



**COMMITTEE ON  
HOUSING, BUILDING AND PLANNING  
REPORT OF THE SEVENTH SESSION**

**(18 - 29 October 1971)**

**ECONOMIC AND SOCIAL COUNCIL  
OFFICIAL RECORDS: FIFTY-SECOND SESSION**

**SUPPLEMENT No. 4**

**UNITED NATIONS**



**COMMITTEE ON  
HOUSING, BUILDING AND PLANNING  
REPORT OF THE SEVENTH SESSION**

**(18 - 29 October 1971)**

**ECONOMIC AND SOCIAL COUNCIL  
OFFICIAL RECORDS: FIFTY-SECOND SESSION**

**SUPPLEMENT No. 4**

**UNITED NATIONS  
New York, 1972**

**NOTE**

**Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.**

**E/5086  
E/C.6/126**

## CONTENTS

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
I. ORGANIZATION OF THE SESSION . . . . .	1 - 10	1
II. HOUSING, BUILDING AND PLANNING IN THE SECOND UNITED NATIONS DEVELOPMENT DECADE: PROBLEMS AND PRIORITIES IN HUMAN SETTLEMENT . . . . .	11 - 43	3
III. TECHNICAL CO-OPERATION IN HOUSING, BUILDING AND PLANNING . . . . .	44 - 53	11
IV. PROBLEMS OF THE HUMAN ENVIRONMENT . . . . .	54 - 79	13
Proposal for an international housing programme: scope, objectives, implementation . . . . .	65 - 79	14
V. STUDY PROJECTS FOR DETAILED DISCUSSION . . . . .	80 - 198	18
A. Social aspects of urban development and housing .	80 - 99	18
B. Rehabilitation of transitional urban settlements	100 - 130	21
C. Improvement of rural settlements . . . . .	131 - 142	27
D. Urban land policies and land-use control measures	143 - 155	29
E. Finance for housing and community facilities . .	156 - 176	32
F. Industrialization of building . . . . .	177 - 185	36
G. Economics of urban development . . . . .	186 - 198	38
VI. STUDY PROJECTS FOR GENERAL DISCUSSION . . . . .	199 - 218	42
A. Methods and techniques of comprehensive physical development and the protection of the physical environment . . . . .	200 - 204	42
B. Standards for town planning and construction in disaster-prone areas . . . . .	205 - 207	43
C. Guiding principles for the design of low-cost housing and community facilities . . . . .	208 - 210	44
D. Measures for the improvement of the building industry as a tool for developing human settlements	211	44
E. Improvement and development of building technologies based on locally available materials	212	45

CONTENTS (continued)

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
F. Policies, programming and administration in housing development . . . . .	213 - 215	45
G. Research and training programme in regional development. . . . .	216 - 218	46
VII. SPECIAL CAMPAIGNS AND PROJECTS . . . . .	219 - 246	47
A. Campaign to focus world attention on housing . . . . .	219 - 227	47
B. World housing survey . . . . .	228 - 232	48
C. Establishment of a United Nations international institute for documentation on housing, building and planning . . . . .	233 - 239	49
D. Training of skilled manpower in the field of housing, building and planning . . . . .	240 - 246	50
VIII. CO-ORDINATION AND CO-OPERATION IN THE FIELD OF HOUSING, BUILDING AND PLANNING INCLUDING REPORTS FROM THE REGIONAL ECONOMIC COMMISSIONS, THE UNITED NATIONS ECONOMIC AND SOCIAL OFFICE IN BEIRUT AND THE SPECIALIZED AGENCIES . . . . .	247 - 251	53
IX. CONSIDERATION BY OTHER UNITED NATIONS BODIES OF THE REPORT OF THE COMMITTEE ON HOUSING, BUILDING AND PLANNING AT ITS SIXTH SESSION . . . . .	252 - 255	54
X. WORK PROGRAMME OF THE COMMITTEE . . . . .	256 - 269	55
XI. ADOPTION OF THE REPORT OF THE COMMITTEE . . . . .	270	64
XII. DRAFT RESOLUTIONS RECOMMENDED FOR ADOPTION BY THE ECONOMIC AND SOCIAL COUNCIL . . . . .		65
XIII. RESOLUTION TO BE DRAWN TO THE ATTENTION OF THE ECONOMIC AND SOCIAL COUNCIL . . . . .		69
ANNEXES		
I. Agenda . . . . .		71
II. List of documents . . . . .		73

## I. ORGANIZATION OF THE SESSION

### Duration of the session

1. The seventh session of the Committee on Housing, Building and Planning was held at the United Nations Office at Geneva from 18 to 29 October 1971. The Committee held 19 plenary meetings.

### Membership and attendance

2. The following countries members of the Committee were represented: Australia, Brazil, Bulgaria, Colombia, Egypt, Finland, France, Guatemala, Hungary, Italy, Japan, Lebanon, Libyan Arab Republic, Malaysia, Netherlands, Pakistan, Panama, Tunisia, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America and Zaire.

3. The following States sent observers to the session: India, Ireland, Philippines and Trinidad and Tobago.

4. The Economic Commission for Europe (ECE), the Economic Commission for Asia and the Far East (ECAFE), the Economic Commission for Africa (ECA) and the United Nations Economic and Social Office in Beirut (UNESOB) were represented at the meetings.

5. The following specialized agencies were represented: International Labour Organisation (ILO), Food and Agriculture Organization of the United Nations (FAO), World Health Organization (WHO), International Bank for Reconstruction and Development (IBRD).

6. The following non-governmental organizations were represented:

Category I: International Confederation of Free Trade Unions.

Category II: Catholic International Union for Social Service, Friends World Committee for Consultation, International Conference of Catholic Charities, International Council on Social Welfare, International Federation of Settlements and Neighbourhood Centres, International Savings Banks Institute, International Union of Building Societies and Savings Associations, Pax Romana, St. Joan's International Alliance, World Union of Catholic Women's Organizations, World Young Women's Christian Association.

Roster: International Senior Citizens Association, Inc.

7. The Commonwealth Housing Corporation was also represented.

### Election of officers

8. At its 103rd meeting, on 18 October 1971, the Committee elected the following officers:

<u>Chairman:</u>	Mr. Masahiko Honjo (Japan)
<u>First Vice-Chairman:</u>	Mr. Willem Dam (Netherlands)
<u>Second Vice-Chairman:</u>	Mr. Panteley Grekov (Bulgaria)
<u>Rapporteur:</u>	Mr. James Nimmo (Australia)

### Agenda

9. At the same meeting the Committee adopted its agenda, which is reproduced in annex I.

10. At the same meeting, in conformity with Economic and Social Council resolution 1379 (XLV), the Committee decided to dispense with summary records of all meetings except those dealing with items 4, 6 (section I) and 8, which were considered particularly important. It was understood that important minority views would be recorded in the report on the session.

II. HOUSING, BUILDING AND PLANNING IN THE SECOND UNITED  
NATIONS DEVELOPMENT DECADE: PROBLEMS AND PRIORITIES  
IN HUMAN SETTLEMENTS

11. The Executive Secretary of the Economic Commission for Europe spoke at the opening meeting of the Committee. He emphasized the enormity of the problems in the field of human settlements and stated that no country, not even the developed countries of the ECE region, had so far been able to provide enough housing, located in the right places and of satisfactory quality. In developing countries, the present per capita housing production hardly reached one third of the rates in the ECE region. Housing conditions were deteriorating and, if the population of the world increased as estimated by 23 per cent by the end of the decade, those conditions would deteriorate further. The drift of population from rural to urban areas further complicated the problem. To accommodate the increased urban population, the equivalent of 67 new cities of 1 million inhabitants each would need to be built every year.

12. Vigorous and determined action was required, in particular on the national, subregional and regional levels, in order to mobilize and organize the resources required to solve the problems with which the Committee was dealing at this session. Yet resources were not entirely lacking, for one of the worst problems in the developing world was that of unemployment and underemployment; consequently, the problem was not a lack of manpower, but rather a lack of organizational skill and of policy measures to channel those labour resources towards the construction of infrastructure and housing. Moreover, the bulk of the raw materials required for construction was available in most countries, and one of the main characteristics of the construction industry was in fact that in all countries it relied primarily on local raw materials; the problem lay in applying existing scientific knowledge regarding the most economic use of various local resources for the production of building materials and components. There was also, the Executive Secretary stated, considerable scope for bilateral and multilateral co-operation, particularly on the subregional level, to ensure an adequate basis for the rational production of certain building materials and equipment which could not be produced locally.

13. Governments should be encouraged to make a realistic assessment of probable future population and urbanization developments, and to set up suitable administrative institutions able to prepare comprehensive plans for urban development. At present, housing, building and planning was only too often dealt with in a piecemeal manner, despite the key importance of this sector for social and economic development. Moreover, many countries still lacked the housing policy instruments required to bring about systematic improvements in this vital sphere of social welfare.

14. One of the primary functions of the Committee, in the view of the Executive Secretary, was to draw up realistic plans for action within its field of competence with a view to ensuring that the goals set for the Second United Nations Development Decade be reached or - if possible - surpassed.



15. He thought that the United Nations Conference on the Human Environment, to be held at Stockholm in June 1972, would serve as a strong stimulus to the Committee's activities, since one of the six major items on the proposed Conference agenda was "The planning and management of human settlements for environmental quality" and since the Centre for Housing, Building and Planning also carried the main responsibility for the preparatory work on that agenda item for the Conference.

16. The Director of the Centre for Housing, Building and Planning drew the Committee's attention to a note by the Secretary-General (E/C.6/109), introducing the report on problems and priorities in human settlements (A/8037) 1/ prepared for the twenty-fifth session of the General Assembly. The note suggested that the Committee would find the report particularly useful because:

(a) Its analyses and recommendations would act as a frame of reference for the specialized papers which were before the Committee under different agenda items; also, it could contribute a unity of approach to any new proposals by the Committee at its current session;

(b) A study of the document was a prerequisite for action on paragraph 4 of General Assembly resolution 2718 (XXV), inviting the Committee "to consider additional innovative approaches for the improvement of housing and human settlements", because the General Assembly had adopted that resolution after a discussion of document A/8037; and

(c) The document should help the Committee to implement the relevant measures proposed in the International Development Strategy for the Second United Nations Development Decade (see resolution 2626 (XXV), paragraphs 18, 71 and 72).

17. In his introductory statement, the Director of the Centre pointed out that adoption by the General Assembly of the International Development Strategy made it necessary for the Committee to review its objectives and methods and to devise a programme best suited to achieving the goals of the Second United Nations Development Decade. Before charting a course for the next decade, the Committee might find it useful to consider first how well the United Nations had done in the past decade as far as housing, building and planning was concerned, and where it had failed; second, what the current situation was, and third, what the prospects were for the future.

18. Concerning the accomplishments of the past decade, it was noted that the United Nations had created the necessary legislative, executive and legal instruments for developing and implementing world-wide programmes in that field. Before the creation of the Committee on Housing, Building and Planning as a technical body of the United Nations and as a primary legislative instrument in its field, there had been no way to bridge the gap between the professionals and the political centres of power in the United Nations system. On the whole, the Committee had succeeded in its mandate. It had studied problems and crystallized them; it had initiated programmes and established priorities within them; and it had proposed resolutions that were adopted by the Economic and Social Council and the General Assembly.

---

1/ Document pertaining to agenda item 48 of the twenty-fifth session of the General Assembly, issued separately (offset).

19. Those resolutions were the legal instruments, and were sufficiently comprehensive, detailed and significant to guide all countries toward a successful solution of their housing and urbanization problems. Yet the plethora of resolutions was also, in a way, a weakness. In light of severely limited resources, they could create the impression that the United Nations had overreached itself.

20. The executive instrument, it was pointed out, was the Centre for Housing, Building and Planning, created about the middle of the past decade, and already almost doubled in strength, but still grossly inadequate to meet the challenges before it. General Assembly resolution 2718 (XXV) had recommended strengthening the Centre, as had other bodies such as the Committee for Programme and Co-ordination. To act on a global scale, in collaboration with the regional economic commissions and UNESOB, even if only in the restricted role of a catalyst, the Centre needed more resources. In this connexion, thanks were due to those Governments which had offered to assist directly by secondment of their staff to the Centre, a procedure which would go a long way to help circumvent the present financial difficulties of the Organization.

21. An obvious gain made during the decade was the growth in expenditure on United Nations technical assistance in housing, building and planning from \$1,352,700 in 1963 to \$3,861,000 in 1970, an average annual increase of 16 per cent. But another most effective contribution had been the growth in the number of technical assistance missions sent to developing countries. Even so, this represented only 2 per cent of the total accounted international assistance in this sector, while bilateral assistance accounted for over 65 per cent.

22. Aside from direct assistance, the Committee noted that the most important achievement of the United Nations in the technical assistance field had been the promotion of a general awareness of the interrelationships between housing, building and planning on the one hand, and economic and social development on the other. As a result of persistent hammering of the theme of integrating national development, programming was gradually moving from an ad hoc project basis to a more scientific one. While the full objective had not yet been attained, many developing countries had seen the deficiencies of decisions motivated by short-term benefits. The new decade needed scientific criteria for developing policies and programmes more than ever before. Another gain during the decade was the emphasis placed on the importance of adequate administrative machinery, effective legislation and trained personnel in economic and social development. The United Nations had assisted many Governments in organizing housing ministries, drafting legislation and establishing training and research institutions.

23. The Director also commented that the growing interest in rural housing reflected a new emphasis on integrating the social and economic sectors of development, increasing concern with the quality of life, a growing faith in regional development and, finally, a clearer comprehension of the "push" from rural areas as a factor in the urbanization process.

24. Financing of housing had also shown gains through the organization of financing institutions, new housing banks, savings and credit institutions and co-operatives specializing in providing housing finance. Low-cost housing schemes were increasing in number. Unfortunately, however, they tended to serve the upper levels of low-income groups: the lowest-income families had made few gains.

25. The Centre had been actively engaged in promoting research in building and building materials, and several research institutes had been established and training facilities provided for that purpose. Many technical studies on the building industry had been completed, and pilot demonstration projects in the field had propagated technical knowledge. Thanks to United Nations efforts a dialogue had been initiated between the economic planners on the one hand and the physical and environmental planners on the other, enabling economists to see the physical and social implications of their decisions, and the physical and social planners to realize the economic consequences of their proposals, thus leading to an integrated inter-disciplinary approach.

26. In his remarks the Director of the Centre reported that, despite the gains made during the past decade, the developing countries in particular had failed to achieve a satisfactory rate increase in the number of dwellings built. He recalled that the goal set for the First United Nations Development Decade had been the construction of 10 dwelling units annually per 1,000 persons. Unfortunately, the majority of developing countries had built annually only two or three units per 1,000 persons.

27. The Committee agreed that, during recent years, the scale of improvement in the housing situation of many developing countries had been disappointing. Indeed in many cities the over-all housing situation had deteriorated owing to the inflow of squatters. Apart from that factor, the inability of a number of Governments to prepare comprehensive urban development programmes based on consistent economic and social policies, difficulties experienced in setting up an efficient domestic building industry with a sufficient supply of necessary skills, quite apart from the introduction of industrialized production of components, insufficient opportunities to train building workers and the allocation of less than adequate financial resources to home building under national development plans had each in part contributed towards the failure to produce many of the dwellings needed. The low level of incomes in the developing countries and the inability to save - or the absence of institutions to attract savings - for home ownership had also contributed to the disappointing results. One of the basic reasons for lack of substantial achievement in that field seemed to be that the very magnitude of the cost of improving human settlements paralysed the will to act. In no other sector of national life, except for health and education, did investment have so wide and so profound an effect on economic and social development and on the quality of life in general as in the housing sector. The Committee stressed that efforts should be made at national and international levels to overcome these problems, and that such action was urgent.

28. It was emphasized that the world's population was likely to double by the end of the century to nearly 7,000 million people, half of whom would be urban dwellers - a three-fold increase in urban population from 1970. Crisis conditions already existed in many cities. In some developing areas more than 30 per cent of the big-city populations lived in slums and uncontrolled settlements where the annual population growth rate might rise to as high as 20 per cent. In order to accommodate that growth it had been estimated that more than 45 million new dwellings would be needed every year till the end of the century.

29. Housing problems were compounded by questions of social inequality, which lent urgency to the problems. Also, questions of status and social values, which impelled some people to prefer less suitable imported designs and materials to traditional ones, made the solution of housing problems so much harder.

30. It was felt that the Centre for Housing, Building and Planning had to exercise leadership in creating a proper understanding of the role of the housing, building and planning sector in those circles which made policies and controlled funds. Even in the United Nations, housing, building and planning accounted for only 2.6 per cent of total United Nations expenditure on economic and social activities. The corresponding expenditure for economic development was 7.9 per cent, for natural resources 5.1 per cent, and for social development 5.1. While the share of total United Nations expenditure devoted to economic and social activities had increased during the past five years, the share devoted to the housing, building and planning sector remained static. It was suggested that, aside from budgetary and administrative problems, the Committee's work programme must respond to three demands, namely:

(a) The Committee must consider "additional innovative approaches" for the improvement of housing and human settlements as requested under General Assembly resolution 2718 (XXV);

(b) There was a long list of action proposals before the Conference on the Human Environment on the question of planning and management of human settlements for environmental quality which could shape the future of the Committee's work programme; and

(c) Paragraphs 71 and 72 of the International Development Strategy for the Second United Nations Development Decade (General Assembly resolution 2626 (XXV)) deserved the Committee's fullest attention.

31. The Committee expressed its appreciation of the comprehensive and precise presentation of the problems and identification of areas for action at different levels - national and international - contained in the report of the Secretary-General on problems and priorities in human settlements (A/8037). It shared the view expressed in that document that housing problems should not be viewed solely in the narrow housing context, and agreed that they should be examined and dealt with in a broad setting of comprehensive urban and regional planning, and that social as well as economic considerations should be taken into account in preparing physical programmes for development. The Committee felt that there was a need to promote the establishment of institutions to prepare such plans and that, in that field, the Centre could play a crucial role. Before the end of the century, countries could face severe environmental damage from activities in the cities, and the Committee recommended that national governments should face up to the problems likely to arise. With the present compulsive growth of cities and the increasing degree and pace of pollution, the man-made environment could deteriorate quickly. It would seem that future development should be planned not only in terms of GNP and per capita income, but also in terms of the quality of the environment.

32. The Committee expressed the view that the strategy devised by the United Nations for its Second Development Decade, as reflected in the resolutions of the General Assembly and in the Centre's own approach, especially in recommending comprehensive urban planning, was amply confirmed by current experience in several countries. When feasible, the growth of settlements should be controlled in a planned fashion to reduce the rate of growth of the larger cities and to increase the rate of growth of smaller cities. While a certain degree of concentration of population in large areas was inevitable, smaller cities serving

as service centres to rural areas had a major role to play and might ultimately serve as alternate growth poles. The Committee's attention was drawn to the success achieved in some countries in reducing the effects of pollution by segregating pedestrian movement from motor traffic.

33. It also recognized that the housing targets set for developing countries during the First Development Decade had been based, perhaps inappropriately, on needs, without taking into account the extremely complex conditions prevailing in those countries. In the Second Development Decade no miracle could be expected, but efforts should be made systematically to harness all building resources to produce the maximum possible number of dwellings. However, goals set for the Development Decade should not go to the other extreme and be made so low that they did not provide appropriate motivation for national housing programmes.

34. Developing countries were faced with a tremendous task in the Second Development Decade. If they were to be assisted in their endeavours to help themselves, additional resources must be made available. The Committee noted the dilemma facing the United Nations: on the one hand progress would be restricted unless there were a substantial additional allocation of funds: on the other hand, the United Nations had no additional funds. Ways must be sought to resolve this dilemma, it was felt.

35. While endorsing the main contents of the comprehensive report in document A/8037, the Committee appreciated the need for flexibility in settling the order of priorities. They should be determined in the light of a country's own experience and needs. The Committee expressed the view that some sections of the report should be clarified and sharpened to make sure that the message of the document could be fully grasped, especially by experts in the field. In particular the ideas contained in paragraphs 50 to 53 should be drafted in simpler terms so that the message could be understood by those working in countries that did not have sophisticated planning institutions, and because regional planning meant different things to different people. The attention of the Committee was also drawn to certain errors in respect of construction costs in table 8 (pages 67 and 68), which led to some incorrect conclusions in paragraphs 155 to 159 of the document.

36. It was noted that the considerable dissemination of information through seminars and publications during the past decade had unfortunately not always reached the level of the working staff of many Governments, especially in the developing countries. The Committee had felt that lack when it requested a regular publication, partly to keep itself abreast of developments between sessions, and partly to bring to the attention of Member States the important information available to the Centre. Publication of Human Settlements had commenced in 1971, and judging by the response and the growing circulation of the periodical, it was rapidly becoming an important channel for dissemination of technical information and experience.

37. The Committee heard with interest of Brazil's success in following the broad guidelines for action at the national level suggested in document A/8037. The establishment of financial institutions had resulted in the mobilization of domestic savings in the last four years, sufficient to meet the cost of constructing 300,000 dwelling units a year and providing public utility services. Through that programme reductions of 43 per cent in rents and 45 per cent in construction costs had been achieved. The increase in expenditure

by the construction industry was 15 per cent of the increase in GNP in 1970. Adopting a strategy of intensive labour techniques, the programmes generated huge opportunities for employment through construction. It was expected that 80 per cent of the urban population would be provided with water supply and sewerage in the coming years.

38. The Committee felt that the nature and magnitude of the problems in the field of housing, building and planning had clearly emerged in General Assembly resolution 2718 (XXV), a comprehensive resolution which spelt out the total philosophy of the aims and objectives to be achieved. The tasks facing the developing countries in that field were gigantic, and could by no means be solved by international action alone. They were certainly beyond the resources of the United Nations. Given the existing constraints, what was important was to identify the areas in which the limited assistance available could help most, and to concentrate that assistance in fields where the United Nations "must act" instead of where it "could act". The following were identified as matters for urgent action:

(a) to encourage and assist countries to base their plans for physical development on social as well as economic considerations;

(b) to encourage and assist countries to adopt the legislative framework necessary to enable them to provide land tenure to permit the urban poor to build improvised shelters on their own land and with their own efforts;

(c) to encourage Governments to provide the essential urban infrastructure in terms of public utilities in parts of cities occupied by immigrants and other very low income families;

(d) to help Governments to develop their own indigenous institutions and local skills.

39. The Committee recognized the urgent need for creating an awareness of the magnitude and critical nature of the problems confronting many towns and cities, particularly at the policy-making level. It recommended that efforts should be made to have the ministers of economic planning and finance represented at any meeting of ministers in charge of housing and urban development that might be convened. Such meetings should be encouraged.

40. The Director drew the attention of the Committee to operative paragraph 4 of General Assembly resolution 2718 (XXV), calling for innovative approaches to problems relating to human settlements. The Committee felt that the numerous existing approaches to solving those problems should produce effective results, but the main difficulty arose in the implementation of policies and programmes developed after years of experience. What was most important was to identify the root causes of the difficulties experienced in implementing policies and programmes based on well-tried approaches and to try to remove the causes.

41. The representative of the International Confederation of Free Trade Unions said that his organization strongly supported the suggestion of the Centre that urban and rural development and housing in particular should make a major contribution to the national development of most developing countries. That was very important in countries with high rates of unemployment and underemployment.

Therefore, the International Confederation, as it had frequently pointed out to the Committee, thought that the implementation of housing-training-employment programmes would not only contribute to the urgently needed improvement of the housing situation but also to the training of unskilled manpower.

42. At the 119th meeting, on 28 October, the representative of Tunisia introduced a draft resolution entitled "Development planning advisory services" sponsored by the Netherlands and Tunisia. At the same meeting the Committee adopted the draft resolution as amended. The representative of the United States wished it to be noted that his delegation abstained on the resolution.

43. The text of the resolution, as adopted by the Committee, read as follows:

#### DEVELOPMENT PLANNING ADVISORY SERVICES

##### The Committee on Housing, Building and Planning

Recommends that the Economic and Social Council adopt the following draft resolution:

/For the text, see chapter XII, draft resolution I/

### III. TECHNICAL CO-OPERATION IN HOUSING, BUILDING AND PLANNING

44. The Committee reviewed the programme of technical assistance, both multilateral and bilateral, in housing, building and planning as set out in documents E/C.6/110 and E/C.6/111. The Committee noted that the agenda for the session was so organized as to enable it to discuss the Centre's technical co-operation response, as well as of other multilateral and bilateral programmes, against the broad framework of problems and priorities in the housing, building and planning field, as set out in the report of the Secretary-General (A/8037), which the Committee discussed under item 4 of the agenda. The Committee also welcomed the amplified statement on funds expended for international programmes in housing, building and planning (E/C.6/110), which summarized the information on aid programmes obtained from both multilateral and bilateral sources for the biennium 1968-1969. The Committee requested the Secretariat to appeal to the Member States who had failed to furnish the relevant information to do so, so that in future the document would reflect the total flow of bilateral assistance in the field.

45. The Committee noted that total multilateral assistance increased from \$116.7 million in 1966-1967 to \$123.4 million in 1968-1969 (excluding the World Food Programme) but that bilateral assistance as reported fell from \$38.2 million to \$33.5 million during those two years.

46. Document E/C.6/111 on the technical co-operation activities of the Centre revealed a continuing increase in the level of financial commitments to programmes in the Centre's field, reflecting a growing interest on the part of developing countries in housing, building and planning. The Committee noted that this expenditure increased from \$3.58 million in 1968 to \$3.9 million in 1970, or an increase of 8 per cent. In quantitative terms, the Centre was providing substantive support to 224 experts in 65 countries, which included experts in 22 Special Fund projects of the United Nations Development Programme. At the same time the UNDP had been reorganized and the country programming procedures had been revised to place on Governments the onus of deciding the priorities as between programmes of assistance to different sectors. The document also instanced a number of case studies, which were graphically supplemented by a wall display of charts and photographs demonstrating the Centre's approach to the solution of problems in the housing, building and planning field.

47. The Committee welcomed the steps taken to co-ordinate and integrate technical assistance activities at the national level and called for a greater role for the Centre in promoting co-ordination of multilateral and bilateral assistance in that sector. Such a co-ordination would eliminate the confusion which sometimes arose when experts sponsored by different sources were being invited to advise on the same subject. However, there were examples of successful co-ordination of bilateral assistance with the United Nations programme. The Director of the Centre suggested that if donor Governments chose to bring experts recruited under their bilateral programmes for briefing to the Centre, the Secretariat would be happy to brief them on United Nations activities in this field.



48. The Committee felt that the new country programming procedure for UNDP assistance, which places more responsibility of the United Nations resident representative, provided a new and potentially useful opportunity to increase the awareness of countries of the benefits to be obtained from the comprehensive planning of urban development. Negotiation of both bilateral and multilateral assistance could be an occasion to ensure that the development planning of a recipient Government and its request for technical assistance were both comprehensive and integrated. Further, this should ensure that the country received the right type of assistance and at the most appropriate time. The Committee urged that the Centre be assigned its due role in the country programming exercise so that an integrated approach to development would be ensured.

49. The Committee noted that interdisciplinary teams to assist governments on request in the field of development planning were now being established in terms of Economic and Social Council resolution 1552 (XLIX). While welcoming that development, the Committee noted with concern that there was no specific mention of the need for physical and environmental planning without which the teams would not be truly interdisciplinary. Especially since the report of the Secretary-General (A/8037) had accepted that the absence of an integrated approach to planning - economic, social and physical - was one of the main causes of deterioration of the human environment, the Committee was disappointed to note that the housing, building and planning sector was not represented in those teams. The Committee strongly urged that arrangements be made to ensure that interdisciplinary advisory teams should include, wherever possible, appropriate expertise in urban and regional planning. 2/

50. The Committee felt that with the growing volume of technical assistance the selection and placing of the right expert in a particular post would be bound to pose problems. Noting the existing procedure for the recruitment of experts, the Committee recommended that the possibility of maintaining separate rosters of experts for groups of countries with similar conditions should be examined. The view was expressed that, in the selection of experts for technical assistance programmes, the principle of equitable geographic representation should be observed.

51. The Committee expressed its appreciation of the excellent contribution made by the technical co-operation programmes. The building construction centre project in Togo was cited as an example which provided not only a meaningful training component to build up indigenous skills but also assisted the country in its efforts to manufacture building materials out of industrial and agricultural wastes. The Committee stressed the need for continued emphasis on assistance in training programmes and the establishment of appropriate training institutions in order to make countries self-sufficient in skilled manpower.

52. Recognizing the usefulness of seminars as means of disseminating technical knowledge and experience, the Committee agreed that they should continue to remain an integral part of technical assistance activities. A delegation expressed the view that in extending technical assistance to developing countries, priority should be given to Member States, since the resources available to the United Nations were obviously limited.

53. The Committee noted with appreciation that, in accordance with its recommendations at its last session, a display of charts, photographs and plans of technical co-operation activities had been successfully mounted.

---

2/ The Committee adopted a draft resolution on the subject. See paras. 42 and 43 of this report.

#### IV. PROBLEMS OF THE HUMAN ENVIRONMENT

54. The representative of the Secretariat, in introducing the item, referred to the report of the Secretary-General (E/C.6/112 and Corr.1 and 2), drawn up in pursuance of General Assembly resolution 2398 (XXIII), and the report of the Preparatory Committee for the United Nations Conference on the Human Environment on its second session. 3/ He pointed out that the concern with human settlements and the human environment had been a key area of concentration for the Centre for Housing, Building and Planning. The Centre's involvement in the preparatory activities for the Conference had increased with the growth of understanding and recognition of the importance of the environmental aspects of human settlements.

55. He indicated that many of the substantive issues within the area of the environment of human settlements and those relating to the comprehensive approach to environmental development, which were obvious two years ago to members of the Committee, were still not always fully understood in political and scientific circles. Further, it was pointed out that the problems of the environment were not only those associated with pollution of the biosphere or the depletion of resources, but also those which affected the quality of life with regard to places of work, housing, transportation, recreation, hygiene and health, and that few environmental issues were more serious than those faced by the millions of poor inhabitants of urban slums and squatter settlements.

56. In reporting the activities of the Centre, reference was made to the symposium on the impact of urbanization on man's environment, which had been sponsored in June 1970 by the United Nations and the International Trade Union of United Automobile, Aerospace and Agricultural Implement Workers of America, and to the panel of experts convened in New York earlier in the year. It was stated that the Centre was designated as the focal point for the co-ordination of inputs from the United Nations family to the secretariat of the Conference on the Human Environment in regard to matters relating to item 7 of the proposed Conference agenda, on the planning and management of human settlements. The Centre had therefore prepared a number of basic papers, which provided the substantive foundation for the position and action papers for the forthcoming Conference.

57. The Committee was informed that the Preparatory Committee for the Conference, at its third Session in September 1971, while discussing human settlements, gave wide support to the basic philosophy behind the action programmes and formulated specific recommendations concerning actions in the area of comprehensive integrated development planning, rural development, health and welfare, water supplies, sewer and waste disposal, industry, construction, transport, transitional areas and, last but not least, in the area of housing.

58. A representative of the Conference secretariat addressed the Committee, at its request, to explain the organizational arrangements for the Conference and to report the progress achieved in several preparatory steps undertaken so far.

---

3/ Document A/CONF. 48/PC. 9.

59. The Committee complimented the Centre on the substantial role it had played, and was continuing to play, in defining the importance of environmental issues related to human settlements and on its vital support for and participation in the substantive activities of the Conference secretariat. The Committee endorsed the work done in relation to environmental aspects of human settlements and re-emphasized the importance it attached to that topic not only because it was on the agenda of the Conference on the Human Environment but also because it related to many subjects dealt with in its own work programme. The Committee acknowledged the fact that economic development, demographic expansion and the rapid process of world-wide urbanization produced side-effects harmful to the human environment; they could best be minimized, and new harmful effects avoided, by a comprehensive approach to policy formulation and development planning.

60. In that regard the Committee endorsed and reaffirmed the position taken by the United Nations Secretariat concerning human settlements in the context of the Stockholm Conference on the Human Environment. It stated that the Conference should be concerned not only with pollution, but also with working and residential environments, including housing. In those areas the work of the Centre should be expected to grow and, as a consequence and follow-up of the Conference, it seemed probable that the long-term programme of the Centre would have to be re-examined.

61. Concern was expressed as to whether the comprehensive report on the state of the human environment, to be prepared by the Conference Secretariat, would correspond with the Committee's and the Centre's views. In commenting upon the collaboration that existed between the Conference secretariat and the Centre, it was explained that the report was being prepared by a panel of experts.

62. One delegation expressed reservations about the need for international organizations to increase their activities in monitoring environmental changes because, it felt, this was a task to be undertaken by national Governments rather than by international organizations. The same delegation emphasized that the most efficient means by which the Conference on the Environment might achieve significant results would be through the participation of all interested Governments.

63. It was clear that the developing countries faced somewhat different environmental problems from the industrialized ones, but a much fuller awareness of the significance of environmental protection and prevention was important for every country. With this awareness a realistic plan of action should be formulated.

64. A number of delegations described the measures adopted by their Governments, and referred to the valuable information contained in studies already made of such matters as protection of the city environment from the worst effects of industrialization by the creation of green belts and the careful siting of residential areas.

Proposal for an international housing programme: scope, objectives, implementation

65. The Committee had before it a proposal for an international housing programme (E/C.6/(VII)/CRP.7). The Director of the Centre, in introducing the proposal, explained that the Preparatory Committee for the United Nations Conference on the Human Environment, at its third session, had referred to the proposed adoption of

a world housing programme and other related recommendations to be considered for action by the Conference. It had also been suggested that the proposal to adopt a world housing programme should be carefully studied and considered by the United Nations system.

66. It was in pursuance of that objective that the preliminary outline proposal regarding the international housing programme prepared by the Centre was before the Committee for comment. As requested by the Preparatory Committee for the Conference on the Human Environment, the views of the Committee would be forwarded to the secretariat of that Conference. The document described the need for an international housing programme, and stated that its establishment would be the first step toward accomplishing the following:

- The prime objective of the housing programme would be to help Governments to develop sound national policies and programmes for action, including the creation of new integrated national systems for the mobilization and channelling of resources toward that sector, leading to an expansion of national economies and to accelerated social progress;
- The aid to be provided through the international housing programme would be directed in the first instance at helping Governments to improve the environmental conditions of their human settlements. Those new international inputs, going beyond the modest and minimal resources currently being applied, were expected to have a major multiplier effect. They were also aimed at energizing and triggering the mobilization of large additional resources from both public and private sectors;
- The programme was expected to provide a more rapid response to the urgent needs and requirements of Governments for assistance in that field. It would also make it possible to apply more rapidly the results of research and development already carried out and would facilitate the organization of additional pilot and demonstration projects, including the transmission of appropriate and intermediate technology to areas where it was needed.

67. Major components of the programme would include expanded research and dissemination activities, technical assistance, and pilot and demonstration projects. One of the major organizational instruments the Department of Economic and Social Affairs could employ to implement the objectives of the programme would be the subregional centres charged with the responsibilities of administration, survey studies on pilot projects, assistance, co-ordination and all such tasks necessary for effective implementation of the programme.

68. For the effective formulation and implementation of the programmes, each subregional centre could have an advisory board in which countries served by the centre would be represented along with the representative of the regional economic commissions and the United Nations Economic and Social Office.

69. As many donor countries were not prepared to see any expansion of the United Nations budget, the proposed programme would have to be financed through voluntary contributions of cash, material and technical assistance. Reference was made to how other specific funds, such as those for population and narcotics activities, had recently been successfully established.

70. One representative referred to his Government's recently increased contribution of funds to the United Nations Development Programme (UNDP), but questioned whether such subregional centres were necessary. It was explained that reference had been made solely to the United Nations budget and that, since the Governments of many developing countries were reluctant to request UNDP resources for work in this field, something new was required if effective action was to be achieved on the critical problems posed.

71. Another representative commented that although the proposal was a valuable one, it did not go far enough and more detail was needed, especially with regard to the financing of the pilot projects proposed. Still another representative stated that it would be difficult to support the concepts outlined in view of the anticipated costs. He also doubted whether the proposed subregional centres could serve the purposes set out and stated that national centres might be more effective. It was also suggested that the proposal should be more clearly focused on the programme of the United Nations Conference on the Human Environment.

72. The representative of the secretariat of the Conference on the Human Environment stated that, although certain recommendations on international institutional arrangements might be made at the Conference, it was not anticipated that any new international organization would be created.

73. One representative stated that his delegation found it difficult to react to the document before the Committee, which in his view contained few new elements, although it endeavoured to deal with a major world problem that would require billions of dollars to solve. The Economic and Social Council would have to face up to the problem, possibly, for example, by strengthening the Centre. Another delegate thought that such a discussion was premature.

74. Another representative felt that the suggested programme placed before the Committee contained the germ of a good idea in that, while it emphasized the broad need for more financing for housing, it also focused on the problem of improving the conditions of people living in squatter settlements. He said that the proposal was an important one, which could serve to test world opinion on the subject. In his view, a great many Governments would support some form of action towards that objective, which was of an urgent and critical character.

75. The representative of the Economic Commission for Europe suggested that the reactions of some European donor countries might be positive if the purposes of the proposed new programme were to be put carefully to them. One representative favoured more direct approaches and direct aid to the problems of squatter settlements rather than the creation of a new layer of administrative structures at the subregional level. Another representative considered that one of the main problems was that of training and improving the knowledge of people, and that any new centres proposed should therefore concentrate on this information function.

76. The representative of the International Confederation of Free Trade Unions considered it important to achieve through international resources the greatest effect for the greatest number of people; he therefore thought the document should be amended to concentrate on the problem of squatter settlements, thereby meeting those criteria.

77. The representative of UNESOB stated that the recommendations of the UNESOB Regional Seminar on the Human Environment held at Beirut from 27 September to 1 October 1971 were in agreement with the general proposals in the document before the Committee (E/C.6/(VII)/CRP.7) and that the subregional centres could offer a practical avenue for implementation. He said that a clearer distinction should be drawn in the document between the objectives and the instrumentalities. Action might be taken at local, national, subregional, regional and international levels. But some new initiative was imperative.

78. In conclusion, certain representatives felt they were not in a position to comment on the proposal before the Committee. Others felt that the scope of the work to be undertaken was too broad, and should be limited in its objectives to improvement of squatter settlements. Most representatives felt that the suggestion to implement the proposed programme through subregional centres was a correct approach, but until more was known about the possibilities of funding such centres, it was perhaps premature to examine that alternative.

79. The majority, however, felt that, if any amelioration of the worst housing conditions was to occur, an approach such as the one outlined in the document on the international housing programme was needed, and that that general observation should be forwarded to the secretariat of the United Nations Conference on the Human Environment.

## V. STUDY PROJECTS FOR DETAILED DISCUSSION

### A. Social aspects of urban development and housing

80. The Committee took note of the report of the Secretary-General (E/C.6/114) and noted the advances made by the Centre in carrying out the project on social aspects of housing and urban development, under Economic and Social Council resolution 1168 (XLI), which requested the Secretary-General, inter alia, to study the experience of countries that had made substantial progress in solving the social problems of housing and to produce a report, based on case studies, from which policies and techniques could be developed for the benefit of interested countries. The Council also requested an international exchange of experience in that field.

81. The Committee noted that the Centre had already issued several reports relating to the project; a major bibliography on the subject, prepared and published in co-operation with the Swedish Institute of Building Research; a study on Social Aspects of Housing and Urban Development, 4/ which had had wide distribution and a report entitled Basics of Housing Management. 5/

82. The Centre had also endeavoured to focus attention on social aspects of urban development and housing in several of the seminars and meetings it had organized in recent years. An example was the chapter devoted to those questions in the report of the Interregional Seminar on Improvement of Slums and Uncontrolled Settlements held at Medellin, Colombia, from 15 February to 1 March 1970. 6/ Special attention was also being given to the organization of social programmes related to slum improvement in the developing countries.

83. In addition, the Centre had arranged for the preparation of 11 case studies in social programming covering different areas of the world. Those studies were classified under three major subjects: (a) social aspects of housing and urban development; (b) housing management practices; and (c) self-help and mutual aid practices in housing. The case studies on the first two subjects had been assembled and issued in a publication entitled Social Aspects and Management of Housing Projects: Selected Case Studies. 7/ The Committee noted that a special study on the experience of countries that had made substantial progress in solving the social problems of housing, requested in Economic and Social Council resolution 1168 (XLI), had been completed since the last session of the Committee. The report, together with other working documents, had been examined by an ad hoc expert group, which met at United Nations Headquarters in August 1970. The report of the expert group was contained in a recent publication entitled The Social Programming of Housing in Urban Areas. 8/

---

4/ United Nations publication, Sales No.: E.67.IV.12.

5/ United Nations publication, Sales No.: E.69.IV.12.

6/ Document ST/TAO/Ser.C/124.

7/ United Nations publication, Sales No.: E.70.IV.6.

8/ United Nations publication, Sales No.: E.71.IV.10.

84. The ad hoc expert group that had met in New York felt that the development of social indicators for the housing sector was currently lagging and had called on the Centre to initiate a study which would lead to the formulation of simple social indicators based upon easily obtainable data. It was also considered that improved social indicators would make it possible to portray trends in social housing more accurately and make it easier to apply successful experiences in developing countries. The Centre had decided to follow up the recommendations of the group and, upon the invitation of the Government of Ireland, had convoked a special meeting of experts at Dublin in October 1971 to review some of the recently prepared materials and documents in the field of social indicators.

85. The meeting of experts had recommended that a manual be prepared to develop definitions of social indicators and refine their concept. It was felt that meetings should be held within each region, sponsored by the regional economic commissions and co-ordinated by the Centre, to review and refine draft versions of such a manual. It was also felt that countries should be invited to participate in comparative studies containing an in-depth analysis of small urban or rural areas, for the purpose of testing and evaluating the data required for improved social indicators. That would call for a special project to be established. The full report of the meeting on social indicators for housing and urban development would be revised and issued early in 1972.

86. The Committee also noted that the Government of Sweden had agreed to sponsor an advisory group meeting, to be organized by the Centre, on the role of housing as a factor in social integration, which would be held at Stockholm in May 1972. As a further step in carrying out Economic and Social Council resolution 1168 (XLI), an interregional seminar on social aspects of housing and urban development was scheduled to be held in 1974.

87. The Committee emphasized that continuing efforts should be made to co-ordinate the work on social indicators for housing and urban development with that of other groups concerned with the exercise. The difficulties of comparing data and policies for social programming in industrialized and in developing countries were also noted. The importance of more work on evaluation techniques and output analysis was mentioned, as was the need to focus attention on interdisciplinary research.

88. The Committee noted that there was a great interest in developing countries in obtaining more information on the social aspects of urban development and housing. It considered the Centre's case studies, and the reports on Social Aspects and Management of Housing Projects: Selected Case Studies and on the Social Programming of Housing in Urban Areas would be valuable, not only to planners, but to housing managers generally.

89. The Committee also discussed in some depth the social problems involved in the choice between high-rise housing and the horizontal expansion of dwellings. The problems of living accommodation for special groups, such as the elderly, were also reviewed. It was felt that there was not enough comparative research into housing management and the economic and social costs and benefits of different types of housing structures. The research in those fields being carried out by the Centre was accepted by the Committee as being of benefit to both industrialized and developing countries.



90. The questions of consumer preferences for differing types of housing in urban areas, and how those attitudes might be influenced, were discussed in some detail. Although, in some areas, such as the ECAFE region, the majority of families were reluctant to live in high-rise dwellings, experience appeared to show that, once installed in high-rise housing, and despite their original preferences, people tended to adapt well to their new surroundings. The Committee noted the increasing interest in well-planned, "low-rise, high-density" housing projects and agreed that it could be a fruitful area for further comparative research. The question of how to incorporate a greater self-help building component in multi-family housing projects was also discussed.

91. A representative of the Secretariat described the demonstration housing project in Peru, organized by the Centre in co-operation with the Peruvian Government. The new approaches being evolved provided an example of the type of comparative international research and demonstration which could be especially useful.

92. One member of the Committee pointed to the difficulties inherent in the questions being discussed. Though high-density housing might seem more expensive, that was not necessarily so, because low-density housing required infrastructure and transportation expenditures which low income families might not be able to afford.

93. In commenting on the special problems involved in the social aspects of providing housing for the growing numbers of the elderly and maintaining them as active integral members of the community, the representative of the ECE reminded the Committee that the report 9/ of the ECE colloquium on that subject, held in 1965, could provide useful guidelines for action.

94. The representative of France reported on the competition that had been held in his country on the planning and design of clusters or groups of single family homes. One of the requirements was that those houses be built in groups of at least 250 in an attempt to reduce the cost of building and also expenditure on the provision of public utility and other communal services. A number of proposals of that type had been carried out. The results had been so successful that it was envisaged that, in future, instead of the 20 per cent of individual dwellings currently being built in clusters, the proportion could rise to 80 per cent.

95. Another member commented that consideration of the social aspects of housing programmes must involve a long-range view of the future, because the pace of economic and social change was accelerating and the mobility of large social groups was being greatly increased. With that speed-up, more attention must be given to the central services and facilities required by the population currently and in the future.

96. Recent studies in the USSR had pointed to the desirability of mass construction of high-rise residential buildings, in that over the next hundred years, taking into account the growth of population, the sites occupied by housing and urban settlements would represent less than 3 per cent of the best land in the country. More research into the comparative advantages of a variety of types of building patterns would be useful. The Soviet experience in those matters should be more fully taken into account in the work on social aspects of housing and urban development.

---

9/ Document ST/ECE/HOU/19 (United Nations publication, Sales No.: 66.II.E/MIN.12).

97. A member of the Committee urged that the case study series be completed and issued as soon as possible, welcomed the forthcoming expert group meeting at Stockholm on the role of housing in promoting social integration, and offered the support and co-operation of his Government for future work on this project.

98. The representative of the International Confederation of Free Trade Unions pointed out that there was no question of an "ideological war" between the adherents of low-rise and high-rise housing, but that there was a need to develop a greater awareness of the preferences of special groups of the population, such as those with children, who should perhaps be given priority for single-family houses. More research was required into the costs and services required in different types of dwellings and to determine the levels of satisfaction enjoyed by their inmates. Such research should provide more reliable information on how to take the social aspects of housing more into account in framing housing policy and programmes.

99. Another member of the Committee cautioned on the need to relate housing policy to the dynamics of population change, especially in the context of urban-rural movements as well as to the trends of in-city and outward movements within metropolitan areas. It was therefore important that housing policy be developed within a context of urban growth and regional planning.

#### B. Rehabilitation of transitional urban settlements

100. The Director of the Centre for Housing, Building and Planning drew attention to the report of the Secretary-General on the activities of the Centre relating to the rehabilitation of transitional urban settlements (E/C.6/115). The report included details of the work carried out in response to Economic and Social Council resolution 1224 (XLII) in developing pilot and demonstration programmes and in carrying out relevant research work into the problems of squatter settlements and slum areas.

101. The term "transitional urban settlements" was introduced to embrace the many forms of slums, squatter settlements and other uncontrolled settlements in developing countries, with the intention of moving toward a terminology which might eliminate the pejorative and quasi-legalistic connotation of the terms "slum" and "squatter".

102. The strongest, most active forces shaping the physical expansion of cities in developing countries were said to be those which resulted in the growth of transitional urban settlement areas. The Interregional Seminar on Improvement of Slums and Uncontrolled Settlements held in Colombia in 1970 emphasized that the nature and gravity of problems of the urban environment were changing rapidly, and that the measures that could be fruitfully applied towards their solution should not be simple projections of past conventional policies and programmes.

103. Transitional urban settlements, which embraced the most degrading conditions of urban existence, now appeared to constitute the living environment for about one third of the urban population in all developing countries. By the year 2000 the urban population of the world was expected to include more than half of all mankind. Those living in transitional urban settlements lacked the means to meet

the cost of minimum conventional public housing. There were many millions living in those degrading conditions. Those areas demanded immediate and high priority consideration. The limited resources available to Governments of developing countries meant that they were unable to implement massive short-term solutions. However, experience showed that progressive improvement of those areas was possible. Many Governments hoped that policies and measures aimed at curbing migration would ameliorate the problem. However, transitional urban areas would at least double their population within the next four to six years, which was the shortest period within which such policies and programmes could become operational on any broad scale.

104. The urbanization process was inevitable. It was both a condition and a result of development, and would probably continue at an accelerating rate. The question was whether the growth of transitional urban settlements in the future would have to mirror the current and past environmental deprivations and human misery associated with those areas. In order to prevent the development of slums and the need for their consequent eradication, it was necessary to remove the causes behind the birth of slums, such as unemployment and poverty.

105. In a number of developing countries around the world, people living in transitional urban settlements had demonstrated remarkable vigour and ingenuity in improving their living conditions despite enormous obstacles, including strong initial institutional failure to recognize the very existence of those settlements. When population groups obtained minimally secure employment and a measure of security of tenure of the land they occupied, they usually acted to improve their environment by gradually improving the quality of their dwellings and the surroundings.

106. The report set out detailed recommendations for remedial action at both national and international levels, based on two realistic assumptions: first, acceptance of the near certainty that existing transitional areas would exist for a long time and, second, anticipation of the fact that the rapid growth of transitional urban settlements would continue at least until the end of the century.

107. Since the sixth session of the Committee, preliminary investigations in 17 developing countries in different regions had been carried out to determine the possibility of providing assistance to pilot and demonstration programmes for the improvement of the social and physical conditions of those living in transitional areas. As a result of the latest series of five missions, several projects were being developed.

108. Even though the preliminary missions served the useful purpose of strengthening the efforts that were already under way, it had not been possible for the United Nations to generate the series of significant pilot programmes in this field in the developing regions of the world aimed at in Council resolution 1224 (XLII), adopted four years previously. The reasons were several and interrelated. Prominent among them were political considerations, often based on misconceptions, coupled with a reluctance to tackle large and complex problems which might demand fundamental changes in established institutions and methodologies. There was a tendency to concentrate on actions that were expected to produce immediate and dramatic results, however limited they might be in relation to the problem, such as conventional public housing, which generally assisted few if any of the residents of transitional settlements. A factor

contributing to inertia in that area was the relative lack of precise and detailed knowledge on the nature, magnitude, and trends of transitional urban settlement growth, but more information was required on the political reasons for lack of concern.

109. The recently completed series of exploratory missions was funded through the Regular Programme, a procedure which could normally be undertaken only in response to specific government requests for technical assistance. The experience of the past few years had revealed that to encourage Governments to request assistance in that field, considerable preparatory work and on-site contact was necessary in order to convince them of the potential benefits of the approach put forward in the Council resolution. A major cause of postponement of effective action was that the resolution did not provide a direct and flexible source of funds to respond in an early and timely fashion to expressions of government interest at the preparatory stage.

110. The representative of Pakistan outlined the positive approach adopted by his Government to deal with the problem and added that his Government wished the Centre to send a preliminary mission to review the efforts made and to assist in the preparation of a request for United Nations assistance for a pilot programme.

111. The Committee was also informed that, on the initiative of the United Nations Children's Fund, an agreement had been concluded in which the Centre would provide the necessary advice, follow-up and consultant services required for the execution of the UNICEF programme on children and adolescents in slums and shanty towns in developing countries. Such services responded to the objectives of Council resolution 1224 (XLII) and provided a mechanism for the Centre's participation in appropriate UNICEF field projects.

112. The Centre was also collaborating with the World Bank in a joint research project to determine lending criteria for assuring land tenure and providing the essential infrastructure for low-income urban housing.

113. There was considerable discussion of the term "transitional urban settlements". Believing that abolition of squatter settlements would not be achieved for many years, the Committee felt that use of the word "transitional" could give an incorrect impression of the seriousness and urgency of the problems that these settlements pose. It also agreed that there were significant differences in the quality of housing and environment provided in squatter settlements and slums in substandard urban areas. It therefore recommended that an alternative to the word "transitional" should be sought.

114. The Committee noted with concern the lack of action by many Governments in attempting to solve the problems of the slum and squatter settlements. This lack of action was said by some representatives to be due to lack of awareness. However, others felt it was due mainly to financial limitations. One representative, referring to the lack of commitment at the national level to allocate resources for the solution of this problem pointed out that finance was nevertheless available for defence purposes. Other representatives stated that the competing claims on their limited resources left little or nothing for improving living conditions in slums and squatter settlements.

115. The Committee agreed on the need to increase the awareness of Governments in a number of countries to the need to seek solutions and take action to ameliorate unsatisfactory housing conditions in uncontrolled urban settlements. Action should also be taken to minimize to the extent possible the expected future proliferation of these settlements with their lack of essential facilities. Those Governments should be alerted to possible solutions, such as those formulated by the Secretary-General in his report and which relied on the greatest possible participation of the inhabitants and with government assistance in providing both reasonable security of land tenure and the basic service.

116. The Committee appreciated that there were difficulties - particularly the lack of financial resources - in increasing government awareness in changing traditional approaches.

117. A number of representatives stressed that the problem of squatter settlements was not simply a housing problem; with their lack of adequate sanitary facilities, they were without doubt blots on the environment. Those representatives agreed fully with the Director that every opportunity should be taken to arouse those attending the United Nations Conference on the Human Environment at Stockholm in June 1972 to an awareness of the inhuman conditions occurring in those squatter settlements. Indeed, one representative suggested the introduction of such innovative methods as the offer of a world housing prize to persons or organizations that had made a contribution towards a significant easing of the squatter housing problem. It was also suggested that an appeal be made to developed countries to make voluntary contributions to a fund for technical assistance to countries facing a severe growth of slums and squatter settlements. It was generally acknowledged that additional resources, largely financial, were needed to support both national and international action.

118. In discussing the causes of the rapid growth of slums and squatter settlements in most developing countries, the Committee was inclined to accept that it was basically due to prevailing economic conditions in those countries, in particular lack of employment opportunities in both urban and rural areas. Action of a comprehensive nature would be needed to tackle all those problems.

119. Some representatives mentioned that lack of effective action in their countries was also due to legal and administrative obstacles. Quite often legal requirements were excessive and difficulties in obtaining building permits forced many to squat outside the jurisdictional boundaries of the city. It was necessary, therefore, to emphasize the need to assist the professional staff of local authorities in order to ensure the correct implementation of master plans.

120. One representative commented on the strategy adopted by his Government in pursuance of United Nations recommendations. The idea was to provide serviced land at a nominal charge: the landholder would have the opportunity of obtaining title to the land and would thus be enabled to borrow money for the construction of his dwelling, which would largely be built through his own efforts. The lots would be grouped in clusters to facilitate the provision of basic services and utilities and to permit ethnic groups to live together.

121. One representative referred to the difference in the nature of the problems of squatter settlements in developing countries and the slum problems that existed elsewhere. Different circumstances called for a different approach and different solutions. Commenting on the suggestion for a fund referred to in paragraph 117 above, he said that it would be difficult to obtain support for such a fund because in some industrialized countries the demand for adequate housing had still not been met.

122. The representative of the World Bank informed the Committee that it was looking deeper into the urban growth problems of the developing countries and that, as a result of the activities of the Committee, it had set up a division concerned with urban affairs. However, there was a limit to the Bank's resources. Nevertheless, it was exploring the possibility that its affiliate - the International Finance Corporation - be authorized to consider requests from developing countries to borrow funds for the provision of sites and services for residential developments. In considering those applications, heed would be given to the soundness of national investment programmes. The Bank had also widened its evaluation of approved projects to include the provision of loans for water supply, sewerage and electricity. One of the problems facing the Bank was the rapidity of the growth of urban areas in developing countries. In appraising loan applications for urban development, the Bank would work closely with other United Nations agencies and was exploring the possibility of developing frameworks within which many improvements of the environment could take place.

123. The representative of the Economic Commission for Europe informed the Committee that the Group of Experts on Housing, Building and Planning Problems and Policies in the Less Developed Countries of Southern Europe, at a meeting held at Madrid in June 1970, had reached certain conclusions with regard to housing problems arising from the rapid growth in urban populations. That growth, especially in the fringes of towns and cities, should be guided and assisted by public authorities through physical planning measures, the provision of infrastructure facilities and the setting up of advisory services to help those willing to construct their own dwellings. The self-help building initiative could thus be channelled in a constructive way, and long-term disadvantages of uncontrolled development of squatter settlements could be avoided. The objective would be to facilitate, at a later stage, either the modernization of squatter settlements to bring them up to adequate housing standards or their replacement by modern housing. Suitable policies should also be adopted to prevent speculation in land and in squatter housing, and to facilitate the future use for new purposes of the land "occupied".

124. The Committee heard the statement of the representative of the Economic Commission for Asia and the Far East that the problems of human settlements, particularly those arising in slums and squatter settlements, were viewed with great concern by the developing countries of the region. This concern was manifested in the report of the ECAFE Seminar on Development and Environment, 10/ held at Bangkok in August 1971, which gave the highest priority to the need for action on the problems of human settlements in both urban and rural areas.

---

10/ Document E/CN.11/999.

125. It was put to the Committee that the major environmental problems of the developing countries in the ECAFE region were basically different from those of the industrially advanced countries. In the developing countries, the problems fell into two main categories: first, those that stemmed from the prevailing poverty and lack of development of their societies; and second, those that arose in the process of development, as a result of industrialization, rapid urbanization and soil degradation, for example. In both the town and the countryside, not merely the "quality of life", but life itself, was endangered by poor water supply, housing and sanitation, and malnutrition, disease and natural disaster.

126. The representative of UNESOB informed the Committee of the emphasis given to the topic of human settlements at the Regional Seminar on the Human Environment, held at Beirut from 27 September to 1 October 1971. The Seminar had considered the problem of marginal urban settlement to be a fundamental environmental issue in the area, and one which required urgent attention.

127. The representative of the Economic Commission for Africa stated that, in many countries of the region where housing was needed there was a greater lack of building resources than of money. At the policy formulation level there was insufficient understanding and lack of a close interrelationship between authorities concerned with problems caused by urban squatters. However, there was certainly a scarcity of trained personnel to support the activities required to deal with the squatting problem. The needs of training could not be over-emphasized and much assistance was required through United Nations channels and from other agencies.

128. The representative of the International Confederation of Free Trade Unions stated that any discussion of the improvement of the human environment would be of no avail if the problem of the allocation of scarce capital and human resources was not included at the same time. In the report Financing Housing, 11/ the International Confederation of Free Trade Unions and the International Federation of Building and Wood Workers raised the question whether the uncontrolled allocation of savings, i.e. of available capital, to all kinds of private investments could be tolerated further in view of the large need for a permanent and regular flow of capital for social and collective investments, including installations and construction works for environmental purposes.

129. The Committee endorsed the Secretary-General's report (E/C.6/115) and heard the representative of Lebanon propose two resolutions, both entitled "Rehabilitation of transitional urban settlements", one relating to the United Nations Conference on the Human Environment and the other addressed to the Economic and Social Council. The Committee appointed a working group to co-ordinate and revise the two draft resolutions.

130. At its 119th meeting on 28 October, the Committee adopted both resolutions as revised, with minor amendments introduced during the meeting. The text of the resolutions read as follows:

---

11/ International Confederation of Free Trade Unions (Brussels, 1968).

REHABILITATION OF TRANSITIONAL URBAN SETTLEMENTS

/For the text of the resolution, see chapter XIII/

REHABILITATION OF TRANSITIONAL URBAN SETTLEMENTS

The Committee on Housing, Building and Planning,

Noting with appreciation the report of the Secretary-General on the subject,

Recommends that the Economic and Social Council adopt the following draft resolution:

/For the text, see chapter XII, draft resolution II/

C. Improvement of rural settlements

131. The Committee's attention was drawn to the active role of the Centre with regard to developments concerning rural settlements since the convocation of the Interregional Seminar on Rural Housing and Community Facilities at Caracas, Venezuela, in 1967. The Centre had since participated in the inauguration and organization of meetings in Venezuela of the International Association for Rural Housing, a non-governmental organization. A report on the world rural housing situation throughout the world 12/ had also been prepared and published. The Centre had collaborated in several meetings and seminars on rural housing, played a leading role in organizing a multinational demonstration project in Latin America in co-operation with several other international agencies, and begun a comprehensive study on the economics and financing of rural housing and community facilities in developing countries. The Centre had also undertaken preparation of a basic paper on environmental problems of rural settlements that had been submitted to the secretariat of the United Nations Conference on the Human Environment in Geneva.

132. In addition to the report of the Secretary-General on the improvement of rural settlements, (E/C.6/117), the Committee had before it for comment an information paper and draft outline on the study project, entitled "Economics and financing of rural housing and community facilities in developing countries" (E/C.6/VII/CRP.5). The main purposes of the project were to put the question of improvement and financing of rural housing and community facilities into clearer perspective, and to provide interested governments with an analysis that could be useful for policy formulation and programming in that field.

133. The Committee noted the reports of depressing living conditions in rural areas, particularly in developing countries, and their adverse effects on life in both rural and urban areas and took note of the fact that nearly half of the world's population would be rural by the end of the century. In fact, while only 18 per cent of the total rural population of the world would be living in the more developed areas, the less developed areas would account for 82 per cent of the

---

12/ Rural Housing - A Review of World Conditions (United Nations publication, Sales No. E.69.IV.8).



total. Consequently there were both quantitative and qualitative reasons for the developing countries and the United Nations family of organizations to take an increasing interest in the improvement of living conditions in rural areas.

134. The Committee also took note of the multinational demonstration project in rural housing and community facilities under way in Colombia, Ecuador, Trinidad and Tobago and Venezuela. It was expected to pave the way for organizing similar projects in Asia and Africa. As described in the report of the Secretary-General (E/C.6/117) the purpose of the project was to assist Government efforts in the countries concerned by demonstrating and applying innovative techniques and approaches to the planning, financing, building organization, management and evaluation of rural settlements. Each country was to build a demonstration village of approximately 200 families, using its own resources, but with certain guidelines and technical assistance provided through the Inter-Agency Committee on Housing and Urban Development for Latin America. The Centre had provided the team leader for the project, which also included representatives of the Organization of American States, the World Health Organization/Pan American Health Organization, the Inter-American Development Bank and the Agency for International Development. The Centre would keep the Committee informed of progress achieved on the project.

135. The representative of the Economic Commission for Africa commented upon the importance of programmes for improvement of rural village and housing conditions, as expressed by the Regional Working Group on Improvements in Rural Housing and Community Facilities, which had been held in Addis Ababa in October 1970. At that meeting, special attention had been given to traditional type construction in the ECA region, and an exhibit had been prepared on that theme. The work programme of the first meeting of the Conference of Ministers of the ECA region held at Tunis from 8 to 13 February 1971, had also given high priority to rural development projects. The representative of the United Republic of Tanzania stated that such projects were an integral part of national development efforts in his country, with emphasis on the improvement of village conditions and housing through mutual help and self-help. Efforts were being made to encourage citizens' participation through co-operative programmes of various kinds for the mobilization of resources. There was an emphasis on persuasion and on teaching the people through practical example.

136. The observer from the Philippines showed a strong interest in the benefits to be derived from the experience of countries in other regions. He pointed out that the "green revolution" and the extension of rural electrification on a crash basis served to accentuate the need for rural housing improvement. There existed the possibility of using the 500-odd rural banks as instruments for the mobilization of additional resources and credit in that field.

137. The representative of Bulgaria commented upon the positive results being achieved by the work of the Centre in that field through various seminars and pilot prospects. Bulgaria had achieved major progress in the field of planning and development of rural settlements, and wished to co-operate with the Centre in making its experience available to the developing countries.

138. Several members of the Committee commented upon the importance of establishing an appropriate framework of credit institutions to generate resources for housing in rural areas, considering the higher costs of infrastructure and the difficulties

of concentrating housing settlements in these areas. The representative of the United States of America commented upon the experience of his country, where a separate agency had long been established for the financing of rural housing. Currently, however, importance was being given to national growth policies and regional planning, and there was a question whether a single agency should not henceforward be responsible for all of the housing sector, if key elements of decision-making, administrative capability and the formulation and generation of policies and programmes adequate for the needs at hand could be combined.

139. One Committee member commented that in the rural field it might be easier to transfer and apply the results of experience between the industrialized and the developing countries, and that more use should therefore be made of the studies being carried out by a regional commission such as the ECE. The representative of UNESOB commented upon the desire of his office for further collaboration with the Centre in the development of pilot and demonstration projects that would be useful to the Governments served, and drew attention to the difficulties of maintaining a balanced rural housing programme when faced with the complex set of factors involved in urban-rural migration.

140. Several members of the Committee raised questions about the priority which should be accorded to the study of the economics and financing of rural housing and community facilities in developing countries. One member indicated that the real problems that faced the people of rural areas were those of education, health and employment, that the input of services required for those purposes called for a highly discriminating type of economic policy, including consideration of population trends, and that economic policy decisions should be taken with a clear settlement pattern and infrastructure programme in mind.

141. The Committee was reminded that the Economic and Social Council and the General Assembly had consistently urged much greater attention to development efforts for rural areas. Moreover, it had been demonstrated in several countries, such as Venezuela, that programmes for the improvement of rural housing and community facilities were intimately related to and an integral part of over-all national efforts involving education, health and employment.

142. The Committee agreed that the study being carried out by the Centre (see para. 131 above) should be of value to governments in enabling them to develop new criteria for development work in the field of rural housing and community facilities. It was requested that the report be completed and submitted to the proposed panel of experts from both developed and developing countries.

#### D. Urban land policies and land-use control measures

143. A representative of the Secretariat referred to the report of the Secretary-General on urban land policies and land-use control measures (E/C.6/118), which summarized the activities undertaken by the Centre in that field, including selected case studies, and the decisions taken by the Committee at its sixth session. The Committee noted that a final global report would be issued as a United Nations publication after the conclusion of the interregional seminar on urban land policies and land use control measures to be held at Madrid from

1 to 13 November 1971. It was stated that although with some exceptions there was no real shortage of land for urban development, the supply of desirable land for that purpose was almost universally in short supply. That was due not only to the large and rapid increase in urban populations, but also to changes in land use. As a result, urban land prices had risen in almost every urban area, and land speculation was also rampant.

144. Land speculation had become a very serious problem, because it was preventing the rational use of land and interfering with the orderly growth of cities. Land speculation also attracted capital away from other more socially productive investments. The latter problem was especially acute in developing countries. Land speculation continued to be one of the most serious impediments to the implementation of rational urban development policies.

145. To a large extent that was due to the absence of land-price control policies. While in a number of countries some regulatory means had been adopted, they were by and large normative, since Governments lacked the instruments of enforcement and consequently remained on the margin of the land market, leaving it almost exclusively to private market influences. The representative of Bulgaria referred to the experience of his country, where a large part of the urban areas were privately owned, but pointed out that in those areas specific controls were being exercised over land use.

146. The representative of the Secretariat referred to the recommendations made by the group of experts that met in New York from 30 November to 4 December 1970 (*ibid.*, paras. 47-61), which made a strong case for effective government action, based on revised concepts of the significance of future uses of urban land, in the provision and development of this land, especially residential land to be made available for the housing of lower income families. The group of experts also discussed reports from various regions to the effect that there was, in most developing countries, a lack of domestic personnel trained in planning future uses of urban land. Indeed, it was difficult for many of the basic instruments for controlling land use, such as accurate surveys and power to regulate land use and subdivision, to be adequately administered, because of the lack of cadres of adequately trained professionals.

147. The Secretariat appreciated the co-operation of many Member States in supplying information on this subject. Without their assistance, it would have been impossible to assemble the data for such a comprehensive review of land policies throughout the world.

148. The Committee expressed its appreciation of the report and considered it as one instance where the work done by the Centre was of interest and value to developed and developing countries alike and would be of great help to Governments in formulating policy and devising the necessary control mechanisms. In that context the important role of planning as a powerful control mechanism of land use was recognized, and it was agreed that taxation and legislation as well as direct intervention by governments in the land market were essential elements for an orderly development and for the avoidance of speculation.

149. In reviewing the recommendations made by the group of experts, a number of representatives expressed reservations about the wording of the recommendation in paragraph 47 of the report, which stated inter alia that: "To society belonged

the right to determine the use of land and to enjoy the benefits which accrued from changes in kind and intensity of land use". While they fully supported the notion of government control of land use and some form of land taxation, they thought it was inadvisable for Governments to retain total accruals in the value of land. The Committee was informed that such a policy was adopted by the United Kingdom in 1946 and was abandoned in 1954, because it was found it paralysed land development by removing the incentive for it.

150. Several of the representatives recommended that some share of the accrued value of land should go to the private owner. Other representatives, however, supported the present wording in the report. Although it was recognized that regulation of land ownership was a necessary pre-condition for any planned development, many delegates felt that it was not the single and ultimate solution. Land taxation was in the view of the Committee an important tool for the prevention of land speculation. There should be no inconsistencies between land-taxation policies and the desirable uses and development of the land.

151. One representative, referring to the policies and procedures for determining land use in countries with centrally planned economies expressed his sympathy regarding the problems of town planners in countries where the state did not own the land. He and other representatives said that references in the report to urban land policies and land control measures in the socialist planning countries should be expanded. Some representatives felt that the references in paragraphs 50 and 51 of the report to possible conflicts that could arise between objectives at different stages of a country's development and the appropriate land policies to serve these objectives could lead to a number of interpretations, some of which might result in incorrect decisions. Those paragraphs, it was felt, needed amplification.

152. The general consensus of the Committee was that first, legislation should be adopted urgently to control land use and speculation and secondly, appropriate government authorities should be empowered to acquire land for public purposes with fair compensation. One representative also recommended radical controls of the land market, while others felt that it would be impracticable for their Governments to regulate market mechanisms. However, it was the general view of the Committee that Governments must regulate and control land use. The Committee agreed that the Centre should continue to endeavour to keep up-to-date information on urban land use problems and, in particular, to look further into the many aspects of land taxation and of ways and means of preventing land speculation, including appropriate legislation for that purpose.

153. The representative of the Economic Commission for Europe provided the Committee with information on the work of the Commission and referred to the report on the third meeting of the group of experts on housing, building and planning problems and policies in the less developed countries of southern Europe. 13/ Quoting from the report he indicated that it was necessary to affirm the principle of separation of the right of ownership from the right to build, as the latter right should belong to the community and therefore might only be the subject of an

---

13/ Document E/ECE/HBP/167.

administrative permit or authorization. He went on to say that it was advisable for each country to establish practical methods for the assembly of land for comprehensive development with adequate compensation.

154. The Committee also heard the representative of the United Nations Economic and Social Office at Beirut, who indicated that the countries in the area covered by that office were deeply aware of the hardships created by present land practices, as well as of the fact that modern urban development and the provision of housing for low income groups were much more difficult and costly operations in that area.

155. The representative of the Economic Commission for Africa made reference to the contribution the Commission had made to the over-all study and to the session; he also referred to some of the particular aspects prevailing in African countries where communal ownership still persisted. Thus they might not have to go through the bad experiences of other regions, where timely action had not been taken by governments.

#### E. Finance for housing and community facilities

156. The Committee noted that the documents before it (E/C.6/119 and E/C.6/106/Rev.1) deserved careful consideration, since they represented the results of several years of work by the Centre in response to Economic and Social Council resolution 1170 (XLI), which had requested the Secretary-General to formulate specific proposals for new approaches, methods, forms and institutional facilities that would serve to increase the volume and effectiveness of the flow of domestic and external public and private funds applied to programmes in housing and community facilities.

157. In responding to that request, the Centre for Housing, Building and Planning had endeavoured to examine the nature and dimensions of the problem and to evaluate actual and potential means of dealing with it. A list of publications and reports of meetings undertaken in that connexion was contained in the report of the Secretary-General (E/C.6/106/Rev.1). Also included in the document were proposals for action at the international level. Considerable interest had been generated by the proposal to establish an international facility to assist in establishing national savings and credit institutions, referred to as the international housing finance corporation. It was considered important to have the Committee's opinion as to whether the Centre should proceed with this feasibility study and the manner in which such an institution might be established. Also, the Economic and Social Council, in a recent resolution (1507 (XLVIII)), had requested the Committee's views on the proposals contained in an earlier report on the subject. 14/

158. The Committee was informed that there had been a substantial increase in the number of requests received by the Centre from Governments seeking additional assistance on housing finance matters. As a result of an interagency working party on procedures for mobilization of savings for housing and related facilities in developing countries, convened by the Centre and held at United Nations

---

14/ Document E/C.6/98.

Headquarters on 10 February 1971, the Centre was collaborating more closely in its technical assistance operations with international lending organizations. Meetings had subsequently been held with representatives of the World Bank to work out the means for closer collaboration with the Centre, and the Bank itself had arranged a follow-up interagency working party meeting in October 1971. The Centre was also collaborating with the World Bank in a study project to determine lending criteria for sites and services projects.

159. The Committee's views were sought on the possibilities for national action and the recommendations for action at the international level set out in the report of the Secretary-General (E/C.6/106/Rev.1).

160. Several representatives pointed to the difficulties of obtaining additional international resource allocations for the housing sector from Governments at that time. One representative suggested that the name of the proposed international facility should be changed so that its key objective of promoting the establishment of new savings institutions would emerge more clearly. Further work was required to define the central thrust and direction of the proposal in order to draw upon and appeal to non-governmental organizations that might be interested in supporting it, such as the savings and loan associations and other groups. Apparently the World Bank was not for the present interested in pursuing the feasibility study for the creation of a new corporation, and the concept should be dropped, especially as none of the representatives in the Committee was authorized to enter into commitments for funding. Rather than seek the establishment of a new central institute to train finance officers, it would be better to commend the efforts of the non-governmental organizations in that field.

161. Another representative pointed to the difficulties of utilizing such international funds as the savings and loan resources that attracted guarantees under the United States AID scheme, because the interest costs were too high. He stated that the Committee had a moral obligation to seek more international funds for housing.

162. Another representative agreed with the comprehensive recommendations of the report, but questioned whether the proposed project of mobilizing "popular" resources would significantly assist the low income groups in solving their housing needs.

163. The representative of the Economic Commission for Africa reported that substantial progress was being made in the establishment of housing finance and credit institutions in such countries as Kenya, Uganda, Zambia, Mauritius, Senegal, Nigeria, the Ivory Coast and Togo. He stressed the importance of training in that field if maximum benefit was to be obtained from the use of additional seed capital. He described the efforts underway to obtain a greater flow of finance from both bilateral and international agencies for countries in the ECA region, as well as further efforts to mobilize internal savings. He also suggested that loans by regional development banks, such as the African Development Bank, should be approved for housing purposes. He stated that the recommendations contained in the report on Urbanization in the Second United Nations Development Decade 15/

---

15/ United Nations publication, Sales No.: E.70.IV.15.

had been broadly supported at the various regional and subregional meetings and seminars organized by the Commission.

164. Another representative questioned whether a separate international fund should be established for the housing sector. He did not believe that such a measure would result in any increase in the over-all funds available for housing and other urban development purposes, and that it could in fact divert resources from existing funding organizations. Neither did he think that the proposal for the establishment of a new international housing finance corporation should be pursued further.

165. The representative of Brazil pointed to the results achieved by the use of seed capital in his country, where more than \$6,000 million had been mobilized over a five-year period for investment in housing and urban development. Various mechanisms had been developed to mobilize the savings of different income groups. The experience of Brazil was at the disposal of the international community and he urged support for the efforts of all countries to engage in a similar process. The first steps were important. Countries must help each other in this field as some were doing in Latin America. He therefore urged that the Centre pursue the ideas and projects proposed in its reports.

166. The view was expressed that the prime purpose of international seed capital was to generate savings within the recipient countries. The experience of Latin American countries had shown the usefulness of an approach where both seed capital and technical assistance were made available to create a significant number of housing finance institutions such as savings and loan associations.

167. In commenting further on the report, one representative felt that the conclusions of the advisory group meeting on housing finance, which had met at Warsaw in February 1969, had not been fully reflected in the report of the Secretary-General, and requested that further consideration be given to them in the final version of the report, which would appear as a United Nations publication. The Committee was informed that the Warsaw advisory group had reviewed the concept of expanding both bilateral and multilateral international assistance for housing, and did not support the need for new financial organizations. The practice of the socialist countries in making financial aid available for housing at very low interest rates and favourable lending terms was noted.

168. One representative stated that many of the objectives of the Committee, including the recommendations of technical experts, could not be carried out unless finance were made available. His country intended to start a housing bank, but it needed seed capital for that purpose. Another representative pointed to the importance of international assistance for the establishment of housing finance institutions and referred to the large international investments that had been made for industrial development.

169. Another member of the Committee urged that the public sector aspect of housing finance be adequately covered, pointing out that in his country the communes or local governments were obliged to prepare each year a rolling five-year housing programme which would provide a detailed basis for the physical planning, land development and financing of the desired projects.

170. One representative considered that the inhabitants of squatter settlements in developing countries were those most in need and that action to improve their living conditions was urgent. He welcomed the willingness of the World Bank to consider loans for site and services projects, the possibility that regional development banks could grant loans for housing purposes by means of "soft" loans, and the statement of the representative of the International Union of Building Societies and Savings Associations, which suggested that some fraction of the huge resources at their disposal might be lent to developing countries. The mobilization of savings for housing was obviously a major policy issue faced by Governments, as was the employment that additional expenditure on housing would create. It was evident that many developing countries needed the help of financial advisers to assist in defining specific projects and programmes, as had been recommended by the Centre.

171. The representative of the World Bank, in response to the various references to his organization, reaffirmed the hope that the Bank could be of assistance in the future but pointed out that the Bank's lending policy in the housing and urban sector had not yet been finalized. Also the Bank's resources were limited, both in terms of staff and financially, especially for "soft loans" through the International Finance Corporation. It must therefore concentrate on a limited number of projects. The Corporation, through its Capital Markets Department, could be of assistance in the establishment of new housing finance institutions. He stressed that much of the initiative for developing suitable projects necessarily rested with Member Governments, who would have to assess their priorities carefully. Great care should be taken in preparing and justifying projects.

172. In stating that document E/C.6/106/Rev.1 presented a most balanced report, a representative generally endorsed the good counsel contained in the recommendations for national action, and had only a few small reservations on the proposals for international action. His delegation wished to examine more closely the functions and financial implications of the suggested central facility for training and research, but had no objection to publication of the report. That position was endorsed by several representatives.

173. The Committee was of the opinion that the specific proposal for the establishment of an international housing finance corporation should not be investigated further at that time. Work on possible alternative means toward the objectives should be continued by the Centre. The Committee was prepared to endorse the other proposals for national and international action contained in the report, which, together with the views of the Committee, would be forwarded to the Economic and Social Council.

174. The representative of the International Savings Banks Institute described the interest of his organization in co-operating with the Centre and the United Nations Development Programme on housing finance projects of benefit to the developing countries. The Institute's membership included over 5,500 savings banks in 42 countries with total savings deposits of over \$246,000 million. The Institute had recently organized a meeting at Milan to discuss the mobilization of savings in African countries, attended by representatives of 38 of those countries. A technical assistance expert had been recruited for Zambia under a UNDP-aided project.



175. The representative of the International Confederation of Free Trade Unions stated that the major housing problems were at the time political rather than technical, and that therefore the Committee's work must be supported by other bodies. He hoped that the idea of a specialized international facility for housing finance would not be dropped completely, but would be taken up in another form.

176. The representative of the Commonwealth Housing Corporation, a subsidiary of the Commonwealth Development Corporation of the United Kingdom, described the work of his organization in the field of housing finance. It had been established for 22 years and had served to stimulate home ownership and thrift through investments in 21 countries. The Corporation had invested about \$65 million in housing, primarily through 20 mortgage finance companies, which had generated local funds amounting to \$110 million. The money lent through the Corporation was available only on commercial terms. The Corporation offered technical services and advice, especially for the initial management of the housing finance companies which had been established. In co-operation with Governments, it had now agreed to embark on a low-cost housing scheme for 5,000 houses at Nairobi, Kenya, and another similar scheme for 800 houses in Uganda. The representative urged that more attention be given to the training of local staff for work in the housing mortgage field.

#### F. Industrialization of building

177. The Committee noted that the report of the Secretary-General on the industrialization of building (E/C.6/120) summarized the activities of the Centre in the field of industrialization of building undertaken during the past two years. The study of government policies and measures for the industrialization of building (E/C.6/VII/BP.5) suggested guidelines for the acceptance of policies and measures which must, of course, be related to local conditions in each country. With that in mind, the study distinguished between measures that might be taken by countries at different stages of industrial development. The study on present status and trends in building in Latin America (E/C.6/VII/BP.1), based on a survey of advanced building techniques in Argentina, Chile, Colombia, Cuba, Mexico, Peru and Venezuela, sought to establish the relationship between government policies, the structure of the building industry and the economic conditions in each country. However, the case study concerned with the industrialization of building in Venezuela (E/C.6/VII/BP.3) illustrated how, with appropriate building legislation and other codes and with the development of new components incorporating the views of the designer, the builder and the manufacturing industrialist, positive results could be obtained. The technical study on the prefabrication of wooden doors and windows (E/C.6/VII/BP.2), though seemingly elementary for industrialized countries, was of great potential relevance to developing countries. The Committee also noted that the study of practical uses of building tools for increasing productivity in building (E/C.6/VII/BP.4) offered useful guidance to developing countries.

178. The Committee commended the initiative taken by the Centre in developing a wider understanding of that aspect of building. Some delegations queried whether the suggestions offered by the Centre took sufficiently into account varying levels of technical competence in developing countries, and, at the same time, whether the cost benefits of standardization of a number of products and processes were sufficiently emphasized.

179. The Committee noted that the so-called "open approach" was taking precedence over the so-called "systems building" approach. The open approach involved the adoption of standard components within an agreed dimensional framework. In effect, such a system offered greater flexibility in the design of quite a number of buildings. Systems building tended to be restricted to particular building types and, currently, for a limited market. Several members of the Committee suggested that the developing countries should test popular acceptance of proposed factory production of components by incorporating them in model constructions before embarking on large-scale factory production. One delegation expressed doubts about the benefit of systems building to many countries and preferred the development of modular co-ordination with the rationalization of conventional building methods.

180. At the same time the Committee recognized the potential economic saving of adopting and developing new techniques in the production of components incorporating local materials for use in developing countries. It heard with interest of the work being done in the United Kingdom in adapting on-site battery-casting techniques for large panel construction, although recognizing that assurances on the economics and physical properties of the new process would not be forthcoming for at least three years.

181. Some representatives expressed doubts about the benefit of "systems building" to the developing countries, especially attempts to mass-produce large sections of a house. The Committee also noted that many developing countries were saddled with problems of large-scale unemployment and that, therefore, it was desirable to find economic uses for those unemployed resources, thereby creating additional income and potential saving capacity. With low wage costs, conventional methods of dwelling construction were still relatively efficient. Developing countries should therefore consider carefully the wisdom of introducing industrialized methods, and the capital cost involved, before taking a decision to embark on this course.

182. The Committee noted that frequently in the industrialized production of buildings design was not integrated into the production process. The Committee felt that it was only through the integration of those two processes that substantial cost benefits could be achieved.

183. The Committee noted that the Building, Civil Engineering and Public Works Committee of the ILO, in reporting on the Social Effects of Industrialized Building, had concluded that the adoption of industrialized building might offer cost benefits for high-rise buildings only. Moreover, with their huge unemployed manpower resources, developing countries might find it to their benefit to adopt building techniques that were more labour- than capital-intensive. Certainly, where skilled artisans were in short supply, techniques should be developed to train more skilled or semi-skilled building workers as quickly as possible.

184. The Committee listened with interest to the experience of Malaysia, where pilot projects on prefabricated construction had reduced the time for completion of dwellings by up to 50 per cent, with better quality control. The quicker turnover of capital had also resulted in lower costs. However, the country had decided to defer further promotion of prefabricated methods and to concentrate on

conventional construction methods because unemployment was running at a very high level. The Committee also noted that countries such as Hong Kong and Singapore had achieved a high rate of building construction at relatively low costs by adopting labour-intensive methods.

185. The Committee emphasized that a continuing high demand for industrialized dwellings and a continuing high availability of housing finance were significant factors in deciding whether or not to undertake industrialized building. Indeed, uncertainties in those areas were among the reasons why traditional building techniques continued to be used.

#### G. Economics of urban development

186. The study project on the economics of urban development as a guide for policies and strategies for the development of human settlements was included in the Centre's work programme for the first time at the sixth session of the Committee.

187. It was pointed out that there was at present a significant difference between the understanding of the implications of urban development plans by those concerned with over-all economic development and its various sectoral components and the understanding of such implications by those concerned with the environment and physical aspects of development. Development economists mostly considered human settlements as a point of physical concentration where economic activities were carried out. They were primarily concerned with operating efficiency in producing, exchanging and moving goods and services and therefore viewed the settlements as passive elements in the development process. Physical planners, on the other hand, saw the form and function of individual settlements and the structure of development patterns in a different light. For them, the settlements were not passive containers of economic activity but dynamic engines which, depending on how well they worked, could accelerate or obstruct other development goals. The Secretariat expected that the understanding and use of economic techniques would be of benefit to environmental planners and should help to explain to economic decision-makers in their own language the arguments for one or other environmental development alternative.

188. The Centre began work in the new field by trying first to identify the major issues in urban development which lent themselves to economic analysis and on which economic research could help to improve the efficiency of investment. The programme was expected ultimately to serve three levels of interest, namely central economic planning organizations, Ministries concerned with housing, planning and public works, and technical planning staff, both at the national and international levels.

189. The basic questions to be answered when approaching interrelated fields of economic, social and physical planning, were:

(a) How much to invest in infrastructure:

(b) Where urban growth should be encouraged (relative emphasis on existing big cities, smaller towns or new towns):

(c) What growth patterns to encourage (especially scale and density):

(d) What performance standards the development patterns should satisfy, particularly regarding density, transportation and accessibility, community facilities and municipal and commercial services;

(e) What trade-offs might be desirable in reconciling such diverse goals as efficiency, growth, amenity and welfare:

(f) What mechanisms, or changes in mechanisms, would help to improve the way those decisions were made.

190. The representative of the Secretariat described the first on-going elements of the very complex study project. He stressed that, although the Centre was aware of the great potentials of mathematical models for dealing with highly complex planning problems, it was also fully aware of all the limitations of the models developed so far. Therefore, the preliminary aim of one of the elements of the study was to examine the general feasibility and usefulness of models, especially taking into account the needs and resources of developing countries. It was more important to evaluate or formulate some of the methodologies than to build an ultimate model. Finally, it was pointed out that the scope of the research programme indicated in the documents before the Committee went far beyond the capability of the Centre and of the United Nations system. What must be envisaged was a collaborative international programme. The Centre should play only the role of stimulator and co-ordinator of such a programme. However, to be successful it must receive the support and co-operation of Member Governments.

191. The Committee acknowledged the importance of the research programme outlined in the documents under discussion (E/C.6/121 and Add.1) and reaffirmed the need for additional insights into the economics of urbanization and the development of an analytical tool.

192. The Committee discussed the role that the United Nations should play in the development of such analytical tools, particularly those related to theory and basic research, which many felt could best be performed by universities and research organizations. In supporting that view, some representatives indicated that the elaboration of mathematical models was in its infancy and that it was a task requiring considerable resources, time, manpower of a highly specialized character and data, most of which were not available to the United Nations at that time.

193. Several representatives described the experience of their countries. Some had found that, in spite of the enormous outlay and the high calibre of the people involved, they could not report any success in their work, and that the models thus far produced had been of little use to the practicing planner or the policy-maker. However, others felt that a study of the economics of urban development should provide a most useful tool, and that economic theory and economic analysis must be brought to bear on the planning of human settlements. They stressed the usefulness of the research outlined in document E/C.6/12/Add.1, calling attention particularly to chapter III, sections C and D of that report.

194. It was noted that, within the framework of the comprehensive research being carried out by the Council for Mutual Economic Assistance a number of research institutes were completing their work on methods of research in that field including means of determining the economic efficiency of decisions in the fields of planning and town construction. The work involved a system of specific indicators of not only the quantitative but also the qualitative features of planning and construction decisions.

195. It was emphasized that the economics of urbanization and settlement network development were deeply interrelated with national policies and the distribution of productive forces. Thus some representatives felt that there was a need for additional knowledge on how to enhance the quality of urban environment and how to interrelate it with social development, and drew attention to the laissez-faire development of settlements, which led to the aggravation of social and functional conflicts. However, the extreme complexity and difficulty of the task should not be an excuse for not undertaking research in those fields. Other representatives pointed out that, although the interest of the Centre in the economics of urbanization was fully justified, the Centre should concentrate its attention on some selected aspects that could be dealt with within the resources likely to be at its disposal. Those aspects should be of a practical nature, such as could be utilized directly by developing countries.

196. One representative asked that a second look be taken at the priorities contained in the programme. He felt that in document E/C.6/121 there was too much stress on model building, while addendum 1 of that document presented a much more acceptable research programme. He suggested that the Centre should stress its role as one of co-ordination by selecting existing comprehensive techniques that were of proven value and not subject to rapid evolution, simplifying them for application in developing countries, and providing a critical evaluation of their merits and limitations.

197. The representative of the World Bank pointed to the intrinsic difficulties of urban macro-analysis such as:

- the "openness" of a city economy with many influences and exchanges from outside the city unit;
- the wide variations in physical features and hence variations in costs; and
- the wide variations in city functions.

All of the above made the analyses more difficult at the macro-level. Furthermore, in comparison with cities in developed countries, those in the developing countries were subject to much more rapid growth and change in social structure, which made the determination of relationships much more difficult. What might be valid one year could be substantially changed five years later. The inevitably long time required to build up comprehensive models raised the question of what could be done in the meantime. Organizations such as the Bank could not hold up their loans while waiting for developments. He then expressed the opinion that the Centre was in fact taking little credit for its work in other fields, such as its study of urban land problems, where further important

work needed to be carried out. He suggested that the Centre might wish to emphasize research work on components of the comprehensive model, thereby contributing to a more balanced research effort. Such components should be further analysed. As examples he mentioned:

- Comparisons of actual costs in utilities and housing.
- Analysis of the major variables in those costs accounting for wide difference in totals:
- Consideration of possible trade-offs between costs and level of service, i.e. the work envisaged by the Bank on electricity distribution costs:
- Unused capacity of infrastructure:
- Development of a transport model and, finally, analysis of the over-all costs of the use of private automobiles in developing countries.

198. Several delegations drew attention to the work programme of the Economic Commission for Europe relating to the economics of urban development. It was felt that much of the experience gained by the ECE could be of considerable assistance to the Centre in pursuing its work in that field. The representative of the Economic Commission for Africa told the Committee about a study on land use patterns in several African countries being undertaken by his Commission with the participation of the Centre and of Washington University, St. Louis, United States of America and the University of Science and Technology at Kumasi, Ghana. In his Commission's view, that was the kind of useful research that could assist decision makers in the planning process and allocation of investments. The representative of UNESOB commented on the importance of comprehensive planning and research, and indicated that those were areas of high priority for the Arab States.

## VI. STUDY PROJECTS FOR GENERAL DISCUSSION

199. In its review of the research and development activities of the Centre, the Committee noted that document E/C.6/113 referred to item 6, section II, of the agenda, which grouped together those elements of the approved work programme to which less attention had been given during the past two years. That did not mean that those items were regarded as being of lesser importance, but that the Centre did not possess sufficient resources to give the same attention to all elements of its work programme.

### A. Methods and techniques of comprehensive physical development and the protection of the physical environment

200. The project was a broad one, consisting of several topics, many of which were associated with the problems of the human environment considered in chapter IV. In connexion with proposed research under the project, the Committee was informed that the Centre was endeavouring to identify activities essential to the development of planning techniques directly applicable to developing countries and that the most important areas in which more information was needed were:

(a) Decision-making for urban planning, involving a study which would develop along two lines, examining both the nature of the physical planning decisions that had to be taken and the way outputs from other decisions - or the failure to make decisions - could affect development; the study could extend over a period of two to three years;

(b) Indicators of the quality of urban development; an understanding of the dynamics of urban evolution, as "monitored" by development indicators, was essential for policy-making and planning; the Centre was receiving proposals from a number of institutions interested in collaborating with it in the study and work in that area was expected to commence shortly;

(c) Threshold analysis, in which connexion a study had been designed to facilitate the application of that specific planning technique in developing countries, it being maintained that such an analysis was a simple, direct tool that could be used by planners to improve the process of comprehensive planning and, especially, to decide the various patterns a development programme should follow.

201. While the Committee showed interest in the project, several delegates expressed doubts about some of its components. They felt that the study on decision-making in the implementation of urban plans was not the kind likely to be needed by developing countries. There was, however, a consensus of views on the importance of the study of urban development indicators to measure the performance of urban systems. It was considered to be an area in which the United Nations could make an important contribution, since knowledge in that area was believed to be lacking in both the developed and developing countries. There was also general support for the threshold analysis study.

202. The Committee recommended that work undertaken in connexion with the project should be based on case studies and should be of a more practical nature. It should be directed to precise and limited objectives that could be readily understood and applied in developing countries.

203. Within the project the preparation of an international glossary of terms relating to housing, building and planning had been initiated, the first draft of which was being circulated to United Nations experts in the field for comments. The glossary included the terms most frequently used by planners, including some terms from related fields. Because the need for such a glossary was widespread, especially in view of the expected international co-operation programmes, it seemed appropriate to consider what continuing mechanism should be established to keep it up-to-date and to widen its scope. The Committee suggested that the project should be completed in consultation and co-ordination with organizations such as the International Union of Architects which were active in that field. The Committee was informed that such was the case and that the present limited resources permitted only the correction of the draft and its translation into French and Spanish.

204. Two interregional seminars had been held on related topics. The first, dealing with the role of physical planning in national, regional and urban planning, had been organized at Bucharest in October 1969, with the co-operation of the Government of Romania. The second, on the role of physical planning for tourism development, held at Dubrovnik in October and November 1970, had been arranged with the co-operation of the Government of Yugoslavia. Several delegations emphasized the importance of such meetings and the benefits derived from them by the developing countries. The Union of Soviet Socialist Republics offered to continue to host similar seminars and study tours and to organize special short-term training courses.

#### B. Standards for town planning and construction in disaster-prone areas

205. The Committee noted that the Centre was completing a manual on the subject with the assistance of the Building Research Station of the United Kingdom. In addition, the Centre had contributed to the Secretary-General's comprehensive report to the Economic and Social Council at its fifty-first session on assistance in cases of natural disaster (E/4994), 16/ prepared in response to General Assembly resolution 2717 (XXV). In the report the Centre had emphasized preventive measures, since experience had shown that destruction and loss of life could be minimized by the use of appropriate building codes, public education and training of specialists in the field.

206. It was pointed out that the draft report of the study project on low-cost housing in seismic areas incorporated the very latest experience gained in Peru after the earthquake of 1970, and included a chapter on hurricanes. The Committee was also informed that an interregional seminar on low-cost construction resistant to earthquakes and hurricanes would be held in Yugoslavia immediately after the Committee session. Reference was made to the increased technical assistance available in that field in the form of short advisory missions on immediate problems following disasters and in the planning of construction to increase safety in disaster prone areas.

---

16/ Document pertaining to agenda item 14 of the fifty-first session of the Economic and Social Council, issued separately (offset).



207. One representative expressed his regret and concern at the excessive time being taken in the completion of the manual referred to above. The representative of the Secretariat explained that it was due partly to the delay in receiving the report from consultants and partly to the limited resources of the Secretariat, which made it necessary for the Centre to rely on the good will of Member States for assistance in such tasks. Another reason for the delay in completing the manual was a change in its character as a result of earlier discussions in the Committee and with other agencies of the United Nations. It was no longer a fact-finding study, but a manual intended to assist countries in pre-disaster and post-disaster work. Some delegations related the experiences of their countries following earthquakes, where reconstruction had been speeded up and costs reduced by utilizing prefabricated elements i.e. panel construction without supporting frame for buildings up to four storeys and, for higher buildings, with reinforced concrete frames with light panels.

C. Guiding principles for the design of low-cost housing and community facilities

208. The work programme approved by the Committee at its sixth session included the task of formulating guiding principles which, with given climatic, cultural, social and economic conditions, would produce improved criteria for the design and construction of housing and community facilities in low-income areas. The Centre had since undertaken several technical studies on the subject, and others would be undertaken in the future. The Committee noted that an expert group meeting had been held in 1970 to examine the progress of one such study, entitled "Criteria for functional requirements".

209. The Committee welcomed the publication of the study entitled Climate and House Design, 17/ which it considered to be a well-prepared and useful document. It was expected to be of great practical value in developing countries in the different climatic regions of the world, especially as it was designed to be a tool for middle-level technicians in their daily work.

210. The Committee also expressed satisfaction with the proposals for continuing work in the field of design of basic housing, and noted that arrangements had now been concluded with the International Union of Architects for the preparation and publication of a series of illustrated case studies of selected, recently-built housing projects from both developed and developing countries.

D. Measures for the improvement of the building industry as a tool for developing human settlements

211. The Committee took note of the proposed long-term study to be undertaken by the Centre on measures for the improvement of the building industry as a tool for the development of human settlements. The first part of the study would consist of a compilation and analysis of information on the organization and economics of the building industry in various countries. The second stage would be a study of trends in construction techniques and the use of building materials to establish criteria for improving efficiency and expanding the industry. Since measures to improve the building industry in the developing countries tended to be in the direction of

---

17/ United Nations publication, Sales No. E.69.IV.11.

industrialized techniques, it was difficult to establish a clear distinction between that project and the one dealing with the industrialization of building (see chapter VF). The Committee also noted that the major activities of the Centre during the last two years relating to that subject included the dissemination of knowledge through seminars at both the global and regional levels.

E. Improvement and development of building technologies based on locally available materials

212. The Committee noted the action being taken by the Centre to co-ordinate on a regional basis research activities in building based on locally available materials. Meetings of directors of research institutes in the Asian and the African regions had been organized in 1971, and similar meetings would be held in 1972 in the Middle East and Latin American regions. It was also noted that a study on the use of bamboo and reeds in housing construction, a compilation of data on sources and prices of building materials, and a comprehensive study on roofs and building operations were to be undertaken by the Centre in the coming years. The Committee, while welcoming efforts to co-ordinate building research on a regional basis, recommended that they should be harmonized with the activities being undertaken by the International Council for Building Research, Studies and Documentation (CIB), on a global basis, and that a close liaison should be established with CIB for that purpose.

F. Policies, programmes and administration in housing development

213. The Committee noted that the Centre's work in the field of housing policies, programming and administration had been advancing. A study of housing policy guidelines for developing countries was expected to be completed by July 1972. The objective was to provide government officers with guidelines for formulating housing policies at the national level. Three other studies were being prepared in that general area: the first concerned the use of computers and other tools for housing programming, the second, rent control policies and administration, and the third, a comparative analysis of municipal and local action for housing improvement. Related activities in that field included several seminars and advisory group meetings, including the seminar on housing administration in Africa, that had just been held at Copenhagen.

214. The importance of a further interchange of knowledge and experience between countries with respect to policies, programming and administration in housing development was noted by the Committee. The importance of fully informed action at the local authority level, and of the role of those bodies in housing and urban development, was emphasized. The Centre's draft guidelines for housing policy and programming, prepared for each of the developing regions, had been consolidated into one report, which had been reviewed and simplified at a recent Advisory Group Meeting on Housing Policies and Programmes in Puerto Rico. It would be published shortly. The Committee was also informed that plans were well advanced for an interregional seminar on housing policies, programming and administration, to be held in the USSR, which would be followed by visits to a number of cities where housing construction sites would be viewed.

215. One member of the Committee questioned whether the Centre should become concerned in one of the proposed studies of the use of computers for housing programming. It was pointed out, however, that, even in a small developing country, there might be computer facilities which were not fully utilized, and that those could be useful for certain housing programming and other purposes.

G. Research and training programme in regional development

216. The Committee noted that the Centre was associated with other units of the Department of Economic and Social Affairs, and the United Nations Research Institute for Social Development in organizing research and training programmes. An interdepartmental working group had been formed to achieve the necessary interdisciplinary approach to regional development. Reference was made to the Ad Hoc Advisory Committee on the Research and Training Programme in Regional Development, on which the Committee was represented by the delegate from Italy. The report of the Advisory Committee, 18/ together with the note of the Secretary-General 19/ commenting on the report, were available to the Committee. The Centre had also collaborated with the Chubu Centre for the United Nations Research and Training Programme in Regional Development, an arrangement which had made it possible to put into effect some of the ideas and recommendations set forth in the Advisory Committee's report.

217. The Committee heard a detailed account of the training programme being carried out at the Chubu Centre and was informed that an agreement had been concluded between the United Nations and the Government of Japan. The Committee reaffirmed its support for this project. The Committee was informed that Brazil had established a research programme and set up an institute to provide training and research facilities. It was expected that those facilities would be available to trainees from neighbouring countries.

218. The Committee requested the Secretariat to attempt to establish what training facilities in the field of regional development existed in the developing countries, and where additional training programmes of the kind envisaged in the project could be successfully carried out. It was emphasized that the programmes should be practical and interdisciplinary, so that they would not be dominated by a single sector.

---

18/ Document E/CN.5/XXII/CRP.2.

19/ Document E/CN.5/465.

## VII. SPECIAL CAMPAIGNS AND PROJECTS

### A. Campaign to focus world attention on housing

219. The Committee noted that the Secretary-General had placed before it, in part A of his report on special campaigns and projects (E/C.6/122) his "reformulated" proposals for "the campaign to focus world-wide attention on and mobilize public and Government support for housing, building and planning", in pursuance of Economic and Social Council resolution 1507 (XLVIII).

220. In view of various developments during the six years that the item had been on the agenda of the Council and the Committee, the Secretary-General understood his mandate, under Council resolution 1507 (XLVIII), to be not merely to reformulate campaign proposals but rather to reappraise the whole question, which he did in part A of his report. He recommended postponing consideration of the question until it was ascertained that the proposed campaign would not duplicate or compete with related efforts within the United Nations, particularly the activities that would emerge from the Conference on the Human Environment and the measures to mobilize public opinion in support of the objectives and policies of the Second United Nations Development Decade. The cost of conducting the campaign, in the context of the financial difficulties of the Organization, was given as added reason for that recommendation.

221. It was recalled that the need for a campaign to focus world-wide attention on housing, building and planning had been discussed at the fourth, fifth and sixth sessions of the Committee, and each time the Committee had endorsed the idea. The Secretary-General had also recommended such a campaign in several documents, for example in his report on problems and priorities in human settlements (A/8037). It was felt that in almost all countries the housing, building and planning sector had not received the attention it deserved from economic planners and national leadership, that the sector could be an important lever in economic and social development and that its potential in raising the standard of living could not be adequately realized without convincing the top policy-makers of the truth of those statements.

222. Accordingly, at its three earlier sessions the Committee had laid great emphasis on the need for vigorous efforts on the part of the United Nations and the Centre to disseminate information in the housing, building and planning field, in the hope that a better informed world opinion would induce Governments to direct greater attention to that sector. It had therefore urged imaginative campaigns comparable to the efforts that had been made in the field of malaria eradication. The Committee was also of the opinion that the improvement of housing conditions might provide the spark for the economic take-off which was a coveted objective of the United Nations.

223. As the Committee wished the campaign to produce concrete results, it had asked for the views of Governments on the proposed campaign in order to gauge their commitment to it in terms of practical programmes they would undertake in support of it. The Economic and Social Council had supported the idea in its resolution 1300 (XLIV), in response to which 82 Governments had expressed

their views, an overwhelming majority favouring the campaign, as shown in the report of the Secretary-General submitted to the sixth session of the Committee. <sup>20/</sup> Consequently the Secretary-General in that report had recommended the approval of campaign proposals and suggested the establishment of an advisory group to draw up detailed plans for the campaign, at an estimated cost of \$130,000 over a two-year period, a proposal which the Committee at its sixth session had urged the Council to approve. The Committee had envisaged that the campaign would gradually expand in scope and last throughout the decade. In its resolution 1507 (XLVIII), the Economic and Social Council had, however, asked the Secretary-General for "reformulated proposals".

224. The Committee noted the positive elements in the Secretary-General's proposals in paragraph 28 of his report (E/C.6/122) but agreed that the campaign should be postponed in order not to interfere with other United Nations publicity activities.

225. During the discussion the Committee supported the views of the Secretary-General, but urged the Centre to organize, together with regional economic commissions, ministerial meetings at the regional and sub-regional levels, inviting not merely ministers responsible for housing, building and planning, but also those concerned with finance and national economic planning. There was general agreement that the new bulletin Human Settlements was performing a very useful function in disseminating information in the field of housing, building and planning.

226. One representative expressed the view that the reasons given by the Secretariat for the postponement of the campaign were not convincing. The United Nations Conference on the Human Environment was being used as a reason for justifying the delay in taking certain action in the field of housing, building and planning. The fact was that the Conference was likely to concentrate on such problems as pollution control. Likewise, the tendency to pin unwarranted hopes on the mobilization of public opinion in support of the Second United Nations Development Decade could be motivated by undue optimism. Commenting upon lack of funds as a reason for postponing the campaign, the representative pointed out that there was apparently no shortage of funds when it came to projects such as the recently established United Nations Fund for Drug Abuse Control. He urged the Secretariat to re-examine the assumptions behind its recommendations in paragraph 27 of the Secretary-General's report. He further stated that the need to stimulate public awareness of the full implications of the problems of human settlements was greater in the developed than in the developing countries because the latter knew their sufferings first-hand. Thus the campaign must be addressed primarily to the developed countries.

227. In reply to that appeal the Director of the Centre assured the Committee that he was fully convinced of the need for the campaign, but lack of resources was the main problem.

#### B. World housing survey

228. The Committee noted the progress report on the preparation of the projected world housing survey in compliance with Council resolution 1299 (XLIV), and

---

<sup>20/</sup> Documents E/C.6/92 and Add.1.

General Assembly resolution 2036 (XX) contained in part B of the report of the Secretary-General on special campaigns and projects (E/C.6/122).

229. The Committee's attention was drawn to two relevant developments which had occurred since its last session. General Assembly resolution 2598 (XXIV) of 6 December 1969 was the final endorsement of the request made by the Committee at its fifth session that a world housing survey be published every five years in place of reports to the General Assembly every two years as provided in General Assembly resolution 2036 (XX). The Assembly had also asked that the survey be made as soon as possible, and certainly by 1975.

230. A yearbook of housing statistics was also being prepared by the United Nations Statistical Office at the request of the Statistical Commission. The first issue of the yearbook should appear some time in 1972 and it would be the main source of basic and current statistics for the Housing Survey. The Centre had collaborated closely with the Statistical Office in drafting the outline of the contents of the yearbook, particularly regarding general statistical requirements for housing data. No duplication would be involved, since the yearbook would complement the survey. The yearbook would provide basic statistical data and the survey would analyse and interpret it as well as take into account other available sources of information. The survey would report trends and developments. It would place emphasis on both urban and rural sectors of housing, with special emphasis on the needs and problems of the developing countries.

231. The Committee felt that the Statistical Commission and the Statistical Office should be congratulated on their decision to fill a much-felt gap in basic information and housing.

232. The representative of UNESOB suggested that the survey include indicators of effort (such as the proportion of gross national product invested in housing) as well as indicators of performance (such as the number of dwelling units built or the amount of floor space provided). He offered the assistance of UNESOB in the compilation of those parts of the survey relating to the countries in the region covered by his organization.

C. Establishment of a United Nations international institute  
for documentation on housing, building and planning

233. The Committee noted part C of the report on special campaigns and projects (E/C.6/122), dealing with the renewed efforts undertaken by the Secretary-General in compliance with the Committee's request at its sixth session to raise funds for preparatory work leading to the establishment of national and regional centres, where necessary and when requested by Governments, with a view to the subsequent establishment of the international institute for documentation at New Delhi.

234. The Committee was informed that, in spite of formal and informal efforts by the Secretariat, only 13 Governments had replied to the appeal for funds, all in the negative. It was recalled that earlier efforts had resulted in promise of financial support from only three Governments, namely, those of France, India and Cyprus, and that together those offers were not sufficient to commence the work contemplated in Economic and Social Council resolution 1301 (XLIV).

235. The delegation of France informed the Committee that, following Council resolution 1301 (XLIV), the Intergovernmental Centre on Housing and Environment for the Countries of the Economic Commission for Europe (IDCHEC) had been inaugurated in December 1970 at Neuilly-sur-Seine. That Centre was distinct from the French national centre set up earlier in the spirit of the same resolution. Thanks to a network of national correspondents and with the assistance of international organizations, IDCHEC had begun to build up a stock of documentation, which had already made it possible to meet many requests for information received from different countries. The representative of France referred to the report of the thirty-second session of the ECE Committee on Housing, Building and Planning, 21/ which noted the declaration of several countries that had used the services of IDCHEC, and felt that its activities had already proved to be of considerable usefulness.

236. The Observer for India emphasized the importance of the proposed institute to the developing countries and regretted that no more than three Member States had offered assistance for that urgently needed facility. He pointed out that, since the Economic and Social Council had taken the decision to establish the institute in New Delhi, it was now only a question of when it would be established; he urged Member States to take steps to make their contributions available. He also drew the attention of the Committee to the facilities existing in India and mentioned the United Nations Housing Centre for the ECAFE region and the decision of ECAFE to establish a regional training centre at New Delhi.

237. The representative of Pakistan stated that, in view of the importance of the project, in particular to countries in the region, the location of the project should be reconsidered, keeping in mind that the location should be acceptable to countries in the region and that those countries should be able to avail themselves of the proposed facilities.

238. The Observer for India stressed again that the location of the institute had been decided upon by a decision of the Economic and Social Council. He also assured the Committee that every Member State of the United Nations would have equal rights and access to the services of the institute.

239. The Committee requested the Secretary-General to renew and intensify his efforts to raise funds for the project.

D. Training of skilled manpower in the field of housing, building and planning

240. The Committee considered document part D of the report of the Secretary-General on special campaigns and projects (E/C.6/122), prepared by the ILO as an outline for the second phase of a study on the training of skilled manpower in the field of housing, building and planning being undertaken in pursuance of Economic and Social Council resolution 1167 (XLI). The first part of the study, which dealt with the training of skilled manpower for the building industry, was before the Committee at its sixth session. 22/ The document submitted for the Committee

---

21/ Document E/ECE/HBP/124.

22/ Document E/C.6/95.

at its seventh session dealt with training needs in physical planning. It did not include housing, since in the field of housing there were few, if any, occupations for which special training at the sub-professional level was required or provided in either the industrialized or the developing countries. A shortage of personnel for sub-professional work in physical planning was said to be a retarding factor in expanding work in that field. The principal purpose of the study was to identify job categories and to explore ways in which the assumed shortage of trained personnel might best be overcome. The only way to ascertain the nature of the specific qualifications needed and the broad extent of existing shortages was to make enquiries in the field. A draft questionnaire designed to obtain this information was annexed to the document.

241. The representative of the Secretariat informed the Committee of the inability of the ILO to complete the study for financial reasons. He emphasized that the training of sub-professional personnel was of the utmost importance for the developing countries. The Centre did not agree with the proposition that vocational training needs in the housing field should be excluded from the study. Attention was drawn to the progress in the Committee's view of the task of training from the days when it was proposed that one study cover sub-professional training in the entire housing, building and planning sector. It seemed that three or four separate studies were needed to cover the diverse requirements of such a broad sector.

242. The representative of the International Labour Organisation regretted that, owing to the budgetary situation, his organization could not include the project in its research programme for 1972-1973, nor was it listed in its long-range work programme. The ILO might consider continuing the project if external funds were made available. He stated that the problems of training in the housing field were so different from those of physical planning that a separate survey addressed to a different group would be called for in order to identify recognizable vocational patterns in that field.

243. The Committee discussed the possible uses of the proposed study. One representative suggested that the problem of land development should be treated separately. There was general agreement that the housing sector had its own special training needs and that certain countries already had professional and sub-professional job categories relating to it. In that connexion, several representatives pointed to such functions as social work in housing projects, the screening of applicants and various aspects of the management and maintenance of large and small public projects. The representative of the International Union of Building Societies and Savings Associations pointed to the training offered by his organization in the operation of savings schemes for housing.

244. The representative of ECA indicated that in the Seminar on Housing Administration in Africa, held at Copenhagen in September-October 1971, it was brought out that some facilities for training in housing management occupations were available in Africa. Productivity Centres set up by the ILO had already made a contribution. The representative of UNESOB felt there was a great need for determining a syllabus for higher education in individual disciplines at various levels as well as for interdisciplinary training.

245. At the 118th meeting on 27 October the representative of the United Republic of Tanzania introduced a draft resolution entitled "Training of skilled manpower in the field of housing, building and planning", sponsored by Brazil,



the Libyan Arab Republic and the United Republic of Tanzania. At the same meeting the Committee adopted the draft resolution with minor amendments. The representative of the United States wished it to be noted that his delegation had abstained in the vote.

246. The resolution, as adopted by the Committee, read as follows:

TRAINING OF SKILLED MANPOWER IN THE FIELD  
OF HOUSING, BUILDING AND PLANNING

The Committee on Housing, Building and Planning

Recommends that the Economic and Social Council adopt the following draft resolution:

/For the text, see chapter XII, draft resolution III./

VIII. CO-ORDINATION AND CO-OPERATION IN THE FIELD OF HOUSING,  
BUILDING AND PLANNING INCLUDING REPORTS FROM THE REGIONAL  
ECONOMIC COMMISSIONS, THE UNITED NATIONS ECONOMIC AND  
SOCIAL OFFICE IN BEIRUT AND THE SPECIALIZED AGENCIES

247. The Committee noted that the report of the Secretary-General (E/C.6/123) prepared in accordance with Economic and Social Council resolution 1211 (XLII) contained under one cover programmes of the entire United Nations system in the field of housing, building and planning and related activities. The report was divided into two sections: section I dealt with measures taken to further co-ordination amongst the various agencies and gave examples of such co-ordination, while section II contained statements of the various United Nations organizations on their activities during the last two years, and their projected programmes. The Committee also noted that the Inter-Agency Working Group on Housing and Urbanization of the Administrative Committee on Co-ordination provided the formal instrument of co-ordination in that field at the interagency level.

248. The Committee heard with interest statements by the representatives of the Economic Commission for Africa, the Economic Commission for Europe, the Economic Commission for Asia and the Far East and the United Nations Economic and Social Office in Beirut outlining the wide range of activities undertaken by those bodies in the field of housing, building and planning which were complementary to the work of the Centre. Their work programmes reflected the needs of their respective regions.

249. The Committee noted with concern that the Economic Commission for Latin America had not undertaken research or technical assistance activities in housing since 1968 and had no immediate plans to do so. Since the problems relating to housing and urban development were as acute in the Latin American countries as they were in the other developing regions, the Committee recommended that the Economic and Social Council should be asked to urge ECLA to extend its activities to that area, assigning priority to them.

250. The Committee also stressed the need for, and value of, greater exchange of information and increased co-ordination of activities between the Centre and regional bodies or other interested organizations. The report on the training of skilled manpower in the field of housing, building and planning prepared by the ILO (E/C.6/122, sect. D) provided an excellent example of such co-ordination.

251. The Committee was also informed by the representative of the ILO of the activities of his organization that had a bearing on the work of this Committee, particularly the forthcoming ILO publication on the Code of Practice on Occupational Safety and Health, and the work of the ILO's Building, Civil Engineering and Public Works Committee, a tripartite body, which met in July 1971.

IX. CONSIDERATION BY OTHER UNITED NATIONS BODIES  
OF THE REPORT OF THE COMMITTEE ON HOUSING,  
BUILDING AND PLANNING AT ITS SIXTH SESSION

252. The Committee had before it a note by the Secretary-General (E/C.6/108) entitled "Consideration of the report on the sixth session of the Committee on Housing, Building and Planning by other United Nations bodies", which briefly described or referred to the deliberations, in the past biennium, of the organs and sub-organs of the United Nations on matters relating to housing, building and planning, with special emphasis on their consideration of the report of the Committee on Housing, Building and Planning on its sixth session.

253. The Director of the Centre for Housing, Building and Planning, in introducing the document, emphasized that its purpose was to brief the Committee on developments relating to housing, building and planning within the United Nations system during the past two years. In particular, attention was drawn to the views of the Economic and Social Council on the Committee's report. Those should be taken into account in arriving at new positions on the issues before the Committee. In the past two years several important resolutions were passed by the General Assembly and the Council on Housing, Building and Planning, which influenced the work programme of the Committee.

254. The Director of the Centre also referred to General Assembly resolution 2718 (XXV), paragraph 7, and to the observations of the Committee on Programme and Co-ordination, expressed at its fifth session, to the effect that the resources at the disposal of the Centre were grossly inadequate for the task set before it and that the situation needed urgent rectification. 23/

255. Attention was also drawn to a change in reporting procedure, proposed by the Commission for Social Development at its twenty-first session and approved by the Economic and Social Council in its resolution 1497 (XLVIII), whereby the Committee, in order to avoid delay in the consideration of its report by the Council, no longer needed to report to the Council through the Commission, though the Committee would still continue to report to the Commission.

---

23/ Official Records of the Economic and Social Council, Forty-eighth Session, Supplement No. 9 (E/4846/Rev.1), paras. 62 and 67.

## X. WORK PROGRAMME OF THE COMMITTEE

256. The Committee noted that it was invited to comment upon a six-year and a two-year work programme (E/C.6/124). The Committee first considered the six-year work programme, which was presented in three parts:

- A. continuing activities;
- B. study projects;
- C. special campaigns, projects and meetings.

The Committee noted with satisfaction that no more than a quarter of the Centre's total resources would be applied to implementing parts B and C of the six-year work programme. Furthermore, of the remaining resources in the Centre, the greater part by far would be applied to technical co-operation. The Committee also noted with satisfaction that the General Assembly, the Economic and Social Council and the Committee for Programme and Co-ordination had all endorsed its view that in implementing the study projects the Centre should play a catalytic role. After a full discussion, the six-year programme was endorsed by the Committee which noted that it was a continuation of the programme that had been approved at the sixth session.

257. The Committee was informed that the manning tables of the United Nations Secretariat as a whole had been frozen for 1971 and 1972. The Centre had, therefore, to continue at its present strength in 1972. For 1973, the detailed work programme had been based on the assumption that four more professional posts would be available. It was noted that no resources were likely to be available for any of the seminars scheduled for 1972.

258. The Committee then gave its attention to the two-year programme, in short, to the question of which study projects listed under A should receive priority attention from the Centre in 1972 and 1973. It was of the opinion that the very limited resources of the Centre should be applied to projects which would yield early or practical results. With regard to projects dealing more with theoretical research, the view was expressed that the Centre's resources should be sparingly applied and that it should encourage and collate what had been done or was being done by other institutions.

259. The Committee endorsed the priorities listed in chapter IV of the work programme, subject to the following reservations: In the light of the debate under the relevant section of agenda item 6, the resources allocated to project 2.2, dealing with the economics of urban development, seemed excessive. The Committee, appreciating the fact that some flexibility should be left to the Secretariat with regard to the actual allocation of man-months, nevertheless felt that the resources it was proposed should be utilized on that project were much too high and should be reduced and applied to project 2.4. There was also a consensus that project 2.9 should be upgraded. The Committee was advised that resources that had been offered by Governments and other institutions could perhaps be applied to implementing project 2.9. The Committee felt that, as presented,

the description of sub-projects had led to some confusion. The Committee preferred the project descriptions used in the Committee's report on its sixth session, and felt that the additional information provided to the seventh session, though useful, could be more clearly presented. The view was expressed that the Secretariat, in submitting the work programme of the Centre for Housing, Building and Planning to the eighth session of the Committee, should try to concentrate its resources in specific fields, especially where early and practical results could be expected, and particularly in the developing countries.

260. The Committee was aware that the findings of the United Nations Conference on the Human Environment could result in some expansion and probably some readjustment of the over-all work programme. It cautioned against too much readjustment of and delay in the approved work programme as a result of those and other external pressures. At the same time the Committee recognized that the Secretariat might be required to submit a revised work programme to its eighth session.

261. In the opinion of some delegations, too few of the study projects had reached completion over the past four years and whereas new items continued to be added to the workload, none of those already listed looked as if they would be finished in the next two years. It was not, therefore, a rolling programme in the proper sense. The lack of progress in building and planning throughout the world was not caused by a lack of knowledge at the Centre. The volume of United Nations publications arriving on the desks of government officials was becoming so great that few of the publications could be read. That alienated sympathy among donor countries. It was important that as much as possible of the available manpower at the Centre should be directed to technical assistance, especially in squatter settlements, and not to research.

262. The Observer for Ireland, in congratulating the Secretariat on presenting a realistic work programme, noted the lack of resources for more comprehensive research, and suggested that the Centre explore with the United Nations Development Programme the possibilities for financing action-oriented research programmes which might bring together expertise from several adjoining countries to assist in solving common problems of direct interest to the Governments involved.

263. The representatives of both the ECA and UNESOB pointed out that the work programme presented to the Committee was very useful in providing a framework for the operational and research activities to be carried out in their respective regions.

264. The representative of the ECE emphasized the importance of involving Governments directly in research and study projects, noting that in the ECE Regional National Committees had been set up for liaison purposes and that a large number of Government-appointed Rapporteurs assisted in the implementation of specific projects.

265. The representative of ECAFE suggested that the regional housing centres should be more involved in the implementation of specific projects and should be provided with more resources for training, including fellowships. The rapporteur system had not proved successful in the ECAFE region. Language difficulties might hinder the interchange of experience between countries. One representative urged that the various national and regional centres be encouraged

to meet more often, and that existing experience available through the UNDP projects should be made known more widely and applied in a feedback process from which all would benefit.

266. One representative urged that, in future presentations of the work programme, the Centre should make an effort to provide, in addition to proposed allocations of man months to specific projects, a table of actual expenditures on major categories for both technical assistance and study projects. It should be in the form of a summary balance-sheet, expressed in dollar amounts. The Director of the Centre pointed out that the request could only be forwarded for consideration by the appropriate unit in the United Nations, since the Centre did not handle accounts and had no separate budget.

267. The representative of the World Young Women's Christian Association suggested that the Committee's work programme should take into account the needs of the millions of young people in developing countries looking for work and accommodation in cities. Special attention should be given to the needs of those living in squatter settlements, and youth hostels and other centres should be provided.

268. The representative of the World Union of Catholic Women's Organizations pointed out that, since women had a tremendous stake in the improvement of housing and community conditions, the Committee in its work programme should endeavour to seek collaboration with women's organizations. Several of the specialized agencies had projects involving such specific collaboration. It was felt that women had much to contribute, in terms of innovative ideas as tempered by practical experience with the home environment.

269. The following is the work programme (1972-1977) approved by the Committee:

A. Continuing activities

- 1.1 Technical co-operation
- 1.2 Pilot and demonstration programmes (in compliance with Council resolution 1224 (XLII), particular attention will be given to the development of pilot programmes for the gradual improvement of slums and squatter settlements in urban and rural areas)
- 1.3 Analysis and evaluation of world problems and trends in human environmental development (systematic collection, evaluation and exchange of information) including the bulletin Human Settlements
- 1.3.1 Collection and evaluation of data for surveys on housing conditions
- 1.3.2 Analysis of funds expended in international programmes for housing, building and planning
- 1.4 Servicing and periodic reporting to relevant United Nations meetings

B. Study areas

Number	Title	Priority <sup>a/</sup>	Period of execution or date of completion
2.1	Methods and techniques of comprehensive physical development and the protection of the physical environment	X	1972-1977 <sup>b/</sup>
2.2	Economics of urban development as a guide for policies and strategies for the development of human settlements	X	1972-1977
2.3	Social aspects of urban development and housing	X	1974
2.4	Rehabilitation of squatter settlements and slum areas	X	1977
2.5	Improvement of rural settlements	X	1976
2.6	Standards for town planning and construction in disaster-prone areas	X	1972-1975
2.7	Urban land policies and land-use control measures	X	1972

B. Study areas (continued)

Number	Title	Priority <sup>a/</sup>	Period of execution or date of completion
2.8	Guidelines on design of low-cost housing and community facilities	X	1972-1977 <sup>b/</sup>
2.9	Measures for the improvement of the building industry as a tool for human settlement development	X	1972-1975
2.10	Improvement and development of building technologies based on locally available materials	X	1972-1977
2.11	Industrialization of building	X	1972-1977 <sup>b/</sup>
2.12	Finance for housing and community facilities	X	1972-1975 <sup>b/</sup>
2.13	Policies, programming and administration in housing development	X	1976
2.14	Legislative, institutional and administrative measures for the planned development of human settlements	A	1974
2.15	Analysis and guidelines for physical planning legislation	B	1974-1977
2.16	Research and training programme on regional development	X	1972-1977 <sup>b/</sup>

a/ X = projects which are being continued from the previous work programme.

A = new projects of the highest priority.

B = projects which are to be undertaken as resources become available.

b/ Owing to the long-term character of the project, interim reports on selected subtopics will be prepared each year within the indicated periods.



C. Special campaigns, projects and meetings

Number	Title	Priority <sup>a/</sup>	Period of execution or date of completion
3.1	United Nations Conference on the Human Environment	X	1972
3.2	Establishment of a United Nations Institute for documentation on housing, building and planning	X	-
3.3	Meeting of heads of national and international housing, building and planning centres	B	1972
3.4	Establishment, organization and functioning of national housing, building and planning centres	B	1975

Projects 3.1 and 3.2 had been considered by various United Nations bodies. Projects 3.3 and 3.4 were proposed at the sixth session of the Committee.

a/ X = projects which are being continued from the previous work programme.

A = new projects of the highest priority.

B = projects which are to be undertaken as resources become available.

D. Work programme, 1972-1973

(Description of study areas)

2.1 Methods and techniques of comprehensive physical development and the protection of the physical environment

This study area covers methods for integrating economic and physical planning, and will include regional physical planning, urban planning, surveys, data processing and analysis, glossary of physical planning terminology, standards for land use, densities, provision of services and community facilities, residential, industrial and recreational standards, environmental standards, urban traffic and transportation.

2.2 Economics of urban development as for policies and strategies for the development of human settlements

In this area the Centre is studying the economic implications of investment decisions for urban development under alternative size, location and structural patterns; and the impact of investment decisions

in other sectors on the rate, location, form and efficiency of urban growth. The focus of this work is primarily on the Centre's own technical assistance operations, but national development objectives are also taken into account.

### 2.3 Social aspects of urban development and housing

This study area covers the social indicators for housing and urban development, the planning of housing to promote social integration, and the social aspects of housing in urban areas.

### 2.4 Rehabilitation of squatter settlements and slum areas

This study area seeks to formulate policy guidelines in the field of rural-urban migration and low-income settlements in the rapidly urbanized regions, particularly for programmes undertaken in developing countries on a pilot and demonstration basis with the assistance of organizations members of the United Nations family, donor Governments and other bodies.

### 2.5 Improvement of rural settlements

This study area includes the economics and financing of rural housing and community facilities and the preparation of guidelines for the establishment of comprehensive demonstration projects in rural areas.

### 2.6 Standards for town planning and construction in disaster-prone areas

In this area, the Centre is compiling recommendations for town planning and construction in disaster-prone areas to guide Governments in adopting appropriate local building codes and town planning regulations. The projects included are: seminar on low-cost earthquake and hurricane-resistant construction (November 1971); low-cost housing construction in seismic areas; low-cost housing construction in hurricane areas; building codes; manual on planning and building measures in disaster-prone areas; and co-ordination of research on housing, building and planning problems related to natural disasters.

### 2.7 Urban land policies and land-use control measures

In this area efforts are being made to analyse urban land supply and demand problems in the context of rapid urbanization; investigate undesirable land-use practices and means of improving urban land development policies and land control measures. Regional surveys and case studies have been completed and the final report will be issued in 1972. Also included is a seminar on urban land policies and land-use control measures (convened in 1971).

### 2.8 Guidelines on design of low-cost housing and community facilities

This study area calls for the formulation of design considerations which, within given climatic, cultural, social and economic conditions, may produce improved criteria for the construction of housing and community facilities in low-income areas.

2.9 Measures for the improvement of the building industry as a tool for human settlements development

This study area covers the compilation and analysis of information on the organization and economics of the building industry. With this information, the Centre will initiate studies on trends and policies in building materials and construction to establish criteria for the improvement and expansion of the building industry.

2.10 Improvement and development of building technologies based on locally available materials

This study area concerns improved construction techniques, building materials and tools based on traditional methods and local raw materials and the dissemination of knowledge relating to these improvements.

2.11 Industrialization of building

This study area involves a review of the adoption of industrialized processes for the production of housing units and components, and their applicability to the conditions prevailing in the building industry in developing countries. In addition to the purely technical aspects, this study area also deals with the economics, policies, administration, training and labour in building.

2.12 Finance for housing and community facilities

This study area includes: mobilization of popular resources for low-income housing solutions; procedures to obtain effective debt recuperation in governmental housing programmes; and capital requirements for low-income housing and related facilities.

2.13 Policies, programming and administration in housing development

This study area covers: development of a system for preparing a national housing policy and programme; comparative study of municipal and local action in low-cost housing; studies in rent control policies and administration; and guidelines for the preparation of housing policies and programmes.

2.14 Legislative, institutional and administrative measures for the planned development of human settlements

In this area, the Centre, in co-operation with other bodies, will analyse through case studies the principal organizational and operational aspects of developing human settlements to provide guidelines for their improvement.

2.15 Analysis and guidelines for physical planning legislation

This study area involves the collection, codification and comparative analysis of planning legislation and building codes in various countries in order to formulate recommendations that will enable the developing countries to adopt improved and comprehensive legislation in the field.

## 2.16 Research and training programme on regional development

The United Nations Secretariat at Headquarters and the regional economic commissions are developing a programme of research and training in connexion with regional planning and development projects. The Centre is responsible for the physical aspects of regional planning.

### E. Seminars

(Programme to be implemented if and when funds are available)

---

Title	In relation to project number
1. Design and technology for low-cost housing	2.8/2.10
2. Building operations in low-cost housing construction	2.10/2.11
3. Interregional seminar on policies, programmes and administration for housing	2.13
4. International workshop for developing methods of exchange of information and experience in the housing, building and planning field	1.3
5. Interregional seminar on housing through co-operative and non-profit associations	2.13/2.14
6. Interregional seminar on rural housing and community facilities	2.5
7. Interregional seminar on statistical requirements for planning	2.1
8. Uses of industrial and agricultural wastes on construction	2.10/2.11
9. Meeting of heads of national and international housing, building and planning centres	1.3
10. Interregional seminar on new towns	2.1/2.2/2.3

---

XI. ADOPTION OF THE REPORT OF THE COMMITTEE

270. The Committee considered its draft report to the Economic and Social Council (E/C.6/L.71 and Add.1-19) at its 119th to 121st meetings held on 28 and 29 October. The draft report as amended during the discussion was adopted unanimously.

XII. DRAFT RESOLUTIONS RECOMMENDED FOR ADOPTION  
BY THE ECONOMIC AND SOCIAL COUNCIL

I

Development planning advisory services

The Economic and Social Council,

Recalling General Assembly resolution 2718 (XXV) of 15 December 1970, requesting Member States to formulate definite and long-term housing, building and planning policies and programmes for the improvement of human settlements in the context of their over-all economic and social development planning, and to devote particular attention to "The application of comprehensive planning approaches to integrate the physical, economic, social and administrative aspects for improvement of human settlements in both rural and urban areas",

Also recalling Economic and Social Council resolution 1552 (XLIX) of 30 July 1970 on the intensification of efforts to meet the requirements of Member States in development planning, plan implementation, public administration and management,

Noting that in pursuance of this resolution it is proposed that continuing advisory services in these fields be provided by the United Nations, particularly with a view to taking action to facilitate the achievement of the objectives of the Second United Nations Development Decade,

Further noting that such advisory services are to be provided by the establishment of subregional interdisciplinary teams to advise countries at their request,

Also noting that as an experimental measure one such interdisciplinary development advisory team has been established under Council resolution 1552 (XLIX) for a subregion of Africa, and that two others, one for the Caribbean subregion and the other for the South Pacific subregion, are being prepared,

Recognizing that a successful interdisciplinary team involves the integration of three main elements, economic, social and physical,

Further recognizing that, as noted by the Secretary-General in his report to the General Assembly on problems and priorities in human settlements (A/8037), many of the problems of human settlement are due to the failure to integrate these three main elements, and in particular to the neglect of physical planning considerations,

Believing that these interdisciplinary teams provide an excellent opportunity for countries to embark on an integrated approach to their planning efforts,

Noting with concern that no specific provision has been made for such an integrated approach to development planning in the constitution of the interdisciplinary teams,

1. Requests that the Secretary-General ensure that within existing resources, such interdisciplinary teams include, wherever possible, appropriate expertise in urban and regional planning;

2. Also requests the Secretary-General to use the opportunity provided by these interdisciplinary teams to take account of the relationship between economic, social, and physical elements in development planning.

## II

### Rehabilitation of transitional urban settlements

#### The Economic and Social Council,

Recalling in particular its resolution 1224 (XLII) of 6 June 1967, urging Member States, in co-operation with the Secretary-General and the United Nations agencies concerned, to undertake practical pilot programmes adapted to the needs of developing countries and directed at the improvement of living conditions in squatter settlements and slums of urban and rural areas,

Noting with concern that living and environmental conditions in these areas continue to deteriorate in a great number of countries, and that their future is most discouraging,

Considering that the development of effective policies and programmes in these settlements depends upon the willingness of all Governments to pay more urgent attention to the magnitude of the problem and to the forces behind the growth of urban settlements, upon their willingness and capacity to respond to the needs of the populations living in and moving into these settlements by adopting measures aimed at progressively improving the economic conditions and the physical and social environment of slums and squatter settlements, and upon the resources available to Governments;

1. Recommends that Member States, especially those faced with the rapid growth of slums and squatter settlements, should encourage, support and where appropriate adopt the following measures:

(a) The establishment of an immediate programme to ameliorate the conditions of the lowest income groups and to prevent a further deterioration of slum and squatter settlements;

(b) The intensification of urban planning, community development and the physical improvement which people cannot achieve without government action such as the acquisition and planning of land, the provision to the lowest income groups of urban land and security of tenure, even if services are not immediately available, the subsequent provision of basic services essential for public health, and the encouragement of progressive improvement;

(c) The adoption of measures for the improvement of these areas by extending health, education, training and other community facilities in such a manner as to integrate them with metropolitan and national development;

(d) The utilization of pilot programmes based on the foregoing actions;

(e) The establishment of long-term policies and programmes co-ordinated within a framework of comprehensive planning and environmental protection and enhancement extending to all levels of government and supported by the legislative and administrative measures;

2. Further recommends that Member States and the Secretary-General undertake the following measures for a significant improvement of slums and squatter settlements:

(a) Formulation of a strategy for co-ordinated action and maximum utilization of the resources of the United Nations and its appropriate agencies, as they become available for the purpose;

(b) Development and broadening of the exchange of knowledge in this field between countries and regions, through monitoring and research at the international level;

(c) Establishment of training programmes at professional, subprofessional and community levels to encourage self-reliance and popular participation in solving the problems of slums and squatter settlements;

3. Further recommends that Member States consider whether there are other practical measures capable of improving the conditions of the people living in squatter settlements;

4. Requests the Secretary-General to submit to the Council through the Committee on Housing, Building and Planning an analytical report on the progress achieved in the implementation of the recommendations referred to under paragraphs 1 and 2 above.

### III

#### Training of skilled manpower in the field of housing, building and planning

The Economic and Social Council,

Recalling its resolution 1167 (XLI) of 5 August 1966 relating to the training of skilled manpower in the field of housing, building and planning,

Noting with appreciation the efforts of the International Labour Organisation in preparing, at the request of the Committee on Housing, Building and Planning, studies on the needs of the developing countries in this field, especially the outline of second phase of the study as proposed in part D of the report of the Secretary-General on special campaigns and projects (E/C.6/122),

Noting with sympathy the inability of the International Labour Organisation to continue with the study under the present circumstances,



Realizing the increased importance of this subject in the light of the need for immediate action in developing countries on programmes that would result from the United Nations Conference on the Human Environment and the Second United Nations Development Decade,

1. Urges the International Labour Organisation to include the study on training of skilled manpower in the field of housing and physical planning in its work programme;

2. Requests the Secretary-General to search for the necessary resources for the completion of this study and to collaborate with the International Labour Organisation in all aspects of this work, bearing in mind the views expressed on the subject by the Committee on Housing, Building and Planning at its seventh session.

XIII. RESOLUTION TO BE DRAWN TO THE ATTENTION OF  
THE ECONOMIC AND SOCIAL COUNCIL

Note: The Council may also wish to take note of the following resolution adopted by the Committee. Notwithstanding the provisions of Council resolution 1623 III (LI), the Committee adopted the resolution in this form since it calls for action by the Secretary-General before a session of the Council.

Rehabilitation of transitional urban settlements

The Committee on Housing, Building and Planning,

Having noted the continued prevalence of the problem of slums and squatter settlements and the accelerated deterioration of this situation in a great number of countries, and recognizing the limited resources made available to cope with the problem,

Recognizing that the development of effective policies and programmes to improve the conditions in these settlements depends upon the willingness of Governments to emphasize the existence and national importance of this problem, upon the adoption of measures aimed at progressively improving the economic conditions and the physical and social environment of slums and squatter settlements, and upon the resources available to the Governments,

Recommends that the Secretary-General propose to the Secretariat of the United Nations Conference on the Human Environment that it accord a high priority to the problem of slums and squatter settlements and that this concern be reflected in the resolutions of the Conference.

## ANNEXES

### Annex I

#### AGENDA

1. Election of officers
2. Adoption of the agenda
3. Consideration by other United Nations bodies of the report of the Committee on Housing, Building and Planning at its sixth session
4. Housing, building and planning in the Second United Nations Development Decade: problems and priorities in human settlements
5. Technical co-operation in housing, building and planning
  - (a) Funds expended for international programmes
  - (b) Technical co-operation activities of the Centre
6. Research and development activities of the Centre for Housing, Building and Planning

Section I: Problems of the human environment (General Assembly resolution 2398 (XXIII))

Section II: Study projects for general discussion

- A. Methods and techniques of comprehensive physical development and the protection of the physical environment
- B. Standards for town planning and construction in disaster-prone areas
- C. Guiding principles for the design of low-cost housing and community facilities
- D. Measures for the improvement of the building industry as a tool for developing human settlements
- E. Improvement and development of building technologies based on locally available materials
- F. Policies, programming and administration in housing development
- G. Research and training programme in regional development

Section III: Study projects for detailed discussion

- A. Social aspects of urban development and housing
- B. Rehabilitation of transitional urban settlements
- C. Improvement of rural settlements
- D. Urban land policies and land-use control measures
- E. Finance for housing and community facilities
- F. Industrialization of building
- G. Economics of urban development

Section IV: Special campaigns and projects

- A. Campaign to focus world attention on housing (Economic and Social Council resolution 1507 (XLVIII))
  - B. World housing survey (Economic and Social Council resolution 1299 (XLIV) and General Assembly resolution 2598 (XXIV))
  - C. Establishment of a United Nations international institute for documentation on housing, building and planning (Economic and Social Council resolution 1301 (XLIV))
  - D. Training of skilled manpower in the field of housing, building and planning (Economic and Social Council resolution 1167 (XLI))
- 7. Co-ordination and co-operation in the field of housing, building and planning including reports from the regional economic commissions, the United Nations Economic and Social Office in Beirut and the specialized agencies
  - 8. Work programme of the Committee on Housing, Building and Planning
  - 9. Adoption of the report of the Committee to the Economic and Social Council

Annex II

LIST OF DOCUMENTS

<u>Document No.</u>	<u>Agenda item</u>	<u>Title or description</u>
E/C.6/106/Rev.1*	6.III.E	Proposals for action on finance for housing, building and planning: report of the Secretary-General
E/C.6/107	2	Annotated provisional agenda
E/C.6/108	3	Note by the Secretary-General
E/C.6/109	4	Note by the Secretary-General
E/C.6/110 and Add.1	5(a)	Funds expended for international programmes: report of the Secretary-General
E/C.6/111 and Corr.1	5(b)	Report of the Secretary-General
E/C.6/112 and Corr.1 and 2	6.I	Report of the Secretary-General
E/C.6/113	6.II	Report of the Secretary-General
E/C.6/114	6.III.A	Report of the Secretary-General
E/C.6/115	6.III.B	Report of the Secretary-General
E/C.6/117	6.III.C	Report of the Secretary-General
E/C.6/118	6.III.D	Progress report of the Secretary-General
E/C.6/119	6.III.E	Note on finance for housing and community facilities
E/C.6/120	6.III.F	Report of the Secretary-General
E/C.6/121	6.III.G	Report of the Secretary-General
E/C.6/121/Add.1	6.III.G	Proposals for an international research programme on the economics of urban development

\* This report was distributed in French and Spanish as documents  
E/C.6/106 and Add.1. It will be issued later as a United Nations publication.

<u>Document No.</u>	<u>Agenda item</u>	<u>Title or description</u>
E/C.6/122	6.IV	Report of the Secretary-General
E/C.6/123	7	Report of the Secretary-General
E/C.6/124	8	Work Programme of the Committee on Housing, Building and Planning, 1972-1977
E/C.6/125 and Add.1		List of representatives to the seventh session of the Committee on Housing, Building and Planning
E/C.6/L.71 and Add.1-19	9	Draft report of the Committee on Housing, Building and Planning to the Economic and Social Council

---

#### **HOW TO OBTAIN UNITED NATIONS PUBLICATIONS**

United Nations publications may be obtained from bookstores and distributors throughout the world. Consult your bookstore or write to: United Nations, Sales Section, New York or Geneva.

#### **COMMENT SE PROCURER LES PUBLICATIONS DES NATIONS UNIES**

Les publications des Nations Unies sont en vente dans les librairies et les agences dépositaires du monde entier. Informez-vous auprès de votre librairie ou adressez-vous à: Nations Unies, Section des ventes, New York ou Genève.

#### **КАК ПОЛУЧИТЬ ИЗДАНИЯ ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ**

Издания Организации Объединенных Наций можно купить в книжных магазинах и агентствах во всех районах мира. Приводите справки об изданиях в вашем книжном магазине или пишите по адресу: Организация Объединенных Наций, Секция по продаже изданий, Нью-Йорк или Женева.

#### **COMO CONSEGUIR PUBLICACIONES DE LAS NACIONES UNIDAS**

Las publicaciones de las Naciones Unidas están en venta en librerías y casas distribuidoras en todas partes del mundo. Consulte a su librero o diríjase a: Naciones Unidas, Sección de Ventas, Nueva York a Ginebra.

---