One of the central themes of the debate was the conviction that strategies for settlements will only succeed - and have only succeeded - under circumstances in which they form part of wider socio-economic strategies. Several speakers from European countries specifically referred to the massive rebuilding programmes implemented after the Second World War, which succeeded because of the determination of all concerned to restore and to develop further the economic and social life of their nations. The will to restore cultural values of their national heritages was justified as a response to the spiritual needs of a society and to the need to retain national identities. Others spoke of the new urban problems created by migrations from the rural areas, and of their endeavours not only to accommodate them better but to give greater significance to making rural living conditions and employment more attractive. The need for close co-operation between the public and private sectors of industry was emphasized by some speakers.

109. The failure in the past to include ecological and environmental factors in planning human settlements has resulted in deterioration of urban conditions in developed and developing countries that represents a clear threat to the health and happiness of their inhabitants and to the ecological systems in broader terms. The social tensions created by large urban concentrations was mentioned by several speakers, and also the fact that those were bound to increase substantially as numbers and densities increased, unless drastic action was taken. But, even where the need for such measures was recognized, in many cases the financial and technical resources simply did not exist.

110. It was frequently stressed that an essential prerequisite for the development of human settlements was the involvement of citizens themselves in the planning and implementation of their own housing and working environment. In this respect, special emphasis should be put on the importance of local democracy. Citizens

should be guaranteed the means by which they can participate as well as influence the decisions on land-use, environment, quantity and quality of building, financing, and communications. Participation of non-governmental organizations such as trade unions and organizations of residents and tenants in the decision-making process should also be encouraged. Many speakers emphasized the need to recognize the role and rights of women, of children and of the elderly in the creation and in the life of every human settlement.

### International co-operation

111. The need for greatly improved international co-operation was generally recognized, but speakers differed about what machinery would be the most effective. Some spoke of the value of more United Nations experts; others favoured co-operation at the regional rather than at the world level; some were cautious about considering any new international machinery until the requirements were more clear; some spoke of the need for a new body that could draw together all the activities in human settlement affairs that were now dispersed among several agencies and programmes, and several countries expressed their willingness to host such a body, while a number expressed the view that settlement matters should remain in the United Nations Environment Programme. Suggestions were also made that the Centre for Housing, Building and Planning of the Department of Economic and Social Affairs (ESA) was the most appropriate body, and that the United Nations Development Programme should have the substantive role. The heads of ESA and UNEP expressed their interest and willingness to take care of the consolidated human settlements programmes as a part of their respective organizations.

112. There was widespread agreement that one of the most promising areas for international co-operation lay in the better exchange of information and knowledge, but many speakers reiterated the point that human settlement issues could only be understood and resolved as a part of an ambitious, comprehensive and coherent global development strategy. Several representatives also urged the principle of self-help and urgent national programmes. It was pointed out that the expenditure on arms, which far exceeded that on education, health or housing, was a continuing barrier against realizing these goals. Some speakers considered that the most effective co-operation of all was between experts, and that one of the developing countries' most urgent needs was for trained architects, planners, engineers and surveyors; at present, few had the resources to undertake this.

113. It was pointed out that a particular field for greater international co-operation lay in natural disaster relief programmes, and especially in pre-disaster planning. The very grave losses caused by such disasters indicate that this should be one of the most important areas of international co-operation and continuous interaction of experiences.

114. It was also stressed that non-governmental organizations had a particular contribution to make in human settlement questions, having a wide range of concerns and considerable resources of personnel, technical ability and knowledge of particular situations that could be utilized at both the international and national levels. Their identification with Governments' efforts could help to ensure the people's involvement in, acceptance of, and support for, social changes and development activities.

## Chapter XII

### DECLARATION OF PRINCIPLES

#### A. Report of Committee I

##### PART I

##### Organization of work

115. The Conference, at its 2nd meeting on 31 May 1976, allocated to Committee I agenda item 9 "Declaration of Principles".

116. The Committee considered item 9 at its 2nd to 4th and 14th meetings. It had before it a draft Declaration of Principles (A/CONF.70/4) prepared by the Secretariat and the amendments submitted thereto (A/CONF.70/C.1/L.2 and Add.1-5).

##### Establishment of a working group

117. At its 2nd meeting, the Committee decided, without a vote, to establish a working group to consider the draft Declaration of Principles (A/CONF.70/4) and the amendments thereto (A/CONF.70/C.1/L.2 and Add.1-5). The Working Group met under the chairmanship of Mr. K. Snaggs (Trinidad and Tobago) and was composed of a core group of two representatives from each region (Australia, Germany (Federal Republic of), Hungary, Iran, Jamaica, Mexico, Uganda, Union of Soviet Socialist Republics, United Arab Emirates and Zambia; Hungary and Uganda were replaced respectively by Czechoslovakia and Nigeria at a later stage). Participation in the Working Group was open to all members of the Committee. The Working Group held eight meetings. The report of the Working Group (A/CONF.70/C.1/L.11) was received by the Committee at its 14th meeting.

##### Summary of the general debate

118. Many representatives supported the general structure and form of the draft Declaration of Principles included in document A/CONF.70/4, whereas many amendments were proposed to particular points in it. The need to have a declaration that was universally acceptable was emphasized, as was the view that it could have a more positive outlook. It was suggested that the Declaration be referred to as the "Declaration of Vancouver on Human Settlements". It was felt that there was an urgent need for action in the area of human settlements and that national and international financial institutions should increase their support to such activities.

119. Many representatives emphasized the importance of the New International Economic Order in relation to human settlements and some the importance of the integration of the social and economic aspects of human settlements. It was stressed by many representatives that the problems of human settlements were not isolated



from the social and economic conditions of countries and that they could not be set apart from international economic relations.

120. It was felt that some rearrangement of priorities as listed in the preamble was needed. The question of population growth and distribution was discussed in particular. It was emphasized that all groups of the population, including youth and women, should be encouraged to participate fully in the development of policies and plans for human settlements and in their implementation, with particular attention to their special needs. The present and future requirements of the population, especially those of children, youth, the elderly and the handicapped, should be recognized. It was also felt that there was a need to ensure the rights of all immigrants. It was pointed out that it would be useful to highlight (a) rural development and the harmonization of urban/rural structures; (b) conservation, water, energy, food and health; (c) preservation, especially of historical areas, and rehabilitation of existing human settlements as an alternative to the development of new settlements; (d) education and training in the human settlement area.

121. The need for peace and disarmament with regard to the potential beneficial redistribution of resources thus released for development was stressed by many representatives. The possibility of environmental destruction through nuclear proliferation was also pointed out.

122. Many representatives drew attention to involuntary migration, politically motivated relocation and expulsion of people from their homeland, as well as to the need to fight against colonialism and any form of racism and racial discrimination.

123. Stress was generally placed on the need for national action in the human settlements area to be supplemented by the activities at the international and regional levels. The important role of non-governmental organizations was also recognized.

## PART II

### Decision of the Committee

124. The Committee, at its 14th meeting, decided to transfer to the plenary the following documents for consideration:

- (a) A/CONF.70/4: draft Declaration of Principles;
- (b) A/CONF.70/C.1/L.2 and Add.1-5: amendments to the draft Declaration of Principles;
- (c) A/CONF.70/C.1/L.11: report of the Working Group on the Declaration of Principles;

It should be noted that the representative of Iran, on behalf of the Group of 77, announced that, in connexion with the revised draft of paragraph 16 as contained in paragraph 7 of the report of the Working Group, the Group of 77 had decided to retain the original wording of the paragraph as contained in document A/CONF.70/C.1/WG.1/CRP.1.

(d) A/CONF.70/C.1/WG.1/CRP.1 and Corr.1: draft Declaration of Principles submitted by the Group of 77;

It should be noted that the representative of Iraq stated that A/CONF.70/C.1/WG.1/CRP.1/Corr.1 should read as follows:

"referred to in the resolutions as adopted by the General Assembly of the United Nations."

#### B. Action taken in plenary

125. At its 18th meeting the Conference considered the report of the Committee (A/CONF.70/14). The Rapporteur of the Committee, Ms. Kerstin Oldfelt (Sweden), introduced the report and stated that, since the Working Group had not found it possible to agree on the Declaration of Principles, the Committee had decided, owing to lack of time, to submit to the Conference the documents listed in part II of the report.

126. The Conference took note of part I of the report and immediately considered part II.

127. The representative of the Philippines referred to the draft Declaration presented by the Group of 77 (A/CONF.70/C.1/WG.1/CRP.1 and Corr.1) and said that the Group considered that this document should be the basis of the Conference's action. In introducing it, he stated that certain amendments were to be made: the title should read "Vancouver Declaration on Human Settlements, 1976"; in the last subparagraph of the seventh preambular paragraph, after the words "Involuntary migration, politically," the words "racially and economically" should be inserted; in paragraph 4 of section II, the words "referred to in the resolutions as adopted by the General Assembly" should be added; paragraph 12 of section II should now read as follows:

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

In paragraph 19 of section III, the word "sellers'" should read "buyers'". The representative of the Philippines said that the paper of the Group of 77 took into account the views of other delegations. He proposed the adoption by consensus of the draft Declaration as orally revised.

128. The representative of Australia said that the amendments proposed by the Group of Western European and Other States had not been incorporated in the draft Declaration before the Conference and that none of its provisions had been generally accepted. He proposed that they be considered paragraph by paragraph. The representative of Ireland said that his delegation had proposed a number of amendments at an early stage, none of which had been included. The representative of the USSR proposed that the Conference should adopt those paragraphs agreed to in the Working Group and proceed to consider those on which disagreement remained.

The representative of the United States, supported by the representatives of Egypt and the USSR, proposed that there be a single roll-call vote on the entire draft Declaration. The representative of Norway said that he would have preferred a separate vote on the amended paragraph 4 of section II.

129. The proposal of the United States was accepted.

130. The voting was as follows:

In favour: Afghanistan, Algeria, Argentina, Bahrain, Bangladesh, Benin, Bolivia, Botswana, Brazil, Bulgaria, Byelorussian Soviet Socialist Republic, Central African Republic, Chad, Chile, Congo, Cuba, Cyprus, Czechoslovakia, Democratic Yemen, Dominican Republic, Egypt, Finland, Gabon, Gambia, German Democratic Republic, Ghana, Greece, Grenada, Guatemala, Haiti, Holy See, Hungary, India, Indonesia, Iran, Iraq, Ivory Coast, Jamaica, Jordan, Kenya, Kuwait, Lesotho, Liberia, Libyan Arab Republic, Madagascar, Malaysia, Mali, Mauritania, Mauritius, Mexico, Morocco, Mozambique, Niger, Nigeria, Oman, Pakistan, Panama, Papua New Guinea, Peru, Philippines, Poland, Qatar, Romania, Rwanda, Saudi Arabia, Senegal, Sierra Leone, Singapore, Somalia, Sri Lanka, Sudan, Syrian Arab Republic, Thailand, Togo, Trinidad and Tobago, Tunisia, Turkey, Uganda, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Emirates, United Republic of Tanzania, Upper Volta, Uruguay, Venezuela, Yemen, Yugoslavia, Zaire, Zambia.

Against: Australia, Belgium, Canada, Denmark, France, Germany (Federal Republic of), Ireland, Israel, Italy, Luxembourg, Netherlands, New Zealand, Norway, United Kingdom of Great Britain and Northern Ireland, United States of America.

Abstaining: Austria, Colombia, Fiji, Honduras, Japan, Paraguay, Portugal, Spain, Sweden, Switzerland.

131. The Declaration was accordingly adopted by 89 votes to 15, with 10 abstentions. (For the text, see chap. I.)

132. The representative of Canada said that his delegation had voted against the draft Declaration with deep regret, because it could not accept the clearly implied reference in paragraph 4 of section II to General Assembly resolution 3379 (XXX). Canada did not, and would not, accept that zionism was a form of racism, and had voted for this reason. Much of the rest of the Declaration was inspiring and excellent.

133. The representative of Japan said that his delegation had abstained because of references to a New International Economic Order in five paragraphs. His delegation would have voted for paragraph 4 of section II within the framework of Japan's position at the time of the adoption of General Assembly resolution 3379 (XXX). It was a source of sadness to his delegation that the Declaration of Principles was not adopted by consensus.

134. The representative of the Dominican Republic said that his delegation's vote in favour of the Declaration was on the understanding that paragraph 4 of section II meant support for General Assembly resolutions "as" adopted, which meant reaffirmation of his country's vote against resolution 3379 (XXX), and its support of Israel.

135. The representative of the Holy See expressed his satisfaction that it had almost been possible to approve the Declaration by consensus. It contained recommendations that were, in the main, extremely positive. His vote did not indicate indifference on the part of the Roman Catholic Church against moral values. He announced a contribution of \$50,000 to the Fund for Human Settlements.

136. The representative of Switzerland said that his delegation had abstained because of its opposition to paragraph 4 of section II and to resolution 3379 (XXX). It was also critical of the wording of paragraphs 5 and 15 of section II and paragraph 22 of section III. His country also reserved its position on paragraphs 14 and 24 of section III, relating to a New International Economic Order, as it did to paragraphs 8 and 17 of section II relating to national sovereignty over natural resources and foreign investments.

137. The representative of Argentina said that although his delegation had voted in favour of the Declaration, it did not fully support the language of the amended preambular paragraph relating to involuntary migration and paragraph 4 of section II. His delegation regretted that consensus had not been achieved.

138. The representative of Israel said that two years of hard work by the Preparatory Committee and the secretariat had ended in no result and no consensus simply because of a small minority that insisted upon ramming their obsessions down the throats of others. If separate votes had been taken, his delegation would have voted against the amended preambular paragraph relating to involuntary migration and paragraphs 15 and 16 of section II. But his delegation had voted against the entire Declaration because paragraph 4 of section II was utterly unacceptable, being part of a hate campaign against Israel.

139. The representative of Spain said that his delegation could have accepted the whole of the Declaration apart from paragraph 4 of section II. As a result, his delegation had abstained.

140. The representative of the United Arab Emirates expressed his thanks to all delegations that had participated in the preparation of the Declaration. The Group of 77 had, once again, met the challenges against its cohesion and unity. He called upon all peoples to stand on the side of the victims of expansionism and Zionism; what counted in international relations was the will of the majority.

141. The representative of the United States of America said that his delegation was glad to be associated with the positive achievements of the Conference, notably in committees II and III, but that it was surely disappointed that so much time had been spent on matters not relevant to the Conference. This boded ill for the future participation of his country in similar conferences. His delegation was particularly unhappy about the amended preambular paragraph on involuntary immigration, and with paragraphs 4, 15 and 16 of section II.

142. The representative of Sweden said that his delegation had felt itself bound to abstain because of its opposition to paragraph 4 of section II, which contained

an implicit reference to resolution 3379 (XXX). His country had voted against that resolution in the General Assembly, and he reiterated his delegation's opposition to the concept embodied in it. If this paragraph had been voted on separately, his delegation would have voted against it.

143. The representative of Austria expressed his delegation's regret that it could not support the Declaration. Its objection to it was confined to paragraph 4 of section II, and as a result of the inclusion of this amended paragraph, it had abstained.

144. The representative of Finland said that his delegation greatly regretted that a consensus had not been possible. Although it had voted for the Declaration as a whole, had the voting been paragraph by paragraph, it would have voted against paragraph 4 of section II. His country reaffirmed its opposition to the concept embodied in resolution 3379 (XXX) of the General Assembly.

145. The representative of Australia said that much time, talent and money had been spent in the preparation of the Conference, and that his delegation greatly regretted the inclusion of paragraph 4 of section II. The great amount of time spent on a small number of items had diverted the Conference's attention from other matters.

146. The representative of the Netherlands, speaking on behalf of the delegations of the European Economic Community (EEC), said that their reservations related specifically to paragraph 4 of section II. The EEC delegations would have voted against the paragraph and abstained on the Declaration as a whole if it had been voted on paragraph by paragraph. They rejected categorically the view that zionism was a form of racism, and regretted that political, controversial and irrelevant issues had been injected into the Conference. Speaking as the representative of the Netherlands, he stated that his delegation would have been in a position to vote for the paragraphs referring to a New International Economic Order if the importance of international obligations had been referred to.

147. The representative of Trinidad and Tobago said that although his delegation had voted for the Declaration, it had reservations on paragraph 4 of section II and would have abstained if there had been a separate vote on this paragraph.

148. The representative of Norway reiterated his Government's opposition to resolution 3379 (XXX) and, consequently, to paragraph 4 of section II of the Declaration.

149. The representative of Fiji expressed his delegation's regret at the fact that it had felt obliged to abstain. He reiterated his country's commitment in the struggle against colonialism and racism.

150. The representative of Greece said that his delegation's affirmative vote on the Declaration, with particular reference to paragraph 4 of section II, should be seen in the over-all context of the proceedings of the Conference and in the framework of his country's position on this matter stated in other United Nations forums.

151. The representative of New Zealand said that his delegation deeply regretted having had to vote against the Declaration because of paragraph 4 of section II.



152. The representative of Zambia said that his delegation had voted in favour of the Declaration because it embodied principles that aimed at improving the quality of life. He regretted that unanimity had not been achieved. Paragraph 4 of section II was a bone of contention to certain countries, but attempts should be made to reach negotiated settlements.

153. The representative of Uruguay, said that his delegation had voted in favour of the Declaration as a whole, but would have voted against paragraph 4 of section II had there been paragraph-by-paragraph voting.

154. The representative of Colombia said that his delegation regretted that it had not been able to vote for the Declaration. It was in almost complete agreement with the principles contained in the Declaration, but was constrained to abstain because paragraph 4 of section II made an unwarranted link to other General Assembly resolutions.

155. The representative of Venezuela said that although his delegation had voted in favour of the Declaration, it had a reservation on paragraph 4 of section II. This reservation should not be interpreted as indicating any reduction in his country's commitment to the fight against racism and colonialism.

156. The representative of Chile said that his delegation had voted in favour of the Declaration because it agreed with its fundamental principles. However, paragraph 4 of section II had implications with which his delegation was not in agreement. Chile's affirmative vote on the Declaration as a whole did not imply any change in its previously stated positions on this matter.

157. The representative of Cyprus said that the Declaration was the most important document adopted by the Conference. His delegation regretted the inability of some countries to support it, and the fact that certain others only paid lip-service to its principles. Those contained in the ninth preambular paragraph and in paragraphs 4, 5, 6, 15 and 16 of section II were the vital core of the Declaration.

158. The representative of Cuba said that the Conference had been a success, and that although a consensus was not reached on the Declaration, an overwhelming majority had supported it. The Conference had recognized the interdependence of social and environmental problems, and he called on all nations to implement the national recommendations.

159. The representative of Turkey said that his delegation's affirmative vote on the Declaration and its votes on other items should be seen in the light of its statements on these matters.

160. The representative of Romania said that his delegation expressed its reservation about paragraph 4 of section II.

161. The representative of Peru said that his delegation had voted for the Declaration because it was in agreement with its fundamental principles, but it wished to emphasize that Peru's position on General Assembly resolution 3379 (XXX) remained unchanged.

162. The representative of Portugal expressed his delegation's regret at not having been able to support the Declaration because of the second part of paragraph 4 of section II.

163. The representative of Papua New Guinea said that considerable progress had been made in the Conference and that the Declaration was a worthy document. His delegation had misgivings about the second part of paragraph 4 of section II, and would have voted against it if there had been paragraph-by-paragraph voting.

164. The representative of Costa Rica said that his delegation had not been present at the time of the vote. His delegation would have abstained, as a result of its reservations on paragraph 4 of section II.

165. The representative of Iraq said that his delegation had been happy to vote for the Declaration of Principles. The responsibility for the lack of consensus lay with a few countries who sought to impose their views on others, in particular the Zionist entity, which was supported by billions of dollars from other countries. Racist régimes in southern Africa and Palestine should be eliminated.

## Chapter XIII

### PROGRAMMES FOR INTERNATIONAL CO-OPERATION

#### A. Report of Committee I

##### PART I

#### Organization of work

166. The Conference, at its 2nd meeting on 31 May 1976, allocated to Committee I agenda item 11: "Programmes for international co-operation".

167. The Committee considered item 11 at its 5th to 14th meetings on the basis of the following documents: "Programmes for international co-operation" (A/CONF.70/6 and Add.1), "Record of decisions taken and other actions recommended by the Preparatory Committee at its third session" (A/CONF.70/7) and "Note by the Secretary-General of the United Nations concerning audio-visual material prepared for the Conference" (A/CONF.70/8). It also had before it "Analysis of programmes of the organizations in the United Nations system in the field of human settlements" (A/CONF.70/A/4) as a background document.

#### Summary of the general debate

168. The Committee discussed the programmes for international co-operation contained in documents A/CONF.70/6 and Add.1, A/CONF.70/7 and 8. Statements were made on the objectives, functions, programmes and institutional arrangements for international co-operation. The close relationship of such programmes with the Declaration of Principles and recommendations for national action was stressed. Many delegates felt that a consensus on the Declaration of Principles would serve as the basis for international co-operation. The momentum already generated by the Habitat Conference, in creating global awareness of human settlement issues must be continued after the Conference.

169. It was generally agreed that national action in the field of human settlements was of primary importance and that the role of international co-operation should be to supplement it in areas where the country itself was unable to mount effective programmes. It was pointed out that the decisions on the programmes for international action could take the form of a set of recommendations in line with those for national action. Some delegations felt that the recommendations might be based on the substantive items contained therein.

170. It was generally felt that increased multilateral and bilateral co-operation and assistance were needed and that countries themselves should elaborate their priority programmes, for example, through the UNDP country programme exercise. Some developed countries indicated their willingness to provide such assistance. The important role of non-governmental organizations in the human settlement field was also recognized and several countries suggested that their participation be encouraged.



171. It was generally felt that it would not be appropriate for the Conference to take decisions on specific programmes of co-operation but rather to indicate areas where programmes would be undertaken. Several areas were singled out for early attention: (a) exchange of information and experience; (b) education, training and applied research; (c) development of delivery mechanisms; and (d) transfer of technology. The need for decisions on priorities was stressed.

172. Concerning the form that the institutional arrangements might take, the predominant view was that use should be made of the existing United Nations institutions and machinery and that the proliferation of new agencies should be avoided. Many delegations favoured a solution centred around a strengthened Centre for Housing, Building and Planning within the Department of Economic and Social Affairs. Several delegations were in favour rather of placing the central responsibility for human settlements within the United Nations Environment Programme. A few delegations advocated the establishment of a new independent body. Some delegations chose not to indicate any preference at this stage.

173. Many delegations supported the proposal for further decentralization of activities and the strengthening of regional structures. The need to have a clearly established division of such responsibilities at the regional and global levels was also recognized.

174. Several delegations cautioned that a decision on the international institutional arrangements should take into account results of the work of the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System. Furthermore, it was pointed out by some delegations that the financial implications of any recommendation on institutional arrangements should be carefully reviewed.

175. The desirability of an improved exchange of information and experience as well as the establishment of general information systems at the global and regional levels, with particular attention to innovative approaches in the human settlement field, was emphasized. It was agreed that the materials prepared for the Habitat Conference constituted a valuable resource for exchange of experience and training. In this connexion, many delegations supported the follow-up programme, proposed by the host country, for audio-visual materials. A willingness to transfer copyrights and internegatives of films was also indicated by several countries.

#### Establishment of a working group

176. At its 9th meeting, on a proposal from the Chairman, the Committee decided, without a vote, to establish a working group of the whole to formulate a proposal on programmes for international co-operation. The Working Group met under the chairmanship of Mr. Ghulam M. Samdani (Pakistan) and was composed of a core group of two representatives from each region (Jamaica, Mexico, Netherlands, Pakistan, Philippines, Poland, Ukrainian SSR, United Republic of Tanzania, United States and Zaire). Participation in the Working Group was open to all members of the Committee.

177. The Working Group had before it draft proposals and resolutions submitted by the following Governments: United States, Sweden, Netherlands, Swaziland, Gabon, Italy, France, Iran and Philippines (A/CONF.70/C.1/WG.2/CRP.1 and Corr.1, CRP.2 and Corr.1, CRP.3-8, 10 and 11), as well as draft resolutions submitted to the Committee by Guatemala (A/CONF.70/C.1/L.3) and Sri Lanka (A/CONF.70/C.1/L.5).

178. The Working Group proposed a draft resolution for consideration by the Committee (A/CONF.70/C.1/L.9 and Corr.1), based on the proposals before it. The submissions of Sri Lanka, the Philippines and France were attached to the draft resolution as annexes.

#### Action taken by the Committee

179. The Committee had before it the draft resolution proposed for its consideration by the Working Group (A/CONF.70/C.1/L.9 and Corr.1), as well as amendments submitted thereto (A/CONF.70/C.1/L.12, 14 and 15).

180. At its 13th meeting on 10 June 1976, the Committee decided to recommend that the Conference should adopt the preamble and sections I through IX of the draft resolution proposed by the Working Group (A/CONF.70/C.1/L.9) and that the General Assembly at its thirty-first session consider that text and take the final decision on section X concerning the organization link, recognizing that the decision on this section would necessitate certain changes in related parts of the text of the resolution. The amendments submitted to the draft resolution were withdrawn on the understanding that delegations that wished to make reservations would do so in writing on 10 June and that such reservations would be included in the report of the Committee to the plenary on this item. The Committee further agreed that the proposal put forward orally by Yugoslavia would be annexed to the draft resolution. The draft resolution contained in A/CONF.70/C.1/L.9, as orally revised at the 12th meeting, was then adopted without objection by the Committee, subject to the General Assembly's taking a final decision on section X. (The text as amended by the Conference appears in chap. III, resolution 1, annex.)

181. Reservations were made on this resolution by the following Governments: Argentina, Belgium, Bolivia, Chad, Cuba, Dominican Republic, Ecuador, France, Gabon, Grenada, Guatemala, Honduras, India, Italy, Jamaica, Japan, Kenya, Kuwait, Libyan Arab Republic, Mexico, New Zealand, Pakistan, Papua New Guinea, Philippines, Portugal, Senegal, Trinidad and Tobago, Uganda, United Kingdom of Great Britain and Northern Ireland, and Venezuela. (For the reservations, see chap. III, resolution 1, annex, appendix, sect. 6.)

182. At its 13th meeting on 10 June 1976, the Committee had before it a draft resolution submitted by Bulgaria, the Byelorussian Soviet Socialist Republic, Czechoslovakia, the German Democratic Republic, Hungary, Mongolia, Poland, the Ukrainian Soviet Socialist Republic and the Union of Soviet Socialist Republics (A/CONF.70/C.1/L.13). The Committee adopted that resolution, as orally amended by the representative of India, without objection. (The text appears in chap. III, as resolution 2.)

183. At the 13th meeting on 10 June, the representative of Canada introduced a draft resolution, entitled "Post Habitat use of audio-visual material" (A/CONF.70/C.1/L.6) also on behalf of Australia, Austria, Colombia, Finland, Ghana, India, Kenya, Mauritania, Mexico, the Philippines, Poland, Sweden, the United States of America and Yugoslavia. He stated that the draft resolution should be revised through the deletion of the word "and" in paragraph 1. The Committee then adopted the draft resolution without objection. (The text of the resolution appears in chap. III, resolution 5.)

184. The Committee also had before it a draft resolution submitted by Iran (A/CONF.70/C.1/L.10). At its 13th meeting on 10 June 1976, the representative of Iran withdrew the draft resolution.

## PART II

### Recommendations of the Committee

185. The Committee recommended that the Conference should adopt three draft resolutions. (For the texts of the resolutions, as amended by the Conference, see chap. III.)

### ADDENDUM

186. At the 13th meeting on 10 June, the representative of Egypt introduced a draft resolution entitled "Living conditions of the Palestinians in occupied territories" (A/CONF.70/C.1/L.4) on behalf of Algeria and Egypt. At the 14th meeting, the sponsors orally revised the draft resolution. (For the text as revised, see chap. III, resolution 3.) The Committee unanimously decided to refer the draft resolution to the plenary of the Conference for decision.

187. At the 14th meeting the Committee had before it a draft resolution submitted by Italy on programmes for international co-operation (A/CONF.70/C.1/L.15). At the same meeting, the draft resolution was withdrawn by the representative of Italy.

### B. Action taken in plenary

188. At its 18th meeting on 11 June 1976, the Conference considered the report of the Committee (A/CONF.70/9) on agenda item 11, "Programmes for international co-operation". The Rapporteur, Ms. Kerstin Oldfelt (Sweden), introduced the report. She said that the Committee had established an open-ended working group which had drawn up a draft resolution on programmes for international co-operation. The Committee had approved sections I to IX of the draft resolution submitted by the Working Group, and had decided to recommend that the General Assembly at its thirty-first session, consider the text of, and take final decisions upon, section X entitled "Organization link". In doing this, the Committee had recognized that certain changes would have to be made in related parts of the text of the draft resolution; that was why parts of paragraphs 12, 16, 17, 18, 19 and 24 appeared in brackets. The seventh preambular paragraph and subparagraph (c) of the thirteenth preambular paragraph were in brackets pending the decision of the Conference on the wording of these matters in the Declaration of Principles. The Rapporteur gave details of changes that should be made in the final document:

(a) The sixth preambular paragraph should read:

"Recognizing that human settlements and the steps to be taken to improve them should be considered an essential component of socio-economic development,"

(b) The proposal submitted by the Philippines contained in the annex to A/CONF.70/C.1/L.9 should be included in the appendix to the draft report of the Committee.

(c) Finally, several proposals introduced by the Vice-Chairman of the Working Group, for a set of criteria on the institutional arrangements, in particular concerning the location of such arrangements, would be inserted as an integral part of the appendix to draft resolution A, under section X, paragraph 40 (b). The reservations should be set before the General Assembly in connexion with its consideration of the question.

189. The draft report also contained two other draft resolutions which it recommended for adoption by the Conference, and a third draft resolution referred to the Conference for decision.

190. Part II of the draft report, containing draft resolution A and the annex, was introduced.

191. The representative of the Philippines asked for corrections in the proposed addition submitted by his delegation.

192. After discussion, it was agreed, on the proposal of the representative of Tunisia, that the brackets in paragraph 9 would be deleted.

193. A proposal was made by the representative of Papua New Guinea to delete the words within brackets in paragraph 12 ("replacing the existing Committee for Housing, Building and Planning"). After discussion, the proposal was adopted by 53 votes to 14, with 2 abstentions.

194. Draft resolution A, as amended, was adopted by consensus.

195. Draft resolutions B and C were adopted by consensus.

196. The Conference had before it a draft resolution sponsored by Algeria and Egypt entitled "Living conditions of the Palestinians in occupied territories" (A/CONF.70/L.6). That draft resolution had been referred to the Conference by Committee I for decision (see para. 186 above).

197. The representative of Israel said that it was extremely regrettable that such a resolution should be brought before the Conference. It had nothing to do with the matters of habitat. Israel would vote against the draft resolution and would not co-operate in its implementation.

198. The representative of Egypt said that he hoped the draft resolution would be adopted by consensus. He had expected that Israel would not co-operate in the implementation of the recommendation contained in the draft resolution for the General Assembly to request the Secretary-General to prepare a report on the living conditions of the Palestinian people in the occupied territories, as it would be so damning. Egypt, supported by the representatives of Oman and Morocco, requested a roll-call vote if consensus could not be achieved.

199. The voting was as follows:

In favour: Afghanistan, Algeria, Bahrain, Bangladesh, Benin, Brazil, Bulgaria, Burundi, Byelorussian Soviet Socialist Republic, Central African Republic, Chad, Congo, Cuba, Cyprus, Czechoslovakia, Democratic Yemen, Egypt, Gabon, Gambia, German Democratic Republic, Greece, Grenada, Hungary, India, Indonesia, Iran, Iraq, Ivory Coast, Jamaica, Jordan, Kenya, Kuwait, Lesotho, Libyan Arab Republic, Malaysia, Mali, Mauritania, Mauritius, Mexico, Mongolia, Morocco, Mozambique, Niger, Nigeria, Oman, Pakistan, Panama, Philippines, Poland, Qatar, Romania, Rwanda, Saudi Arabia, Senegal, Sierra Leone, Singapore, Somalia, Sri Lanka, Sudan, Syrian Arab Republic, Thailand, Trinidad and Tobago, Tunisia, Turkey, Uganda, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Arab Emirates, United Republic of Tanzania, Upper Volta, Yugoslavia, Zaire, Zambia.

Against: Israel, Paraguay, United States of America.

Abstaining: Argentina, Australia, Austria, Belgium, Bolivia, Burma, Canada, Chile, Colombia, Costa Rica, Denmark, Dominican Republic, Ecuador, Fiji, Finland, France, Germany, (Federal Republic of), Ghana, Guatemala, Guyana, Haiti, Honduras, Ireland, Italy, Japan, Liberia, Luxembourg, Nepal, Netherlands, New Zealand, Norway, Papua New Guinea, Peru, Portugal, Republic of Korea, Spain, Sweden, Switzerland, Togo, United Kingdom of Great Britain and Northern Ireland, Uruguay, Venezuela.

200. The resolution was accordingly adopted by 73 votes to 3, with 42 abstentions. (For the text see chap. III, resolution 3.)

201. The representative of the United States said that his delegation had voted against the draft resolution because the issues with which it dealt were not relevant to the Conference, but were more properly matters for the Security Council.

202. The representative of Japan said that his delegation had abstained in spite of its sympathy for the problems of the Palestinian people because the draft resolution dealt with matters more appropriate to the Security Council, and referred to recommendations made at the Regional Preparatory Conference for Asia and the Pacific which Japan had not supported.

203. The representative of Ghana said that although his delegation had sympathy for the Palestinian people there were more appropriate forums in the United Nations for examining this issue.

204. The representative of the Federal Republic of Germany, associated his delegation with the remarks made by the representative of Ghana. It could not possibly be the task of the Conference to attempt to deal with political issues far beyond its terms of reference.

205. The representative of the Palestine Liberation Organization said that the PLO would welcome the efforts of the Secretary-General and would place its personnel at his disposal when he was carrying out his investigation.

206. The representative of Liberia said that his delegation had abstained because of the lack of time available to consult his Government.

207. The representative of Ecuador said that his delegation considered that since other United Nations bodies were already seized of the matter it could not vote in favour of the draft resolution.

208. The representative of Cuba introduced the draft resolution contained in A/CONF.70/L.7 sponsored also by the Dominican Republic, Grenada, Guatemala, Jamaica, Mexico, Peru and Venezuela. He said that the draft resolution fell within the framework of the regionalization of efforts concerning human settlements.

209. The representative of Argentina said that his delegation supported the principle of the draft resolution, but suggested the addition of the words "and subregional" in the fourth preambular paragraph.

210. The representative of Gabon said that his delegation supported the resolution and would welcome an African regional meeting in Libreville.

211. The representative of Japan asked for a clear statement on the financial implications of the draft resolution, according to the customary practice.

212. The representative of Cuba said that no such statement was necessary, as the draft resolution came under the general heading of international co-operation. He proposed two amendments in the operative paragraph: to insert the word "not" after "if" in line 2, and "at the next session of the General Assembly" after "General Assembly" in line 3. The amendment proposed by Argentina was acceptable.

213. The Secretary-General of the Conference said that it was not a matter that had financial implications, it was merely a recommendation to the Secretary-General.

214. The draft resolution, as amended, was adopted by consensus. (For the text see chap. III, resolution 4.)

215. The representative of Brazil said that while his delegation had joined in the consensus, his Government might deem it necessary to state further views on the matter.

216. The representative of the Economic Commission for Latin America welcomed the resolution and said that ECLA would do its best to ensure its effective implementation.



## Chapter XIV

### RECOMMENDATIONS FOR NATIONAL ACTION

#### A. Report of Committee II

##### PART I

##### Organization of work

217. The Conference, at its 2nd meeting, on 31 May 1976, allocated to Committee II agenda item 10, "Recommendations for national action". Specifically, the Committee was to discuss the following subitems: (a) Settlement policies and strategies; (b) Settlement planning; (f) Institutions and management.

218. As its basic document, the Committee had before it, "Recommendations for national action" (A/CONF.70/5). In addition, the Committee had before it the following background documents: "Global review of human settlements" (A/CONF.70/A/1) and "Policies, planning and institutions" (A/CONF.70/A/2).

219. At its 2nd meeting, after receiving many amendments from delegations, the Committee unanimously decided, on the suggestion of the representative of Australia, to form a drafting group on "Recommendations for national action". The drafting group would consist of three members from each regional group, together with one observer for each member, as follows: members: Colombia, Cuba, Egypt, German Democratic Republic, Ghana, India, Iraq, Mauritius, Mexico, Pakistan, Poland, Sweden, United Kingdom, United States of America; observers: Algeria, Argentina, Australia, Federal Republic of Germany, Guyana, Indonesia, Iran, Kenya, Liberia, Netherlands, the Philippines, United Arab Emirates and Venezuela. The drafting group held 11 meetings, under the chairmanship of Mr. Easton Douglas, Rapporteur of the Committee. Mr. Andrew Ligale (Kenya) acted as convener of the drafting group and chaired the meetings on several occasions. Membership of the drafting group was left open-ended, so as to allow interested delegations to participate in the drafting of particular items of concern to them.

220. The Committee felt that the work of the Conference, and of the Committee, was closely linked to the work of other United Nations conferences, such as those on food, population and on the International Women's Year. All of these major international conferences were addressing themselves to the set of fundamental global development problems. One representative emphasized that the Conference should make a clear statement on the priorities for action in the human settlement field. Paraphrasing Barbara Ward, the representative noted that if all human settlement problems were key problems, then none of them could be key problems.

221. The Committee's deliberations were significantly enhanced by the presentation of 41 film capsules, which served vividly to illustrate national experiences in

human settlement projects and programmes. Although this was the first international conference to use audio-visual materials, the Committee considered these materials to be a useful innovation and commended their use to future United Nations conferences of the appropriate nature.

#### Discussion of subitems

##### Settlement policies and strategies

222. Although the Committee was in agreement about the extent and severity of human settlement problems, it was noted by some representatives that terms such as "policies", "objectives" and "strategies" had many different interpretations and were sometimes used loosely.

223. Settlement planning was seen to be a process for achieving the social, economic and environmental goals of national development. Having defined the national goals, "policies" and "strategies" are formulated to achieve these goals. Institutions, through which the planning process is managed, are created to carry out the directives emanating from the policies and strategies. One representative stated that settlement policies and strategies must not be employed to transport and transplant people from their lands. He stated that his people had suffered severely by being uprooted from their homes, and he hoped that some of the energies of the Conference would serve to improve the conditions of his people.

224. The representative of Brazil expressed some reservations about the formulation of subparagraph (b) of recommendation A.2, although his delegation supported the adoption of the recommendation. The representative of Japan had proposed the deletion of (c) (v) from recommendation A.2.

##### Settlement planning

225. In a sense, the basic goal of settlement planning was agreed to be universal, viz. to improve the quality of life while also preserving man's environmental heritage. Several representatives stated that population densities in human settlements were important measures of the quality of life. Too often, the quality of life was equated with measures of income and wealth. One representative felt that the accessibility to basic public services was a fundamental indicator of the quality of life. Efficiency in provision of public services was seen to be related to population densities; a minimum density was required in order to make public services economical, but beyond a certain maximum density, the resulting congestion made public services more costly.

226. Since settlement planning was an integral part of over-all national development planning, the goals of settlement planning must be consistent and co-ordinated with public activities in other basic fields, such as population, employment, health and nutrition. The need for public action in the field of settlement planning was emphasized by one representative. A market system based solely on the ability to pay automatically resulted in the segregation of disadvantaged groups; public action and control, as part of the planned use of resources, was required to ensure the welfare of all social groups. One representative felt that the fundamental goal of settlement planning was the distribution of productive employment among the various national regions.



227. Although the goals of settlement planning would be broadly similar among nations, there would be considerable differences in the ways and means employed to achieve them. In this regard, the national system of political organization and cultural values would largely determine the choice of policy instruments.

228. One representative stated that all environmental systems have a measurable capacity to support life. Human settlements utilize several environmental systems, e.g. land, water, air and soils. Settlement policy must always be formulated so as to achieve a balance between environmental limits, basic human demands - which increase both because of population growth and because of rising living standards - and limited public investment funds.

229. The unplanned and chaotic growth of large cities into sprawling conurbations had produced environments in which the individual was placed under severe social and psychological stress. Settlement planning, by considering needs on a human scale, must seek to ensure that such uninhabitable cities do not continue to proliferate in the future. Unplanned urban expansion had, in many countries, resulted in the loss of large amounts of agricultural land. The technique of surrounding cities with open areas, or "green belts", had proved successful in restraining the growth of some large cities.

230. There was a need to protect historical cities, unique buildings and monuments, and cultural values. In some areas where traditional cultural and artistic values were disappearing, a concerted national programme would be necessary to revitalize these values.

231. Many countries had long experience with different planning methods, and some of these had served to become internationally known "planning models". Although it was agreed that each country must base its planning process on an indigenous model, many representatives felt that models of foreign planning processes could serve as guidelines, or starting points, for the elaboration of an indigenous model. One representative cited the need for maps on all scales as a useful planning tool for human settlements.

232. The Committee agreed on the merits of setting minimum and maximum standards. However, one representative noted that the establishment of rigid standards sometimes inadvertently resulted in limiting the upward mobility of the disadvantaged groups. Another representative stated that, on the basis of his national experience, the implementation of national minimum standards meant the automatic commitment of a high proportion of national economic resources.

233. Many representatives, although recognizing the importance of industrial towns and villages, stressed the particular relevance of integrated rural development. One representative noted that contrary to a common conception, rural areas were not always in the hinterland. Notwithstanding the continuous migration to urban centres in developing countries, the majority of the population in many of these countries still resided in rural areas. The planning of rural development centres should use a systems approach to the planning of land, water, power, sanitation and public health requirements. The question of water management and provision of potable water were felt to be vital for rural settlements. Rural settlements, it was noted by one representative, could act as service centres for larger areas. Rural development schemes might be implemented in stages, beginning with a pilot project.

234. The Committee decided that the consideration of an amendment, introduced by Cuba, to the preamble under item 10, subitem (b), "Settlement planning" should be taken up in plenary and not in the Committee. This amendment related to the implementation of settlement planning in lands and territories acquired through coercion and intimidation.

#### Institutions and management

235. In order to implement settlement policies and strategies, an institutional and legislative framework is required. There were different views on the need for a single, high-level national institution to deal with human settlement problems. One delegation felt that developing countries could not afford to spread their financial and manpower resources over an ever-expanding network of institutions; the representative felt that existing economic and social development institutions should: (a) broaden their terms of reference to include human settlement issues; (b) be strengthened in order to enable them to carry out their broader mandate. One representative also felt that excessive centralization of institutional authority and competence was inconsistent with the Committee's strong views on the need for local participation. Other representatives, however, felt that a single high-level institution was the best means of ensuring comprehensive public control over human settlement problems. There was a need for co-ordination between government institutions at different levels, i.e. local, regional and national. One representative interpreted decentralization of decision-making to require the existence of human settlement institutions at all levels of government.

236. The Committee was in agreement on the importance of local participation in human settlement planning and decision-making. Many delegates felt that previous attempts at settlement planning in their countries had failed because a technical elite, often composed of persons unfamiliar with local cultural values, carried out projects without even consulting the affected population.

237. In this regard, several representatives emphasized that "participation" meant much more than merely consulting with locally affected groups. Some representatives suggested that democratic participation be written into national legislation. For example, in one country, the national report on human settlements contained within a national physical planning document, is reviewed and debated in parliament. Different cultural and political systems precluded any agreement on specific modes of local participation. However, from the discussion it seemed that effective local participation required, inter alia, adequate representation of all community interests - particularly those of children, youth, women, the elderly and the handicapped - in the decision-making process.

238. Many countries were prone to recurrent natural disasters, such as earthquakes, hurricanes and floods. Human settlements which had been built up over decades could be destroyed within hours. Institutions should be created for and involved in all phases of post-disaster operations - evacuation, rescue, relief and resettlement. In addition to the immediate problems of health, sanitation and food in the wake of a disaster, one representative noted the important and often more difficult social problems arising from natural and man-made disasters. He made particular reference to the difficulty of reuniting families and of reconstructing the social fabric of a community. Although the Committee was discussing recommendations for national action, one representative suggested the creation of an international insurance fund for disaster-prone countries.

239. The Committee noted that some 25 countries had participated in two seminars on the topics of remote settlements and natural disasters. These seminars were felt to have provided additional opportunities for the exchange of technical experience, and the excellent audio-visual facilities, which were made available through the joint efforts of the host secretariat and the United Nations Habitat secretariat, were particularly appreciated by the participants.

240. The problems of individual and community isolation were found to be common to remote settlements in many countries. The seminar on natural disasters considered the issue of pre-disaster planning as a priority at all government levels. In disaster-prone areas, special consideration should be given to the optimum location of new settlements; in this regard, the techniques of vulnerability analysis were judged to be useful.

## PART II

### Recommendation of the Committee

241. The Committee submitted texts of recommendations for national action to the Conference (for the texts of the recommendations, as amended by the Conference, see Part one, chap. II).

#### B. Action taken in plenary on the report of Committee II

242. The Conference, at its 16th meeting, considered the report of the Committee (A/CONF.70/10), which was introduced by its Rapporteur, Mr. Easton Douglas (Jamaica). He said that although the Committee's report did not reflect all the statements at the length which speakers might have desired, it was nevertheless a fair and accurate account of the Committee's deliberations. Part II of the report contained 33 recommendations for national action. The first seven related to settlement policies and strategies, the next 16 to settlement planning, and the remaining 10 to institutions and management. All had been adopted by consensus, with one amendment to the preamble of recommendation B to be introduced in plenary.

243. On recommendation A.2, paragraph (v), the representatives of the Federal Republic of Germany, Japan and France said that their delegations reserved their positions on references to a New International Economic Order, which had been made clear on previous occasions in the United Nations.

244. In the preamble to recommendation B (Settlement planning) the representative of Cuba introduced the following proposed additional paragraph (A/CONF.70/L.3):

"Human settlement planning must seek to improve the quality of life of people with full respect for indigenous, cultural and social needs. Settlement planning and implementation for the purposes of prolonging and consolidating occupation and subjugation in territories and lands acquired through coercion and intimidation must not be undertaken and must be condemned as a violation of United Nations principles and the Universal Declaration of Human Rights."

245. The representative of Israel asked whether this referred to Cuban soldiers in Angola or Syrian troops in Lebanon. His delegation was strongly against the politicization of the Conference, and urged it not to indulge in propaganda.

246. Statements in support of the amendment were made by the representatives of the Syrian Arab Republic, Yugoslavia, Iraq, the Palestine Liberation Organization, the United Arab Emirates, Congo, the African National Congress, Uganda, Sudan, Panama, Cyprus, Somalia and Jordan. It was opposed by the representatives of Israel, Costa Rica and France.

247. The representative of Pakistan proposed that the Conference decide, under rule 31 of its rules of procedure, that adoption of the amendment proposed by the delegation of Cuba would require a simple majority. He moved that this procedure be adopted to cover all amendments proposed in the plenary.

248. The President said that in his judgement the proposal by the representative of Pakistan involved a matter of substance and therefore required a two-thirds majority. He asked the Conference to decide whether it supported his ruling that this was indeed a substantive and not a procedural proposal. After discussion the matter was put to the vote. The Conference decided, by 59 votes to 30, with 6 abstentions, that the proposal of Pakistan was a procedural matter and therefore did not require a two-thirds majority.

249. After discussion, a roll-call vote was requested on the proposal of Pakistan by the representative of the Netherlands.

250. The voting was as follows:

In favour: Afghanistan, Algeria, Bahrain, Bangladesh, Benin, Botswana, Bulgaria, Byelorussian SSR, Chad, Congo, Cuba, Cyprus, Czechoslovakia, Democratic Yemen, Dominican Republic, Ecuador, Egypt, Gabon, German Democratic Republic, Greece, Guyana, Hungary, India, Indonesia, Iran, Iraq, Ivory Coast, Jordan, Kenya, Kuwait, Lesotho, Libyan Arab Republic, Madagascar, Malaysia, Mali, Mauritania, Mauritius, Mexico, Mongolia, Morocco, Nigeria, Oman, Pakistan, Panama, Papua New Guinea, Philippines, Poland, Qatar, Saudi Arabia, Senegal, Sierra Leone, Somalia, Sri Lanka, Sudan, Syrian Arab Republic, Trinidad and Tobago, Tunisia, Turkey, Uganada, Ukrainian SSR, Union of Soviet Socialist Republics, United Arab Emirates, United Republic of Cameroon, United Republic of Tanzania, Upper Volta, Yemen, Yugoslavia, Zaire, Zambia.

Against: Australia, Austria, Belgium, Canada, Chile, Costa Rica, Denmark, France, Germany (Federal Republic of), Ghana, Guatemala, Ireland, Israel, Italy, Japan, Luxembourg, Netherlands, New Zealand, Norway, Paraguay, Portugal, Spain, Sweden, Switzerland, Thailand, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela.

Abstaining: Argentina, Bolivia, Brazil, Central African Republic, Finland, Honduras, Jamaica, Liberia, Peru, Romania, Singapore.

251. The proposal of the representative of Pakistan, that the two-thirds majority rule be waived for amendments, was accordingly carried by 69 votes to 28, with 11 abstentions.

252. The amendment proposed by the representative of Cuba was then voted upon, a roll-call vote having been requested.

253. The voting was as follows:

In favour: Afghanistan, Algeria, Bahrain, Bangladesh, Benin, Botswana, Brazil, Bulgaria, Byelorussian SSR, Central African Republic, Chad, Colombia, Congo, Cuba, Cyprus, Czechoslovakia, Democratic Yemen, Dominican Republic, Ecuador, Egypt, Finland, Gabon, German Democratic Republic, Ghana, Greece, Guyana, Hungary, India, Indonesia, Iran, Iraq, Ivory Coast, Jamaica, Japan, Jordan, Kenya, Kuwait, Lesotho, Libyan Arab Republic, Madagascar, Malaysia, Mali, Mauritania, Mauritius, Mexico, Mongolia, Morocco, Nigeria, Oman, Pakistan, Panama, Papua New Guinea, Philippines, Poland, Qatar, Romania, Saudi Arabia, Senegal, Singapore, Somalia, Sri Lanka, Sudan, Syrian Arab Republic, Trinidad and Tobago, Tunisia, Turkey, Uganda, Ukrainian SSR, Union of Soviet Socialist Republics, United Arab Emirates, United Republic of Cameroon, United Republic of Tanzania, Upper Volta, Yemen, Yugoslavia, Zaire, Zambia.

Against: Canada, France, Germany (Federal Republic of), Israel, Netherlands, Paraguay, United Kingdom of Great Britain and Northern Ireland, the United States of America.

Abstaining: Australia, Austria, Belgium, Bolivia, Chile, Denmark, Honduras, Ireland, Italy, Liberia, Luxembourg, New Zealand, Norway, Peru, Portugal, Spain, Sweden, Switzerland, Thailand, Venezuela.

254. The amendment proposed by the representative of Cuba was accordingly approved by 77 votes to 8, with 20 abstentions.

255. The representative of Argentina stated that he would have voted in favour of the amendment proposed by the representative of Cuba had he been present when the vote was taken.

256. The Conference adopted by consensus all 33 recommendations contained in the report of Committee II, with the amendment to the preamble of recommendation B submitted by Cuba.

### C. Report of Committee III

#### PART I

#### Organization of work

257. The Conference, at its 2nd meeting, on 31 May 1976, allocated to Committee III



the consideration of items 10 (c), (d) and (e) entitled respectively "Shelter, infrastructure and services", "Land" and "Public participation". For the consideration of these subitems the Committee had before it the basic Conference document entitled "Recommendations for national action" (A/CONF.70/5). It also had available to it the following two supporting documents: "Global review of human settlements" (A/CONF.70/A/1); "Physical elements and mobilization of human resources" (A/CONF.70/A/3).

258. The Committee met under the chairmanship of Dr. Diego Arria (Venezuela). It held 12 meetings between 31 May and 7 June 1976, during which it also viewed 37 separate capsule films presented by 29 countries.

259. At its 5th meeting held on 2 June 1976 the Committee set up a drafting group to consider the incorporation of the various amendments introduced by delegations to the 29 recommendations under the three subitems on its agenda. The drafting group met under the chairmanship of Prince Masitsela and was composed of the representatives of Bangladesh, Canada, Cuba, Finland, Ghana, India, Iran, Iraq, Italy, Jamaica, Nicaragua, Papua New Guinea, Poland, Swaziland and Yugoslavia. Participation in the drafting group was open to all members of the Committee. The drafting group held six meetings during the period 2-5 June. The revised recommendations prepared by the drafting group were considered by the Committee at its 9th through 12th meetings. The final text of the revised recommendations including the introductory paragraphs to the recommendations, as approved by the Committee, appear in part II of this report.

260. A number of the specialized agencies of the United Nations system and the non-governmental organizations invited to the Conference also participated in the work of the Committee.

### Discussion of subitems

#### Shelter, infrastructure and services

261. The Committee reaffirmed its belief that planned human settlements could produce a better living condition for all mankind on this planet and that a common language of human settlements could be developed which should serve as a basis for international co-operation in this respect.

262. The Committee emphasized that the overriding objectives of human settlement policies should be to make shelter, infrastructure and services available to those who need them, in the sequence in which they are needed and at a monetary or social cost that they can afford. Social justice depends on the way in which these facilities are distributed among the population and the extent to which they are made accessible.

263. It was stressed that the establishment of standards and the allocation of resources should reflect the basic fact that the needs for shelter, infrastructure and services are nearly always greater than the economic resources available. That is why, throughout the world, especially in the developing countries, it would be important to mobilize all available resources, and particularly the capacity of the people to build houses for themselves.

264. In providing shelter, infrastructure and services to meet the needs of the

population it was noted that the issue of location was extremely important. It was therefore recommended that if the improvement of quality of life in human settlements was to become a reality, housing should be located close to employment; schools and clinics should be placed near the dwelling and food production must be associated with food consumption, and so on.

265. Choices concerning standards, materials and technology should consider resource requirements along the whole expected life of the asset and not merely the monetary cost of its initial production. The production of the asset, be it a house or class-room or mile of road, was only the beginning of a long process during which the asset, if it is to retain its usefulness must be operated, repaired, adapted, renovated and fully utilized.

266. In the provision of education, health care, nutrition and other social services, it was stressed that particular emphasis should be placed on relevance and justice, both being mutually inseparable. In this connexion, it was noted that institutionalized services, especially in the developing countries, tended to place excessive emphasis on quantitative measurements of delivery and material supports and not enough on the quality of the service itself and its accessibility to those in need of it.

267. It was stressed that human settlements constituted the framework in which the needs and aspirations of peoples are met in accordance with human dignity. The realization of this objective required the co-ordination and promotion of three elements: employment-generating activities; the provision of adequate shelter, infrastructure and services; and the encouragement of public participation.

268. It was observed that the concept of shelter did not only apply to housing but included the provision of those infrastructure, services and facilities that were essential to the quality of life in a community. The preservation of a cultural heritage, historical monuments and sites of the community was also stressed.

269. A number of representatives stated that recommendations on shelter, infrastructure and services should take into account the different economic, social and political situations of the Member States of the United Nations and should be consistent with the resolutions of the General Assembly. It was stated that measures designed for the protection of the natural environment in the face of accelerating urbanization should be in conformity with national development priorities. A number of representatives underlined the importance of providing adequate financial resources for the achievement of a comprehensive action on shelter, infrastructure and services. The international community particularly the financial lending institutions, should consider providing low-interest loans to the least developed countries. Several representatives urged that developing countries should make an adequate use of local building materials and manpower available to them in order to reduce the drain on their foreign exchange.

270. Regarding energy, several representatives felt that due account should be taken of new sources of energy, and that dependence on sources of energy currently known to be hazardous to the environment should be rationalized. It was also emphasized by several representatives that the use of certain sources of energy known to be hazardous to the environment, such as nuclear power and fuels, should be avoided.

271. As regards the choice of alternatives for shelter, infrastructure and services it was stated by some representatives that the choice of an alternative with a higher initial cost may be preferable in the long run when such alternative would have minimal repair and operational costs.

272. In providing services and infrastructure it was stressed that their primary health care aspects should be accorded a high priority, including recreational facilities, and that the special needs of children, the handicapped and the aged should also be fully taken into account.

### Land

273. The Committee unanimously affirmed that land was a scarce resource and that, because of its unique nature and the crucial role that it plays in human settlements, it could not be treated as an ordinary asset controlled by individuals and subject to the pressures and the initiatives of the market. The pattern of land use should be determined by the long-term interests of the community, especially since decisions on location of activities and therefore of specific land uses have a long-lasting effect on the pattern and structure of human settlements. The Committee emphasized that land is also a primary element in the natural and man-made environment and a crucial link in an often delicate balance. Public ownership of land is justified and should be exercised in the interest of the society and private land ownership should be regulated and made to conform with the economic and social development requirements of a country.

274. The Committee stressed that public authorities should possess detailed knowledge of current patterns of land use and tenure, and that appropriate legislation defining the boundaries of individual rights and interests should be adopted and implemented as appropriate. Governmental action is essential in order to evolve and implement innovative urban and rural land policies designed to improve the quality of life in human settlements.

275. In the view of some representatives, public ownership of land was only one form of implementing urban land reform and that private ownership, properly controlled, had produced positive results in certain countries.

276. Regarding the recommendation concerning the recapturing of plus value of land, it was observed by some representatives that the relevant recommendation should be strengthened and made universal by recognizing that the community should capture an equitable portion of the plus value arising from changes in land use caused by public investment and/or indeed community or multilevel government decisions.

277. It was stated by several representatives that the role of land in human settlements is crucial and unique. Racism, exploitation and the entrenchment of privilege may lead to the control of land contrary to the aspirations of the peoples, particularly when control is exercised by a colonial or alien régime. The right of peoples to exercise complete control over their own land is a necessary condition in the formulation of correct policies for human settlements.

278. The Committee decided that the consideration of some amendments introduced by a number of representatives on land resource management concerning the control of land by foreign occupation should be taken up in plenary rather than in the



Committee, as their discussion at the Committee level would extend beyond its terms of reference.

279. It was also stated that the existing right of indigenous people should be strengthened in order that they may be responsible for control of access to their lands.

280. It was stressed that any recommendation concerning patterns of land ownership should be in conformity with each country's social, economic and legal systems.

281. On the control of land-use changes, it was observed that agricultural land and associated water resources, particularly on the periphery of urban areas, are important national resources and that without public control, land could be a prey to speculation and urban encroachment. In many countries the control and use of water has a strong influence on land-use patterns.

### Public participation

282. The Committee recognized that a co-operative effort of the people and their Governments is a prerequisite for effective action on human settlements. The magnitude and intractability of the problems are too great for Governments to act alone. Public participation should be an integral part of the decision-making processes on the full range of human settlement issues. The public should be provided with opportunities for direct involvement in the decisions that affect their lives. Such participation can heighten their awareness of the complexity and interrelatedness of the problems and the urgent need for concerted action. This involvement can also be an important means of mobilizing the creative use of the public's ingenuity and skills, thus making effective use of often untapped resources.

283. The active participation of women in the planning, design and execution of all aspects of human settlements and at all levels of government should be accorded a high priority.

284. It was emphasized that the participation by youth, the handicapped and the aged in the accomplishment of human settlement objectives was essential.

285. Public participation can be facilitated by providing information in clear and meaningful terms. It can also be stimulated by providing opportunities for early and continuing involvement in the selection of alternatives.

## PART II

### Recommendation of the Committee

286. The Committee submitted texts of recommendations for national action to the Conference (for the texts of the recommendations, as amended by the Conference, see Part one, chap. II).

D. Action taken in plenary on the report of  
Committee III

287. The Conference, at its 15th meeting, considered the report of Committee III (A/CONF.70/11), which was introduced by the Rapporteur of the Committee, Dr. Abdulla S. Al Banyan (Saudi Arabia). He said that all the 31 recommendations, together with preambular paragraphs, were adopted in the Committee by consensus. During the course of the consideration of the recommendations on item 10 (d) (Land), some amendments were introduced by a number of delegations but the Committee decided that, as the consideration of these amendments would extend beyond its terms of reference, they should be taken up, as appropriately, by the interested delegations in plenary.

288. The Conference took note of part I, chapter I of the report. When it moved to consideration of part II, the representative of Iraq made a statement asking why amendments introduced by Iraq and Syria on behalf of all Arab countries to recommendation D.1 had not been circulated as an official document. The Secretary of the Conference replied that the understanding was that the delegations concerned would introduce the amendments in plenary.

289. Accordingly, it was agreed to postpone a decision on recommendation D.1 pending the circulation of the relevant amendments.

290. The Conference adopted by consensus the other recommendations made by the Committee.

291. The Conference, at its 17th meeting, considered recommendation D.1.

292. The representative of Syria, on behalf of the Arab States and Uganda, introduced an additional paragraph under recommendation D.1 (A/CONF.70/L.4), as follows:

"In all occupied territories, changes in the demographic composition, or the transfer or uprooting of the native population, and the destruction of existing human settlements in these lands and/or the establishment of new settlements for intruders, is inadmissible. The heritage and national identity must be protected. Any policies that violate these principles must be condemned." 1/

293. The representative of Syria said that the amendment was closely related to the matters before the Conference, because it dealt both with issues of human settlements and human rights. People in occupied territories were more in need of humanitarian services than others, and must not be ignored by the Conference. If the amendment were not adopted it would represent discrimination against certain populations. There was no room for impartiality on this issue.

294. The representative of Paraguay regretted that the Conference had taken a political turn. Draft amendments that were political in nature could only exacerbate existing differences, and his delegation would continue to vote against such amendments.

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1/ This text appears as para. (e) under recommendation D.1.

295. The representative of Israel said that the Conference should not deal with political issues, as was unanimously agreed in the Preparatory Committee. So far as the amendment itself was concerned, he drew attention to the actions now taking place in Lebanon by Syrian forces. He asked for a roll-call vote.

296. The representative of France said that the issues raised in the draft amendment had nothing to do with the Conference's original intentions.

297. The representative of India said that his delegation fully supported the draft amendment, which was fully within the spirit of the Conference. The differentiation made between "political" and "non-political" matters was artificial.

298. The representatives of Mauritius, Cyprus, Uganda and the Palestine Liberation Organization expressed their strong support for the amendment.

299. The voting was as follows:

In favour: Algeria, Argentina, Bahrain, Bangladesh, Botswana, Brazil, Bulgaria, Byelorussian SSR, Central African Republic, Chad, Cuba, Cyprus, Czechoslovakia, Democratic Yemen, Egypt, Fiji, Gabon, Gambia, German Democratic Republic, Greece, Guyana, Hungary, India, Indonesia, Iran, Iraq, Japan, Jordan, Kenya, Kuwait, Lesotho, Liberia, Libyan Arab Republic, Madagascar, Malaysia, Mauritania, Mauritius, Mexico, Mongolia, Morocco, Mozambique, Niger, Nigeria, Oman, Pakistan, Panama, Papua New Guinea, Poland, Qatar, Romania, Rwanda, Saudi Arabia, Senegal, Singapore, Somalia, Sudan, Syrian Arab Republic, Trinidad and Tobago, Tunisia, Turkey, Uganda, Ukrainian SSR, Union of Soviet Socialist Republics, United Arab Emirates, Venezuela, Yemen, Yugoslavia, Zaire, Zambia.

Against: Costa Rica, France, Germany (Federal Republic of), Israel, Netherlands, Paraguay, United Kingdom of Great Britain and Northern Ireland, United States of America.

Abstaining: Australia, Bahamas, Belgium, Burma, Canada, Chile, Denmark, Ecuador, Finland, Guatemala, Haiti, Honduras, Ireland, Italy, Ivory Coast, Jamaica, Monaco, New Zealand, Norway, Philippines, Portugal, Spain, Sweden, Switzerland, Thailand, Togo.

300. The amendment was accordingly adopted by 69 votes to 8, with 26 abstentions.

301. The representative of the United Kingdom said that two years had been spent in preparing good technical documents for the Conference. His delegation had voted against the amendment because it raised political issues that were not relevant to the Conference's main purposes.

302. The representatives of Sri Lanka and Mali said that had their delegations been present during the voting they would have voted in favour of the amendment.

303. The representative of Argentina said that his delegation had come to the Conference with the belief that political measures for action were its aim, and had accordingly voted for the amendment.

304. The representative of the Philippines said that his delegation's abstention was not motivated by disagreement with the basic principles set out in the amendment but with its wording, which had unnecessary political implications.

305. The representative of Tunisia said that his delegation would have greatly preferred a consensus on the amendment, even though accompanied by expressions of reservations. He appealed for a return to this procedure.

306. The representative of Canada said that extraneous issues should not be introduced into the Conference. The subject of the amendment would be one of the most important elements in any peace settlement in the Middle East and was clearly out of bounds for this Conference.

307. The representative of Paraguay said that his delegation considered that the Conference was making a great mistake, and the amendment was completely alien to the purpose of the Conference.

308. The representative of Venezuela said that his delegation had voted for the amendment as a matter of principle and fully agreed with the position taken by the delegation of Argentina.

309. The representative of Zambia said that those delegations that had supported this important amendment had no need to apologize for their action.

310. The representative of Panama introduced an additional paragraph to recommendation D.1 (A/Conf/70/L.5) as follows:

"Land is a natural resource fundamental to the economic, social and political development of peoples, and therefore Governments must maintain full jurisdiction and exercise complete sovereignty over such land with a view to freely planning development of human settlements throughout the whole of the national territory. This resource must not be the subject of restrictions imposed by foreign nations which enjoy the benefits while preventing its rational use." 2/

311. The representative of Panama said that the amendment referred to land resource management for which full sovereign rights were essential. Foreign nations could not impose restrictions that prevented proper land management by sovereign nations. His delegation fully supported all nations that demanded their rights over their own territory.

312. The representative of Venezuela said that his delegation, in line with his country's stand against colonialism and neo-colonialism, especially in Latin America, fully supported the amendment. He recalled that the President of Venezuela had said that the problem of the Panama Canal was a matter for the whole of Latin America, and, indeed, the entire world. He hoped that the amendment would be adopted by consensus.

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2/ This text appears as para. (d) under recommendation D.1.

313. The representative of the United States of America proposed that the amendment be adopted by consensus.

314. The representative of the United Arab Emirates, speaking on behalf of the Arab States, expressed their full support for the amendment.

315. The representative of Somalia said that the Conference was undoubtedly political in nature and dealt with important economic, social, and political questions. The plight of the Palestinian people and the peoples of southern Africa and in one area in eastern Africa required attention to basic questions of land and human rights. The people of the Somali coast still under the colonial rule of France had been deprived of those rights, and their territory resembled a concentration camp. People had been forcibly uprooted from their land, and had neither sovereign rights over it nor the right to plan its use.

316. The amendment was adopted by consensus.

317. The representative of Belgium expressed the reservation of his delegation on the matter of national sovereignty being "absolute". It should be conditioned by the interest of the international community as a whole.

318. Recommendation D.1, as amended, was adopted.

## Chapter XV

### CREDENTIALS OF REPRESENTATIVES TO THE CONFERENCE

#### A. Report of the Credentials Committee

319. At its 2nd meeting, held on 31 May 1976, the Conference, in accordance with rule 4 of its rules of procedure, appointed a Credentials Committee composed of the following States: Belgium, Costa Rica, Libyan Arab Republic, Mali, Mongolia, Pakistan, Union of Soviet Socialist Republics, United States of America and Venezuela.

320. The Credentials Committee held two meetings, on 4 and 8 June 1976. At the 1st meeting, Mr. Léon Ronse (Belgium) was unanimously elected Chairman.

321. The Committee noted from memoranda submitted to it by the Secretary-General of the Conference that as at 8 June 1976:

(a) Credentials issued by Heads of State or Government or Ministers for Foreign Affairs had been submitted, as provided for in rule 3 of the rules of procedure of the Conference, by 114 States participating in the Conference;

(b) Credentials of the representatives of 10 States were communicated to the Secretary-General of the Conference in the form of cables from their respective Heads of State or Government or Ministers for Foreign Affairs;

(c) The representatives of five States were designated in letters or notes verbales from their respective permanent representatives or permanent missions in New York, or from their embassies in Ottawa; and

(d) The representatives of two States were designated by still other government authorities different from those specified in rule 3 of the rules of procedure.

322. On the proposal of the Chairman, the Committee agreed that, as an exceptional measure, in view of the short duration of the Conference and taking into account rule 5 of the rules of procedure of the Conference, the communications referred to in subparagraphs (b), (c) and (d) of paragraph 321 above should be accepted provisionally, pending the receipt of the formal credentials of the representatives concerned. The Committee noted that in most instances assurances had been given that proper credentials would be transmitted as soon as possible. Furthermore, the Committee requested that the Secretariat remind the Governments concerned to submit such credentials if these had not been received within one week after the Conference.

323. The representative of the Libyan Arab Republic reserved the position of his delegation with regard to the credentials submitted by the delegation of Israel and requested that his delegation's views be communicated to the Conference in the Committee's report (see the annex below). The representative of Pakistan associated himself with the views expressed by the representative of the Libyan Arab Republic. The representative of the Union of Soviet Socialist Republics indicated that the views of his delegation on this point were well known.

324. Upon the proposal of the Chairman, the Committee thereupon decided to submit this report for the approval of the Conference.

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4 June 1976

STATEMENT BY MR. IBRAHIM DHARAT, REPRESENTATIVE OF THE  
LIBYAN ARAB REPUBLIC

Allow me to make the following statement regarding the credentials of the delegation of Israel to the United Nations Conference on Human Settlements.

International organizations and conferences have been dealing with the question of Palestine, and in particular with the question of uprooting the Palestinians from their homeland and replacing them by foreign elements, for more than 20 years.

Owing to lack of time, however, and without entering into a detailed discussion of the roots of the historical developments that accompanied the tragedy whereby the Palestinian people were denied their country, I would like to mention that the United Nations, which has no legal right to partition any State, adopted at its second session in 1948, resolution 181 (II), partitioning Palestine. This marked the beginning of a series of arbitrary actions, taken by the Zionist authorities against the Palestinian people who represented the majority of the population, and led to the expulsion of the Palestinians from their national homeland - so that they became refugees without hope, in preparation for the establishment of a racial régime alien to the region and to the land and based on aggression, usurpation and terror.

The international community has since sought to correct this grave mistake by adopting numerous resolutions condemning the inhuman acts of the Zionists and their violation of the most basic norms of human rights and international instruments. However, the Zionist policies were, and still are, based on disregard for the continuous calls by the international community, reiterating the right of the Palestinian people to self-determination and their inalienable right to return to their homes and property in Palestine. All this notwithstanding, the racial régime in Palestine still persists in its total disregard of the unanimous will of the nations of the world - its arrogance reaching the point that it continues to pursue its aggressive expansionist ambitions not only in Palestine, but even in the territories of independent Arab States participating in this Conference.

On the basis of the foregoing, the credentials of the Israeli delegation to this Conference should not be accepted, because it represents a régime that is morally and legally unqualified to participate in the work of this Conference. Accordingly, the delegation of the Libyan Arab Republic would like to place on record its non-recognition of the credentials of the Israeli delegation to the United Nations Conference on Human Settlements and to express its strong reservations concerning their acceptance.

My delegation requests that the report of this Committee to be submitted to the plenary should contain, in extenso, the text of the reservation it has expressed.

B. Action taken in plenary

325. At its 17th meeting, the Conference adopted the report of the Credentials Committee.

326. The representative of the United Arab Emirates, speaking on behalf of the Arab Group, said that the partition of Palestine had given birth to a racist entity established against the will of the Palestinian people. In the name of all the Arab countries he rejected the credentials of Israel, on the ground that it had no legal or ethical right to be present at the Conference.

327. The representative of Israel said that his country had been a nation and a State long before many others present at the Conference. He challenged those who criticized Israel's democratic system to compare their own societies with that of his country.



## Chapter XVI

### UNITED NATIONS WATER CONFERENCE

328. At its 18th meeting the Conference considered a draft resolution proposed by the representative of Argentina relating to the United Nations Water Conference (A/CONF.70/L.2).<sup>1/</sup> In introducing it, the representative of Argentina said that water was a crucial resource, especially for developing nations, and that the United Nations Water Conference, to be held in Argentina in March 1977, would be concerned with national and international action to deal with this vital subject. He proposed three amendments to the draft resolution: in the fourth preambular paragraph after the word "establishment", to insert the words "by all nations"; and in operative paragraphs 3 and 4 to replace the words "General Assembly" by the words "Economic and Social Council". He asked the Conference to approve the draft resolution, as amended, by consensus.

329. The representatives of the United States of America, Afghanistan, Brazil, Canada, Tunisia, and Portugal spoke in support of the draft resolutions.

330. The draft resolution, as amended, was adopted by consensus.

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<sup>1/</sup> For the final text of the resolution, see part one, chap. IV.

## Chapter XVII

### ADOPTION OF THE REPORT OF THE CONFERENCE

331. The Conference, at its 17th meeting, considered part two and the first four chapters of part three of the draft report of the Conference (A/CONF.70/L.1 and Add.1), presented by the Rapporteur-General, Mr. Adolf Ciborowski (Poland).

332. Part two was adopted without amendment.

333. In regard to the draft of the fourth chapter of part three (Summary of the general debate), the representative of Somalia pointed out that in paragraph 2 reference to the message from the Head of State of his country had been omitted. The Rapporteur-General said that the reference would be included in the final report.

334. The Rapporteur-General informed the Conference that he had received some minor drafting amendments from delegations which he had accepted. He drew attention to the fact that in paragraph 16 of the draft the word "planning" should be "primary".

335. In paragraph 21, the representative of the Palestine Liberation Organization proposed that the words "and Palestine" be added after "Namibia". The amendment was adopted.

336. The Rapporteur-General then informed the Conference that, after discussions, he wished to withdraw paragraph 24 and insert the following new paragraph:

"24. The head of the Cyprus delegation stressed the settlement problems that, he said, arose from the Turkish invasion and occupation of Cyprus and the expulsion of one third of the population from their homes, and the consequential great human suffering. The Turkish delegate, referring to the sufferings of Turkish Cypriots for the past twelve years, and what he described as the unconstitutional acts by Greek Cypriots, said that he rejected these unfounded allegations and that the Cyprus problem can only be settled through intercommunal talks."

337. The new paragraph was adopted. The first four chapters of part three, as amended, were adopted.

338. At its 18th plenary meeting, the Rapporteur-General introduced document A/CONF.70/L.1/Add.2, being the draft report of part of the proceedings in plenary on the report of Committee II. In introducing it, he explained to the Conference that it would not be possible to submit the portion of the draft report on the proceedings in plenary at the 17th and 18th meetings, and asked that the Conference follow the practice adopted in previous similar conferences of adopting the draft report and entrusting him and the Secretariat with preparing the final document.

339. It was so decided.

340. The draft contained in document A/CONF.70/L.1/Add.2 was adopted.

341. The draft report, as amended, was adopted.

342. The Rapporteur-General expressed his thanks to delegations for their co-operation in the preparation of the draft report and to the Secretariat. The President of the Conference expressed his appreciation, and that of the Conference, to the Rapporteur-General.

## Chapter XVIII

### CLOSING CEREMONIES

343. The Conference adopted, by acclamation, a resolution expressing its gratitude to the host country and the City of Vancouver for their hospitality and most generous assistance. (For the text, see part one, chap. IV.)

344. The Secretary-General of the Conference said that the Conference had unanimously approved a series of recommendations for national action that were revolutionary in scope and which could set in motion dramatic changes in the organization of all our national societies. It had also unanimously approved recommendations for international action which, if accepted by the General Assembly, will provide a new and valuable framework for global development and co-operation. Finally, it had adopted a Declaration of Principles which would serve not only as an inspiration but also as a yardstick for measuring the health of each society and the conditions of man's life everywhere. The Conference, and its preparatory process, had created a new awareness of the issues of human settlements. Its full success could only be measured by the policies, plans and programmes which would be implemented in the future, and those lay now with national Governments.

345. The President of the Conference, in his concluding remarks, said that the Habitat Conference was the middle phase of a three-stage process. During the preparatory process enormous progress had been made in the understanding of human settlements issues throughout the world. The Conference had improved on this work, adopting important recommendations for national action. Governments had, singly and together, committed themselves to improving the quality of life. The third phase would continue for years ahead and would be the real test of the achievements of the Conference.

## ANNEX

### HABITAT FORUM

1. Simultaneously with the United Nations Conference a non-governmental Forum was held at Jericho Beach, Vancouver. This former air force base was converted into a conference and exhibition site; five large aeroplane hangars were transformed into meeting rooms, theatres, exhibition halls and restaurants with a maximum use of recycled wood. The skill and imagination of this conversion, and the dedicated work involved in it, were commented on widely by participants, speakers and visitors.
2. More than 5,000 participants from 90 countries took part in plenary sessions, workshops, film and slide shows. They had a choice among over 700 programme items. Among the principal topics of discussion were: self-help and low-cost housing, land policy, participation, appropriate technology, nuclear energy and rural development. The subjects were introduced by prominent speakers from different parts of the world. As an outcome of the discussions several groups decided to continue their contacts and to establish international networks for the exchange of information.
3. Several statements by representatives of non-governmental organizations emanated from this Forum. In five prolonged sessions one sizable group of Forum participants decided on two statements (one at the beginning and one at the end of Habitat) to be transmitted to the Conference. Both statements placed emphasis on the causes and origins of the existing human settlement problems and advocated a global and integrated approach towards their solution. They drew attention to the fact that "the world's resources are limited and need care and maintenance; they have to be distributed more equally among and within nations".
4. Among the matters about which the statements expressed an opinion were: participation - which was considered as an instrument for creating awareness about existing structures; education - which should prepare people to play an active part in solving settlement problems; land - which should be used in the interest of the community; water - although the aim of clear water for all was supported, attention was drawn to the agrarian and structural reforms needed to obtain this goal; energy - concern was expressed about the use of nuclear technologies, both for power and weapons, and a moratorium on the construction of nuclear power plants was called for. The need for intensive co-operation between the new United Nations Habitat agency and non-governmental organizations and voluntary groups was also stressed. Another statement signed primarily by representatives of North American non-governmental organizations was at variance on some of these issues and called for a strong United Nations structure to harmonize international programmes.
5. Another group of participants, which included eminent scientists, called the Vancouver Symposium, produced a declaration which called for a focus on water as the prime human need and recommended to the Conference a target date of 1990 for clean water for all humanity.
6. Although the relationship between the Forum and the governmental Conference was an informal one, the Forum activities were not without influence on the

Conference decisions. Interaction between the two meetings was promoted by daily briefings on the Conference proceedings, almost permanent direct television transmissions in both directions, the publication of a daily newspaper "Jericho", which reported on the Conference as the Forum, and the establishment near the Conference location of a Forum lobbying centre.

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