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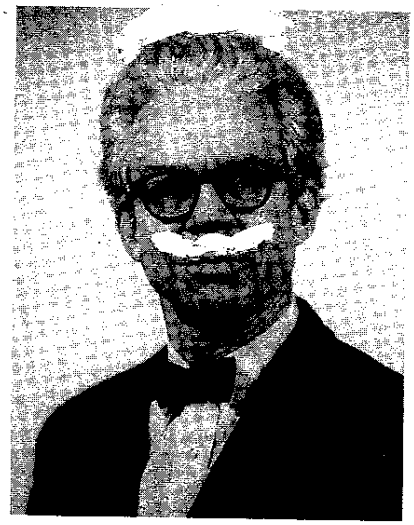

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NORMAN N. MILLER has been concerned with East Africa's anthropology and politics for more than two decades. In 1959-60 he traveled extensively in East and Central Africa and subsequently, with research support from the Ford Foundation, The National Science Foundation, and the Carnegie Foundation, lived in Tanzania, Kenya, and Uganda on nine separate occasions. He has taught at the University of Dar es Salaam and the University of Nairobi. Receiving the M.A. and Ph.D. degrees from Indiana University, in 1966 he joined the faculty of Michigan State University where he was founder and editor of *Rural Africana*, a research bulletin in the social sciences. He became an Associate Professor in 1969 and shortly thereafter he joined the Field Staff to report on East Africa. His publications include two edited volumes, *Research in Rural Africa* and *Faces of Change: Five Rural Societies in Transition*, chapters in several books, and articles in such publications as the *American Political Science Review*, the *Journal of Modern African Studies*, and the *Canadian Journal of African Studies*. From 1971 to 1977 he was director of the AUFS Film Program and has produced or directed the 27 documentary films known collectively as the *Faces of Change*.

Since 1977 Dr. Miller's work has focused on health and environment. He holds a concurrent appointment as Professor of Community Medicine and adjunct professor of environmental studies at Dartmouth College, teaching in the areas of international health, medical anthropology, and environment.

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by Norman N. Miller and
James F. Hornig
[NNM-1-'81]

HABITAT: THE NEW UNITED NATIONS INITIATIVE IN HUMAN SETTLEMENTS

Habitat, the synonym for the United Nations Center for Human Settlements, is a new UN agency with a staggering mandate. Its charge is to assist developing nations in settlement policy and planning, in slum upgrading, urban renewal, and in the development of shelter materials. The upgrading of infrastructural services, such as those involving finance, loans, building codes, and regulatory laws, are a part of the mandate, as are such basic elements as clean water, electricity, and sewage removal. Still further, the agency, which is headquartered in Nairobi, Kenya, is charged with helping generate rational land-use policies, gaining public participation, and helping build local management institutions that attack settlement problems. Given that the world will have to double the size of its built environment by the year 2000, and that currently 60 percent of the world is unsheltered or housed inadequately, Habitat does indeed face an awesome challenge.

A large part of Habitat's current problem is simply setting priorities from the "wish list" that the United Nations has imposed on it. The agency's personnel, currently some 75 officers and 110 support staff, is struggling to specify the most realistic problems to tackle. Given the vested interests of many nations, a small budget, and the necessity to create a new organization, the task has not been easy.

History

Originally discussed as an important element in the 1972 Stockholm Environment Conference, the action to create a settlement initiative did not come until the UN World Conference on Human Settlements held at Vancouver in 1976. This conference, nearly three years in the making, was the largest, most expensive, most intricately planned of the UN conferences to date. Indeed, it was something of a political upheaval. Despite the scholarly preparations, the voluminous scientific papers, documents, reports, books, and numerous audio-visual presentations, much of the time was spent on political wrangling over side issues.[1] As a result, the call to form Habitat, made "unanimously" at the conference close, was somewhat muted by the swirl of events.

Even with the mandate, the leadership of the UN General Assembly had to be convinced that "yet another small agency" was in everyone's best interests. This debate took two years. It was April 1978 before a governing commission was convened for planning Habitat, and October 1978 when the UN formally announced the establishment of the Center for Human Settlements.[2]

With the appointment of Dr. Arcot Ramachandran, an engineer and diplomat from India,

Brief History of Habitat

1972	UN Conference on the Environment, Stockholm, noted as of major importance in environmental affairs.
1973	Settlement issues a part of UN Environment Programme.
1974	The UN Secretariate for the Habitat conference starts to work.
1976	Habitat conference occurs in Vancouver; recommendations for national action.
1977	First Habitat Governing Commission established by UN Res. 32/162 (December).
1978	UN Secretary General's instruction to form Habitat (October). Dr. Ramachandran appointed Executive Director (November).
1979	Organization, staffing at Nairobi headquarters. Outside components brought to Habitat. Technical Cooperation services organized in Nairobi. Information Division organized in Nairobi. Research & Development Division organized in Nairobi. Opening of Habitat Headquarters, Nairobi. Second commission meeting, Nairobi (April).
1980	Third commission meeting, Mexico (April).
1981	Fourth commission meeting, Manila (April).

as first Executive Director, the agency began to take shape, and both the organization and the priorities of Habitat bear Ramachandran's stamp.

Ramachandran's first task was to organize the various existing UN components that the General Assembly had said should be woven into Habitat. In some cases these existing offices, bringing experience and a record of past accomplishments, were a great resource for Habitat. In other cases the delays and uncertainties associated with the move to Nairobi were worse than the problems of starting from scratch.

What were Habitat's components?

- From the UN offices in New York came the Center for Housing, Building, and Planning.

- From the Vancouver conference came Vision Habitat, a major information component that included 240 films and audio-visual presentations on settlement issues.

- From the UN Environmental Programme (UNEP), also headquartered in Nairobi, came several programs concerned primarily with "built environments."

- From the UN Office for Technical Cooperation Development (UNDTC) came several other projects.

Under Arcot Ramachandran, Habitat's priorities quickly focused on the poor, both rural and urban. He has further insisted on something relatively rare in the UN system: quick responses to government requests for help, and on continuity and follow-through in Habitat's projects.

Ramachandran is also adamant about the end result of Habitat's efforts. "We must give people the ability to maintain and operate their own housing systems," he says with enthusiasm, "and to make the necessary changes, whether in upgrading slums or working out new rural settlements. Habitat's objective is to provide people with the models and tools to work with."

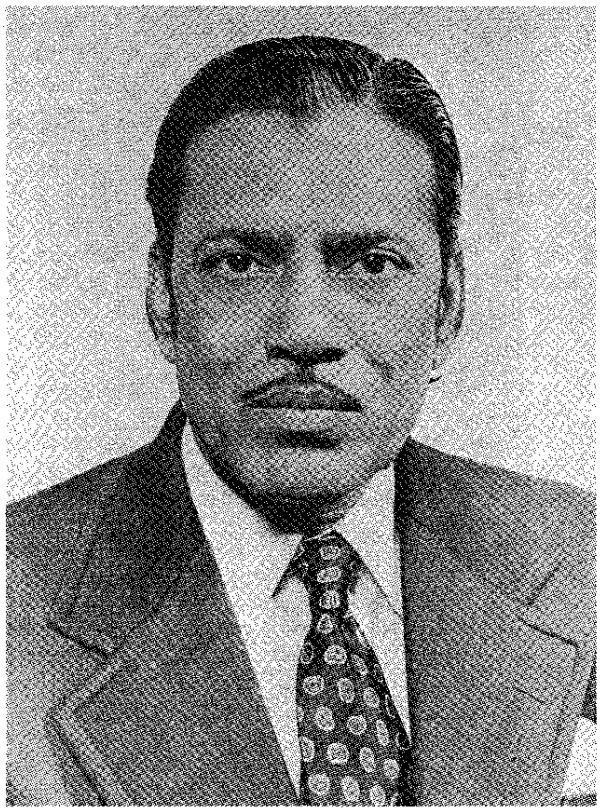
Because of its modest budget, Habitat is striving to serve as a catalyst for funds from other sources. Hoping also to avoid "the constant reinvention of the wheel," it seeks to achieve shared solutions to common problems among Third World countries. "We also feel," Ramachandran asserts, "that by helping solve the settlement problems we are giving nations a chance to grow... to have the political stability they need to carry on their search for economic growth."

In Habitat's efforts to help the poor, and in settlement issues generally, it concentrates on "manmade environmental problems," as opposed to the natural environmental problems that are UNEP's concern. Ramachandran is well aware that the distinction is not mutually exclusive, that both UNEP and Habitat are concerned about the relation of poverty to pollution and other forms of environmental degradation.

By defining Habitat's mission in a way which complements UNEP, Ramachandran has avoided many of the turf battles and charges of redundancy which troubled the UN leadership when Habitat was first authorized.

Ramanchandran and his staff do not, of course, set program priorities without UN guidance. The intergovernmental body to which Ramachandran and Habitat are responsible is known as the Commission on Human Settlements. It is made up of representatives from 58 UN member states, elected within the Economic and Social Council for three-year terms. In theory all 156 UN member states will, over time, become a part of the governing process. The Commission meets once a year for approximately 10 days, so far convening in New York (1978), Nairobi (1979), Mexico City (1980), and Manila (1981). The Commission reviews Habitat's activities, discusses its programs, hears debate on new policy and makes recommendations for how Habitat should proceed.

The interplay between Ramachandran and his Habitat staff on the one hand, and the Commission representing UN member states on the other, appears to be productive. Since Habitat itself does much of the preparatory work for the commission meetings, there is an element of "fulfilling our own prophecies." On balance, however, the process of review and discussion allows member states to press their own concerns and to have a voice in setting overall policy priorities. In return, the Habitat staff gains the support of the Commission when it becomes the target of inevitable criticism.



Arcot Ramachandran, the first Executive Director of Habitat, with the rank of Under-Secretary General, was appointed on July 6, 1978. Formerly the Indian Chairman of the UN Committee on Science and Technology for Development, his career had included an engineering degree from the University of Madras, Master's and Ph.D. degrees from Purdue University, and postdoctoral fellowships at Columbia University and Massachusetts Institute of Technology. Between 1957 and 1967 he headed the Department of Engineering at India's prestigious Institute of Science, Bangalore. He was later Director of the Institute of Technology, Madras, and in 1977 Director of the Indian Council for Scientific and Industrial Research.

The first commission meeting (in New York in 1978) was for planning and organization. The Nairobi meeting in 1979 set the priorities for Habitat's attention in four areas:

- Human settlement finance and management
- Energy requirements and conservation in settlement
- Rural settlement development
- Upgrading of slums and squatter settlements

The 1980 meeting in Mexico City produced a twofold focus:

- Role of the construction industry in human settlements and national development
- Reviews of infrastructural needs in slums, squatter areas and rural settlements

The 1981 session in Manila will concentrate attention on the Medium-Term Plan (1984-1989) and the Work Program and Program Budget, which will affect the Habitat activities for the remainder of the decade.

Funding

Given the potential scope of its mandate, Habitat's budget is modest indeed—just over $40 million for the current two-year budget. These funds come from a variety of sources including the regular UN budget, the Development Programme (UNDP), UNEP, and the Habitat and Human Settlement Foundation, the extra-

budgetary arm of Habitat whose revenue comes largely from the voluntary contributions of the UN member states.[3]

The resources and estimated expenditure for the 1980-81 biennium are given in Table 1.

Table 1
1980-81 Resources and Expenditures
(millions of US$)

	Resources	Estimated Expenditures
Regular UN Budget Allocation	8.1	7.7
UNDP	25.6	25.6
Habitat Foundation	8.3	3.9
UNEP	.7	.7
Other*	4.7	4.4
Total Resources	47.4	42.3

*Trust funds, World Food Subvention, etc.

Source: Habitat Document A/21/6/Mar. 81 and HS/C/4/9.

Curiously, Ramachandran and his colleagues do not complain about their sparse budget. They wish that the wealthier member states, such as the U.S. and Great Britain, would begin contributing, but on the whole, they pride themselves on the achievements they have attained on limited resources.

Program Goals

Having focused on the built environment, and having asserted a priority for the world's poor, how have Ramachandran and his staff translated those goals into specific programs? The answer is contained in a complex combination of six well defined subprogram areas and three completely independent operating divisions which cooperate in carrying out activities in the subprogram areas.

Although the subprograms can and probably will change with time, they are defined quite broadly and have sufficient permanence to be reflected in budgetary summaries of Habitat's activities, as shown in Table 2.

The three operating divisions—Technical Cooperation, Research and Development, and Information—share responsibility for implementing the subprograms, and although some ambiguity exists in this specification of priorities, it is obviously a useful tally sheet.

Table 2
Relative Allocation of Resources

Sub-Program Areas	1980-81 (%)	1981-82 (%)
Settlement policies and strategies	17.3	10.7
Settlement planning	15.2	14.7
Shelter, infrastructure and services	41.2	36.0
Land-use policy	4.3	2.0
Public participation	5.5	7.2
Institution and Management	16.5	29.4

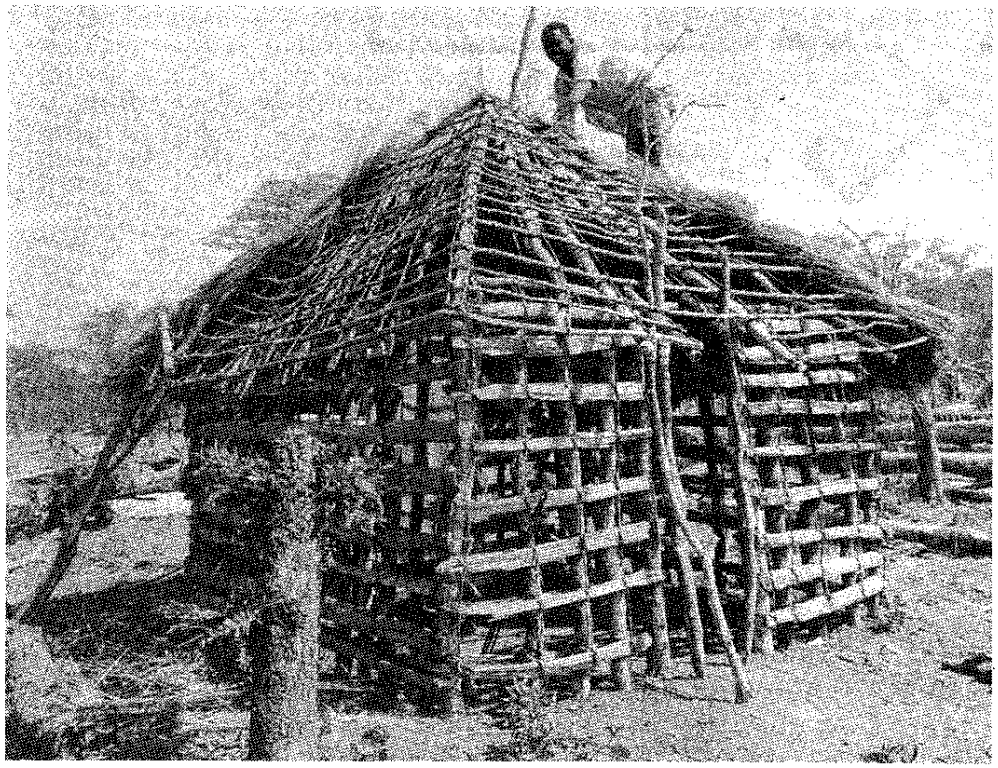
Source: Habitat Finance Section.

Ramachandran and his staff describe the subprograms as follows:

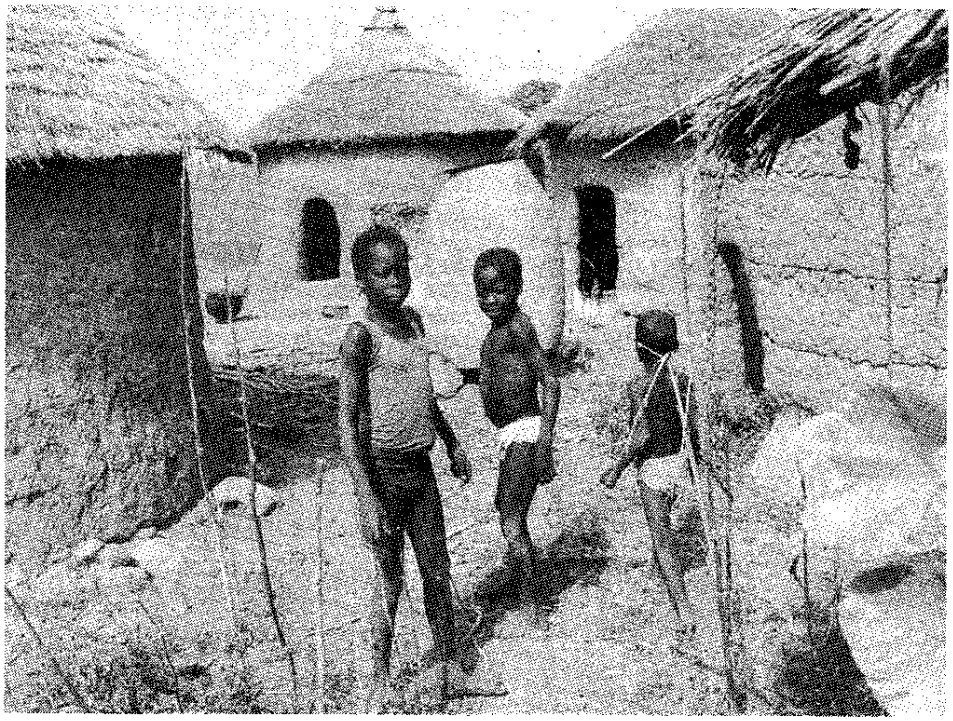
Settlement Policies and Strategies provides help for governments in drafting and implementing national settlement policies. The awkward truth is that many nations in fact have no settlement policy, and many others have nothing more than vague guidelines. The purpose of this subprogram is to lift awareness of the need for such policies and to suggest what might be done. Driving forces which highlight the need for such policies are seen as the burgeoning population in the Third World, unanticipated urbanization, and stark quality-of-life differences between urban and rural peoples. Much of the work consists of assisting ministries in forming policy, and convincing high-level officials that action is needed. The latter involves heightening local awareness about settlement issues, and enlisting the aid of nongovernmental organizations.

Settlement Planning is related to Policy and Strategy formulation, but provides assistance in specific planning tasks. Settlement Planning staff respond to "How to do it?" questions concerning the machinery of planning that is appropriate to rural areas or to metropolises, center city and outlying areas. This subprogram offers major technical assistance, research help, and training programs.

Shelter Infrastructure and Services is the largest subprogram in terms of funds. Directed toward improvement of the infrastructural mechanisms that relate to shelter (loans, building codes, laws), as well as material services, it also emphasizes the use of traditional techniques in construction and in materials, design, and



Two types of traditional housing: wooden frame hut in Zambia, mud huts in Kombissiri, Upper Volta.



layout. Other activities include trying to develop methods for promoting private initiative and for bringing together the traditionally disorganized, individualistic building industry.

Land Use Policy promotes technical cooperation in the formulation of land policy. The concern is with land ownership, tenure, and how to insure land availability for settlement projects. Other elements involve research on land management and the monitoring of changes in land use.

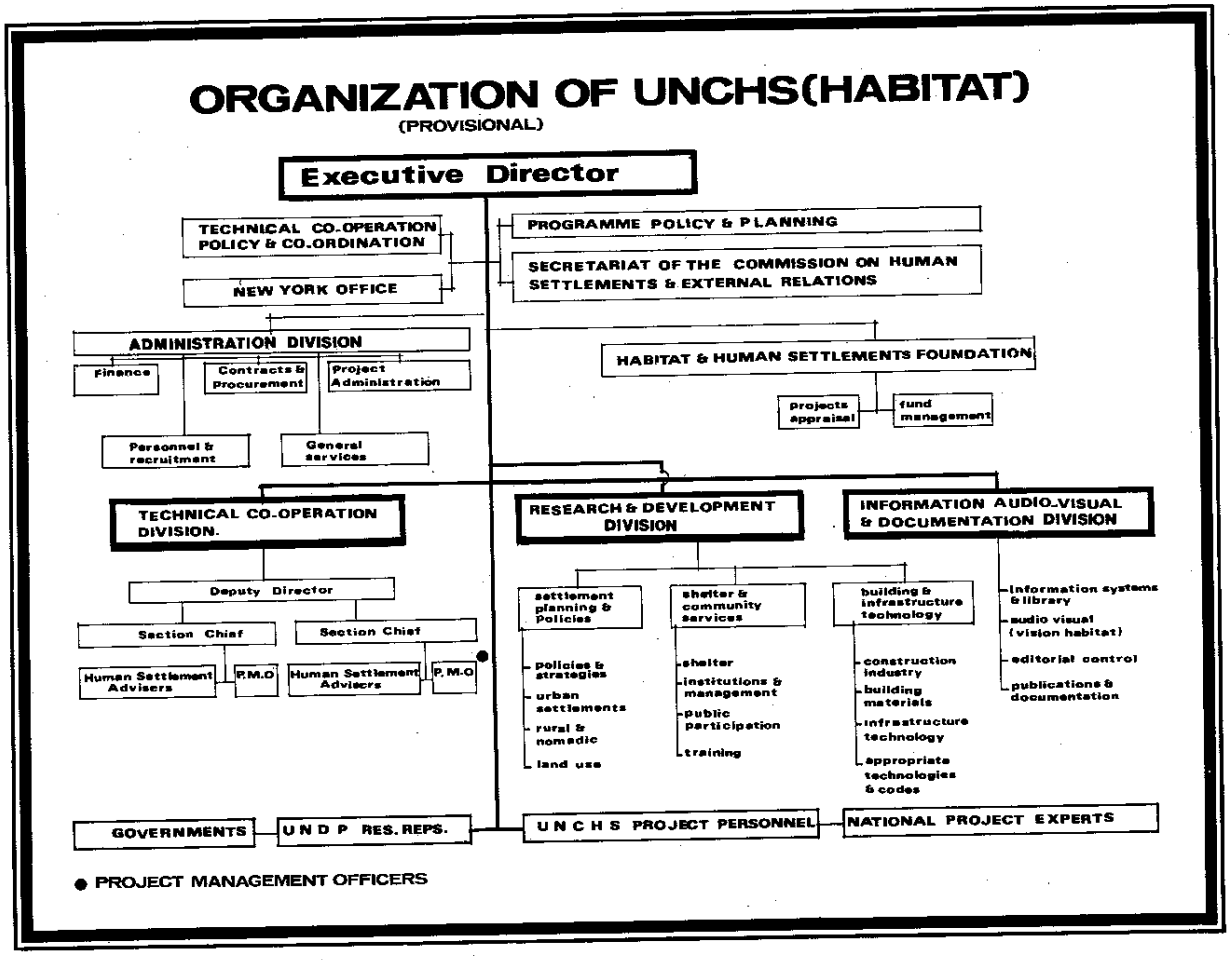
Public Participation is concerned with the organization and management of self-help efforts in the provision of shelter, infrastructure, and services. Emphasizing that environmental quality involves everyone, it approaches the challenge of public participation through regional and interregional services and workshops on the use of audio-visual communication including "media selection" and "message design."

Institutions and Management focuses on providing technical cooperation in the analysis of institutions and management of human settlements. This is done via training programs in management techniques, helping to provide referral systems and supporting information systems.

* * * * *

The Operating Divisions

Transforming such a global mandate, even in its refined form, into specific decisions on which projects to accept and how to approach each one is obviously a task that leaves great leeway for the exercise of judgment and skill by top managers in the system. The stamp of Ramachandran's leadership is evident everywhere, but he has also gathered around himself a set of dedicated senior staff who have powerful visions of what Habitat can and should be. There are still a number of



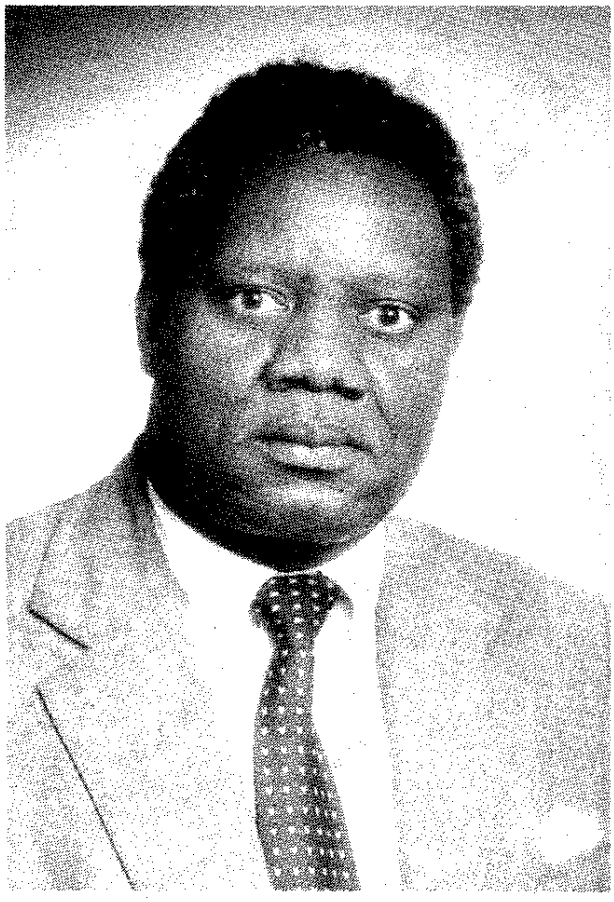
key vacancies and there is probably a little more uncertainty than there ought to be about how the three operating divisions are to share program responsibility, although on the whole cooperation and shared visions of accomplishment are much more common than competition and conflict. The accompanying Table of Organization shows the central role of Habitat's three operating divisions.

Technical Cooperation. This division actually fulfills the "executing mandate" of Habitat for projects whose funding may come from various sources: UNDP, the Habitat Foundation, the World Bank, Funds-In-Trust, or others. Following Habitat's goal of serving as a "leveraging" organization, the Technical Cooperation division promotes grassroots activities that have a strong element of communication between the people and the government. Many such efforts are seen as pilot or demonstration projects. Following another of Habitat's mandates, they favor projects that help the poor in the Third World. Since most of the Third World poor are rural, the division has a distinctively rural focus. Urban applications are not neglected, but are usually directed toward upgrading slums and working with uncontrolled settlement problems.

This division serves not only as an executing agency for projects funded and often proposed by UNDP or the host countries, but also as an initiating agency. Typically a project's design is a Habitat responsibility, while the funding rests with UNDP. The process is facilitated by Habitat's ability to provide substantial assistance in putting together funding packages that reinforce project objectives. Some projects may involve some of its own funds, those of other agencies, and contributions.

Technical Cooperation is headed by Tanzanian Paul Mwaluko, who has divided the division's efforts into two regional foci: Africa/Middle East and Americas/Europe/Asia/Pacific. Despite the vast geography of the latter, Africa/Middle East currently manages more projects. Guy Lemarchands, a veteran UN officer from France, is the chief of Africa/Middle East. An affable man, chain-smoking and waving his cigarette holder at a map full of project pins, Lemarchands explains his approach:

Two things stand out about this business. First, technical development is very much easier than organizing the social side of settlement... and second, for this reason we are very much committed to increasing the emphasis on social services and human development.



Paul Mwaluko is currently director of the Technical Cooperation division and the second highest ranking officer in Habitat. He was formerly director of the UN Center for Housing, Building, and Planning in New York, and a divisional director for the UNDP prior to that. Earlier, as a Tanzanian government official he served as the Principal Secretary for the Ministry of Lands, Housing, and Urban Development, and as Tanzanian Ambassador to Peking. His education includes London University (BA, Honors), a certificate in Public Administration from Oxford and a postgraduate diploma in Economics from Oxford. He has published on topics concerned with regional settlement systems and has over the years 1964-1970 represented his country in many of the UN world conferences, including the UN Conference on Human Settlements in Vancouver.

When upgrading slums, we must recognize the importance of the existing social fabric. New

housing projects frequently destroy this fabric and in the long run are failures.

Emphasis should be given to land ownership, to financing improved dwellings, to the use of local labor, and to the use of local materials by local contractors.

Projects that gain the grassroots community participation early in the planning phase are favored, even when considerable time, money and initial loss of efficiency are involved in getting the people together.

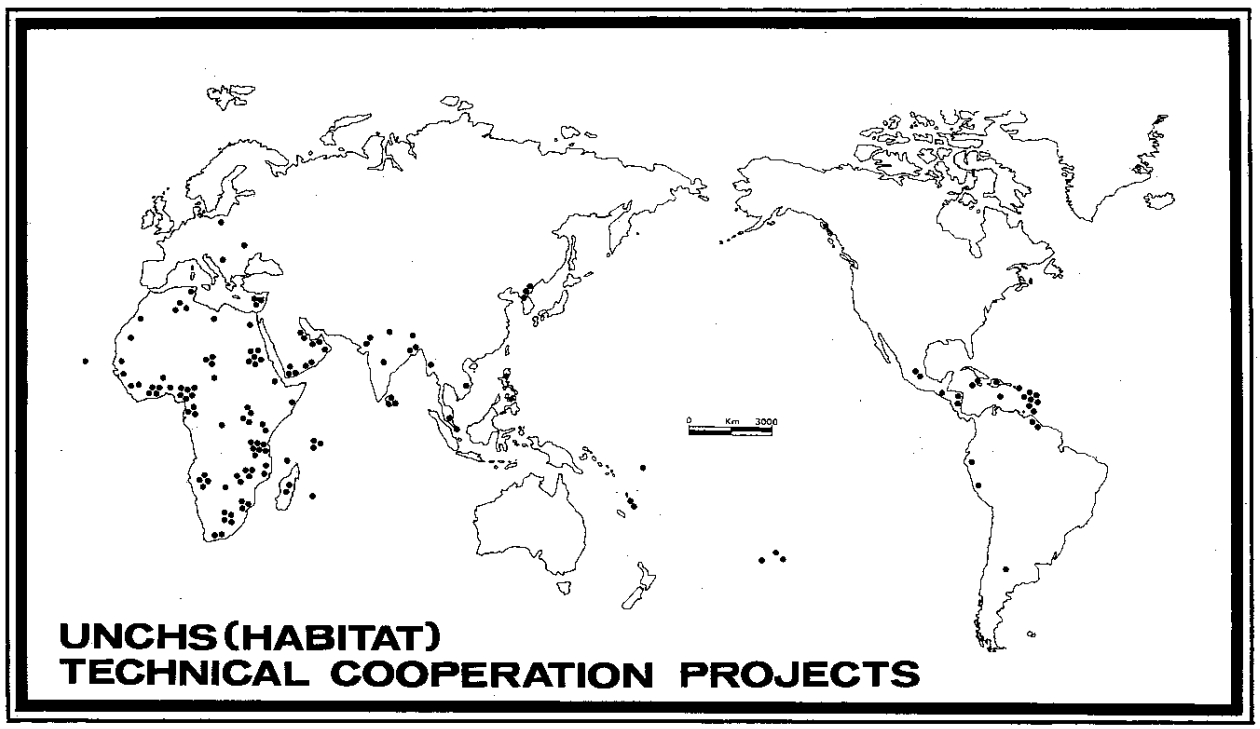
More social science insights, more understanding of the human factors, is badly needed, particularly in getting local acceptance. We are concerned to place the responsibility squarely with the people involved. The "users" must take a large share of the responsibility...ours is a seeding process.

As Lemarchands talks, other problems reveal themselves. Habitat (and Technical Cooperation in particular) has little means of telling in advance what will work socially and what will not. Because many of the projects cut across social issues and complex cultural values, there are no easy routes to success. In-depth evaluation and assessment are planned, but even these are difficult and delicate. "One risk," notes Lemarchands, "is coming to conclusions too quickly, which then become part of a 'bible of beliefs.'" Ideas that work in one place may not transfer, and certainly should not be held up as great truths. "Social science is too complex for quick answers," he continues."Results must be compared and tested with the findings of cultural anthropologists and sociologists in other parts of the world."

A second risk derives from the follow-up or evaluation studies, which may upset the community. Local officials can feel threatened and may not cooperate, or may exaggerate the better aspects of the program. Modes of evaluation are now being worked out on a long-standing Habitat project in Upper Volta, where the local government has agreed it is in its best interests to do its own follow-up study. Habitat staff are helping, and will use the study as a model if it goes well.

To convey the scope and extent of Habitat's technical assistance projects, Lemarchands uses a summary table of current projects. The list is impressive. The types of projects include rural settlements development (Ivory Coast), urban settlement (Haiti), slum upgrading (Mozambique), new national capital development (Dodoma, Tanzania), slum renewal (Barrio Escopa, Philippines), new settlement development (Upper Volta), urban housing (Zimbabwe)

Guy R. Lemarchands graduated as a civil engineer from the Ecole Speciale des Travaux Publics in Paris. After five years of professional activity in France, including three years with Le Corbusier, Mr. Lemarchands began his overseas career. He has spent more than 20 years in developing countries, working either directly for the governments of Ethiopia and Algeria, or as a UN adviser. With the UN he was first assigned to Cambodia and then Upper Volta, where he was project manager of the Cissin housing project for the urban poor. Since 1975 he has been a technical adviser and thereafter Chief of Section for Africa and the Middle East in the Technical Cooperation Division at the UN Centre for Housing Building and Planning in New York. When this Division was made a part of Habitat, he took up duties in Nairobi.



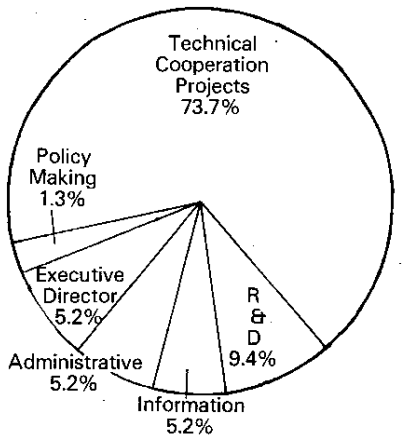
and reconstruction after war damage (Uganda, *pending*).

There is an enormous range in size and duration of the projects, from those of a few thousand dollars to projects of $2,000,000 and more, from those of a few weeks' duration to five years. The 168 projects are divided among 83 nations; some 97 projects are in Africa (see Appendix A). The total price tag for all projects is $71,364,946. (Total costs represent contributions by Habitat as well as other funding agencies.) In addition, one regional and some 49 national projects are pending as of early 1981. The combined budgets for these are $30,093,269 (see Appendix B).

Research and Development. The Research and Development division of Habitat is headed by Dr. Jerrold Voss, an American whose views of "R and D" are as expansive and ebullient as Voss himself. "Voss's Vision," as some of his staff have dubbed it, suggests R and D should provide the agenda for the direction of Habitat. Its role should not be confined to applied research and assistance alone but include responsibility for initiatives growing out of its effort to identify promising and productive projects.

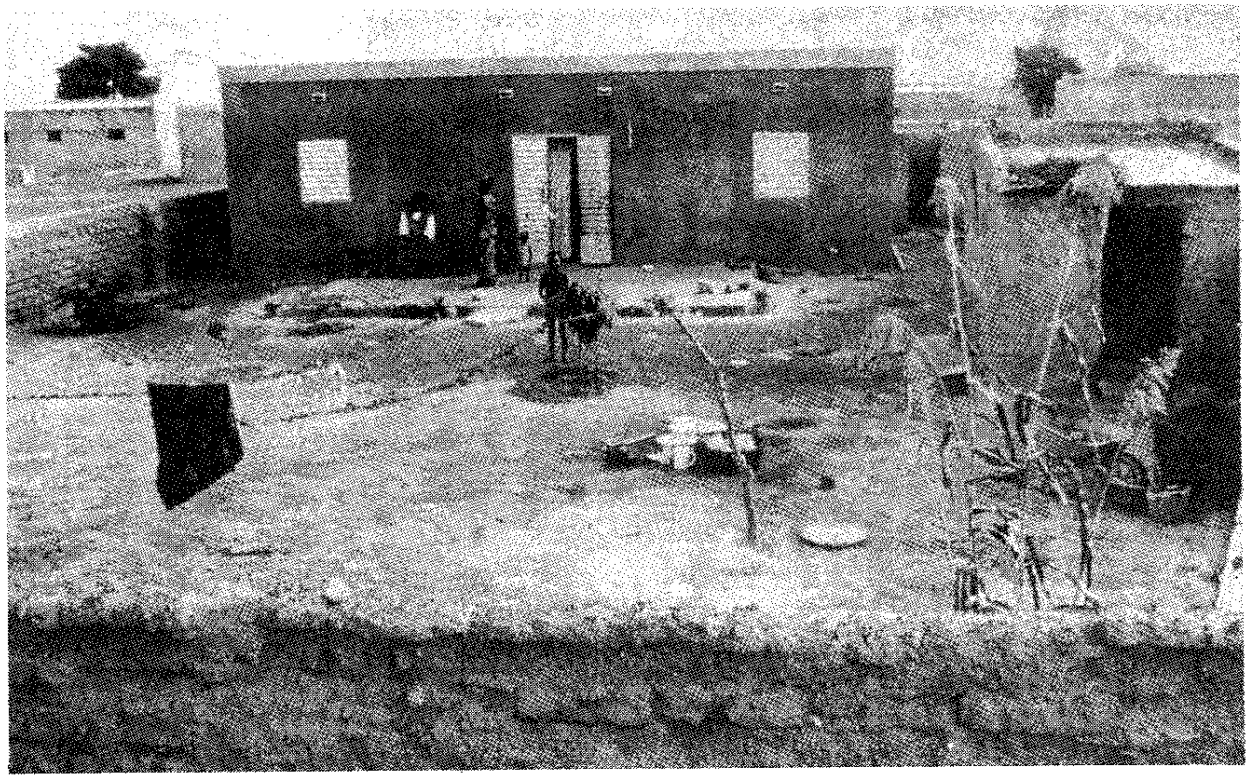
OPERATIONAL DIVISIONS

Expenditures
(Total Budget 1980-81, $42.3 million)



Funds for Technical Cooperation:	UNDP	25.6
	Habitat Foundation	2.0
	UNEP	.7
	Other	2.9
		31.2 or 73.7%

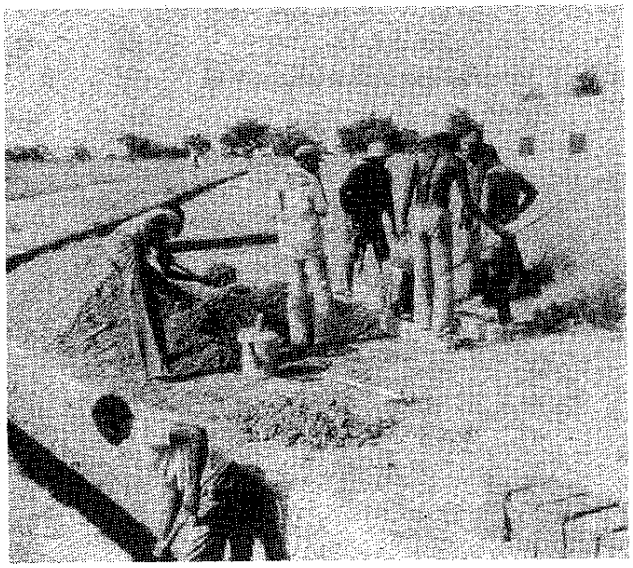
Source: Extrapolation by Habitat Finance Section, April 3, 1981.

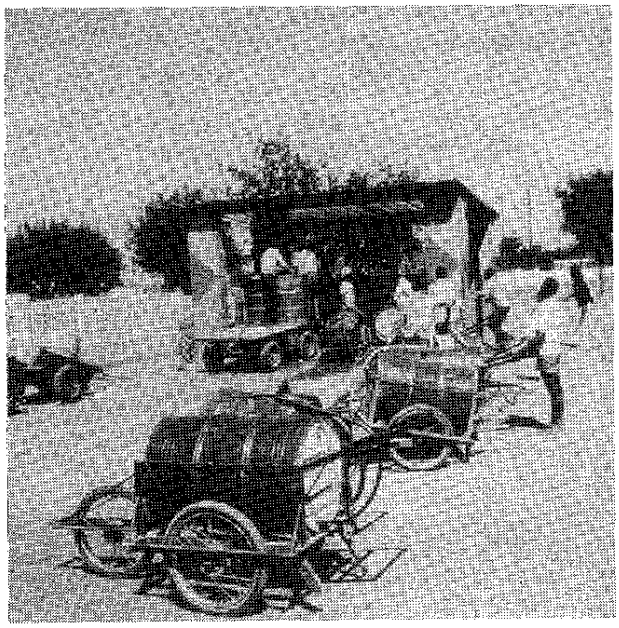


In collaboration with UNCDF and WFP, UNCHS is implementing a housing project based on public participation and local building materials in Cissin, Upper Volta. Above: the plots of Cissin of 15 x 25m are progressively being developed by self-help. Average cost of construction is US$25 per square meter.

Below right, watersellers queue for water at the public fountain in Cissin. They buy the water at US$0.30 per m^3 and resell it at US$2.50.

Below left, construction of a storm sewerage drain provides the soil for making of building blocks.





Jerrold R. Voss, an American architect and city planner from Chicago, was educated at Harvard University (Ph.D., MCP), and Cornell University (B.A.). His career has centered on academic life and public service, largely in UN agencies. Prior to joining Habitat, he was Professor and Chairman of the Department of City and Regional Planning, Ohio State University. He has held academic appointments at Harvard, the University of Illinois, and the University of California, Berkeley. In all institutions he was involved in both theoretical and applied research. His UN work has included technical assignments with the Office of Technical Cooperation in Indonesia and Thailand, and with the Centre for Housing, Building, and Planning in New York. He has been a Deputy Director of Habitat in charge of Research and Development since November 1979.

"We have to provide the agenda," booms Voss. "We have to grapple directly with the problems themselves, not farm them out. We have to give the other divisions the ammunition to solve the problems, and identify important projects, to answer questions like 'how do you generate participation of the people' or 'how does the Information Division publicize an important energy message.'"

According to Voss, Habitat should provoke requests if necessary:

We should produce a structured set of priorities: we should help people sort out the issues. To do this I think we should transfer much of the framing and initial shaping of projects to the Habitat staff. This must be done carefully and with close coordination with host governments, but it is far too much to ask a harassed national official to do the detailed, hard thinking that these settlement projects demand. We must accept responsibility for setting up the broad outlines and presenting them for discussion and action.

Voss's vision has other elements. He feels that consultants are often misused, or used as crutches; they can be blamed if things go wrong, allowing the staff member of the UN agency to avoid responsibility and to avoid intellectual closure with the problem. Voss is pushing his staff to write the position papers and analytical reports that consultants might otherwise draft. He emphasizes that only by this process can the R and D staff truly have the competence to understand the issues. "We have to be the experts...otherwise our whole credibility can be called into question." The process, Voss argues, gives the staff a sense of its own worth, of competence in dealing with the issues, and thus the ability to use consultants sparingly and wisely.

The Research and Development Division has a formidable task. Its organization is just beginning to come together and a lot of synthesis and meshing must still take place. Voss has been with Habitat only since November 1979, and recruitment of key staff is just being concluded. The division has experienced more difficulties in its formation than either Technical Cooperation or Information, because of staff vacancies created by the move to Nairobi. Both of the other divisions were brought together, in part, from pre-existing UN activities, and thus had something of a running start.

To set his division in motion, Voss took on the "do-able" projects first—specific assignments, in the theory of infrastructure, slum and squatter upgrading, and environmental aspects of human settlement. Research and Development is also responsible for the mid-term plan 1984-1989, and for Habitat's overall work plan for 1982-1983. In addition, the division has drafted the biennial plans for 1979-80, 1980-81, and 1982-83, prepared most of the documentation for the Human Settlements Commission annual meeting, and completed specific studies such as a major report on the upgrading of slum and squatter settlements. It is also carrying out a training program.

If Voss has his way, R and D will become the intellectual engineer for Habitat, a policy center leading the agency via good research and

assessment. In addition to formulating policy for rural settlements or for dealing with construction industry interests, R and D will stimulate demonstration projects in these areas. In its efforts to refine Habitat's training functions, the division will build on its research on world trends that will dictate settlement policy in the years 2000-2020.

The training program under R and D is one of Habitat's most successful undertakings so far. Professional settlement officers are offered training as a form of career advancement. To avoid the tendency for this activity to become a mini-"teacher's college," each program is tailored to a specific set of problems. The objective is to allow those who participate to go back to their own countries and to establish similar teaching programs that are adapted to the local cultural realities. Voss and the Habitat officer in charge of training, Anthony Woodfield, both emphasize that the training should neither be pedantic nor carried out every time by the same Habitat staff. "Just as in universities, our teachers should be active researchers as well," notes Woodfield. "As the subject matter changes, so, too, should the instructor."

One such program, "Improving the Urban Habitat," illustrates both the method and its underlying philosophy. A six-week course held in

Looking Ahead: 1984-1989 and 2000-2020

Habitat's directions have been charted and a mid-term plan for the five-year period 1984-1989 drafted. It is an impressive document that calls for eight areas of concentration rather than the present six.

I. *Settlement Policy Analysis.* Objective: the development and promotion of effective procedures for the identification and conceptualization of settlements policy issues and for the formulation and implementation of effective national settlement policies.

II. *Settlement Planning.* Objective: to develop the use of effective settlement planning methods and institutional structures and procedures, with emphasis on the planning and development of rural settlements.

III. *Shelter and Community Services.* Objective: to develop, disseminate, and evaluate alternative strategies and methods for the delivery and improvement of shelter and community services for rural and urban low-income groups.

IV. *Development of the Indigenous Construction Sector.* Objective: to promote and develop indigenous building materials and construction industries, and to encourage effective and economic energy utilization.

V. *Appropriate Infrastructure for Low-Income Settlements.* Objective: to promote the development of appropriate standards and technologies for the provision of economically efficient infrastructure as an integral part of overall settlements planning and development.

VI. *Land.* Objective: to formulate and disseminate effective governmental measures to facilitate the development and use of land for settlements in such a way as to serve the needs of the whole community.

VII. *Mobilization of Finance for Human Settlements Development.* Objective: to develop strategies to remove obstacles blocking the flow of resources for settlements development from global, national, and local sources and to formulate programs for establishing or reorienting financial institutions so as to mobilize more finance for shelter, infrastructure and services for low income groups.

VIII. *Human Settlements, Institutions, and Management.* Objectives: to develop and disseminate strategies and techniques aimed at establishing or strengthening institutions for settlements development and developing managerial capabilities with regard to formulating and implementing settlements policies, strategies, plans and programs.

In addition, Habitat is working on a format of human settlement conditions for the period 2000-2020, which will be used to guide specific policy formulation during the 1990s. Case studies, guidelines, and objectives in the main program areas will be specified.

Source: Draft Medium-Term Plan 1984-1989, HS/c/4/5, 31 January 1981.

Nairobi for some 31 participants from 20 countries of English-speaking Africa, it concentrated on improving slums and dealing with uncontrolled settlements. In this case, it was funded by Habitat and the World Bank on a 50-50 basis. Woodfield, who designed the course with World Bank colleagues, summarized its key elements:

- The course is designed to help government settlement officers take advantage of assistance that is available from international funding bodies, i.e., project implementation.

- The topics are approached through lectures, required and optional readings, small discussion groups, use of case histories, informal seminar lectures, and a major field trip.

- The field trip is designated as a realistic, practical experience in which the students are placed in a study situation for a week. Problems are set that require interviews, analysis, synthesis, and a write-up.

- The overall objective is to develop attitudes, outlooks, ways of thinking, skills of assessment and analysis, and the ability to write and implement project plans.[4]

This particular course was successful to the extent that it will be repeated four times in 1981 and 1982 in Latin America, Asia, and West Africa.

Among the courses on the drawing boards, several address more nuts-and-bolts problems and the lower-level training of management workers in two- to three-week sessions that emphasize specific skills. A hidden agenda for Woodfield is the hope that representatives from ministries that are traditionally separated will work together in the workshops. The idea is to gain some understanding of each others' problems, thus overcoming the "turf" issues that are endemic in the settlement field where most activities cut across several governmental sectors.

Voss, Woodfield, and other Habitat staff are obviously pleased that the training programs are going well. In training, and in the overall operation of R and D there is an ongoing search for ways to be more effective. Voss suggests that more evaluation of Habitat's projects is in order, including a hard assessment of R and D itself. "Give us a little more time," he concludes. "We are still in the formation stage.... A year from now we will be a lot further along and ready to be called to task."

Information Division. The Information Division of Habitat is undoubtedly unique among the UN agencies. First, it started with an enormous asset—the 240 films produced on settlement issues for the Vancouver Conference, which Habitat now distributes worldwide. Second, much of the Information Division's work is tied directly to projects—Barrio Escopa in the Philippines or Dodoma, the new capital of Tanzania, for example—that call for a mixture of training materials, information packets, and new films.

The Information Division seeks to apply its resources to achieve a multiplier effect on target groups like political decision-makers, educators, and project managers. The division operates on a relative shoestring, and given that budget constraint, its accomplishments are impressive. Part of the credit for this goes to the Information Director, Andreas Fuglesang, a droll Norwegian who was heavily involved in Vision Habitat at Vancouver.

Fuglesang is concerned with the difficult problem of how communications really work at the village level, and how Habitat can influence the tide of events within a community. Each local society is culturally unique, but Fuglesang is convinced there are overarching principles of communication that link many peoples. He is aware of the work of Everett Rodgers and other communications theorists whom Fuglesang says are just now seeing the importance of actually going to live and work in the villages. Only in this way, he insists, can we understand what is required of the communications media in order to effect change in a rural settlement or an urban slum.

Fuglesang and his colleagues are also well aware of the basic information dilemma in settlement issues: those who need the information the most are often least able to obtain it. Thus there is frequent discussion of poverty and its relationship to communication. For example, a quote from the late E. F. Schumacher's *Small is Beautiful* is often referred to by Fuglesang as putting the issue in a nutshell:

One of the drastic features of poverty is that you are cut off, out of touch, unconnected with what is going on elsewhere—there is no communication, and the same methods have to be reinvented again and again all over the world... it is tragic to see people struggling to find solutions to quite straightforward problems that have been solved long ago elsewhere.

Films and Vision Habitat

Habitat's film program is a major undertaking. In close collaboration with the National Film Board of Canada, the 1976 Vancouver Conference was planned with a major filmic dimension. In the 14 months before the meeting, Fuglesang managed the production of some 240 films on settlement issues all over the world. Most were done in collaboration with governments, and many were done by local film units. Others were guided by Film Board of Canada staff.

At the month-long Vancouver Conference the films were presented in an extravaganza called Vision Habitat. Most films were 30 minutes long, and many had 3-minute "trailer" summaries that could be complemented by live presentations. Video monitors were available to speakers and delegates. When talking about slum problems in Manila, for example, the Philippines delegate presented a three-minute trailer of a longer film as visual evidence. In 7 viewing sections, Vision Habitat had continuous screenings of all 240 films in 6 languages. By all accounts the undertaking was a major success.

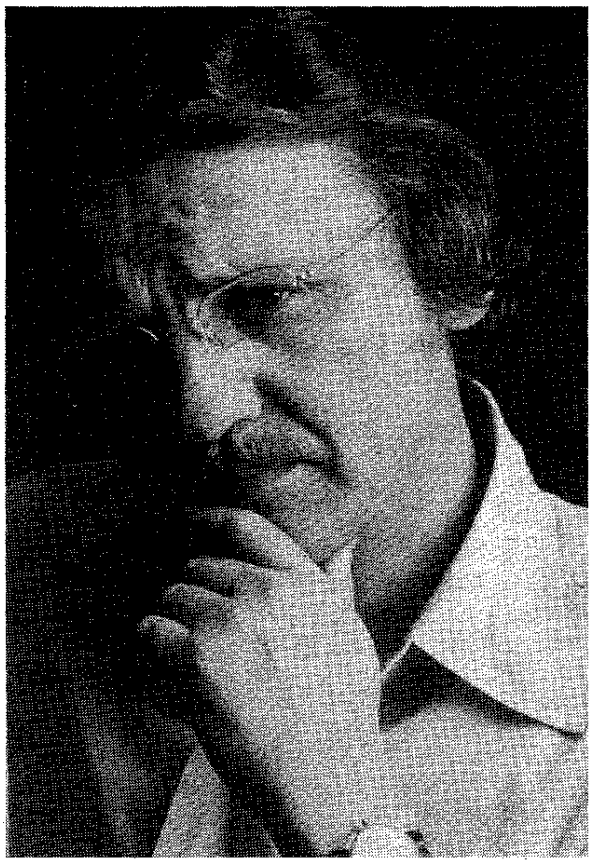
After Vancouver, the Government of Canada financed redistribution of the films for training and information purposes on a worldwide basis. The original Vision Habitat distribution network with its six regional film centers (Dakar, Nairobi, Mexico City, Bangkok, Geneva, Amman, and Vancouver), was later integrated into the Habitat Information Division.

Andreas Fuglesang, Director of Habitat's Information Division, is a Norwegian writer, photographer, graphic artist, and filmmaker. He has worked for 14 years in several Third-World countries on assignment from agencies like NORAD, SIDA, World Bank, and WHO. Before taking his first overseas post in Zambia in 1967, he was Vice-President of an advertising agency and chairman of the Norwegian Institute of Communications, Oslo.

Fuglesang's first association with Habitat was as organizer of the film production program, Vision Habitat, for the UN meeting in Vancouver, beginning in 1974. He joined Habitat in Nairobi in September 1979.

The diffusion of useful information is complex partly because the target audiences are enormously varied. A good general film on settlement issues can serve as a "consciousness lifting" device, but will be inadequate in the details needed for the technologists. A good magazine or scholarly journal may hit some audiences but miss other, more critical, potential users. "The dilemma is one of the three Ds," notes Fuglesang: "diffusion, dissemination, dispersal—how do we get technical and policy information to those who need it?"

Not the least of its dilemmas is how far Habitat should go in pushing Western (or Northern) solutions on nations that do in fact need technical help but may not need (or may reject) the Western cultural baggage. Should Habitat ask for a "translation process," a kind of cultural adaptation of the Western technical information and the needs of the Third World country? Can a UN agency expect the industrial giants to help developing countries for small or uncertain



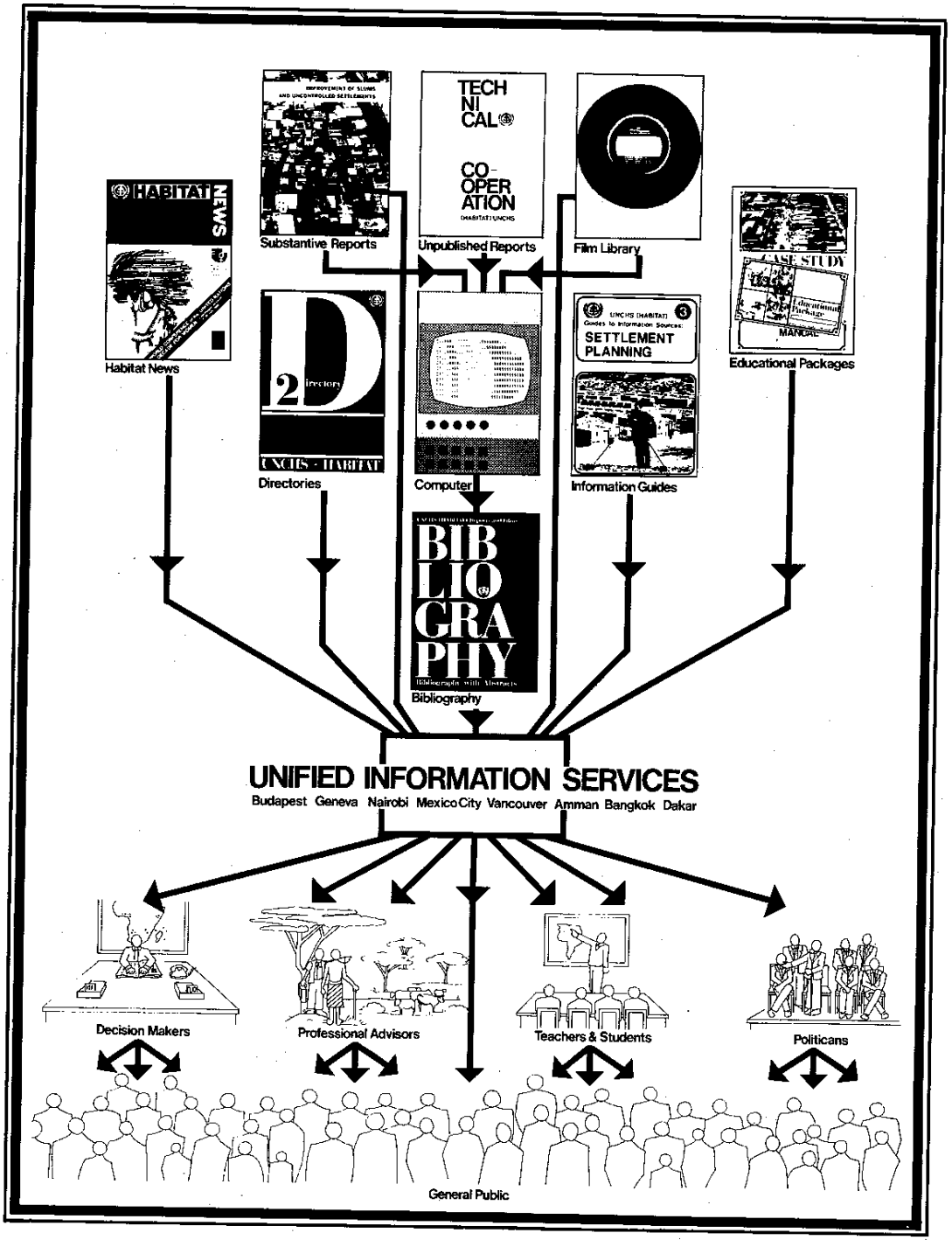
A working group in action. From the left: Janet Young, Information Officer for East Africa; Agwu Okali, Chief Secretariat of the Commission on External Relations; Darshan Johal, Chief Programme Policy and Planning Section; John Miller, Chief Americas, Europe, Asia and Pacific Section; Jean Louis Lawson, Chief Finance Section.

profits? Given the enormous cost of developing some of the technical solutions to settlement issues, whether they be solar energy devices, new building materials, transport systems, water purification, or whatever, there is little inclination to be philanthropic by those who develop the technology. Most companies automatically try to recoup some of the Research and Development costs from Third World profits.

Thus the dilemma unfolds. Industry is not philanthropic by definition, yet the need for their technology to help one area and to avoid duplication is compelling. The diffusion of even a simple innovation, as Fuglesang notes, is a difficult task at best, even when the new "gadgetry" of information science is brought to bear. Audio-visual techniques, satellite communication, video discs—all need local "translation." Even when cultural barriers and language problems are overcome on a technical matter, it may be unclear whether the right people got the needed technology. Although there are a number of organizations which conduct technical information exchange, it is rarely certain that the information reaches the grassroots level where it will do the most good.

The Information Division's formal function is to provide "project support services and strengthening of information systems in the band of human settlements at the national, regional and global levels."[5] Some of the specific work in the 1980-81 period includes:

- production of new films on settlement issues, such as a recent film on squatter settlement improvement.
- production of kits, posters, and pamphlets for meetings and conferences on policies and strategies.
- production of educational materials for training courses.
- production of directories, information guides, and technical notes for information exchange.
- production of slide presentations and audio-visual aids on building materials and the construction industry.
- establishing working links to Infoterra (the UNEP referral service) for answering questions on settlement.
- establishment of a rental distribution service of the Vision Habitat collection of films.
- publication of *Habitat News*, a professional journal distributed to 6,000 recipients three times a year.


HABITAT NEWS
Habitat News
Substantive Reports
TECH NI CAL CO-OPER ATION
Unpublished Reports
Film Library
2D directories
UNCHS - HABITAT
Directories
Computer
SETTLEMENT PLANNING
Information Guides
CASE STUDY
MANUAL
Educational Packages
BIB LIO GRA PHY
Bibliography
UNIFIED INFORMATION SERVICES
Budapest Geneva Nairobi Mexico City Vancouver Amman Bangkok Dakar
Decision Makers
Professional Advisors
Teachers & Students
Politicans
General Public

• development of computerized bibliographies.

• administering the work of eight regional information offices and the development of a global information system for exchange of scientific information.

Despite the accomplishments of his division, Fuglesang is still searching for ways to get the settlement messages to the people. The search is focusing on ways to change the minds of local leaders. The task is to give them the tools to change their own conditions—in essence, to crack their own complex problems. No film or audio-visual technology, no matter how expensive, can do more than influence the environment for decision-making. Recognizing both the power and the limitations of their work, Fuglesang and his colleagues proceed on two tracks, doing what can be done to insure the utilization of the information materials, while pressing ahead to find other, more effective ways to communicate Habitat's messages. "In the end," says Fuglesang, "you are not what you say you are, but what you do. We are still looking for ways to reach out."

A Habitat project concerns assistance to Uganda in the planning, design and reconstruction of the war damaged areas in Masaka and Mbarara, such as this shop on Bulemba Road (Mbarara).

The Habitat Connections

Like many UN agencies, Habitat has a complicated array of contacts and cooperative links it pursues, both as its primary mission and to fulfill a less direct, "consciousness-raising," educational function. These networks include formal, often legislated relationships, cooperative links with funding sources such as the World Bank, important links to nongovernmental organizations interested in settlement, and innumerable informal networks between Habitat officers and their clients and friends. Simply to map the formal system would be a major communications study; to trace the informal system, probably an impossible task. For our purposes it is useful to break the formal network into three groups[6] and to report briefly on a few exchanges.

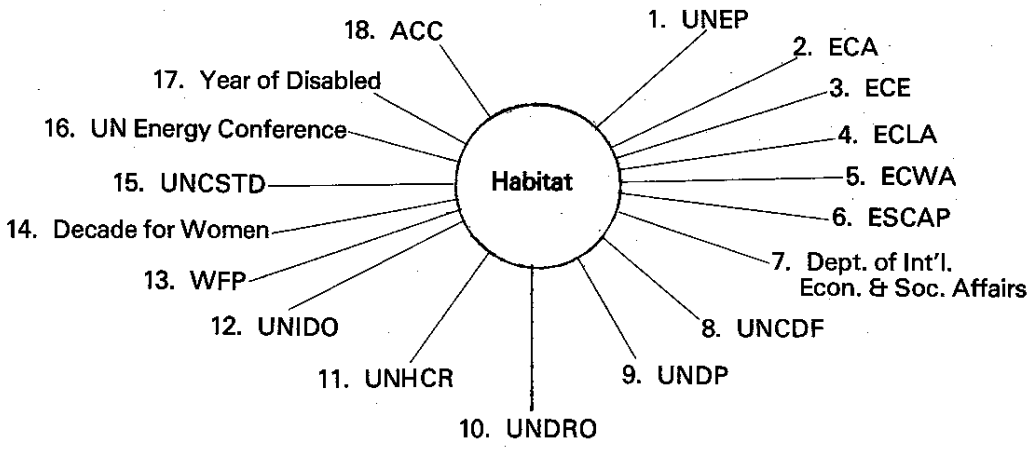
Cooperative activities within the UN "family." These links are extensive, as the following sample implies. Habitat and the Economic Commission for Africa (ECA) work together on improving slum, squatter, and rural dwellings, improving local African construction industries, and training builders. Habitat and ECA also jointly prepared a manual on self-help housing policies. With the Economic Commission for Europe (ECE), Habitat funded several construction studies, and supported non-ECE experts who contributed to housing studies.

Working with the Economic Commission for Latin America (ECLA), Habitat redeployed resources, funded an ECLA officer on a Habitat mission to Peru, and helped prepare regional reports for the ECLA fourth session. Activities with the Economic Commission for Western Asia (ECWA) and the Economic and Social Commission for Asia and the Pacific (ESCAP) included assistance in forming planning guidelines related to settlement, a rent control survey, and funding the preparation of regional reports. For ESCAP, Habitat cooperated in developing regional guidelines on settlement policies that integrate physical, economic, and social planning. Policy guidelines were developed for improving squatter settlements and helping to improve slum, squatter, and rural household dwellings. Habitat funded two ESCAP projects and agreed to consider joint sponsorship of a regional symposium in Japan.

Cooperation with financial institutions. The UNDP, various World Bank agencies, multilateral agencies, and private financial institutions all participate in varying degrees in funding Habitat activities in several areas. Complementary action extends beyond funding of Habitat projects, to lending and organizing training courses and conferences.

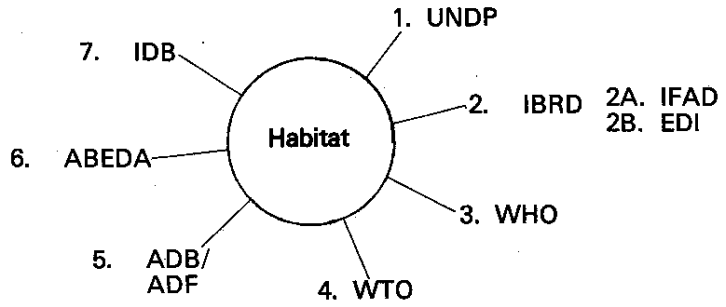
Cooperation with Nongovernmental Organizations. This is potentially the largest area of activity, since literally hundreds of organizations around the world have some interest in settlement issues. During 1980 Habitat worked cooperatively with several dozen such organizations. The work included information help, advice on local policy options, and helping to set up new local programs.

Cooperation Within the UN System (1980 Activity)



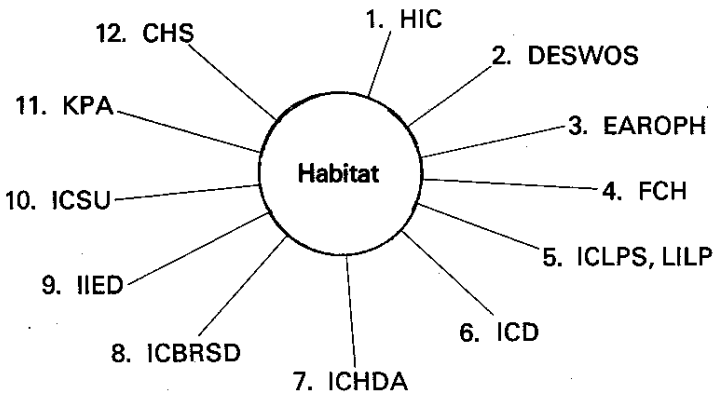
1. United Nations Environment Programme
2. Economic Commission for Africa
3. Economic Commission for Europe
4. Economic Commission for Latin America
5. Economic Commission for Western Asia
6. Economic and Social Commission for Asia and the Pacific
7. Department of International Economic and Social Affairs
8. United Nations Capital Development Fund
9. United Nations Development Programme
10. Office of the United Nations Disaster Relief Co-ordinator
11. Office of the United Nations High Commissioner for Refugees
12. United Nations Industrial Development Organization
13. World Food Programme
14. World Conference of the United Nations Decade for Women
15. Follow-up to the United Nations Conference on Science and Technology for Development
16. United Nations Conference on New and Renewable Sources of Energy
17. International Year of Disabled Persons
18. Administrative Committee on Co-ordination

Cooperation with Financial Institutions
(1980 Activity)



1. United Nations Development Programme
2. International Bank for Reconstruction and Development
2A. International Fund for Agricultural Development (World Bank)
2B. Economic Development Institute (World Bank)
3. World Health Organization
4. World Tourism Organization
5. African Development Bank and African Development Fund
6. Arab Bank for Economic Development in Africa
7. Inter-American Development Bank

Co-operation with Nongovernmental Organizations



1. Habitat International Council
2. Development Assistance Association for Social Housing (Federal Republic of Germany)
3. Eastern Regional Organization for Planning and Housing
4. Foundation for Co-operative Housing
5. International Centre for Land Policy Studies and the Lincoln Institute of Land Policy
6. Industry Council for Development
7. International Co-operative Housing Development Association
8. International Council for Building Research, Studies and Documentation
9. International Institute for Environmental Development
10. International Council of Scientific Unions
11. Korea Planners Association (Republic of Korea)
12. Centre for Housing Studies (Tanzania)

Problems and Prospects of a New Agency

Although the Habitat leadership has done remarkably well in many sectors, and a sense of dedication pervades the agency, there are problems that the more candid officers discuss. Debate continues, for instance, over setting Habitat's priorities. There are turf issues with both bilateral and unilateral agencies that are still unresolved. A major fund shortage plagues the organization, and there is a discernible difference in approach between the "hard" and the "soft" sciences as each tackles complicated settlement problems. Finally, many at Habitat hold what is probably an overly optimistic view of the organization's abilities to do something about knotty settlement issues.

What are some of the problems that will determine Habitat's future?

Policy Direction. The official UN charge to Habitat is a massive "wish list," full of hope, optimism, and the special interests of many nations. To translate this into concrete programs has been difficult. Habitat officers are aware that much of the initiative "is coming out of our own craniums," that they are framing and provoking requests from governments to do what they (Habitat) think should be done. This is a tricky political and philosophical problem. Habitat is charting unfamiliar ground, trying to find new solutions to tough settlement problems. Yet, if Habitat does not bring the host nations into the process there is little hope that the solutions will be implemented or sustained. It is a classic "chicken or egg" situation that perhaps requires more coordination, dialogue, and creative planning for each project than the small Habitat staff can hope to accomplish. The easy answer is for the Habitat staff to set the priority and press on with funding and implementation, but this skates close to the delicate edge of how far a UN agency should go in telling national governments what they should do.

Turf and Constituency Questions. Habitat is going through a process of sorting out its activities vis-à-vis bilateral and multilateral agencies, including those of the UN system, that also have interests in settlement. WHO (Health), UNESCO (Education), FAO (Agriculture), and other UN agencies have all expressed interest and concern for the new agency, but finding ways of working together effectively has not been easy. The World Bank, with numerous functions that address settlement issues (water, roads, electricity, rural development) has been "polite and diplomatic," but tangible cooperation between the two agencies is just beginning.

Habitat is still searching for a constituency that will support the agency as an international catalyst of activities. UN agencies like WHO and FAO have a natural support base—the health and agricultural sectors. Settlement issues, however, cut across several interests: architecture, city planning, local government, engineering, the construction industry, social sciences, and others. Molding these disparate groups together into a support base will be a long-term undertaking.

It is also important to view Habitat and its mission in the context of national attitudes toward human settlements. Within the individual nations, most agencies dealing with settlement issues are underpowered and politically weak. Only in a few countries, such as the Netherlands and Singapore, have settlement issues been accorded high priority.

Funding Realities. Habitat resources are limited and contributions to the Foundation have been slow in coming. As of the Mexico City annual meeting (May 1980), 42 developing countries and only 8 developed countries had contributed to the Habitat Foundation. Among the developed countries strong support came from Sweden, Denmark, West Germany, Finland, Holland, and Belgium. Major donations from other rich nations, notably the U.S. and Britain, have not been forthcoming. Part of this is related to initiatives already under way, but there also seems to be a "Catch 22" element: the U.S. and Britain are awaiting tangible evidence that Habitat is making progress, yet, without funds, it is difficult to provide that evidence.

The scarcity of funds puts Habitat in the position of having to accept nearly all projects that come along. Some of the projects it undertakes may be highly political; others may simply be unfeasible for its limited staff and facilities.

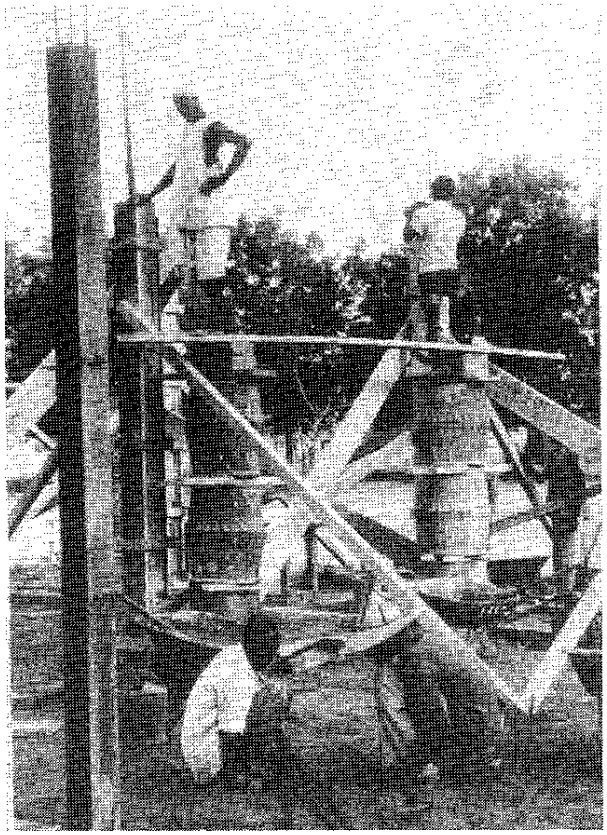
"Hard vs. Soft" Sciences. There is a debate within Habitat about how its work should be approached. One school holds that the tasks are highly specific, tangible, concrete, and technical, that they mainly need the skills of engineers, builders, architects, and cost accountants. This approach admits social issues are important, but that, as one officer noted, "you cannot ask a water engineer to be a Renaissance Man." The same officer states that an overemphasis on the social sciences will "befuddle, derail, cloud, and

make murky" the basic task of improving built environments.

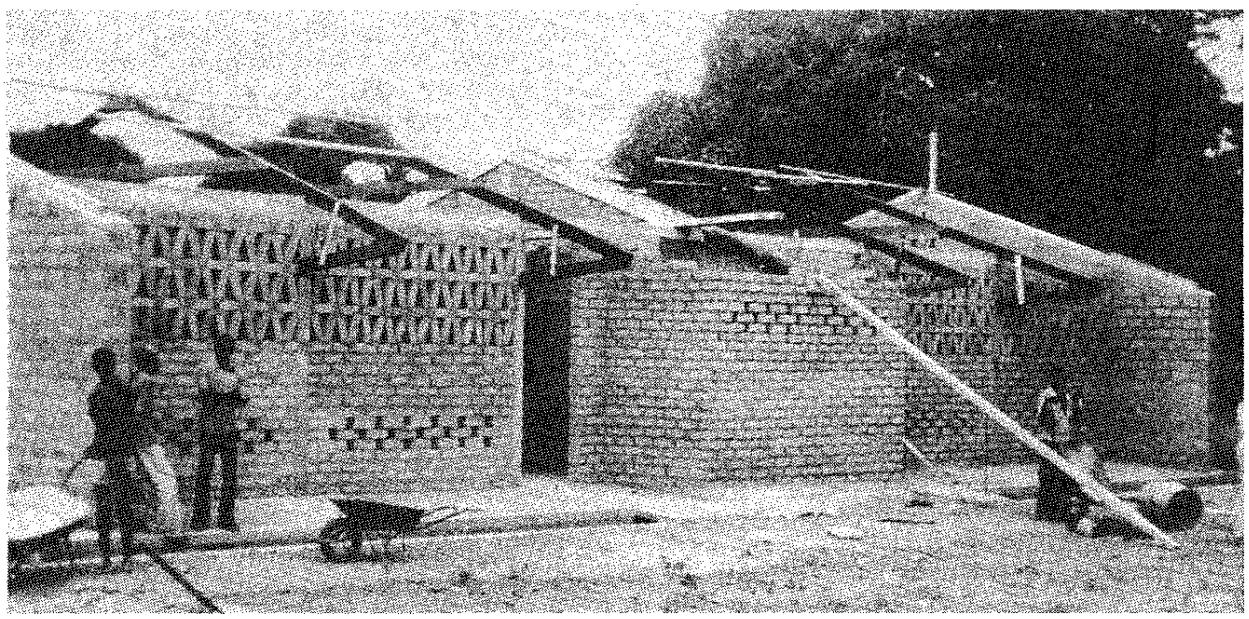
The "soft science" advocates suggest the technocratic emphasis is dangerous, especially in its belief that politically sensitive settlement issues can be solved with precise thinking, blueprints, equations, progressions, and scientific logic. The literature, so the argument goes, is full of examples of situations in which technicians and engineers did a magnificent job, only to see their work destroyed, misused, or ignored, because of cultural, behavioral reasons. Without adequate social planning, the argument continues, a settlement project can easily be overtaken and run down by totally unforeseen forces.

A synthesis between the two schools may in fact be emerging in terms of working relationships: the "hard sciences" will frame the projects, do the initial feasibility studies, and decide what specific "pipes, bricks, and mortar" are needed. Then, before the project begins, the human, social issues can be assessed and worked into the final action plans. This scenario incorporates both "hard and soft" approaches, with the final step being evaluation of the synthesis as it is actually implemented. Systematic application of this approach is on the Habitat drawing boards.

Staff Organization. How should the Secretariate staff be organized for most effective action? Ideally all of Habitat's officers would



Two pictures from a technical cooperation project in Chad. Habitat offers assistance in the construction of 60 school units and 200 multipurpose buildings.



rotate through the system in order to work on specific projects and then be reassigned. But Habitat is too small for such luxury: rather, each officer has to operate as a "multipurpose person," looking after some projects, writing policy statements, advising on budget, and making decisions that in other bureaucracies would be passed on to higher levels. Partly because Ramachandran delegates authority well, and because there is a high level of enthusiasm within the new agency, there is for the present a willingness to cope with these extra burdens. That there are different types of appointments, some more secure than those which are supported on soft, "extra-budgetary" funds—could lead to a major morale problem in the future.

The Consultant Dilemma. There is a tendency in most UN agencies to rely on consultants. The advantage, in theory, is that the agency gets unbiased opinion, expert insight, and a report it can either accept or reject. If the project goes wrong, it can be blamed on the consultant. As a result there is within the UN bureaucracy a mass of staff officers who have never written a substantive report based on research, analysis, synthesis, and intellectual labor. Habitat senior officers feel this should change. Unless the agency goes through the intellectual process of working out the issues, they will not really understand them. "It is important," says Voss, the Research and Development director, "that we are the experts in what we are trying to do...at least in part. We cannot allow ourselves to become a bureaucracy that hires consultants to do our thinking. This would be the kiss of death...we would never really know what we were doing in any more than superficial detail."

Putting this philosophy into practice of course has its costs too. Some analytical work done by staff members has not been of high quality, it takes a major investment of time for the staff member to gather, digest, and write the analysis, and this reduces availability for other assignments. Someone else has to fill out forms, answer the cables, in short, tend to all the minutia of the UN system.

Voss bridles about those who exploit the UN's vulnerability. "We are still overburdened by consultants who have taken the system for a ride. They think they are on some kind of tourist honeymoon...writing light reports and collecting their pay." We are getting tougher, he says, more precise in our guidelines on what we want and more demanding of consultants. "We want better analysis, and hard data we can count on...it is as simple as that."

Skeletons in the Settlement Closet. Habitat's predecessor agencies were oriented toward reconstruction and rehabilitation, principally of Europe after World War II. They also emphasized urban issues. Both of these legacies Habitat is trying to shed. Rather than reconstruction of an urban slum, which is too costly, Habitat aims at upgrading, which means improving water, sanitation, sewage and ventilation systems as well as housing. Moreover, Habitat's concern has recently focused more intensively on rural settlements.

Other skeletons have to do with "inherited" theories regarding settlement policy. The "Central Place Theory" is cited as an example that is particularly poor for Habitat's purposes. The notion that all aid and trade flows out of market centers may have some truth to it, but it doesn't take rural settlement planners very far in the search for new ways to design rural communities.

Cosmic Forces and Inherited Obligations. Habitat is occasionally trapped by forces that are totally out of its control. The delays experienced in rebuilding towns in war-torn Uganda, the evacuation of Habitat staff when war broke out in Chad, both after enormous Habitat efforts had been expended, are one level of setback. Another type of problem results from Habitat's inclusion in projects begun by other UN agencies before the Habitat organization in Nairobi was established. The development of a new capital city in Tanzania is a good example. The government has undertaken a massive effort to move the nation's capital from Dar es Salaam some 330 miles inland to a dry plateau. Skeptics both in and out of Tanzania point out that for a city that is anticipated to contain 400,000 people, the available supplies of water and of electricity are totally inadequate. Habitat and others have defended the Dodoma project on the grounds that it will benefit an entire region, one of the poorest in Tanzania. Inheriting the Dodoma project, however, raises a policy dilemma. If an agency is faced with "going along" on a project it has doubts about, what should it do? Habitat has chosen the rationale that it is better to become involved, and perhaps help a little, particularly if a host government is determined to press on with a project, rather than create a politically embarrassing situation.

The Balance Sheet on Habitat

How does Habitat fare among the critics after its third full year?

Those who are critical of the UN in general point to the endless bureaucracy, the avalanche of words and poorly written memos, and lament that Habitat has been sucked inexorably into that system.

Critics also lament the liabilities of Habitat's funding. The press of financial necessity leads the agency to take on any projects that are proposed for the 13 percent overhead, undercutting its ability to strike out in new directions. Other critics note that solving settlement problems is a largely political, highly local, and culturally specific process, most of which is outside the purview of a UN agency. Success depends on subtle arm-twisting, local knowledge, the establishment of quid pro quos, plus enlightened acceptance of new ways of doing things.

Some feel Habitat is underpowered, both financially and politically, to do what it has set out to do. As an example, getting states even to establish settlement policies has been extremely difficult. In addition, Habitat has based its approach on resolving the fundamental dilemma, the relationship of population dynamics to human settlements. Yet it is hardly in a position to do much about the population problem in most developing countries.

Even Habitat's emphasis on social equity is fraught with paradox. Where the agency has assisted in providing housing for the poor, low-income families are often forced out of the new accommodations by the more powerful middle class. Enormous pressures—kinship leverage, job threat, political intimidation, threats against the childrens' schooling—can be brought upon a poor family to sell. To return to a squatter's shanty with a little money often appears to be better than the risk of losing it all.

Perhaps the most compelling criticism, which is not of Habitat itself but of the environment in which it operates, is that the need for enlightened settlement policies is just being recognized by most Third World leaders. Such policy ideas need nurturing, but it is unrealistic to think they do not compete with other development needs that must be served by harassed officials.

On the positive side, defenders underscore the fact that Habitat's cause is just, their values unassailable: to help the poor and to push for social equity, to help developing nations help themselves. The organization has used the components it inherited well, and Ramachandran particularly has handled the thorny issue of Habitat's separation from UNEP with diplomacy. The distinction between "manmade environments" and "natural environments" (UNEP's concern) has served reasonably well as an operating principle.

The agency has remained flexible, it is pennywise, and has embraced a policy of building on and improving existing settlements rather than razing the old to start anew. The Habitat staff are generally competent and of high morale—if anything, sometimes too optimistic. Perhaps Habitat's greatest strength is its overall mission, for here, in a small agency, the poorly housed and unsheltered of the world have a few friends to champion their cause.

(April 1981)

NOTES

1. The Palestinian issue, the role of nongovernmental organizations, discussion on UNESCO's deeds or misdeeds, the ongoing debate on the unfair dominance of Western states and their gluttonous use of the world's resources, all competed for attention with settlement issues, at times forcing them into the background.

2. Officially the United Nations Center for Human Settlements (Habitat) via UN General Assembly Resolution 32/162.

3. The Habitat Foundation is charged with such activities as drafting and implementing fund-raising programs, organizing procedures to utilize and invest the funds, providing financial policy guidelines, helping developing countries establish links to the international capital market, providing funds for the execution of technical cooperation activities, and preparing feasibility reports.

4. Samples of teaching materials: "Cost Benefit Analysis for Shelter Projects," "Some Introductory Notes on the

Upgrading of Slums and Uncontrolled Settlements," "Improving the Urban Habitat: The Design and Execution of Projects," "Employment Characteristics of Low-Income Householders."

5. Official UN guidelines are broad: the conviction is expressed "that the effective dissemination of information, including the use of audio-visual techniques and materials will help accelerate the process of development through the effective and rapid dissemination among policy makers, experts and the public in all countries of information on the need for new awareness and new approaches, methods and techniques for improving human settlements...." Source: HS/C/3/17, p. 8.

6. The three charts on Habitat connections are derived from "Activities of the United Nations Centre for Human Settlements" (Habitat) HS/C/4/2, February 16, 1981.

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Appendix A
Habitat Projects Under Way as of January 1, 1981

Region/Country	Title/Objective	Funding Level	Duration
AFRICA			
Algeria	El Asnam earthquake, project identification	$ 3,013	1980
	El Asnam earthquake, reconstruction	49,500	1980
	Preparatory assistance to INERBA	2,580	1980-82
Benin	Science and technology in human settlements	1,774	1980
Botswana	Strengthening Department of Town and Reg. Planning	296,616	1978-84
Burundi	Integrated housing development	1,332,013	1978-83
	Associate experts	333,333	1978-83
	Preparatory Asst. for Nat'l. physical planning	20,000	1981
Cape Verde	Science and technology in human settlements	800	1980
Central African Republic	Science and technology in human settlements	2,790	1980
Chad	Housing, building, planning, and tourism	136,726	1975-81
	Rural schools construction	445,194	1975-80
	Rural schools construction	669,900	1978-82
	Associate experts	240,000	1978-82
Comores	Urban and rural housing and planning	948,100	1979-82
	Associate experts	120,000	
Congo	Science and technology in human settlements	1,720	1980
Djibouti	Refugees in Djibouti	1,176	1980
Egypt	Assistance to flood-stricken villages of Upper Egypt	5,541	1980
	Reconstruction and flood protection—Upper Egypt	123,000	1980
Equatorial Guinea	Reconstruction program	2,180	1980
Ghana	Technical assistance for cooperative housing advisory services	150,000	1979-80
Guinea	Urban housing in Conakry	1,258,369	1979-82
	Associate experts	240,000	
	Science and technology in human settlements	882	1980
Ivory Coast	Assistance to the regional fund for rural development	1,432,753	1979-82
	Associate experts	240,000	
Kenya	Experimental sisal/cement construction	1,500	1979-80
	Planning assistance to refugee settlements	5,000	1980-81
	Construction of demonstration housing—Dandora	100,000	1980-81
Lesotho	Fellowship in architecture	53,871	1971-79
	Fellowships in architecture	79,509	1974-81
	Senior architect	282,772	1976-81
	Establishment of building finance corporation	98,400	1977-79
Libya	Assistance in the field of physical planning	2,285,739	1977-81
Madagascar	Housing construction in Ambovombe	140,000	1979-81
	Human settlements development	485,958	1979-81
Malawi	Development of rural housing	679,147	1980-82
Mali	Center of adapted technology	1,374,000	1980-82
Mauritania	Preparatory assistance in urban housing development	73,250	1980-81
Mauritius	Assistance to physical planning service	252,823	1975-82

Region/Country	Title/Objective	Funding Level	Duration
AFRICA (continued)			
Morocco	Assistance to the Regional Planning Institute	377,700	1979-81
Mozambique	Self-help housing	1,198,299	1975-80
	Associate experts	334,000	1975-80
	Assistance for human settlements planning	825,400	1980-82
Namibia	Training course for building technicians	110,000	1978-80
	Training in formulation of policy options in land use and human settlements development	163,875	1979-80
	Workshop on education, health, housing, and labor	1,304	1980
Nigeria	Training of operational physical planners, Ibadan Polytechnic	968,557	1973-80
	Associate experts	30,000	1973-80
	Master plan for metropolitan Lagos	2,501,848	1974-80
	Associate experts	40,000	1974-80
	Physical development plan for Oyo State	373,466	1977-81
	Physical development planning in Kano	138,540	1977-80
	Associate experts	120,000	1977-80
	Master plan for Ibadan metropolitan area	236,800	1980-82
	Associate experts	30,000	1980-81
Rwanda	Science and technology in human settlements	1,140	1981
Senegal	Regional planning assistance	1,156,228	1979-83
	Associate experts	560,000	1979-83
Seychelles	Assistance in housing program implementation	118,947	1978-82
	Associate experts	250,000	1978-82
	Seychelles housing finance management	35,000	1980
	Science and technology in human settlements	4,000	1980
Sierra Leone	Science and technology in human settlements	4,000	1980
Somalia	Technical advisory services	28,000	1979-80
	Physical and environmental planning of refugee settlements	18,000	1980
Southern Africa	Self-help community program	716,800	1978-82
	Associate experts	80,000	1978-82
	Construction assistance to liberation movement center	232,000	1978-81
Sudan	Promotion of local building materials and low-cost housing	95,500	1977-80
	Promotion of local building materials and low-cost housing	63,400	1980-81
	Refugees in Sudan	1,432	1980
	Multi-agency mission on rural refugee settlements	5,500	1980
	Port Sudan urban settlements	2,000	1980
	Port Sudan urban settlements	8,000	1980
Swaziland	Construction manager/quantity surveyor	224,047	1972-80
	Development of housing	335,909	1975-81
	Associate experts	310,161	1975-81
	Participation at meeting of African Adult Education Association	2,371	1980
Togo	Science and technology in human settlements	778	1980
Tunisia	Rural housing development	3,732	1981
Uganda	Preparatory assistance for the development of human settlements programs	67,000	1980-81

Region/Country	Title/Objective	Funding Level	Duration
AFRICA (continued)			
Uganda	Preparatory assistance to planning and reconstruction of Masaka and Mbarara	38,750	1980-81
United Republic of Cameroon	Development of local construction materials	4,158	1980
United Republic of Tanzania	Assistance to Capital Development Authority	3,191,190	1978-82
	Assistance to the Ministry of Capital Development	622,237	1978-81
	Assistance to the Ardhi Institute training for physical planners	343,360	1978-81
	Associate experts	680,000	1978-81
	Technical assistance to Capital Development Authority	354,070	1979-81
	Housing fund adviser	70,000	1981
	Action program for low-income housing	34,000	1981
	Assistance for the establishment of a unified information service in Dodoma	6,000	1981
Upper Volta	Rural housing development	508,515	1978-81
	Associate experts	360,000	
Zimbabwe	Low-income housing development	281,000	1980-81
	Preparatory assistance for project ZIM/80/008	8,278	1980
	University training for planners	23,000	1981
Regional Africa	Housing seminar, Abidjan	20,000	1980
	Urban development seminar, Nairobi	16,000	1980
	Meeting of Sahelian resident representatives	2,400	1981
	Africa subtotal — Projects:	28,339,127	
	Associate experts:	3,967,494	
	All activities:	32,306,621	
AMERICAS			
Argentina	Housing: technology and socioeconomic research and development	703,480	1979-81
Barbados	Barbados National Housing Corporation	34,000	1979-80
	Physical planning	188,200	1980-82
	Science and technology in human settlements	3,335	1980
	Barbados Mortgage Finance Company	69,000	1981
	Ministry of Housing	14,500	1981
Colombia	Course on the management of data for human settlements development	5,000	1980
Dominica	Socioeconomic development planning (housing)	91,200	1980-81
Dominican Republic	Emergency housing program development	72,000	1980-81
Ecuador	Human settlements program	6,200	1981
Guatemala	Housing reconstruction	1,197,110	1976-80
Guyana	Urban and regional planning	1,015,532	1976-81
	Cooperative housing	36,300	1980-81
Haiti	Human settlements development	3,408	1980
Honduras	Integrated rural development, Western Region	56,500	1979-80

Region/Country	Title/Objective	Funding Level	Duration
AMERICAS (continued)			
Jamaica	Jamaica Sugar Industry Housing Ltd.	80,800	1979-80
	Establishment of Building and Construction Institute	21,875	1980
Mexico	Housing	20,000	1979-80
	Environmental impact assessment of urban development, Valley of Mexico	8,000	1980
Netherlands Antilles	Science and technology in human settlements	4,100	1980
Nicaragua	Development and upgrading of marginal urban elements	47,700	1980
Peru	Evaluation of PREVI (experimental housing)	25,000	1978-80
	Diffusion of and access to the results of PREVI	8,000	1980
Saint Kitts	Physical planning	37,320	1979-81
Saint Lucia	Human settlements development	7,800	1980
Regional	Workshop on data management for urban environments	36,500	1981
	Americas subtotal	3,792,860	
ASIA AND THE PACIFIC			
Bangladesh	National physical planning	1,606,358	1975-81
	Urban housing policy and program development	471,236	1977-80
Bhutan	Rural housing prototype elements	36,000	1980-81
Burma	Rangoon City and regional planning	1,311	1979
China	Technical cooperation—preliminary mission	10,000	1980
Cook Islands	Infrastructure engineering	291,750	1979-82
Fiji	Architectural studies/fellowships	16,155	1978-80
	Housing census consultant	10,000	1981
India	Structural Engineering Research Center	2,560,874	1974-81
Indonesia	Jakarta short-term transportation improvement	91,326	1978-79
	Urban development policy	20,000	1980
Malaysia	Study tour of housing projects in the ASEAN area and Sri Lanka	5,400	1980
Nepal	Housing and building materials research	8,810	1979-80
Pakistan	Master plan for the Karachi metropolitan area	1,787,740	1969-80
	Science and technology in human settlements	6,000	1981
Philippines	Science and technology in human settlements	6,000	1980
Republic of Korea	Environmental improvement fellowships	135,732	1974-80
	Taebaeg regional development plan	373,982	1978-81
	Science and technology in human settlements	6,000	1980
Singapore	Singapore Fire Brigade/fellowship	73,461	1975-80
Solomon Islands	Physical planning	482,186	1975-82
Sri Lanka	Colombo Master Plan	1,500,263	1975-80
	Training and applied research in rural development	70,000	1978-81
	Urban Development Authority	1,776,145	1978-81
Tonga	Fellowship in structural engineering	21,300	1980-82
	Engineering planning adviser	30,781	1979-80
Tuvalu	Assistance to local district councils in drafting and surveying	204,700	1980-81

Region/Country	Title/Objective		Funding Level	Duration
ASIA AND THE PACIFIC (continued)				
Vietnam	Building sites/Surveying		14,001,940	1977-82
	Pacific subtotal		25,605,450	
EUROPE				
Cyprus	Nicosia Master Plan		561,300	1980-82
	Science and technology in human settlements		2,100	1980
	Housing Finance Agency		39,500	1981
Poland	Building systems development for single-family housing		22,340	1979-80
Romania	Technology for high-rise building construction		105,570	1978-82
Yugoslavia	Physical development plan of the Republic and master plans, Socialist Republic of Montenegro		1,200,000	1980-82
	Europe subtotal		1,930,810	
WESTERN ASIA				
Bahrain	Physical planning preparatory assistance		60,000	1980
	Physical planning		378,000	1980-82
Democratic Yemen	Fellowship in architecture		46,476	1977-81
	Science and technology in human settlements		2,000	1981
Oman	Science and technology in human settlements		5,000	1980
United Arab Republic	Assistance to the Ministry of Public Works and Housing		1,240,402	1976-80
	Technical support for the Ministry of Public Works and Housing		2,379,000	1980-81
Yemen	Town planning		393,494	1969-80
	Institutional support for the Ministry of Public Works		1,457,132	1975-82
	Institutional support in physical planning		967,893	1978-81
	Associate experts		120,000	1978-81
	Western Asia Subtotal	Projects:	6,929,397	
		Associate experts:	120,000	
		All activities:	7,049,397	
INTERREGIONAL AND GLOBAL				
Interregional and Global	Seminar for housing experts		649,800	1979-81
	Mediterranean coastal States human settlement activities		2,700	1980
	Interregional subtotal		652,500	
Global	Development of materials for workshop on data management for urban environments		27,308	1980
	Global subtotal		27,308	
GRAND TOTAL		Projects:	67,277,452	
		Associate experts:	4,087,494	
		All activities:	71,364,946	

Source: UNCHS Technical Cooperation Report, 1980, HS/c/4/nF 3/ 11 March 1981.

Appendix B
Habitat Projects in the Pipeline
(estimated budgets in US$)
As of February 1981

Region and Country	Title	Project Budget
AFRICA		
Algeria	Support for INERBA	$ 387,500
Burundi	Assistance for regional planning	1,016,800
	Rural housing development	996,656
	Slum upgrading—Krysenyi	603,000
Central African Republic	Urban housing in Bangui	1,350,000
	Housing Research Center	850,000
Congo	Assistance for the development of human settlements	568,000
	Regional planning	195,000
Equatorial Guinea	Institutional recovery and rehabilitation of settlements	247,973
Gabon	Slum upgrading and sites-and-services schemes	1,000,000
Liberia	Rural housing development (UNCHS as associated agency to DTCD)	100,000
Malawi	Town planning	602,000
Mali	Center of Applied Technology	1,277,000
Mauritania	Urban housing development	609,000
Nigeria	Physical planning; riverside settlements	130,000
Sierra Leone	Urban housing development and master plan, Freetown	223,000
Seychelles	Development and application of building technology	149,000
Uganda	Assistance for Development Authority	1,990,000
Zimbabwe	National development planning and rural community development works	121,250
	Study for undergraduate training of planning	23,000
	African subtotal 12,439,179	
AMERICAS		
Barbados	Establishment of a housing planning unit	21,250
	Strengthening of the Barbados Mortgage Finance Company	48,000
Brazil	Upgrading of the capabilities of COHAB	2,100,000
	Human settlements information system	40,000
Dominican Republic	Improvement of marginal human settlements	400,000
Ecuador	Guayaquil training and development program for marginal areas (UNCHS as associated agency to ILO)	150,000
Guatemala	Planning, information and public implementation (UNCHS as associated agency to DTCD)	320,000
	Creation of a center for studies on human settlements and popular housing	1,081,390
Haiti	Institutional strengthening in territorial management—regional planning	64,500

Region and Country	Title	Project Budget
Jamaica	May Pen integrated urban development plan	300,000
Mexico	Environmental evaluation, urban development, Valley of Mexico (joint UNEP-UNCHS funding)	263,000
Netherlands Antilles	Building materials research and development	253,000
	Establishment of human settlements information system	130,000
	Appropriate technologies for urban and rural sewage and garbage disposal systems	66,000
Saint Kitts/ Nevis/Anguilla	Architect/physical planner	195,000
	Americas subtotal	5,432,140
ASIA AND PACIFIC		
Bangladesh	Urban housing policy and program development)) National physical planning) Human settlements training)	5,000,000
Bhutan	Low-cost housing—materials, technology and design	240,000
	Rural housing prototype elements	36,000
Burma	Rangoon city and regional development	591,950
Indonesia	Development of national urban policy	4,000,000
Nepal	Building materials and housing technology research and development, phase I	199,600
Sri Lanka	Urban Development Authority	1,025,000
	Assistance in structural engineering	200,000
Regional	Workshop on data management for urban environments	32,000
	Asia and the Pacific subtotal	11,324,550
EUROPE		
Cyprus	Land Development Corporation	62,000
	Housing Finance and Development Bank	70,000
Turkey	Metropolitan planning (joint UNEP-UNCHS funding)	83,600
Regional	Center for research and training in modern building construction under seismic conditions (UNCHS as associated agency to UNIDO)	681,300
	Europe subtotal	897,400
	GRAND TOTAL	30,093,269

Source: UNCHS.45 C.4.lu/3.

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