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HUMAN SETTLEMENTS: PROPOSED MEDIUM TERM PLAN 1980 - 1983

TABLE OF CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
BACKGROUND.....	1 - 13	1 - 3
Introduction	1 - 3	1
Programme structure and unification.....	4 - 11	1 - 2
Priorities and range of programme.....	12 - 13	3
PROPOSED HUMAN SETTLEMENTS MEDIUM TERM PLAN 1980-1983	14 - 67	3 - 13
PROGRAMME OF WORK AND PRIORITIES FOR 1980-1981 WITH PROJECTIONS TO 1982-1983	68	13 - 17

ANNEX I: PROGRAMME OF WORK AND PRIORITIES FOR 1978-1979.

HUMAN SETTLEMENTS: PROPOSED MEDIUM TERM PLAN 1980-1983

BACKGROUNDIntroduction

1. The current programme of work and priorities for 1978 and 1979, as annexed to this document, was approved by the Conference of Ministers at their Kinshasa meeting in February/March 1977. For that reason and also for the reason that the remaining months of 1978 and possibly a large part of 1979 will be taken up by matters of mobilization of resources and refinement and finalization of a medium term plan for 1980-1983, it is suggested that the Committee at its inaugural meeting approve the current work programme as it is and review and adopt the writeup of the proposed medium term plan 1980-1983 which follows. A tentative programme of work and priorities for the biennium 1980-1981 and 1982-1983 drawn in the usual ECA format is also shown to afford some comparability with the annexed programme of work and priorities for 1978-1979.

2. General Assembly resolution 32/162 stipulates that each regional committee will be responsible for the formulation and implementation of regional and sub-regional policies and programmes. It further stipulates that the formulation of regional programme priorities within the six broad subject areas for national action will be undertaken by the regional committee, on the basis of the needs and problems of the region and the countries within the region.

3. From the above, it becomes clear that the intergovernmental regional committee on human settlements has a major role to play not only in the structure, content, and priorities of the work programme but also in evaluating the preceding and reviewing and approving the succeeding medium term plans prepared by its secretariat unit. It is only after the Committee's approval that a programme of work and priorities in the field of human settlements can be submitted to and adopted by the ECA Conference of Ministers and subsequently reported to the Economic and Social Council and also to the Commission on Human Settlements.

Programme structure and unification

4. The United Nations Commission on Human Settlements at its first organizational session from 3 to 7 April 1978 recommended the adoption, at the global and regional levels, of a unified programme structure which would facilitate the rational planning, development, promotion, control and evaluation of programmes on human settlements. Consequently it proposed to adopt the recommendations for national action of Habitat: United Nations Conference on Human Settlements, as approved by the General Assembly in resolution 32/162.

5. In that resolution the Assembly decided that human settlements activities and programmes shall deal in particular with the following subject areas: (a) settlement policies and strategies; (b) settlement planning; (c) institutions and management; (d) shelter, infrastructure and services; (e) land; and (f) public participation.

6. On the other hand, rules relating to programme co-ordination and administrative and budgetary questions of the United Nations stipulate that five professionals are required to carry out activities under each and every subprogramme. Since it is obvious that ECA cannot consider adopting each activity area as a separate subprogramme, some judicious grouping of subjects under a more manage-

able and realistic number of subprogrammes is called for. It has already been suggested to deal with the six subject areas under 3 subprogrammes, namely, physical planning, housing, and building materials. ^{1/} On further reflection, however, and in order not to depart from the terminology adopted by the Habitat Conference and endorsed by the Commission on Human Settlements at its first session, it is now suggested to tailor the work programme under the following subprogrammes:

Subprogramme 1: Settlement policies, strategies and planning;

Subprogramme 2: Shelter, infrastructure and services;

Subprogramme 3: Institutions and management.

7. The remaining two activity areas, namely land and public participation though of crucial importance in the African context, are nevertheless component elements of the rest. However, land will be dealt with mainly under subprogramme 1 and public participation under subprogramme 2.

8. The current very important and high-priority building materials and construction industries development programme will be an important component element of subprogramme 2: Shelter, infrastructure and services. Subprogramme 2 will deal with institutional and management machinery that must be strengthened or created to formulate, plan and implement projects as well as training of personnel at all levels, and collection, collation and dissemination of information.

9. Settlement policies and strategies will deal with Regional and National physical planning (including land-use planning); Rural physical planning; and Area planning for tourism, while settlement planning will address problems of urban planning (including land development policies); urban development and urban design; urban transport systems; and pre-post disaster planning.

10. Shelter, infrastructure and services will deal with housing policies and programmes; infrastructure planning; sites-and-services; housing finance; upgrading of slums and squatter settlements; low-cost and rural housing; building technology and design; public participation in the design, building, improving and management of low-cost housing through self-reliant methods such as co-operative and self-help. The subprogramme will emphasize the role of indigenization of building materials and construction industries and the research related thereto in the reduction of building costs, increase job opportunities and improvement of living conditions.

11. Under institutions and management, the subprogramme will deal with the establishment of new and/or strengthening of existing institutions and machinery for promoting human settlements development. These include political, administrative, technical, legislative, training and information instruments which would qualify national cadres to formulate policies and strategies, plan, programme, execute, manage, evaluate and monitor projects, and continuously search for innovative ideas and techniques which would maximize supply of human settlements, reduce costs and improve quality of life for all the population, and particularly the poor.

^{1/} See E/CN.14/HUS/27 P.6 para. 22 (a), (b) and (c).

Priorities and range of programmes

12. General Assembly resolution 32/162 also recommended that the following functions should be considered on a priority basis, in relation to the subject areas mentioned above:

(a) identification of the problems and possible solution; (b) formulation and implementation of policies; (c) education and training; (d) identification, development and use of appropriate technology, as well as limitation of hazardous technology; (e) exchange of information, including audio-visual information; (f) implementation machinery; (g) assistance in the mobilization of resources at the national and international levels; and (h) promotion of the establishment of an international information pool on building materials, plants and equipment.

13. It is suggested that a meaningful way of looking at functions (a) through (g) would be to consider them in their various combinations, sequels and time-scales as steps in the development process of programme elements or projects that are to be planned under the three subprogrammes enumerated below. The strategy or methodology of approach to the treatment of the six subject areas would use some or all of these steps, so that identification of the problems and possible solutions would precede formulation of policies and strategies, to be followed, where appropriate, by a concerted and simultaneous effort in education and training; exchange of information, including audio-visual information; establishment or strengthening of implementation machinery; identification, development and use of appropriate technology; etc. and assistance in the mobilization of resources at the national and international levels, all of which should combine to a successful implementation of the subprogramme element or project. The promotion of the establishment of an international information pool on building materials, plant and equipment should contribute to a reduction in building and construction costs and guard against hazardous technology.

PROPOSED HUMAN SETTLEMENTS MEDIUM TERM PLAN 1980-1983

14. Following is a writeup of a medium term plan for 1980-1983 for the consideration and approval of the Committee.

Major Programme X Human Settlements

Organizational Unit: Economic Commission for Africa (Intergovernmental Committee on Human Settlements).

Subprogramme: Settlement Policies, Strategies and Planning.

(a) Objective

15. As far as settlement policies and strategies are concerned, the objective of this subprogramme is to assist member States in the identification of problem areas and possible solutions, and formulation and implementation of effective and self-reliant settlement policies and strategies leading to adoption by government of a national physical plan as a framework for comprehensive and integrated socio-economic development planning; taking into account such factors as the means for implementation, objectives, needs and priorities of each country,

especially as regards demographic and environmental factors, economic development and the growth and location of settlements.

16. In the field of settlement planning, the objective is to assist governments in the integrated planning of urban and rural settlements at national, regional and local levels, in order to assist in guiding the distribution of the productive forces of population and investments, while protecting the environment and cultural values.

17. Since physical planning implies land, the objective of the subprogramme would also be to assist governments in formulating and implementing policies and legislation which facilitates tenure, development and use of land in ways consistent with the needs and interests of society as a whole, while preserving, conserving and enhancing the environment.

(b) Problem addressed

18. Major constraints and obstacles against an effective solution to human settlements problems in the region include inappropriate and ineffective settlements policies and strategies, non-integration or poor co-ordination of these with policies for other aspects of development, and in particular a lack among policy makers of clear understanding of the role of spatial (physical) planning as an inseparable dimension of national socio-economic and environmental planning and development, taking particular account of rapid population growth, migration, haphazard urbanization, inadequate living conditions and quality of life and environment and the disparity between urban and rural areas which adversely affect the life of the poor majority.

19. Settlement planning in urban areas must solve the increasingly acute problems of slums and squatter settlements, unemployment, lack or inadequate infrastructural facilities, social services and amenities. New patterns of urban planning must be found to suit the cultural and socio-economic conditions of migrant population, and in the rural areas, replanning and improving existing settlements and planning of new ones especially in the environs of towns and cities, and infusing into them adequate urban-type services and facilities to minimize migration. Special attention must be paid to the problems of communities affected or displaced by natural or manmade disasters and extreme climatic fluctuations such as floods, wars and drought.

20. Increased demand for land due to rapid urbanization has heightened speculation and escalated prices beyond the reach of the majority of the population. The cost of urban land often exceeds the cost of dwellings. Land speculation is encouraged by the limited role being played by governments and the almost exclusive reliance on the forces of the private market, resulting not only in having a severe effect on the provision of housing and related facilities and services for low-income groups but also in inhibiting effective planning and implementation of settlements policies and plans by preventing the appropriate location of new projects and by pre-empting investment funds required for shelter and infrastructure. It has contributed to the continuation and intensification of inequality in the distribution of wealth, tending to exacerbate social and political tensions. Lack of necessary legislation guiding proper land development and use, coupled with rapid expansion of settlements inevitably results in the encroachment of productive agricultural land in the vicinity of urban centres. Land is thus a scarce resource which requires public ownership or control if

effective implementation of plans for new settlements and the renewal of existing ones are to be achieved by any country.

21. A prerequisite to the exercise of ownership or control of land is the availability of cadastral information which many countries in the region lack. Also absent are information on land ownership, land values, land capacity and institutions with the necessary mandate and resources to gather and use this information. Solving these problems would insure the effective administering of property and capital gains taxes for the benefit of the community, and land use planning for existing and new settlements.

(c) Legislative authority

22. (i) Commission resolutions 53 (IV)⁺, 209 (IX)⁺, 316 (XIII); General Assembly resolution 32/162; Decisions of the Governing Council of UNEP on human settlements and environment; and Habitat recommendations A1 to A7 on settlement policies and strategies; recommendation B1 to B16 on settlement planning and recommendations D1 to D7 on Land.

(d) Strategy and output

(i) Situation at the end of 1979

23. The Intergovernmental Regional Committee on Human Settlements would have held its first meeting in the last quarter of 1978 and its recommendations made known to African Governments. Most countries would have initiated action on identification of problems and possible solutions with the view to formulating effective, realistic and self-reliant national settlement policies and strategies, and embarking on implementation of settlements planning and development programmes, on a self-reliant basis but also aided by advice, technical assistance and training given to policy makers, administrators, managers and technicians at all levels by the international community under bilateral and multilateral technical co-operation arrangements. A few countries would have started to adopt bold and meaningful human settlements policies, including land-use policies and control measures realistically adapted to local conditions.

24. At the regional level, the intergovernmental regional committee on human settlements would have also spelt out regional policies, strategies and programme priority areas in the six activity areas recommended by Habitat, namely, settlement policies and strategies; settlement planning; institutions and management; shelter, infrastructure and services; land; and public participation, and it is expected that recruitment and/or deployment of staff to the secretariat and the five subregional centres would have progressed well and preliminary work on the subregional and regional programmes would have begun.

(ii) The biennium 1980-1981

25. Without prejudice to other recommendations and decisions that the Intergovernmental Regional Committee may make at its meeting in 1978, it is generally expected that the momentum for problem identification and possible solutions would have been maintained and strengthened as more and more governments examined their human settlements objectives, policies and strategies and collected data and information which would enable them to formulate realistic policies and strategies. Advice would have been given by local human settlements committees

+ Mandate more than five years old.

and by the regional advisers posted at each of the five subregions of Africa as well as technical and financial assistance provided, on request, by the international community through the United Nations and other organizations.

26. It is expected that land tenure and land control measures would have received top priority followed by regional physical planning as a first step towards adoption of a national physical plan. These activities would have been supported by exchange of information, initiation of local research on methodologies for policy and strategy formulation in line with the economic and social systems adopted by the country concerned.

27. An expert group meeting on physical planning would have reviewed the situation in the region, assessed training requirements and needs and adopted a plan of operations for implementation of appropriate training programmes. A manual on progressive standards on neighbourhood planning would have been published.

28. Technical assistance would have been provided to requesting governments and would have been designed to increase understanding on the part of policy-makers and technicians alike of the various issues involved in the planning process, and to demonstrate the benefits of a national settlement policy and its impact on the effectiveness of the national development process; to explore the various policy options, to resolve conflicts; to translate policy into concrete action programmes; to reconcile the long-run consequences of policy with short-term benefits and costs and to develop and co-ordinate institutional and administrative framework required for policy formulation and implementation.

(iii) The biennium 1982-1983

29. Within the framework of guidelines and priorities laid down by the Intergovernmental Regional Committee on Human Settlements and following workshops on the design and role of urbanization policies and human settlements programming, it is expected that most of the governments in the region would have adopted national physical planning strategies and policies as an integral part of and framework for their socio-economic and environmental planning; and instituted co-ordinated administrative, technical, financial, legal and other machineries conducive to formulation of policies and implementation of comprehensive human settlements programmes.

30. Training workshops and seminars on urban and rural physical planning; on impact of co-operatives, self-help methods and sites-and-services schemes on national housing programmes; on financing of housing development and rural infrastructure would have been carried out at the national, subregional and regional levels, and experiences gained from these and previous projects disseminated.

(iv) Activities in the strategy that are considered likely to be of marginal usefulness and the legislation requiring them

31. Upon review and evaluation of the work programme of activities during the preceding years, the Intergovernmental Regional Committee on Human Settlements is expected to decide which activities and legislation requiring them should be discontinued.

(e) Expected impact

32. As a result of the above activities, it is expected that by the end of the medium-term plan period 1980-1983 there will be a better understanding of the role, functions and nature of human settlements policies. Several governments would have developed adequate data bases for planning and would have reviewed their goals and objectives, adopted more appropriate settlements policies, strategies and plans which would enable them to guide their socio-economic development efforts, linking and harmonizing these policies with those on industrialization, agriculture, social welfare, manpower development and environmental and cultural preservation, so that each supports the other in a progressive improvement in the wellbeing of all the population, and especially the poor.
33. The same period should witness progress in the institutionalization of the settlement planning process and of training of a growing cadre of nationals in the preparation of regional, urban and rural spatial planning.

Subprogramme 2: Shelter, infrastructure and services

(a) Objective

34. The objective of this subprogramme is to assist African governments in the establishment of national policies, programmes and financial institutions and mechanisms which will help accelerate the provision of adequate shelter, infrastructure and services, with particular emphasis on lower-income groups in urban and rural areas.
35. To assist governments in the development of strategies and procedures for encouraging public participation in policy formulation, planning decisions and programming for shelter, infrastructure and services emphasizing community action, co-operatives, self-help and other forms of citizen participation.
36. To assist governments in the planning for and integration of building materials and construction industries in other sectors of the economy and in the development and use of appropriate technology, local research results in the production of building materials and components from local resources to achieve self-sufficiency in the construction and building materials subsector by the year 2000.

(b) Problem addressed

37. Shelter, infrastructure and services (roads, water supply, sewerage, electricity, health, education and other community services) is inadequate for all sectors of population in general and the lower-income groups in the urban and rural areas in particular. Crowded and unsanitary slums and squatter settlements are the refuge of the disadvantaged urban and periurban population, debilitating their energy and reducing national productivity.
38. Rural areas which will continue to contain the majority of population in almost all developing African countries suffer even more serious deficiencies than urban areas, having been subjected to government neglect as far as public service investments are concerned and as a result, an accelerated migration to urban areas is taking place.

39. There has been a tendency in the region to impose settlements policies and planning decisions on the public from above without regard to the latter's cultural, social and economic realities which has resulted in public housing becoming beyond the reach of the people they were meant to serve. There is need to involve people in decision making, and their participation in the construction and management of their communities, utilizing their labour, skills and resources, and thereby reducing building costs and providing employment opportunities.

40. The high cost of building in urban areas is to a large extent due to heavy reliance on imported building materials, expertise, technology and capital-intensive methods of construction by foreign-dominated contracting enterprises.

(c) Legislative authority

41. Commission resolutions 209 (IX)⁺ and 316 (XIII); General Assembly resolution 32/162; UNEP Governing Council decisions on human settlements technology; and Habitat Conference recommendations A4, A-6, B3, B4, N7, B8, B11, C2 through C13, C16, D6, E2, E6, F6 and F7, on shelter, infrastructure and services; Habitat recommendations D1 to D7 on public participation; Resolution 8 (IV) of the Conference of African Ministers of Industry, 1977.

(d) Strategy and output

(i) The situation at the end of 1979

42. The relevant strategies and priorities recommended by the Intergovernmental Regional Committee on Human Settlements at its first meeting of 1978 would have been taken into account by several countries in the region in the preparations for the formulation of their policies and strategies in this subprogramme. It is expected that some countries would have initiated inventory-taking to assess existing situation in all aspects of housing, infrastructure and services, including finance institutions and mechanisms, housing standards and building regulation, etc..

43. Subregional training courses on measures conducive to popular participation such as establishment and organization of housing co-operative societies utilizing self-help methods would have been undertaken.

44. Recommendations adopted by the group of African experts at their meeting in Addis Ababa in July 1978 on policies, priorities, targets and guidelines to attain self-sufficiency in building materials in the region by the year 2000 would have been taken into account by many governments in the region, and areas of national, subregional and regional industrial and research projects related to building materials would have been identified. A programme of advisory and technical assistance to African Governments to plan the building materials sub-sector within an integrated development programme would have been established in line with recommendations and decisions of the Intergovernmental Regional Committee on Human Settlements.

(ii) The biennium 1980-1981

45. Following strategies, guidelines and priorities laid down by the Intergovernmental Regional Committee on Human Settlements in the subject areas of this subprogramme, including housing finance and public participation, it is expected

⁺ Mandate more than five years old.

that comprehensive training courses, some of them itinerant, on planning, programming, financing, executing and management of shelter, infrastructure and services in urban and rural areas would have been organized and some implemented at national, subregional and regional levels, based, as far as possible, on on-going programmes or new pilot projects to be established in conjunction with the building materials and construction industries development programme, or projects under other subprogrammes.

46. The training programmes will aim at increasing the impact of locally mobilized and researched financial and technological potential and of popular participation at all levels of the development process.

47. An attempt would have been made to orient training programmes to problem solution in settlement projects in the various countries of the region, having special regard to building-cost reduction through the use of appropriate and environmentally sound technologies, rationalization of design and standardization and co-ordination of the production and use of building elements and components.

48. Feasibility studies for regional and subregional projects identified under the building materials and construction industries development programme would have been started. Advisory services and technical assistance to policy makers, administrators and managers in requesting countries would have been maintained and strengthened, and preparations for a handbook on appropriate and environmentally sound technologies for building and servicing of housing would have been started. The joint ECA/UNEP Human Settlements technology programme would have continued, and some progress made in the applied research in the use of nonconventional energy sources for housing and community services.

(iii) The biennium 1982-1983

49. Most African governments would have progressed well in the implementation of their training and building programmes in shelter, infrastructure and services particularly for the poor segments of urban population and in the rural areas. It is also expected that a larger number of governments would have reached an advanced stage of implementation of their building materials and construction industries development programme in accordance with guidelines formulated by the meeting of African experts on building materials which was held in Addis Ababa in July 1978 and subsequently endorsed by the Intergovernmental Regional Committee on Human Settlements at its first meeting in October 1978.

50. With intensified training workshops, advisory services and technical assistance from ECA, United Nations Centre for Human Settlements (CHS) and other interested organizations, it is expected that national building cost-information centres would have been established in a number of countries with the purpose of recording, analysing and monitoring building costs in particular and disseminating information on human settlements in general. At the same time studies on the feasibility of establishing an African regional institute for building materials and construction industries would have been completed.

(iv) Activities in the strategy that are considered likely to be of marginal usefulness and the legislation requiring them

51. This will depend on the decisions of the Intergovernmental Regional Committee on Human Settlements taken at its meeting around 1980.

(e) Expected impact

52. It is expected that in implementing programmes in the field of shelter, infrastructure and services, governments would resort more and more to efficient methods of development and utilization of their natural, financial and human resources which, in the medium to long-term perspectives, would result in improvement of living conditions and quality of life brought about by an increased supply of housing and alleviation of conditions in slums and squatter settlements, induced by lower costs arising from development and use of local building materials and popular participation.

53. Governments will also effect savings on foreign exchange, increased employment opportunities, acquisition of greater skills, application of more appropriate and environmentally sound technologies, and promotion of local entrepreneurship. The implementation of the building materials and construction industries programme would bring about decentralization of medium and small-scale industries, accelerated rural development and minimized rural-to-urban migration, and greater multinational economic interdependence and self-reliance in the African region, associated with intra-African trade in the building materials, based on complementarity and mutually advantageous development policies.

Subprogramme 3: Institutions and Management

54. The objective of this subprogramme is to assist governments in the establishment of new and/or strengthening of existing institutions and machinery for promoting human settlements development with a view to improving human environment and quality of life for all, and particularly for the poor. These institutions will include new or improved political, administrative and managerial, technical, legislative and training instruments which would qualify nationals to formulate policies and strategies; plan programmes, execute, manage, evaluate and monitor projects; and continuously search for innovative ideas and techniques for mobilizing financial, human and non-governmental institutional resources for human settlements development.

(b) Problem addressed

55. In many countries of the region too many government agencies have responsibilities for some aspect of human settlements development but working independently of one another. There is therefore need for co-ordination and integration of existing technical and financial institutions and for creation of new, more self-reliant and effective ones; for reformation and adaptation of administrative and legal machinery to bring them more in line with realities; and for the expansion and reorientation of training programmes to meet growing needs for personnel capable of performing the technical and administrative functions being established at various governmental levels.

(c) Legislative authority

56. Commission resolutions 53 (IV)⁺, 157 (VIII)⁺, 209(IX)⁺ and 316 (XIII); General Assembly resolution 32/162; UNEP Governing Council decisions on human settlements technology programme; and Habitat recommendations F.1 to F.10.

+ Mandate more than five years old.

(d) Strategy and Output

(i) The situation at the end of 1979

57. Many governments would have started surveys and evaluation of institutions dealing with human settlements development and identified gaps and deficiencies and possible solutions; they would have also started implementation of the recommendations on institution building emanating from the meeting of the African experts on building materials held in July 1977. The meeting of building research directors scheduled for 1979 would have taken place and its findings and recommendations disseminated to governments. Advisory services and technical assistance would have been provided for projects under this subprogramme to requesting countries.

(ii) The biennium 1980-1981

58. Within the framework of recommendations, guidelines and priorities set by the Intergovernmental Regional Committee on Human Settlements, and subject to request from Governments of the region, advisory services and technical assistance would have been provided to assist in the implementation of national institution building and training programmes. A number of surveys and feasibility and case studies would have been undertaken to determine training needs in physical planning and to disseminate information on training and other institutions in the region. Expert group meetings on physical planning education, on standards, codes and regulations as well as subregional training seminars in organization and development of housing co-operative societies and a workshop on the financing of rural infrastructure would have been implemented. The second session of the Intergovernmental Regional Committee on Human Settlements would have taken place and its recommendations and decisions disseminated.

(iii) The biennium 1982-1983

59. The programme of work and priorities for the biennium as approved by the Intergovernmental Regional Committee on Human Settlements would have begun to be implemented by Governments at the same time that they continued programmes initiated during the preceding biennium. A number of studies including case studies on the institutional machinery for the development of African new towns, and on institutional and administrative arrangements for rural development in selected African countries would have been published and disseminated. A symposium on special problem areas of human settlements in Africa and institutional machinery for dealing with them, and an expert group meeting on the establishment of building-cost and information centres would have been accomplished. The third session of the Intergovernmental Regional Committee on Human Settlements would have reviewed the programme of work and priorities for the succeeding biennium and decided on the strategies and priorities for the subprogramme.

(iv) Activities in the strategy that are considered likely to be of marginal usefulness and the legislation requiring them

60. Decisions on the above matter would have been taken by the intergovernmental regional committee on human settlements at its meeting in 1982 in respect of medium-term plan for 1984-1987.

(e) Expected impact

61. It is expected that a substantial number of countries in the region would have established the institutions and procedures necessary for effective management of their human settlements improvement programmes. Many countries would have developed co-ordination between agencies concerned with the physical aspects of planning for human settlements and those responsible for social and economic planning and environmental protection; created institutions for acquisition and allocation of land for settlements development as well as facilities for housing finance; and established and/or strengthened institutions to provide information, training and research in support of government settlement policies and programmes.

Possible change of structure of the programme

62. The above provisional work programme for the medium term 1980-1983 is based on the assumption that the present three regular staff of the secretariat unit of the intergovernmental regional committee on human settlements (the Housing, Construction and Physical Planning Section) will be augmented by an additional seven professionals over and above five highly competent and experienced personnel to be assigned to the five multinational programming and operational centres (MULPOCs) of the African Region. If the professional staff complement made available to the secretariat and the MULPOCs including those presently in-post does not exceed, say ten, then it will become necessary to restrict the number of subprogrammes to only two, in order to comply with the United Nations administrative and budgetary rules and regulations. In that case, it will be difficult to adhere to the terminology recommended by Habitat Conference for activity areas and it is suggested that the Intergovernmental Regional Committee on Human Settlements authorize its secretariat to select suitable headings for the two subprogrammes which would nonetheless express the spirit and content of the six activity areas recommended by Habitat for national action.

Funding of the programme activities

63. The report of the Commission on Human Settlements,^{1/} under section VI, Regional Arrangements, states the following:

"The Commission recalled that General Assembly resolution 32/162, inter alia, called for a significant portion of posts of the Centre (on Human Settlement) to be assigned during 1978-1980 to the regions for work on regional human settlements questions; for the regional commissions to consider the establishment of regional committees on human settlements as soon as possible, served by a secretariat unit in the parent regional commission, each unit to be headed by a senior officer; and the additional budgetary and personnel resources for each regional secretariat unit to be made available from the Centre and resources currently available to each region." ^{2/}

64. "The Commission noted that the resources deployed from the Centre to the regional commissions were to supplement the resources made available by and to the regional commissions for work on regional priorities and programmes in the field of human settlements." ^{3/}

^{1/} General Assembly Official records: Thirty-third session, Supplement No.8 (A/33/8).

^{2/} Ibid., paragraph 30

^{3/} Ibid., paragraph 33

65. "The Commission expressed the view that, to the extent that resources available at this stage to the Centre were likely to be limited in relation to need, the deployment to the regions should take into account the areas where effective action was both needed and possible. An important indication of priority was the actual strengthening by the regional commissions of their respective intergovernmental and secretariat mechanisms to deal with human settlements." ^{1/}
66. The work programme of the ECA is funded from the following sources:
- (a) The regular budget which goes mainly for the payment of salaries of established posts in the secretariat;
 - (b) Extra-budgetary sources which include funds from other United Nations funding bodies such as the UNDP which provide funds for some joint programmes, and resources negotiated between ECA and bilateral donor countries under technical co-operation arrangements which usually go to recruit experts and consultants who work in the region;
 - (c) The United Nations Trust Fund for African Development contributed by Governments on a voluntary basis which is apportioned by the ECA to finance some of the priority areas in its work programme. Many African countries have pledged contributions to the Fund.
67. The current share of human settlements activities of these budgetary resources is indeed meagre, and having regard to the extracts from the report of the United Nations Commission on Human Settlements quoted in paragraphs 64 and 65 above, it would be appropriate for the Intergovernmental Regional Committee on Human Settlements to consider ways and means of ensuring that adequate personnel and budgetary resources are made available to the regional programme on human settlements.

PROGRAMME OF WORK AND PRIORITIES FOR 1980-1981 WITH PROJECTIONS
TO 1982-1983

68. As indicated in paragraph 1 of this document, below is a tentative programme of work and priorities for 1980-1981 with projections to 1982-1983. This was based on a write-up of a medium term plan for the same period which was provisionally approved by the ECA Policy and Programme Co-ordination Office (PPCO) late in 1977, for purposes of submission for consideration by the Committee for Programme and Co-ordination (CPC), United Nations Headquarters, New York, at its eighteenth session in May/June 1978. It will be noted that the Programme was tailored around 2 sub-programmes instead of the three sub-programmes suggested in the present document. The Intergovernmental Regional Committee on Human Settlements will have to decide on this matter in the light of financial and other resources likely to be made available to it in order to effectively implement the programme.

^{1/} Ibid. paragraph 34

9.290 HUMAN SETTLEMENTS

C. ENVIRONMENT AND PHYSICAL RESOURCES

9.291 Policies development and institution building

Origin: Commission resolutions 53 (IV), 157 (VIII), 209 (IX) and 316 (XIII); Recommendations of the Habitat Conference 1976; General Assembly resolution 32/162.

Project aim: The objective of this subprogramme is to assist member States in the identification of problem areas and possible solutions, and formulation of effective and self-reliant settlement policies and strategies leading to adoption by government of a national physical plan as a framework for comprehensive and integrated socio-economic development planning; and in the establishment of new and/or strengthening of existing institutions and machinery for promoting human settlements development with a view to improving human environment and quality of life for all and particularly for the poor.

Priority A

Work content:

9.291.01 (a) Assistance to countries and territories (1980-1983)

(i) In formulating (in collaboration with Development Planning Projections and Policies Division), comprehensive and integrated policies and strategies for urbanization and integrated rural development; establishment of administrative and executive physical planning units for urban and rural development and their effective co-ordination with and integration into other agencies responsible for environmental social and economic planning;

(ii) In promoting and strengthening (in collaboration with Public Administration, Management and Manpower Division) training facilities for physical planning personnel at all levels through field projects, seminars and manuals;

(iii) Assistance (in collaboration with the Special Programme in Integrated Rural Development) in evaluating the infrastructural requirements for projects in human settlements and in integrated rural development;

(iv) Assistance (in collaboration with the Public Administration, Management and Manpower Division, other UN bodies, and NGOs) in designing training and orientation programmes for professional planners and middle-level technicians in human settlements and integrated rural development projects;

(v) Establishment (in collaboration with the Centre for Human Settlements (CHS), UNDP, UNEP and others) of national and multinational institutions for training in the design, planning

9.291.01
(cont'd)

and establishment of human settlements in the framework of environmental and ecological considerations;

(vi) Assistance to other United Nations organizations in mounting and evaluating projects in human settlements;

(vii) To promote (in collaboration with Fiscal, Monetary and Financial Institutions and CHS) the development of a sound financial basis for housing and associated infrastructural development and to promote the establishment of the appropriate financial institutions based on local conditions and needs;

(viii) Formulation and implementation (in collaboration with financial institutions, UNDP, CHS, IBRD and ADB) of innovative financial policies and strengthening of existing finance institutions; developing infrastructural and housing credit facilities through savings and loan associations, credit unions, and rural building loan schemes; establishing national banks for the mobilization of funds for infrastructure and urban and rural housing through popular participation;

(ix) Assistance (in collaboration with UNIDO, OAU, UNEP, UNDP and CHS) in formulating and implementation of national policies and strategies for development of building materials and construction industries.

(b) Studies:

9.291.02 Survey and evaluation of training institutions and programmes in housing, building and physical planning in Africa (1980).

9.291.03 Feasibility study for establishment of subregional training centres for middle level human settlements personnel (1980).

9.291.04⁺ Survey and analysis, in selected African countries, of co-ordination machinery among institutions and agencies dealing with human settlements development (1981).

9.291.05⁺ Case studies on African new towns with emphasis on institutional and other machinery for their development (1982).

9.291.06 Comparative study on institutional and administrative arrangements for rural development in selected African countries (1983).

(c) Collection and dissemination of information.

(d) Conferences, meetings, seminars and expert working groups (1980-1983).

9.291.26 Expert Group Meeting on Training requirements for physical planning personnel (1980 and 1982).

9.291.27 Subregional training seminar in organization and establishment of housing co-operative societies (1980).

+ New programme element.

- 9.291.28 Symposium on building cost-reduction techniques in housing and infrastructure (1982).
- 9.291.29 Symposium on special problem areas of human settlements in Africa (1983).
- 9.291.30 Meeting of the Regional Intergovernmental Committee on Human Settlements (1980 and 1982).
- 9.291.31 Seminar on impact of self-help on national housing programmes (1983).
- 9.291.32 Expert Group Meeting on standards, codes and regulations (1981).
- 9.291.33 Workshop on the financing of rural infrastructure (1981).

Related Programmes: Close collaboration will be maintained and strengthened with substantive Divisions of the Commission, and with Habitat, Centre for Human Settlements (CHS), UNEP, UNDP, international, regional and subregional financial institutions and groupings; ILO, UNESCO, WHO, UNIDO, OAU and interested NGOs.

9.292 Efficient resource development and utilization

Origin: Commission resolutions 53 (IV), 157 (VIII), 209 (IX), 316 (XIII); Recommendations of the Habitat Conference 1976; General Assembly resolution 32/162; Decisions of the Governing Council of UNEP; and resolution 8 (IV) of the Conference of African Ministers of Industry 1977.

Project aim: The objective of this subprogramme is to assist African Governments in the establishment of national policies, programmes and institutions which will help in the planning, development, mobilization and efficient use of financial, natural and manpower resources for human settlements development; and in achieving self-sufficiency by the year 2000 in the building materials and construction industries.

Priority A

Work content:

- 9.292.01 (a) Assistance to countries and territories (1980-1983).
- (i) Establishment of co-operative housing projects with special emphasis on sites-and-service schemes;
- (ii) Improvement of the design and environment of dwellings and community facilities in the rural, peri-urban and urban areas, and improvement and alleviation of conditions in slums and squatter settlements;
- (iii) Co-ordination and rationalization of building research activities;

9.292.01
(cont'd)

(iv) Promotion of production of adequate building materials to meet local demand, utilizing appropriate, low-cost and environmentally sound technology, medium and small-scale industries, planned to take full account of their environmental impact;

(v) Setting up centres in the appropriate ministries to monitor construction costs on a continuous basis and at reducing costs through classification, standardization and modular coordination; and

(vi) Identification and implementation of national and multinational pilot projects in building materials and construction industries.

(b) Studies (1980-1983):

9.292.02 Feasibility studies on regional construction and building materials projects (1980).

9.292.04 Study on establishment of national centres for building-cost monitoring and dissemination of information (1981).

9.292.05⁺ Study on the establishment of an African Regional Centre for building materials and construction industries (1983).

(c) Collection and dissemination of information.

9.292.20 Publication of a handbook on appropriate technologies for building and servicing of housing (1981).

(d) Conferences, meetings, seminars, and expert working groups (1980-1983).

9.292.26 Meeting on the establishment of building cost and information centres (1982).

9.292.27 Workshop on planning, programming, financing, execution and management of building materials and construction industries (1980 and 1982).

Related Programmes: Close collaboration will be maintained and strengthened with all the substantive Divisions of the Commission but in particular with Natural Resources Division, Social Development Division, Public Administration, Management and Manpower Division, Joint ECA/UNIDO Industry Division; with other regional economic commissions; CHS, UNEP, UNIDO, UNDP, ILO, UNESCO, IBRD, ADB and other finance institutions; donor countries, other technical assistance agencies and international and African professional associations.

+ New programme element.

ANNEX I

PROGRAMME OF WORK AND PRIORITIES FOR 1978 AND 1979

9.290

HUMAN SETTLEMENTS

C.

DEVELOPMENT AND CONSERVATION OF PHYSICAL RESOURCES

9.291

Policies strategies and programmes for housing, building, physical planning and urban development

Origin:

Commission resolutions 53 (IV), 157 (VIII) and 209 (IX);
Decisions of the Vancouver Habitat Conference 1976.

Project aim:

To encourage formulation, adoption and implementation of integrated and comprehensive national human settlement policies and strategies aimed at improving human environment and quality of life for all the people; to promote creation, strengthening and co-ordination of political, social, administrative, technical, financial and legal machineries relating to housing, building, urban and regional development and plan implementation; to promote practical programmes for popular participation in the development of housing and infrastructural development in urban and rural areas; to promote and expand building materials and construction industries through utilization of local materials, and to organize training programmes for personnel at all levels to man institutions responsible for human settlement development in the region.

Priority A

Work content:

9.291.01

(a) Assistance to countries and territories (1978-1979):

(i) In formulating (in collaboration with Development Planning, Projections and Policies Division), comprehensive and integrated policies and strategies for urbanization and integrated rural development; establishment of administrative and executive physical planning units for urban and rural development and their effective co-ordination with and integration into other agencies responsible for environmental, social and economic planning;

(ii) In promoting and strengthening (in collaboration with Education and Training Division) training facilities for physical planning personnel through field projects, seminars and manuals;

(iii) Assistance (in collaboration with the Special Programme in Integrated Rural Development) in evaluating the infrastructural requirements for projects in human settlements and in integrated rural development;

9.291.01
(cont'd)

(iv) Assistance (in collaboration with the Public Administration, Management and Manpower Division, other UN bodies, NGOs) in designing training and orientation programmes for professional planners and middle-level technicians in human settlements and integrated rural development projects;

(v) Establishment (in collaboration with CHBP, UNDP, UNEP/UNHHSF and others) of national and multinational institutions for training in the design, planning and establishment of human settlements in the framework of environmental and ecological considerations;

(vi) Assistance to other United Nations organizations in mounting and evaluating projects in human settlements;

(vii) To promote (in collaboration with Fiscal, Monetary and Financial Institutions and UNHHSF) the development of a sound financial basis for housing and associated infrastructural development and to promote the establishment of the appropriate financial institutions based on local conditions and needs;

(viii) Formulation and implementation (in collaboration with FMFP & I, UNDP, UNCHEP, IBRD and ADB) of policies and strengthening of existing finance institutions; developing infrastructural and housing credit facilities through savings and loan associations, credit unions, and rural building loan schemes; establishing national banks for the mobilization of funds for infrastructure and urban and rural housing;

(ix) Assistance (in collaboration with UNIDO, UNEP, UNDP and UNHHSF) in formulating and implementation of national policies and strategies for development of building materials industries.

(b) Studies:

9.291.02 Follow-up on survey and preparations (in collaboration with the German Foundation for International Development) for the Working Group of Experts Meeting on physical planning, needs, training institutions and programme (1978);

9.291.03 Study (in collaboration with Manpower Division, CHBP and others) of the feasibility of establishing a Regional Institute for Comparative Research and Training in Integrated Rural Development and Physical Planning (1978);

9.291.06 Preparations and follow-up action (in collaboration of UNEP/UNHHSF and CHBP) in connexion with the Post-Habitat African Regional Meeting on Human Settlements (1978-1979);

(c) Collection and dissemination of information:

9.291.20 Bi-annual "Human Settlements Newsletter" (1978-1979);

(d) Conferences, meetings, seminars and expert working groups (1978-1979):

- 9.291.26⁺ Meeting of a working group of experts (educationalists and planners in the field) to assess training needs and requirements for urban development (in collaboration with Education and Training, Development Planning, Projections and Policies and the German Foundation for International Development) - (1978);
- 9.291.27 Seminar (in collaboration with Development Planning and Human Resources Development Divisions) on the design and role of urbanization policies in integrated rural development (1978);
- 9.291.28 Workshop (in collaboration with Human Resources Development Division, ILO and others) on the use of labour intensive techniques in the development of infrastructure for human settlements and integrated rural development projects (1978);
- 9.291.29 Training workshops (in collaboration with Development Planning, Projections and Policies Division and bilateral institutions) in physical planning with special reference to controlled urban development and to integrated rural development (1979);
- 9.291.30⁺ Post-Habitat African Regional Meeting (in collaboration with UNEP/UNHHSF) (1978-1979);
- 9.291.31⁺ Sub-regional seminars on the Impact of Self-Help in National Housing Programmes (in collaboration with Bouwcentrum) (1978-1979);
- 9.291.32 Seminar on credit facilities, their forms, efficiency and use for housing development - (1978);
- 9.291.33 Seminar on the financing of rural infrastructure - (1979).

Related Programmes: Close collaboration with UNEP/UNHHSF and the United Nations Centre for Housing, Building and Planning will be continued. The ECA/FAC Joint Agriculture Division, Human Resources Development Division, Statistical Division and ECA/WHO Liaison Office would collaborate.

9.292 Promoting the efficient utilization of resources for housing and for rural infrastructure in integrated rural development

Origin:

- Commission resolutions 53 (IV), 157 (VIII) and 209 (IX);
- Decisions of the Vancouver Conference on Human Settlements, 1976.

Project aim: To promote the adoption of national policies for conservation and management of resources and environmental planning; implementation of housing and rural infrastructure development by providing field assistance to Governments in setting up low-cost housing estates, and other rural infrastructures utilizing popular participation in

+ New Project

sites-and-services schemes, co-operative and aided self-help methods. To stimulate in the region of the awareness of environmental and ecological implications of human settlements development through studies, seminars and training courses. To achieve cost reductions in building of housing and related facilities and services.

Priority A

Work content:

9.292.01 (a) Assistance to countries and territories (1976-1977):

Establishment of co-operative housing projects with special emphasis on sites-and-service schemes; improvement of dwellings and community facilities in rural and peri-urban dwellings and house designs; setting up units in the appropriate ministries to organize a system for evaluating construction costs on a continuous basis through classification, standardization and modular co-ordination; and improvement and alleviation of conditions in slums and squatter settlements.

(b) Studies:

9.292.02 Evaluation of pilot projects in co-operative and aided self-help housing (in collaboration with ECA/UNEP and ICHDA) (1978-1979);

9.292.03 + Manual on progressive standards on neighbourhood planning (in collaboration with Bouwcentrum) (1978-1979);

9.292.04 Measures towards the establishment and operation of building costs and designs information centres (in collaboration with Bouwcentrum) (1978-1979);

(d) Conferences, meetings, seminars and expert working groups (1978-1979);

9.292.26 Sub-regional training courses in the establishment and organization of co-operative housing societies using existing financial structures, particularly credit unions in rural areas (in collaboration with ICHDA) (1978-1979).

Related Programmes: Close collaboration will be maintained with UNDP, UNEP/UNHESP, ICHDA, United Nations Centre for Housing, Building and Planning; with IBRD on development of sites-and-services schemes, ILO in co-operative and WHO in environmental sanitation, and with interested NGOs.

9.293 Development of the building materials and construction industries

Origin:

- Commission resolutions 53(VI), 157 (VIII) and 209 (IX);
- Decisions of the Vancouver Conference on Human Settlements, 1976;
- Agreed conclusions of the Third Meeting of the Follow-up Committee on industrialization in Africa, 1976.

+ New project