

THE ACTIVITIES OF THE UNITED NATIONS IN HOUSING

Laszlo Rajk ,  
M. Arch  
Architecture

THE ACTIVITIES OF THE UNITED NATIONS, IN HOUSING, BUILDING AND  
PLANNING BETWEEN 1945-76

by

Laszlo Rajk

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Department of Architecture  
McGill University  
Montreal, Canada

The author argues with the idea of self-help in the developing countries and claims that self-build techniques, as a result of their inevitably low output, can never play a significant part in solving the housing problem. As far as productivity is concerned he believes self-build housing is a voluntary return to the "Stone Age".

From this standpoint the author examines how the United Nations finally arrived to the idea of self-help and why it still regards it as a promising method to overcome the housing shortage. The thesis analyses the reasons of this new trend, first through revealing the problems within the very structure of the United Nations. Then the theme is expounded in a chronological order, and the author accordingly follows the sequence of the United Nations operations in the course of the last thirty years. Finally the author tries to summarize the present trends having appeared during the Vancouver conference.

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SOMMAIRE

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L'auteur plaide contre l'idée de "self-help" dans les pays en voie de développement. Il soutient que les techniques de construction particulière /"self-build techniques"/, en raison de leur rendement inévitablement faible, ne pourront jamais jouer un rôle significatif dans la solution du problème du logement. Quant à la productivité, il pense que la formule du "self-build housing" constitue un retour volontaire à un nouvel "âge de la pierre".

Partant de cette position, l'auteur examine comment les Nations Unies sont finalement arrivées à l'idée de "self-help" et pourquoi elles la prennent toujours pour une méthode pleine de promesses en vue de la solution de la pénurie de logement. La thèse procède à l'analyse des raisons de cette nouvelle tendance, d'abord en révélant les problèmes à l'intérieur même de la structure des Nations Unies; le sujet est ensuite exposé dans un ordre chronologique: l'auteur poursuit la série des activités des Nations Unies au cours des trente dernières années. En conclusion, il résume les tendances récentes apparues lors de la conférence de Vancouver.

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DEDICATION

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I wrote the present work in the hope;  
to help the further co-operation of the two re-  
search teams, the "MINIMUM COST HOUSING GROUP" in  
Montreal and the "NON TECTON" team in Budapest;  
to bring closer the two honorary leaders Mr. ALVARO  
ORTEGA and Mr. MIHÁLY PARKÁNYI;  
the two leaders, Mr. WITOLD RYBCZYNSKI and  
Mr. LÁSZLÓ HAJDU;  
and all the other members who have been giving  
their full effort to the research in the field of  
low-cost-housing.

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KAM NEONTSE SI MANANTSE BAGO DABU KAM MEOGUBEN

/He that has no roof, has no word in the society/X

/Wolouf tongue, West Africa/

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XRichard F. BURTON, WIT AND WISDOM FROM WEST AFRICA

Originally published, London, Tinsley Brothers,  
1865

Reprint, New York, Negro University  
Press a Division of Greenwood  
Publisher Corp.  
1969.

" 'What is holy?' Goethe asks in a distich and answers: 'What links many souls together'. In this sense we may say that the holy with the aim of this concord, and as this concord, has been the first content of independent architecture. The readiest example of this is provided by the story of the Tower of Babylonia. In the wide plains of the Euphrates an enormous architectural work was erected; it was built in common, and the aim and content of the work was at the same time the community of those who constructed

it. And the foundation of this social bond does not remain merely a unification on patriarchal lines; on the contrary, the purely family unity has already been superseded, and the building, rising into clouds, makes objective to itself this earlier and dissolved unity and the realization of a new wider one. The essemble of all peoples at this period worked at this task and since all came together to complete an immense work like this, the product of their labour was to be a bond which was to link them together..." <sup>x</sup>/Emphasis mine/

As we all know the unification of peoples was finally not successful in the legend. And every attempt to realize it has been doomed to failure ever since then. Is this trend really irreversible, or can this Babylonia-type unification of peoples be reached again? Is not the United Nations itself the materialization of the legendary Tower of Babylonia? Is it not the task of the United Nations to reverse the trend? Is the United Nations able, or will it be able to fulfil this enormous task? Whatever purpose the United Nations has been created for, this unifi-

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<sup>x</sup> George Wilhelm Friedrich HEGEL: AESTHETICS  
New York, Praeger, p. 638.  
1959

cation of peoples for the purpose of building a new and human environment must be reached by every means.

Building is one of the most ancient activities of human race. Yet, in spite of the unpredicted progress in industry and in all kinds of sciences, shelter is still far beyond the reach of simple people. Creation of millions of shelters is the real task of the United Nations; today there is no other organization in the world which could find the means and methods for solving this enormous problem. It is the task of the United Nations to unite the peoples for building for themselves. This task is not comparable to that of the legendary builders of the Tower of Babylonia, since each individual nation in the world needs to have an own Tower to reach the sky they have never seen.

Perhaps the most significant achievement of the United Nations, on the long way towards the final aim, was that they focused attention on the problem of shelter on a global scale, and as a result of this, responsible people all over the world definitely know that mankind cannot survive unless they solve the problem of mass-housing in the Third World.

The author could not avoid the reduction of the theme to the activities of the United Nations in the specific field of housing. The scope of a thesis does not render it possible to give a thorough analysis of all the component questions. The author expounds the theme in a chronological order, and accordingly follows the sequence of the United Nations' operations in course of the last thirty years.

A further reduction showed necessary because of the author's competence. This is why problems of political, economic, social, and ideological components were practically omitted, whereas actual technological, organizational problems of mass-housing in the developing countries were examined in detail and attached to the thesis. It is important to note that at the time when the thesis was written the materials of the Vancouver conference were not available yet, therefore it is through two interviews, organized between the author and two competent United Nations officials, the author tries to summarize the present trends and activities of the United Nations.

The United Nations has given steadily growing attention ever since its foundation in 1945, to the worsening situation of housing in

the world. Up to 1962 the United Nations had no organization specialized in housing, therefore other bodies involved in human settlements were given the task of making the first steps and elaborating the guidelines for the United Nations' activities. In the beginning the development was rather slow, there were many overlapping activities within the United Nations' specialized bodies; not to mention that the very structure of the Organization was not complete yet. The first Chapter outlines juridical, institutional and organizational problems, first through examining the basic organs: the General Assembly, the Secretariat then through examining other Specialized Agencies and some minor organs like the World Health Organization, the Food and Agricultural Organization, the International Labour Organization, etc., the Committee of Industrial Development, the Advisory Committee on Application of Science and Technology to Development etc. and some standing committees.

The second Chapter concentrates on the period of 1945-1960. Here the author first tries to find the reasons of the almost complete failure of the United Nations' housing policy during the First Development Decade. Then he ana-

lyses the positive side of the United Nations' activities in the field of modular co-ordination, industrialization, pilot projects, with particular regard to low-cost-housing. The author regards this period as a preparatory stage, when the actual problem of housing, building and planning in human settlements was revealed. The Chapter ends by an evaluation of the results achieved by the United Nations experts in classifying the problems.

The third Chapter starts with the outline of the important changes within the policy of the United Nations, effected by the increasing participation of developing countries liberated from colonial occupation by the beginning of the sixties. It also examines the internal problems arising in course of the foundation of the Center and Committee on Housing, Building and Planning, and tries to outline their spheres of activities. In the late sixties certain new trends appeared, giving more emphasis to self-help, intermediate technologies, somehow neglecting modular co-ordination, industrialization, and supporting slum improvements instead of the idea of slum clearance. These trends try to divide responsibility between internal and international organizations.

The author also tries to show the reflection of these new trends in the United Nations' activities, by two interviews attached to the thesis. The interviews took place in New York in June, 1976 between the author and /I./ the Chief of the Building Section, A. Gonzales-Gandolfi; and /II./ the Chief of the Planning section, Wilson Garces; both from the Center for Housing, Building and Planning.

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SURVEY OF UN BODIES INVOLVED IN HOUSING BUILDING  
AND PLANNING, AND THEIR ORGANIZATION

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GENERAL BACKGROUND

Housing shortages continue to be a major drawback in the world's aspiration of continued progress. "Housing for everyone" is an empty slogan within high sounding development plans for millions of families in country after country. Why it is so, is an unsolved question to planners, an embarrassing one to politicians, but deadly serious to the poorly housed families themselves. There are no easy answers, but first of all one has to keep in mind, the probably too familiar one, "housing is a very complex subject...etc". The fact

that a few developed countries have solved their housing problems totally is little comfort for those much greater numbers of poor developing countries whose social and economic conditions are entirely different. Nevertheless, some of those few lucky, successful countries seem to fall back into housing shortages after only a few years of success.

Some major factors have to be examined from the labyrinthian questions of human environment; like the effort to improve the quality of life must necessarily include such major factors as one's shelter and the environmental aspects of how and where one lives and works. Another question is that of human settlements in the context of economic and social development. Human settlements must also be considered in relation to problems of income distribution and mass poverty. Another is urbanization, the growing problem of not only today's but rather of tomorrow's world, but bearing in mind that the question of housing relates not only to urban dwellers but to ones in rural areas as well. Before entering in a more detailed examination of these questions, leaving aside the problem of shelter for a moment/ it is to emphasize that the problem of housing must be considered as part of a

system of interrelated questions rather than singular one being solved separately.

The improvement of environment in connection with housing or human settlements has been raised recently and considered by the U.N. as a significant problem in all countries, developed or developing. Emphasizing that industrialization is necessary to raise the standard of living, particularly in the Third World, it would be therefore a folly to neglect environmental safeguards. Developing countries have a unique opportunity to learn from the experience and errors of others. Intelligent planning, including regional planning, could do much to reconcile the demands of development and environmental protection. However the developing countries which are touched the most by these forthcoming safeguards fear, with some justifications, that the establishment of environmental standards could have the effect of retarding their own industrialization and lead to discrimination against their exports.

Development plans as well as personal decisions on such seemingly unimportant question as where and how to live could raise very difficult problems in setting priorities in the use of limited resources of developing countries. The choice of investment in the field of housing and

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infrastructure, which is usually very costly without measurable benefit, must be compared with investments in other sectors which could generate economical growth more directly. The labour intensive nature of the sector of construction in the developing countries can result in a generative impact on income and employment creation, besides that it would also result in the improvement of the human settlements.

The income distribution, standard of living, quality of life, opportunities for social and economic improvement are closely associated with the conditions of human settlements, if not of the very essence, of poverty and social inequality. The sorrowful conditions of human settlements are clear manifestations of widespread poverty. Illustrations of that phenomenon are that less than one-third of the earth's population lives in the more developed countries and only one-seventh in their urban industrial areas, that agriculture tends to be less advanced in the developing countries where it still remains one of the chief sources of livelihood, and that gap between the living conditions in the industrial countries and the rest of the world continues to widen.

# POPULATION AND PRODUCT IN 1960 AND 1970 <sup>1.</sup>

| Areas                  | Populations<br>/in millions/<br>1960 % 1970 % |     |      |     | Gross National Product<br>/in billion US\$/<br>1960 % 1970 % |     |      |     | GNP/Head<br>/in US\$/<br>1960 1970 |      |
|------------------------|-----------------------------------------------|-----|------|-----|--------------------------------------------------------------|-----|------|-----|------------------------------------|------|
|                        | 1960                                          | %   | 1970 | %   | 1960                                                         | %   | 1970 | %   | 1960                               | 1970 |
| World                  | 3000                                          | 100 | 3600 | 100 | 1350                                                         | 100 | 2640 | 100 | 450                                | 730  |
| More developed regions | 950                                           | 32  | 1050 | 29  | 1130                                                         | 84  | 2240 | 85  | 1190                               | 2130 |
| Europe incl. the USSR  | 640                                           | 21  | 700  | 19  | 530                                                          | 40  | 1070 | 40  | 820                                | 1530 |
| North America          | 200                                           | 7   | 230  | 7   | 540                                                          | 40  | 990  | 38  | 2700                               | 4300 |
| Oceania and Japan      | 110                                           | 4   | 120  | 3   | 60                                                           | 4   | 180  | 7   | 550                                | 150  |
| Less developed regions | 2050                                          | 68  | 2550 | 71  | 220                                                          | 16  | 400  | 15  | 100                                | 157  |
| Asia                   | 1570                                          | 52  | 1920 | 53  | 130                                                          | 10  | 240  | 9   | 95                                 | 125  |
| Africa                 | 270                                           | 9   | 350  | 10  | 30                                                           | 2   | 50   | 2   | 120                                | 143  |
| Latin America          | 210                                           | 7   | 280  | 8   | 60                                                           | 4   | 110  | 5   | 320                                | 393  |

However, one can work out another table of statistics which shows a completely different phenomenon:

| GNP TOTAL /US \$ Millions/ |           | GNP/CAPITA /US \$/   |       |
|----------------------------|-----------|----------------------|-------|
| USA                        | 1,294,900 | Kuwait               | 8,449 |
| Japan                      | 413,070   | United Arab Emirates | 6,736 |
| France                     | 255,060   | USA                  | 6,155 |
| Canada                     | 118,900   | Canada               | 5,372 |
| .                          | .         | .                    | .     |
| .                          | .         | .                    | .     |
| Kuwait                     | 7,165     | France               | 4,851 |
| United Arab Emirates       | 1,425     | Japan                | 3,812 |

From the table above it appears clearly that the "Disease" can also be found in senseless power struggles within and between countries, in new and traditional social injustices and in the deepest depths of different social structures.

The current rapid urbanization, expansion of cities and the explosive growth of metropolitan agglomerations, particularly in the developing countries, are relatively new phenomena. As industry becomes the source of the livelihood for progressively larger populations the people tend to move in pursuit of a better life: The normal reaction "homo economicus". The present migration is the largest and the most important the world has ever experienced, not only because it is universal, but because it unleashed a chain of changes around the world.

WORLD POPULATION 1920, 1960 and 1980<sup>x2</sup>

| Type of settlement   | 1920 | 1960  | Increment | 1980  | Increment |
|----------------------|------|-------|-----------|-------|-----------|
| World population     | 1860 | 2994  | 1134      | 4264  | 1275      |
| rural and small town | 1607 | 2242  | 635       | 2909  | 667       |
| urban                | 253  | 752   | 499       | 1360  | 608       |
| /big cities/         | /96/ | /351/ | /255/     | /725/ | /314/     |

/cont./

<sup>x</sup>See also Appendix Table I.

/cont./

|                        |      |       |       |       |       |
|------------------------|------|-------|-------|-------|-------|
| More developed regions | 672  | 977   | 305   | 1189  | 212   |
| rural and small town   | 487  | 544   | 57    | 516   | 22    |
| urban                  | 158  | 433   | 248   | 623   | 190   |
| /big cities/           | /80/ | /212/ | /138/ | /327/ | /115/ |
| Less developed regions | 1188 | 2017  | 829   | 3080  | 1063  |
| rural and small town   | 1120 | 1698  | 578   | 2343  | 645   |
| urban                  | 68   | 319   | 251   | 737   | 418   |
| /big cities/           | /16/ | /139/ | /123/ | /398/ | /299/ |

However we should not forget the paradox of the urbanization:

"With great efficiency in transport and with new sources of power, man is no longer enslaved by distance. Thousands can be accommodated within a relatively small space, as in the cities of Europe or America. For example, the entire population of the world could be housed at about fifty persons to the acre within present-day West Germany,... In 1940, Germany was far less densely populated than England, Wales or New Jersey. Illustrating the paradox in land use, Barbados has been described as the most crowded space in the world, except some provinces of China. Yet although 240,000 people inhabit its 166 square miles, its largest city has no highrise buildings, and its suburbanization has hardly begun.

Surprisingly, densities in some parts of the United States are higher than those of Europe. Although Japan is one of the most

crowded nations in the world, it was less crowded per square mile at the time of Pearl Harbour than Massachusetts or Rhode Island. Tokyo, with more people than any other city, has land within twenty-minute ride its center that is still used as paddy fields. Moreover, the vast open spaces of Hokkaido could accommodate many times Japan's present population. As for the future of our planet, although the space frontier has been pierced as far as the moon, man has hardly settled more than forty feet above the earth surface."<sup>3/</sup>

There may be as many as 121<sup>4/</sup> major inputs effecting the production of houses, some of which are: information on; resources, supply and demand for housing, physical, political and administrative types, land, social structure /this last area alone contains 40 factors/.<sup>5/</sup> No person could even pretend to understand the total implications of these elements, but this is the dilemma which housing ministers face from day to day trying to create housing policy. Often trying to juggle these factors they end up with the slogan: "our policy is to provide a house for every family".

BRIEF OUTLINE  
OF THE UNITED NATIONS'  
REACTION TO THE PROBLEM

The United Nations has given steadily growing attention ever since its foundation in 1945 to the worsening situation of housing in the world. Right at the beginning during the first session of the General Assembly in 1946 it noted the existence of the types of problems briefly mentioned above. It called upon the Economic and Social Council to initiate actions at an international level to deal with these problems. More specifically the General Assembly recommended the creation of bodies, to co-ordinate research and to exchange information among nations, in order to improve housing standards and in general to raise the standards of living.

In 1949 the Council requested the Secretary General to formulate an integrated programme of housing and town and country planning. The programme was prepared in consultation with interested specialized United Nations' agencies, other inter-governmental bodies and competent

non-governmental organizations. The programme was approved by the Economic and Social Council in 1950.

The continuing deterioration of the housing situation throughout the world and its serious social consequence, particularly in the developing countries led both the Assembly and the Council in 1952 to reiterate the urgent need of international action to improve the low-cost-housing situation. Among the recommendations were development programmes strengthening the activities at the regional level and provision of technical assistance to requesting governments.

In the next years the Social Commission of the Economic and Social Council repeatedly underlined the importance of finding practical solutions for financing of housing programmes. The Commission also urged the adoption of a regional approach to physical planning for achieving a more balanced development of the economy, society and technology.

As a next step the Council approved a long range programme of concentrated international action in the field of low-cost housing which has been prepared by the Secretary-General in response to the proposal of the Economic and Social

Commission. Later in the year General Assembly stressed the importance of the governmental action, technical assistance and exchange of technical information within that programme.

In 1960 the Assembly requested the Secretary-General to investigate the possibility of technical services, equipments and funds for undertaking pilot projects to improve housing facilities. At the same time the Assembly called upon the Council to find ways of financing such projects from domestic and external sources.

In 1961 the Council decided to call together an ad hoc group of experts on housing and urban development to advise the Social Commission on methods for accelerating the expanding programmes of this field. That decision was closely linked with the parallel one passed by the General Assembly, describing the period of 1960-1970 as the United Nations' Development Decade during which period priority was to be given to housing and urban development. One of the major recommendations of the ad hoc group led the Council in 1962 to create a Committee on Housing, Building and Planning.

This new Committee and the latter one established within the United Nations' Secretariat,

and called the Center for Housing, Building and Planning are the main organizations of the United Nations on housing policy.

To get a better image on the evolution of the viewpoints of these organizations we first of all must have a clear understanding of the structures of the respective United Nations' bodies and should briefly familiarise ourselves with the functionary of the United Nations. <sup>x</sup>

PRINCIPAL STRUCTURES AND  
FUNCTIONS OF THE UNITED NATIONS  
ON HOUSING

On April 25 1945 the first conference of the United Nations took place in San Francisco with the attendance of 282 delegates representing the fifty participating nations. At the present time there are 192 members of the United Nations which are representing approximately 89 % of the earth's population. But this organization is not a superstate and it is not a world government either. It does not have the authority to legislate or tax or force its decisions on the domestic affairs of nations. The United Nations essentially is a

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<sup>x</sup> See also Appendix, Table II.

voluntary association based upon a multiparty agreement, the Charter.<sup>x</sup>

The articles of the Charter state the principles and aims to which the United Nations are dedicated, and they describe the rights and duties of the Various United Nations' organs. Six principal organs have been established: the General Assembly, the Security Council, the Economic and Social Council, the International Court of Justice, and the Secretariat. Out of these six three are closely involved in the field of housing: These are the General Assembly, the Economic and Social Council, the Secretariat.<sup>xx</sup>

The General Assembly is the central focus of the multifold activities of the United Nation's organization. It initiates studies and makes recommendations for the purpose of "promoting international co-operation in economic, social, cultural, educational and health fields" and assists "in realization of human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion".<sup>6/</sup> Each member of the United Nations is entitled to be represented by a delegation consisting of five representatives

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<sup>x</sup> See also Appendix, Table III.

<sup>xx</sup> See also Appendix, Table IV.

and five alternates who may sit in the General Assembly. All representatives are appointed by their own government. The General Assembly normally meets in regular annual sessions. The sessions are held at the headquarters of the United Nations or at some other location if the request is made and accepted by the majority of the members. Decisions of the General Assembly are made by either two-thirds or a majority of those present and voting. The General Assembly is permitted to establish as many committees as it believes necessary to pursue its goals effectively. There are four types of committees: Main, Procedural, Standing and Ad Hoc committees. One of the six main committees - the Social Committee - work together with the Economic and Social Council and specialized agencies.

The Secretariat is the main administrative and data center in the organization of the United Nations.<sup>x</sup> It serves all the members and the organs of the Organization, gives public informations by request, and carries out public relations functions as well for the United Nations. The staff of the Secretariat is appointed by the Secretary-General, under the regulations established

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<sup>x</sup>See also Appendix, Table IV.

by the General Assembly. The Secretariat "shall compromise a Secretary-General and such staff as the Organization may require. The Secretary-General shall be appointed by the General Assembly upon the recommendation of the Security Council. He shall be the chief administrative officer of the Organization."<sup>7/</sup> He has certain specific relations with the organs of the United Nations and can indirectly or directly influence their decisions. He may make oral or written statements to the Security Council, to the General Assembly, the Trusteeship Council and the Economic and Social Council on any matter. In the case of the Assembly he may make statements on any question of his choice. He cannot however, make statements to the Economic and Social Council and to the Trusteeship Council without having been invited by the appropriate presiding officer. Within the Secretariat located in New York works the Center for Housing Building and Planning set up in 1964. /The term "center" apparently being used in the title to indicate a status somewhat superior to the other divisions within the Department of Economic and Social Affairs of the Secretariat./ The establishment of this Center represented a compromise between the establishment of a new specialized agency and

the status quo. The Center has three sections: housing, building and planning.

The Economic and Social Council is the main but as we shall show later, not necessarily the most important United Nations' body pursuing the aims of the Organization regarding "International Economic and Social Co-operation". There aims are enumerated in Article of the Charter as follows: "a./ Higher standards of living, full employment, and conditions of economic and social progress and development; b./ Solutions of international economic, social, health, and related problems; and international culture and educational co-operation; and c./ Universal respect for, and observance, of, human rights and fundamental freedoms for all without distinction as to race, sex, language, religion."<sup>8/</sup> According to the Charter the Economic and Social Council functions "under the Authority of the General Assembly"<sup>9/</sup> emphasizing the over-all responsibility of the General Assembly. The previous and latter Articles of the United Nations do not however describe fully the actual relationship between these two principal bodies of the United Nations.

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"...<sup>x</sup>agencies referred in Article 57"<sup>11/</sup>  
Article 57.:<sup>12/</sup> "the various specialized agencies, established by intergovernmental agreement and having wide international responsibility, as defined in their basic instruments in economic, social, cultural, educational health, and related fields, shall be brought into relationship with the United Nations in accordance with the provision of Article 63.

The Council is authorized "to carry on consultations with, and make recommendations to such agencies"<sup>10/x</sup> Even more significantly the Council might issue recommendations to the General Assembly itself and even directly to Member States of the Organization by-passing the Assembly as well as the agencies.

On the other hand the Charter provides that the "Organization" shall make recommendations for co-ordinating of the "policies" as well as the "activities" of the specialized agencies.<sup>13/</sup> The term "Organization" presumably includes both the General Assembly and the Economic and Social Council. This overlapping of functions duplicates and confuses the activities of the two bodies. Added to this ambiguity the Assembly was given the right to "examine" the administrative budgets of the specialized agencies and to "make recommendations".<sup>14/</sup> Nor does the Charter clarify the reason why the Assembly was given the function of co-ordinating both the policies and activities of the agencies whereas the Economic and Social Council's functions were restricted to activities of the agencies. In this case activity would appear as a separate issue from policy since the former obviously is the result of the latter. There is however no definition whatsoever in the Charter of

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<sup>x</sup>See on previous page.

this distinction.

Both the General Assembly and the Economic and Social Council can initiate studies and reports, and may make recommendations to Members of the United Nations and to specialized agencies on their own /see art. 13.<sup>6/</sup> and art 62.<sup>10/</sup> consequently the power of activity is also shared between these two bodies. So is the platform for discussions and decision-making on such broad economic and social objectives as "higher standards of living, full employment, and conditions of economic and social progress and development" /see art. 13.<sup>6/</sup> and art. 55.<sup>8/</sup> Besides, the Charter confers upon the Economic and Social Council to "perform at the request of the Members of the United Nations and at the request of the specialized agencies".<sup>15/</sup>

To sum up: the relationship between the Council and the Assembly is ambiguous and overlapping. This certainly has affected the operation of the Committee for Building and Planning. This situation on one hand might stimulate flexible, and creative practices, but on the other hand it also leads to confusion and waste of time.

In principle, it is said that the Economic and Social Council's role is that of

a preparatory committee of the General Assembly. It can however use its power to offer the agenda of the General Assembly. Though according to the Charter, the Economic and Social Council was intended to operate under the General Assembly, it has in practice been given neither a free hand within a limited sphere nor has it been obliged to adjust itself to binding Assembly directives.

The Economic and Social Council relies heavily upon the staff of the Secretariat not only for clerical duties, but also for documentation, research, statistical data etc. About 80 per cent<sup>16/</sup> of the Secretariat's staff is engaged in the work concerned with economic and social matters. The Secretary-General or the Under-Secretary for Economic and Social Affairs works closely with the Economic and Social Council and its subsidiary commissions, committees, and other bodies. There is always at least one high official of the Secretariat present at all the meetings of the Economic and Social Council or its subsidiaries.

#### MINOR ORGANS

Beside the above mentioned three principal organizations there are some minor

ones working in the field, or in linked areas of the world housing problem, and serving those parts of the principal bodies which function in this field as well. The Economic and Social Council has five standing committees which vary in size and perform special functions. The Committee for Industrial Development was founded in 1960 /both the Committee for Housing, Building and Planning /1962/ and the Committee for Industrial Development were the results of the pressure exerted by the developing country members for creation of specialized agencies/. Its purpose is to advise on matters relating to the acceleration of industrial development in the less developed areas. The Committee also organizes seminars and studies on the application of modern techniques of industrialization, financing, distributing and marketing. Naturally through these activities, it touches the unavoidable problems of human settlements.

In 1963 the Economic and Social Council created an Advisory Committee on Application of Science and Technology to Development. This Committee collects information regarding scientific and technological aspects of the development process, mobilizing and co-ordinating the efforts of

scientific and technological institutes in developing areas. /i.e. West African Building Research Institute in Accra, Ghana/.

Another important group of minor organs go under the name of ad hoc committees:

There are special committees established from time to time to render particular services for the Economic and Social Council and its subsidiary organs. Ad hoc committees frequently remain in existence for a year or two until they complete the task assigned to them by the Economic and Social Council.

The Charter of the United Nations establishes the principle that functional or specialized agencies "having wide international responsibility, as defined in their basic instruments, in economic, social, cultural educational, and related fields"<sup>17/</sup> should operate outside of the framework of the United Nations itself. Close contact is maintained, however, between the individual agencies and the United Nations through the Economic and Social Council. The decision to confer certain functions on specialized agencies instead of granting full responsibility to the United Nations was made for several reasons. It was believed that it would not be possible or desirable for the United Nations to assume the full burden

since such a plan would greatly increase the size and complexity of the general organization".<sup>18/</sup> All specialized agencies have certain definite characteristics in common. Each agency has the same organizational structure: an assembly or conference, composed of members as a policy-making organ; an executive council, board, committee which has certain executive and supervisory duties; director or secretary-general with the functions similar to those of the Secretary-General of the United Nations. Each has its own secretariat, independently organized; and each has its own separate headquarters. These headquarters are in various parts of the world: Paris, Berne, London, Rome, Washington, Vienna, and Montreal. Most of them have regional offices and branches in other important centers throughout the world. The executive organs of all agencies are responsible for the supervision of the duties of their secretariats. Each secretariat plays a significant role assisting the conferences and councils by performing and distributing publications, research, information, and conference preparations. Whenever agency programs overlap or concern themselves with the same general questions, there arises the inevitable complex problem of co-operation. The major aspects of co-ordination are the responsibilities of the Adminis-

trative Committee on Co-ordination /ACC/. This is composed of the Director-General of the specialized agencies under the Secretary-General of the United Nations. "With respect to the Economic and Social Council the United Nations' Secretary-General has not, and clearly cannot perform any such role, if only because of his continuing responsibility for political affairs which may monopolize his attention at any time. Since 1963 various attempts have been made to strengthen the position of the Administrative Committee on Co-ordination as a collective leadership body, and arrangements were contrived for joint meetings between the Administrative Committee on Co-~~ordination~~ and the officers of the Economic and Social Council.... Behind these moves lay the hope that the lines of communications between the Administrative Committee on Co-~~ordination~~ and the Council might be improved and the ACC would thus be encouraged to assume a more dynamic role vis-à-vis the work of the Economic and Social Council. While in certain respects there now seems to be closer rapport between the staff level and inter-governmental body, the results have been on the whole rather disappointing and there is no group continuously at hand to help to manage the Economic

and Social Council's conduct of business.<sup>19/</sup> "While the specialized agencies have many features in common, there are significant differences. But according to the subject of the present study only those features are being examined which fall in the area of housing, building and planning.

Although the World Health Organization /WHO/ precedes the founding of the United Nations it began to function as a permanent organization only in 1948. Its basic purpose is "the attainment by all peoples of the highest possible level of health."<sup>20/</sup> x The functions, among others, of the World Health Organization are: "to promote, in co-operation with other specialized agencies where necessary, the improvement of nutrition, housing, sanitation, recreation, economic and working conditions and other aspects of environmental hygiene."<sup>22/</sup>

/Emphasis mine./

Another specialised agency The International Labour Organization /ILO/ has as well a long long history dating back to 1919. At its twenty-sixth session on May 10, 1944 in Philadelphia it adapted a Declaration Concerning Aims and Purposes /latter known as the Declaration of Philadelphia/. In Article III of this Declaration it is recognized

x"According to the preamble of the World Health Organization, health is defined as: a state of complete physical, mental and social well-being and not merely absence of disease or infirmity."<sup>21/</sup>

in future programs to achieve "The provision of adequate nutrition, housing, and facilities for recreation and culture"<sup>23/</sup> /Emphasis mine./

The Food and Agricultural Organization /FAO/ was launched as the first specialized agency of the United Nations, in 1946. The Food and Agricultural Organization in its Constitution defines its purpose in these words "The Nations accepting this Constitution, being determined to promote collective action on their part for the purposes of raising levels of nutrition and standards of living of the people under their respective jurisdiction, securing improvements in efficiency of production and distribution of all food and agricultural products, bettering the conditions of rural population and contributing toward an expanding world economy." <sup>24/</sup> Although in its Constitution the problem of housing is not mentioned specifically, in its actual practice of carrying out agricultural special agro-industrial researches the F A O produces very useful information regarding the recycling of agricultural waste products, the use of rural and natural materials in low-cost housing. Later on the Organization also carried out housing programs recognizing the close link between cultivation and dwellers in remote rural areas.

The Committee of Industrial Development /CID/ in the first was formed as a special type of standing committee as a result of pressures by the developing countries, in 1960. It was regarded by the Western industrial powers as a preferable alternative to creating another specialized agency. Five years of debates finally led to the replacement of this Committee by the United Nations' Industrial Organization /UNIDO/ as an autonomous organ of the General Assembly, with a structure modelled somewhat of the United Nations, and with a status falling somewhere between that of an assembly, standing committee and that of a specialized agency.

#### SUMMARY

As a general summary, we can say that the wider use of international experts and the efforts of joint working teams have proven to be of value, particularly in connection with technical assistance programs. Increased emphasis has come to be placed upon long-range programs instead of the perhaps more spectacular but less affective shortrange pilot projects of the past.

With a few exceptions it is possible to prevent some overlap within their broad field of operation. Either as a positive or negative fact we can say that the relationship among the organs of the United Nations is somewhat feudalistic. The sovereign - the General Assembly - is relatively weak, and the "feudal lords" - Economic and Social Council, Specialized Agencies, etc. - are relatively independent resulting therefore in the overlapping of activities in budgetary and intrapolitical struggles vis-à-vis research funds and decision-making. Nevertheless, the flexibility as well as the improvisation can also be traced back to the same "feudalistic pattern".

FOOT-NOTES

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UNITED NATIONS' POLICIES AND PROGRAMMES ON HOUSING,  
BUILDING AND PLANNING. THEIR EFFECTS DURING 1945-1960

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THE BACKGROUND

During the first decade of the United Nations its activities concerning the problems of housing building and planning, have been even less concentrated than what they became after the declaration of the United Nations' Development Decade. Though, any political analysis is beyond the scope of the present study, we should note that the main actions took place only in those countries that

have been recognized to be needing urgent help, by the powers which guided the development of the organization in the first years after the World War II. Namely the United Nations exerted its efforts in Europe, in South and Central America, and in South East Asia. In either case, beside the real problems, political calculations played an important role as well. The state border-lines, in spite of the previous conferences of the "Big Three", were still not certain. Discussions continued on the position of the neutral countries e.g. Austria, Yugoslavia, etc. India and China got independence, and some years later the Korean War broke out. Economic, political, and armaments competition has been started, especially heavily with the beginning of the Cold War period. Both of the super powers tried to become more and more influential in "their own" respective territories, and among the countries in the Third World, through their economic, political and military aid. This international political situation was reflected in the activities of the United Nations, which became the international forum or rather the international "arena", of these struggles. These fights however were always adjusted to the juridical, administrative bureaucratic, diplomatic, and

gentlemen-like rules. As a result of the above described political contradictions and because of the nature of the United Nations as a voluntary association of nations large number of countries were simply neglected. The United Nations reflects as such the interest of the majority of its members but not necessarily the interests of all the members.

Beside the consequences of the unbalanced situation of the immediate post-war years there were other reasons, as well for the lack of action to improve upon human settlements. Most of the countries, which nowadays are considered to be developing ones, were ruled or were heavily influenced by the industrially more advanced Western nations. In most cases, unfortunately, the domestic welfare of the developing country did not play important role in the budgets, the economic, and social plans that were worked out by domestic or foreign politicians. Even more significantly the requests of these countries for foreign aid were aimed to enforce other sectors of development, such as: heavy industry, exploring natural resources, or military capacity. Unfortunately enough these requests coincided with the Cold War hysteria causing a slowdown in the development of such vital

areas as housing, food, health, welfare and education, with a few exceptions, all over the world.

This situation has changed in the early sixties as a result of certain social political and economic developments. This chapter will concentrate only on the first fifteen years of the UN. up to the period of the declaration of the United Nations' Development Decade. The analysis of subsequent developments will be taken up in the third chapter.

It has been stated clearly that the United Nations' efforts were directed at the beginning of its existence primarily towards Europe, Asia, and Latin America. This did not necessarily mean however, that all parts of these areas had been recognized as needing urgent social and housing help. Most of the economic and material aid went to those parts which had suffered war damage. Unquestionably, in these parts the damage of human settlements was immense. These immediate actions were initiated in 1946, during the first session of the General Assembly, when it called upon the Economic and Social Council to take international actions regarding the great importance of the "problems in building, housing and planning."<sup>25</sup> Help began to flow into areas needing help, mainly donated by

individual countries not without any interest by these donating countries. By the year 1949 the situation in the world has been more or less, balanced out leaving no doubt about the existence of the two super-powers and their sphere of interest. In the same year the General Assembly formulated an integrated programme for housing and national planning. The programme was prepared in consultation with the interested specialized agencies, other intergovernmental bodies and competent non-governmental organisations, and it was approved by the Economic and Social Council in 1950. 26/

The year 1952 could be considered as the beginning of the full realization within the United Nations of the continuing worsening of housing shortage throughout the world, and its serious social consequences, particularly in the developing countries. This fact led both the General Assembly and the Economic and Social Council, in the same year, to reiterate, but in this occasion taking account of all of the developing countries as well, the urgent need for international action to eliminate the low-cost housing shortage."26/ The recommendations were directed at surveying the situation: looking at the question of the application of practical methods, how to finance housing and related environmental

programmes strengthening of the activities at a regional level, and provision of technical assistance to the requesting countries, and not as such carrying out immediate practical activities.

In the next years the Social Commission repeatedly emphasized the importance of finding practical solutions, instead of the very general ones carried out in the previous years. The Social Commission also noted the necessity of a regional approach to physical planning, and the necessity of the continuous development of economic, social and technological resources within the national framework.

Let year by year, the housing problem has grown worse in intensity and proportion, especially in the economically less developed countries. This situation required governments to search for more practical methods of financing housing, especially for low-income groups. This general need on the part of all governments was reflected by the General Assembly in its resolution,<sup>27/</sup> requesting the Economic and Social Council to give urgent attention to such assistance to governments on housing finance from domestic or external sources. The adoption of this resolution by the United Nations further strengthened the increasing preoccupation of the Latin American governments with the problems of housing, which had culminated in the resolutions

adopted by the Tenth Inter-American Conference at Caracas in 1954.

The Economic and Social Council subsequently adopted a resolution on the financing of housing and community improvement programmes at its twentieth session in Geneva, in 1955.<sup>28/</sup> This resolution took account of the resolution of the General Assembly and of the Economic and Social Council's own resolution as well as the resolution on "Financing of Housing and Community Development" adopted at the eighth session of the Social Commission.<sup>29/</sup> It cited the growing interest of governments and the success with which certain methods have been used in the housing and community improvement field, including self and mutual help and co-operatives, and it reaffirmed the Council's belief in the significant role that programmes of housing can play in different countries. The Council requested the Secretary-General to study and assemble, in collaboration with appropriate agencies, information on the feasibility of financing housing programmes, and to convene at the request of interested governments regional meetings of experts to consider the problems and special methods to bridge the gap between the cost and the ability of low-income families to pay for adequate housing. The Council's resolution also

requested the Secretary-General to review, in co-operation with regional economic commissions where they exist, developments in the field of financing of housing and community improvement.

As the next step of the Economic and Social Council, in 1959, realizing the limited effect, on a long run, of the previously practiced short term pilot projects, approved a long range programme of concentrated international action in the field of low-cost housing and related facilities.<sup>30/</sup> The programme had been prepared by the General Assembly in response to a proposal of the Social Commission. Later that year the General Assembly stressed the importance of governmental actions, technical assistance and exchange of technical information within that long range programme.

In 1960 the General Assembly requested the Secretary-General to investigate the possibility of obtaining technical services, equipment and funds for undertaking pilot projects to improve upon housing and community facilities. At the same time the Assembly called upon the Economic and Social Council to investigate the ways of financing such projects from domestic and external sources, and invited members of governments to indicate those areas in which urgent help was needed.

In 1961 the Economic and Social Council decided to convene an ad hoc group of expert on housing and urban development to advise the Social Commission on methods for accelerating and expanding programmes in these fields including techniques for mobilizing the required national resources. That decision was closely linked to a concurrent one of the General Assembly <sup>31/</sup> designating the period of 1960-70 as the United Nations' Development Decade, during which priority was to be given to housing, and urban development <sup>32/</sup> because of their importance to the achievement of economic and social progress. One of the major recommendations of the group of experts led the Economic and Social Council, in 1962 to create a Committee on Housing, Building and Planning. <sup>33/</sup>

#### THE ECONOMIC COMMISSIONS

In spite of the generally true statement that the actions of the United Nations were not concentrated during its first period, it is true that in the first couple of years of its existence its activities, regarding housing, building and planning, were not as confusing as they became later on, due to the independent and

overlapping initiatives of several organs. During these early years the other United Nations' bodies had not realized the close connection between standards of health and housing /WHO/; rural housing and level of agricultural production /FAO/; creation of employments and number of construction or state of building industry /ILO/; etc. Originally the problem of human settlements were considered to be an economic one, in a very broad sense, therefore the Economic and Social Council has been entitled to organize commissions, specialized agencies, committees, ad hoc groups, etc. in order to carry out these tasks. The Economic and Social Council chose the most obvious but certainly the most workable method to narrow down the immense task of solving the world housing problem, and created its economic commissions according to their respective areas, as follows: Economic Commission for Asia and Far East, Economic Commission for Latin America, Economic Commission for Europe, and later the Economic Commission for Africa.

The very first Regional Committee of the Economic and Social Council was the Economic Commission for Europe, established in 1947 with a center in Geneva.<sup>34/</sup> In the immediate postwar years the Commission was concerned with reconstruction.

It had several committees, like the Committee for Agricultural Problems, the Coal Committee, the Electric Power Committee, also some important tasks were to be carried out by committees on steel, timber, inland transport, and development of trade. The basic function of the Housing Committee was to provide information on housing policy, trade in building materials, housing in less developed countries, housing statistics, and modular co-ordination.

In the same year as the establishment of the Economic Commission for Europe, the Economic Commission for Asia and Far East was established with headquarters in Bangkok.<sup>35/</sup> During the early years their contribution to economic development of Asia consisted primarily in collecting statistical data and preparing studies. With its headquarters it has provided, for the first time, a forum where Asian and non-Asian countries could meet, outside of the United Nations, to exchange ideas, information on housing, especially on the questions of the hour, on squatter settlements. The activities of the Economic Commission for Asia and Far East also extended to such matters as economic and industrial development, transport,

flood control and water resources, power development, minerals, intraregional and international trade.

Some of the projects, with the most uncommon dimensions within the United Nations' activities, took place in this area, like: the Asian Highway Project, and the ten years Mekong River Project.

With the headquarters in Santiago de Chile, the Economic Commission for Latin America was established in 1948.<sup>36/</sup> First the Commission concerned itself with exploratory studies on the economic potentialities and development of Latin American countries but it soon began to concentrate on specific projects. Because of the immense richness of natural resources, in Latin America studies were done on steel and iron industry, and on the copper, paper and petro-chemical industries as well. The possibilities were examined of freeing themselves from dependency on widely fluctuating world prices, especially, regarding agricultural products. Similar to the Economic Commission for Asia and the Far East, the activities of the Commission for Latin America concerning housing and urban development, were concentrated on the squatter settlements.

The regional commissions derive their membership from the governments located

in the region concerned. In three cases, the United States, although not geographically within or having dependent territory there, was included in the Economic Commission for Europe, and in the Economic Commission for Latin America. The Soviet Union, though perhaps more European than Asian in orientation, was made a member of the Economic Commission for Asia and Far East, partially, to balance out the presence of the United States.<sup>37/</sup>

It is beyond the scope of this dissertation to trace in detail the evolution of the above named four instrumentalities for action. Suffice it to note that "their terms of references, laid down initially by the Economic and Social Council, have been broadened by formal amendment and even more by practice over the years, particularly so as to include the social aspects of development. Subordinate to Economic and Social Council and hence ultimately to the General Assembly, on paper, the commissions enjoyed a broad measure of de facto freedom. They simply are not overruled by the Economic and Social Council, which periodically takes note of their annual reports and endorses their work programmes but otherwise permits them to go their several ways."<sup>38/</sup> In this context the

Economic Commission for Europe, perhaps is in less remote control of the Council than the others on the one hand by the reason of its location in the Geneva office of the United Nations, on the other hand because of its special position as a kind of "mediator" between East and West in the European arena, with particular emphasis on international trade. The two non-European commissions have been involved, in a positive sense, in local problems. For example in 1962 the Latin American Institute for Economic and Social Planning was established, and providing similar services a Sister Institute was set up by the Economic Commission for Asia and Far East, in Bangkok in 1964.

It is particularly worthwhile to examine the activities of the above mentioned three organizations, especially that of the two of them, namely the Economic Commission for Latin America and the Economic Commission for Europe. In both regions the traditional knowledge of handling building techniques, the techniques themselves, and the economic base they have started from were more promising. Their researches and studies influenced the most the further development of the United Nations' housing

programme that was started with the beginning of the Development Decade. Their influence lasted till the recent years when a certain shift took place within the activities of the Organization.

The United Nations, in collaboration with the regional economic commissions has been carrying out studies, conducting seminars and study tours, providing technical assistance to countries that have requested it. For example the following studies have been carried out: a study to survey the natural resources in Central America<sup>39/</sup> revealed that adequate quantities of building materials such as lime, gypsum and other, volcanic materials existed and studies were carried out in the evolution of the industrial production of building materials.<sup>40/</sup> It was found that some industries could supply the quantity of materials required for housing programmes but some other industries required expansion, and researches had to be done to explore those natural materials and industrial waste products not having been in use in the building industry. A study was devoted to the analysis of the building cost in six countries of Central America<sup>41/</sup> including the most popular type of house in that region, in order to

reduce the housing cost, to avoid the waste of building materials, labor and time. The Economic Commission for Latin America also was very much interested in the modular co-ordination therefore it established its Housing Sub-Committee's Working Group on Modular Coordination of Central America,<sup>42/</sup> in order to study the technical aspects of implanting that system in the building of cheap housing in the region and in the production of building materials, labour and time. The basic module was established with modular measurements from materials used in housing. Moreover a pilot project was recommended for the construction of fifty houses, with a view to publicizing the advantages of modular coordination.<sup>43/</sup>

The increasing scope of government responsibilities in the field of housing, building and planning was paralleled by the steady expansion of the activities of the Economic Commission for Europe. The range of the Commission's activities is reflected in the three standing Parties working on socio-economic aspects of housing, on building materials and construction and on physical planning and urban development.

For many years the Commission has devoted a major part of its annual sessions to a comprehensive review of current trends and policies

covering wide areas of interest to the governments in the respective territories of the Economic Commission for Europe. Since 1958 statistical coverage from almost all European countries has been regularly published in the Annual Bulletin on Housing and Building Statistics for Europe.<sup>44/</sup>

The Economic Commission for Europe has aided the developing countries in its region through direct assistance and seminars. The Commission located in a highly developed region is also in a unique position to share its experience with the developing countries in other parts of the world. The Commission organized small expert missions to examine housing, building and planning problems and to recommend international assistance. For example a mission went to Turkey in 1956 and to Cyprus in 1962.

The Commission highlighted the tremendous housing needs in Europe following World War II in a study - European Housing Problems: A Preliminary Survey - published in 1949.<sup>45/</sup> Since then the periodic evaluation of national housing standards has become an important task for the Commission. The results of these analyses were published in the European Housing Situation /1956/<sup>46/</sup>

Following the war, during the period of extreme shortage of materials and resources, the Commission promoted building materials production and the exchange of information about economies in their use. A first comprehensive report, The Cost of House Construction was published in 1953<sup>47/</sup> followed in 1959 by Government Policies and Cost of Building.<sup>48/</sup>

One of the earliest and most important tasks of the Commission was helping to restore contacts between scientists and technicians concerned with building research and documentation. After preparatory work the Commission's recommendation led in 1950 to the establishment of a new international non-governmental organization, the International Council for Building Documentation /CIB/. The Commission then turned its attention to the promotion of systematic arrangements for international co-operation in building research, recommending that governments set up national organizations for building research.

> THE PILOT PROJECTS:  
A PRINCIPAL VEHICLE OF PROGRESS?

Beside all the studies, seminars, statistics, surveys, conference, etc. perhaps

the most important type of action, the pilot projects, were developed by the United Nations during its first ten years of existence. Pilot projects provide practical means for the use of available external resources. They help developing countries to solve their housing, building and planning problems. They can also show how expanded or improved programmes can be developed from the existing, but often latent, domestic resources. Pilot projects can be small or large, depending on the objectives to be served and what must be done to produce effective results.

Pilot projects can make an effective and permanent contribution in several ways. They can be of particular importance to national programmes by demonstrating the application or improvement of an element of the programme or of something which is not, but should be, part of it. They can provide examples of how existing domestic resources can be developed or improved and then applied generally as a part of national programmes. Pilot projects should also have the basic characteristic of being capable of repetition either in the same location on a larger scale, in other areas of the same country, or in other countries. Further-

more they can be the means of creating cadres of trained personnel or other special resources which can support continuing action on a scale adequate to make an effective impact.

Another significant element in the nature of pilot projects is their comprehensive and interrelated pattern and scale. They provide practical opportunities for wide co-operation, in their respective fields, by agencies and institutions within and outside of the United Nations organization. Types of activities which have been developed by the United Nations are outlined below under categories reflecting specific objectives to be served.

1. Pilot projects in the category of improved design and building techniques, are carried out through small and large construction operations. Operations of all sizes could provide examples of improved and more economical design and construction in programmes for low-cost housing. They demonstrate room size, and ceiling height suited to local cultural conditions, low-cost roof, wall, floor materials and structures, constructions of doors and windows, benefits of standardization and modular co-ordination of building components and of

the building itself, appropriate type of sanitary facilities and utilities. The larger projects could show how economy and increased productivity can be achieved through improved organization, with new building techniques and new and improved use of building materials, equipments and tools.

2. Improvement of the construction and building materials industries is one of the prime requirements if the cost is to be kept down. One field of the pilot activities of the building construction industries is to demonstrate, in connection with pilot housing constructions, techniques for better site organization and management, better work programming, higher site productivity.

Pilot projects for improvement of the construction industry also include the provision of "stations" of building equipments for hiring out to small size or single builders who are unable to afford the necessary equipments or in the case of innovations unwilling to risk anything until the benefits of the new techniques have been proved. Such activities, usually, take place in the developing countries in connection with labor intensive methods.

Pilot aid to development of building material industries provide demonstrations through research and pilot factories and field operations of successful production of cheap building

materials from local raw materials, such as clay, soil, timber, bamboo, sulphur, gypsum, agricultural, forest and industrial waste products.

3. The pilot activities in the category of urban and rural development and improvement help developing countries through technical assistance, techniques and know-how for taking effective actions in connection with these problems. One type of activities is providing water and sewage services and other facilities, and organizing self-help and mutual aid in the construction or improvement of housing. The other type of activity is the planning and development of large residential areas with suitable building sites at reasonable cost. The third group of projects is the planning and development of new urban and rural communities within the framework of over-all regional plans.

Pilot projects of physical planning provide expert personnel to advise and assist in: the development of planning legislation, the organization of physical planning programmes on national, regional and local levels, development of administrative organization and policies necessary

for the co-ordination of these programmes with other economic and social development programmes.

In the area of implementation these types of pilot projects aid the governments in controlling land use and development and the prevention of land speculation and the preparation of planning guides. Pilot projects also provide both funds and experts for establishing national and regional research and training institutions in housing, town planning and building.

4. The establishment or strengthening of financial institutions is another field for pilot projects. It is important not only to housing but to all aspects of urban development. They could involve private financing institutions /such as saving and loan associations, co-operative societies, building societies, etc./ municipal financing arrangements and national government institutions and arrangements to support both private and governmental organizations. Such projects include the provision of expert teams to advise about the administrative and other techniques required to establish and operate the institutes being developed. They could also include the use of pilot funds to

establish models or launch institutions in connection with actual construction operations.

5. Pilot activities to develop effective methods of and using self-help and mutual aid methods lead to the mobilization of resources not normally applicable in other types of investments. They can be used in the construction or improvement of family dwellings, or in provision of communal facilities. Self-help schemes are highly applicable in rural areas where there is a tradition of self-help building from locally available materials. Pilot projects in these areas are directed particularly to the use of self-help in completing constructions after the basic structures or units have been set up by building contractors.

Pilot activities enumerated above will provide opportunities for practical or on-the-job training of intermediate level technicians, formen and skilled workers in improved methods or in connection with completely new innovations and inventions. In addition projects can provide assistance in establishing or improving institutes or other facilities for formal training, education, and research. The organization of regional housing centers could be included, in these pilot projects. They could

provide assistance in programmes of training national teams in all phases of self-help and mutual aid in housing. With the awareness gained the teams would then be able to train in pilot projects in their own countries, the personnel required for large-scale programmes. Another type of training and educational project, which should be a part of all activities, /which include the construction or improvement of housing and also could be the purpose of the project in itself,/ is the demonstration of social services to show good housing management, and to improve tenant relations, ect.

The above mentioned categories outlined the types of pilot activities which, it is believed, were the most typical ones during the first fifteen years of the United Nations. Obviously some more could be added even without taking account of the other less related fields of the United Nations' activities. The fifteen years of developing and practising of the pilot activities not only have shaped their types but also developed the necessary criteria for successful projects based on experience. These are;

1. A project has to be supported by a governmental or institutional base

in the requesting country to assure the continuity of the activity demonstrated. This base may include legislative and institutional arrangement. In some cases the institutional base can be one of the aims of the pilot project.

2. Pilot projects have to be related to the stage of development of the given country. They have to reflect the national situation and the economic framework within which they are to be carried out. The priority is given by the requesting government to any or to the combination of the following approaches. Improvement of dwellings /urban or rural/, promotion of the building and building materials industries, or provision of suitable building sites and installation of community facilities. The information provided by the requesting government on natural resources available or lacking, the existence of domestic programmes, institutions, has to be accepted which would enable the country to make effective use of the external aid.

3. The pilot projects have to be supported by adequate counterpart services and facilities. The success of the external aid depends greatly on the provision of this support, which includes personnel advisers to back up foreign

technical expert /who cannot be expected to cover all the complex information of housing, building and planning operation/ provision of building land, supply of public services /water sewage, disposal and electricity, a sufficient administrative machinery to ensure the efficient implementation of the project.

4. The methods, techniques and activities demonstrated must make a permanent contribution. They must be capable of repetition in the same location, in other parts of the country or in other countries as well. Therefore housing types and designs, or building materials and construction methods, must reflect what the people and their government can afford, rather than those applicable only in advanced countries.

5. The activities undertaken must be organized and used, as far as possible, to provide training of required personnel. Such training should develop both the technical and managerial skills necessary for continuing programmes in housing, building urban and rural development.

6. Pilot projects must be

on sufficient scale to make practical demonstration of what they are trying to do. They must not be so limited in scope and potential effect as to produce no viable result. This may result in the cancellation of external aids. Also they must not be so limited in period of operation as to prevent the expected effect of external aid from materializing.

7. Pilot projects must have specific and defined testing or verifiability guidelines. These guidelines have to be either in themselves a programme or a part of the programme. They must be comprehensive in nature rather than isolated or limited and must include the provision of opportunities for all interested agencies and institutions, national or international, to participate in expanding the resources available and expanding or sharing in the effects of the activities undertaken.

The United Nations, including the specialized agencies and regional commissions provided, during their first fifteen years of existence an international forum for the discussions and examination of problems and activities in housing, building and physical planning. This work included

reviews of policies and progress; collection and dissemination of technical and other information; publication of studies of particular problems or subjects; organization of seminars, symposia, study visits and work-shops on general and specialized problems; and adoption of international recommendation and standards for the formulation and execution of housing and urban development.

#### SOME ADDITIONAL ACTIVITIES

These above activities were essentially educational, informational and advisory and their purpose was to assist governments at the political, economic, technical and social levels in planning and execution of their housing and urban development policies and programmes. This task has greatly increased in the last years, with particular reference to the examination and study of specialized aspects of the problems involved. This increase was reflected in the Long-range Programme of Concentrated International Action in the Field of Housing and Related Community Facilities formulated in 1959 at the request of the Social Commission in its eleventh session. This programme tried to unify and to co-ordinate the activities

of the United Nations and the specialized agencies in thirty-two specific projects during 1961-1965, through the Inter-Agency Working Group in Housing and Related Community Facilities of the Administrative Committee on Co-ordination.<sup>49/</sup>

The technical co-operation programme of the United Nations provided experts and fellowships to developing countries. The experts gave advice and assistance to governments at all levels and in all aspects of housing, building and planning. Fellowships enable suitable nationals of developing countries to study and train abroad, to improve their capacities and skills, and to develop and implement national policies and programmes. Unfortunately at this time pilot and demonstration projects involving significant number of houses and related services and facilities were beyond the resources of this programme. The only project of this kind of "significant size, involving forty!!/ dwellings is one being carried out with funds contributed to the United Nations by a private group."<sup>50/</sup>

The following table summarizes the approximate amount and coverage of technical assistance given by the United Nations from 1955-1961, in housing, building and planning:

TECHNICAL ASSISTANCE AND EXPERTS AND FELLOWSHIPS IN  
HOUSING BUILDING AND PLANNING<sup>51/</sup>

| YEAR | EXPERTS | FELLOWSHIPS OF | NUMBER<br>COUNTRIES SERVED | COST IN<br>U.S. DOLLARS<br>/THOUSANDS/ |
|------|---------|----------------|----------------------------|----------------------------------------|
| 1955 | 24      | 33             | 23                         | 260                                    |
| 1956 | 29      | 16             | 25                         | 310                                    |
| 1957 | 36      | 19             | 33                         | 340                                    |
| 1958 | 29      | 47             | 34                         | 420                                    |
| 1959 | 38      | 40             | 31                         | 500                                    |
| 1960 | 42      | 21             | 28                         | 520                                    |
| 1961 | 46      | 56             | 48                         | 880                                    |

From 1951 to 1961 the amount of assistance has roughly doubled in number of experts, fellowships and countries served. However, the amount of assistance given in 1961 amounted on the average to only about one expert and one fellowship for each country served.

Regional housing centers have been established in New Delhi /India/ and Bandung /Indonesia/ with the assistance of United Nations' experts and equipment to: survey, study and review housing problems and progress in their regions; distribute information concerning experience and

practice; train personnel in the formulation and implementation of housing policies and programmes; and provide technical advice and aid in planning of housing and related projects. The Inter-American Housing and Planning Center /CINVA/ in Bogotá /Colombia/ has also received assistance in experts equipment and scholarships from the United Nations. Similar centers were on their ways of establishment in Africa, Southern Europe and in the Middle East.

Physical planning institutes have been established and operated with the assistance of the United Nations' advisers in Indonesia /Bandung/, Peru /Lima/, Turkey /Ankara/ and Ghana /Kumasi/. These institutes provided centers for study of problems and needs in physical planning and for the training of specialists in comprehensive urban and regional planning as well as undertaking related research. It was hoped that these institutes would be expanded to serve as regional centers.

The specialized agencies' interest in their respective fields in housing, building and planning was begun and was growing continuously during the first United Nations' period. Following are brief accounts of the relevant activities of each of the specialized agencies.

The most important type of technical assistance rendered by the International

Labor Organization /ILO/ relating to workers' housing is vocational training. In a number of countries the International Labor Organization has provided assistance with respect to a broad programme of training for the building trades as a whole, while in other countries of confined itself to meeting the needs of specific building trades. A second important field of assistance of the ILO is the improvement of productivity in the building industry, and the third major aspect of housing policy in which the Organization has a special competence is co-operative housing. Assistance is extended by providing expert services, granting fellowships, preparing manuals, holding various types of courses and advising governments in formulating their policies relating to workers' housing.

Under its general purpose, the Food and Agricultural Organization /FAO/ is concerned with improving the standards of living of rural populations. It recognizes that improved housing can make an important contribution in this regard. The Organization believes that "the home economist should be closely associated with plans for family housing. In the first place the

home economist is in the position to reflect the housekeepers' point of view in regard to the physical planning of housing. In the second place, the home economist is in the position to assist the family, and particularly the housewife, in adapting to new housing conditions and the new and unfamiliar patterns of domestic economy which may accompany them."<sup>52/</sup> In addition the Organization, through its Forestry and Forest Products Division, assisted in the adaption of forest industries to the needs of housing construction, and it concerned itself for example with the possibilities of using bamboo and other more natural materials for housing construction through treatment to make them longer-lasting.

The International Bank for Reconstruction and Developments/IBRD/ subsequent to the debate about the investments into housing<sup>x</sup> finally stated its position very clearly in 1954 which literally cuts away the source of direct financing of large housing projects under the supervision of the Bank: "...That the basic test of any project to be financed by the Bank is its productivity and that the relation of housing to increased productivity was

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<sup>x</sup> See also Chapter I.  
"The Background,"

most apparent in cases where housing development is an integral part of a directly productive project, for example, workers' housing for an industrial plant. In other cases the most effective and economic way of stimulating housing may be by way of investment in basic industries, such as steel, power, transport and the like, which can support an active building industry. Another basic requirement was stated to be that Bank loans must ordinarily be designed to meet foreign exchange rather than local currency needs. The Bank stated that it 'remains ready to examine any housing project which a sponsoring member thinks has sufficient priority to warrant consideration'. However the staff of the Bank is inclined to believe that in most cases the bank's aid to housing will take the form as it has done in the past, of investment in basic utilities and industries, thus helping to build economies, in which housing industries can become progressively more active".<sup>53/</sup> x

Since its creation, the World Health Organization /WHO/ has carried out a world-wide programme of technical assistance in the public health and environmental sanitation fields. Several of these activities, especially in public

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x Emphasis mine

health administration have had a strong, though indirect, relationship to national housing schemes in many countries. Special mention should be made of the Organization's community water supply programme initiated in 1959, the main purpose of which was to provide safe water supply for each dwelling-unit or into each courtyard, in adequate quantities for personal and household uses.<sup>54/</sup>

#### SUMMARY

During the first period of the United Nations, the problems of housing and human environment were being surveyed and classified rather than being actually solved. Nevertheless this work created the base from where the activity of the Committee on Housing, Building and Planning and the Center for Housing Building and Planning and other involved United Nations' organs could be started off. The tasks of special importance and significance left for the years following 1960 can be briefly summarized below:

Resources available for human settlement were far below the needs of devel-

oping countries, therefore the improved effectiveness of both resource mobilization and utilization were to be solved.

A serious weakness requiring prompt attention and action was the lack of a systematic and concentrated approach to the problem of human settlements both in terms of the content of programmes and policies and the institutional arrangements for dealing with them.

In the developing countries institutional arrangements and capabilities in resource mobilization, policy formulation, project preparation and execution in this sector were often inadequate and in some cases virtually non-existent, indicated the need for technical services of various kinds to support their efforts.

Different countries and different situations required selected forms and combinations of assistance specially suited to each case. It was going to be therefore important to have as an essential feature of human settlement programmes adaptability and flexibility to meet the needs of different situations with effective combinations of inputs.

Beyond the valuable contributions of the various feasibility studies, research, seminars, symposia and various kinds of training which have the great bulk of technical assistance provided by the United Nations, there was a need to fill the gap by providing practical, highly professional and operationally oriented technical services.

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THE LAST FIFTEEN YEARS: A CRITICAL ANALYSIS

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## THE BACKGROUND

From the late fifties and early sixties the developing countries gained more and more influence in the United Nations. This was the result, on the one hand, of many of them gaining independence during this time, and raising their voice on behalf of their own interest in the United Nations. On the other hand, the "traditional" competition between the Western and Eastern hemisphere continued, but the methods of influencing the countries of the Third World have changed. The

direct, domineering type of influence of the past could not be carried on, and the industrial powers had to begin to cater to the demands of the developing countries. The demands however were very rhapsodical, and many times they did not serve the purposes of social welfare in the newly liberated countries but rather served the interest of the new ruling classes of these countries. Also from time to time the countries themselves changed "sides" as results of their frequently changing governments.

By the early seventies, however, the developing countries, still divided in "blocs", according to their geographical location, formed an almost solid grouping within the organization of the United Nations. This trend became clearly visible during the recent years in connection with the resolutions on such complex questions as the situation in the Middle East.

This chapter tries to examine the purposes of the "Development Decade", the causes of its successes and failures. It will summarize the policy of the United Nations during this period and during the years immediately following it, and it will examine the causes of the shift that took

place during the early seventies, in the approach towards the problems of low-cost housing in human settlements.

THE CREATION OF THE CENTER  
AND COMMITTEE ON HOUSING,  
BUILDING AND PLANNING

Interest in the problems of human settlement came to a head, in the Economic and Social Council in 1960 when it requested the Secretary-General to prepare a concentrated action programme in urbanization for consideration by the Social Commission.<sup>55/</sup> At this moment, as far as the United Nations' previous activities are concerned, this generally meant on the one hand directing the distribution of information and the conduct of research headquarters and regional staffs, and on the other hand the use of technical assistance funds for technical advice and field demonstration purposes. Although the urban crisis is a phenomenon of world wide dimensions, actions were supposed to come primarily from national, regional and local governments. The United Nations was to give a guiding hand on request, to governments seeking to discover more effective methods for

attacking such an intractable problem.

The group which met in Geneva, in 1959 in order to formulate the proposal of the Social Commission, drew up a report that formed the basis of a long-range programme of international action. The Advisory Committee on Co-ordination agreed that such a programme should concentrate on assistance where rapid urban growth and special problems of adaptation exist. In this connection the Advisory Committee on Co-ordination also approved the holding of a workshop on urbanization in Africa to be sponsored jointly by the International Labor Organization the Food and Agricultural Organization, the World Health Organization, and the United Nations Educational, Scientific and Cultural Organization. This workshop was held at Addis Ababa in 1962.

In the meantime, in 1961 the Economic and Social Council formally endorsed a set of proposals for concentrated action on urbanization, inviting the United Nations, the regional commissions and such specialized agencies as the International Labor Organization, the World Health Organization, and the United Nations Educational and Cultural Organization to strengthen their work in this area

and recommending that governments formulate national centers for research, advice, and evaluation. On the United Nations side, a succession of regional seminars on different aspects of urbanization was sponsored by the regional commissions. The European Seminar on Urban Development, Policy and Planning was held in Warsaw in 1962 under the sponsorship of the Economic Commission for Europe. The Latin American Seminar on Housing Statistics and Programmes at Copenhagen took place in the same year under the direction of the Economic Commission for Latin America.

Increasingly as the Social Commission explored the multiple aspects of urbanization, it came to feel that special attention needed to be focused on the housing sector which indeed had rural as well as urban aspects. Yet there was a general agreement that it was in the city ghettos where the problem was most acute. In the light of this, the Social Commission decided to recommend that the Economic and Social Council set up a standing Committee on Housing, Building and Planning. The Committee was established by the Council at its summer session of 1962.<sup>57/</sup>

Nevertheless that again was an action resulting from pressure /from developing countries/ for the creation of a specialized agency to deal with the crucial problems of urbanization, which concerned by that time the entire globe. By a unique procedural arrangement, it was decided that this new Committee should report to the Economic and Social Council through the Social Commission, and should forward its reports to the Committee for Industrial Development and to the regional commissions. The overlap in the terms of reference of the Housing, Building and Planning Committee and the Committee for Industrial Development was recognized by this arrangement. Having the Committee on Housing, Building and Planning sent its reports to the Council via other committees has caused long delays, and the Secretary-General therefore recommended in 1966, that it should henceforth report directly to the Economic and Social Council.

This new Committee consisted of from eighteen to twenty one selected member states with experience in public housing and/or urban planning agencies. Its terms of reference included /1./ recommendation to the Economic and Social Council

for the "appropriate co-ordination of programmes", among United Nations bodies; /2./ recommendations to governments on "appropriate priorities and programme emphasis" and /3./ the development of proposals for the "financing of home construction ownership".<sup>58/</sup>

#### ACTIVITIES OF THE CENTER AND COMMITTEE ON HOUSING, BUILDING AND PLANNING

The first session of the Committee on Housing, Building and Planning was held in January-February in 1963. Its recommendations covered: the co-ordination of national and international efforts during the United Nations' Development Decade as a means to improve upon housing, building and environmental conditions; the financing of housing and community facilities from national and international resources; the formulation of a United Nations' programme of pilot projects in these fields; the promotion of training and informational activities through regional and national institutes, on the one hand, and the possible creation of an international documentation institute on the other; and the need for reviewing existing arrangements to deal with

housing, building and planning activities at the international level.<sup>59/</sup> When the Economic and Social Council approved these recommendations later in 1963 it also requested the Secretary General more specifically to obtain expert advice on the question of organizational arrangements.

A comprehensive consultant's report on these arrangements was reviewed by the Committee on Housing, Building and Planning at its second session in January-February 1964. Among other suggestions made by the Secretary-General's consultant was one which led the Committee to recommend the establishment of a center for housing, building and planning within the United Nations' secretariat as a means to achieve a closer integration of environmental planning with planning in the industrial and economic sectors and as an important step forward in the development of a comprehensive United Nations' programme for housing, building and physical planning. In addition it was suggested that the proposed center should have the services of a team of specialists within the United Nations' Development Programme to assist developing nations, at their request, in the formulation of basic housing, building and planning programmes and the

establishment of efficient construction and building materials industries. The Committee also recommended that the General Assembly authorize the preparation of world-wide periodic reports on progress in the fields of housing, building and planning in the member states of the United Nations.<sup>60/</sup>

The Economic and Social Council endorsed the Committee's recommendation later in 1964, and, in 1965, the Secretary-General established the Center for Housing, Building and Planning within the Department of Economic and Social Affairs. The term "center" apparently being used in the title with a view to indicate a status somewhat superior to that of most substantive divisions within the Department of Economic and Social Affairs. In December 1965, the General Assembly approved the preparation of suggested progress reports on a biannual basis.

At its third session in September 1965, the Committee on Housing, Building and Planning recommended: the early approval by the Economic and Social Council of establishing, under the auspices of the United Nations, and international institute for documentation on housing, building and planning, which would co-operate closely with the

Center for Housing, Building and Planning; the preparation of a comprehensive study on needs of the developing countries in regard to training national cadres skilled in housing, building and planning, including the financing of such training from domestic and international sources; and the initiation of another study of countries having substantial experience in solving social problems of housing and urban development with particular reference to raising standards of living, housing for low-income families at reasonable rents, improvement of existing dwellings and slum clearance.<sup>61/</sup>

Proposals to draw attention to this problem-area were spelled out during the following years by the Committee on Housing, Building and Planning. By 1966, after some four years of life, the Committee on Housing, Building and Planning took a backward glance at what had actually been accomplished in this critical domain. As the Acting Director of the Center for Housing, Building and Planning put it to the Committee at its Fourth Session, the space of progress had been "...disappointing... While the original quantitative targets of the United Nations' Development Decade had called for annual construction of ten dwelling

units for each 1,000 population in most developing countries, it was now apparent that the average of construction in these countries would be in the neighbourhood of two new dwellings per 1,000 inhabitants."

Even so,

"...world-wide concern with the problem had grown...

An increasingly cohesive doctrine, body of techniques and action instrumentalities had developed... There were grounds for optimism from the fact that in one country after another projects under the United Nations Development Programme were beginning to achieve growing impact, and a number of countries had established new ministries or national agencies for dealing with their housing and urban development problems."<sup>62/</sup>

Efforts to evoke more effective work in the field of urban and rural housing continued under the aegis of the Economic and Social Council's Committee on Housing, Building and Planning.<sup>63/</sup> For example, in the spring of 1967, an Interregional Seminar on Rural Housing and Community Facilities was held in Venezuela under the joint sponsorship of the United Nations and the

Government of that country, with the co-operation of the World Health Organization. The conclusions of the seminar were addressed both to governments and to the United Nations' organizations. As for the Economic and Social Council in particular, however, there seemed little more that it could discover to do, at its 42nd session in 1957, than to exhort the Center and the Committee for Housing, Building and Planning, the regional economic commissions, the specialized agencies, and the governmental organizations "to strengthen and increase their co-operation in this field; and to request the Secretary-General to provide the Committee on Housing, Building and Planning at each of its sessions... with report covering the activities of the organizations of the United Nations' family"<sup>64/</sup> in this field-information, most of which however was already available in the annual reports of the agencies.

One final point on Committee reporting procedures. As it was noted earlier, the Committee on Housing, Building and Planning was originally introduced to report to the Economic and Social Council, while forwarding copies of its report to the Committee for Industrial Development and the regional commissions for their comments.

In reviewing this somewhat cumbersome procedures in 1966, the Secretary-General noted that they had created certain difficulties. Since the Committee normally met in the autumn its report would not be submitted to the Economic and Social Council until its summer session of the following year, "after it had been examined by the Social Commission, which met in April or May". This meant that the report was "already nine months old when it reached the Council."<sup>65/</sup> In the Secretary-General's opinion, it would be well if the Commission's relations with the Committee followed the same pattern as its relations with other United Nations bodies. Accordingly it was suggested that the Council consider amending the terms of reference of the Committee on Housing, Building and Planning "to provide that its reports should in the future be submitted directly to the Council, copies being forwarded at the same time to the Social Commission and the regional economic commissions, for their information and comments."<sup>66/</sup> The Economic and Social Council, however, left the existing arrangements unaltered largely because of the pressure from the Social Committee to keep the Commission, which it had

spawned in the first place, closely under its wing.

The other juridical overlap, between the Committee on Housing, Building and Planning and the Committee on Industrial Development has been solved by itself as the latter had vanished by establishing the United Nations Industrial Development Organization.

Then the Committee for Industrial Development, at the request of the General Assembly and the Economic and Social Council, considered at its third session in 1963 the question of the organizational changes needed in the United Nations machinery for industrial development, it concluded that there was an urgent need to establish a specialized agency for industrial development within the framework of the United Nations.

When the question came before the Economic and Social Council in 1964, the Council requested the Secretary-General to make any necessary changes in organization and procedures which would enable it to carry out a dynamic programme of activities. The Council made recommendations on the budgetary requirements of the programme, and requested the Secretary-General to draw the attention of the governments to the possibility of making

voluntary contributions.

When the question came before the General Assembly in 1965 a resolution was adopted where by an autonomous organization the United Nations Industrial Organization was established within the United Nations. Its administrative and research activities were to be financed from the regular budget of the United Nations, and its operational activities to be financed from voluntary contributions as well as through participation in the United Nations Development Programme.

The years between 1960 and 1970 could be characterized by saying that while the trends towards centralizing the activities of the United Nations on problems of low-cost housing were not successful, the information, the practical experience, and the technical solutions to these problems were gathered and documented very well by the Center and Committee on Housing, Building and Planning. These documents and publications reflect clearly the new trends in the approach towards different industrial problems. The "stream line" years were over, designers, architects, engineers began to redefine their tasks on a very different base. The

basic ideas were not completely new, the origin of this more rational way of thinking can be traced back to the industrial movements of the thirties. In architecture the link is not so clear, on the one hand, because the earlier movements did not explore fully the possibilities of the industrialization of architecture. On the other hand the demands of production in construction were not as high, that they would promote industrialization. Nevertheless, the base patents of the heavy, large panel system were dated from 1925.

Three main areas can be selected out from the documentation of the Center and Committee on Housing, Building and Planning suggesting research and practical activities to overcome the low-cost housing shortage. The first two - industrialization module co-ordination, /standardization/ - are the results of the increasing demands of productivity and at the same time of each other; the third - basic researches of new building materials - gained the attention as the result of the tremendous development in the synthetic materials industry.

The idea of modular co-ordination in architecture goes back to Alfred F. Bemis and volume three of his Evolving House, published in 1933,<sup>67/</sup> wherein the concept of a base module was first put forth and explained. He discussed in this book the modular co-ordination as it had been applied in house building in the thirties. He explained that if all building components were multiples of a single base module, all the products could be put together quickly and efficiently. It must be remembered, however, that Bemis was thinking in terms of masonry construction using the, then, standard 9-inch brick and stud construction based on a spacing of 16, 18, or 24 inches. In masonry construction it is easy to see how a window or a door of three, four or five bricklengths can fit into a brick wall. Bemis's base module is essentially a masonry concept using "a hole in wall" approach where the wall is made up of a great number of small elements, while larger elements are even multiples of these smaller sized units fitted into voids left in the wall. As soon as thinking shifts to larger wall components, the concept of Bemis's base module has to be changed. The three inch base related to the best and most

natural size for masonry components, and the 4 inch base served well for timber construction. Denis did not see any way of using these two bases together and therefore made no decision as to which size would be preferable.

After long analytical work and national, and international debates L/as the basic module/ = 100 mm configuration has been selected out.

Besides the modular co-ordination there were some other factors as well which have been recognized as prerequisites of industrialization of building processes, like standardization, and typification of design components. In order to produce better quality materials, it would require the use of standards for quality and ways of manufacturing was required so as to achieve uniformity of product and avoid wastage. Typification is a required element of industrialized building process when a closed prefabricated system has been chosen, because with these rigid methods it is important to select a few types of designs and building components so that their repetitive use increases efficiency, economy, and allows for mass production, which otherwise,

working with different elements in a rigid system, would be too expensive.

It has also been noted in the connection of industrialization, that construction and related activities represent the bulk of the fixed capital formation at all stages of economic development in developing countries, and provide the physical link to economic activity. "The capital investment in construction of all kinds normally represents between one-half and two-third of total fixed capital formation. In industrially advanced countries, construction represents also a major part of total fixed capital formation."<sup>68/</sup> Since both in developing and industrialized countries housing, building materials and related community facilities represent the largest single expenditure of the total investment in construction, the economic development must be co-ordinated with investment in these necessary areas.

The other area which appears to be concerned as a very important one according to the publications and documentations by the Center and Committee on Housing, Building and Planning, is the field of scientific research in problematics

of building materials and construction industries. As it has been noted, construction often represents up to two-third of the total investment resources in developing countries and is, therefore, the key instrument in capital formation. The publications emphasized that special efforts should be made to increase the efficiency of building materials industries thus reducing costs, increasing the volume of production and relieving the strain of capital and running expenditures on public and private budgets. In order to analyse the improvements in building techniques it was regarded as useful to consider the following groups: /1/ Traditional building methods and materials; /2/ New materials and experimental techniques; /3/ Partial prefabrication, light and heavy /4/ Total prefabrication, light and heavy. /The last two have already been noted./

As the first stage of improvements in construction process, the traditional building methods and materials should be analysed, according to the Center-Committee's opinion, with regards to policies concerning financial facilities, technical advise research into production and design, and the provision for elementary equipment for small scale operations.

New ways and means should be found, several publications of the United Nations respective organs emphasize, to encourage the use of new building materials and building techniques so that the tendency of higher prices in construction in periods of high economic activity could be reduced. "Building materials account for 60-70 per cent of the cost of construction in developing countries."<sup>69/</sup>

The problem of low-cost housing shortage came into spotlight with the beginning of the Development Decade. The Committee on Housing, Building and Planning has been established as the organization aiming to find practical solutions to cure these problems. Later the Center on Housing, Building and Planning has been founded as well within the United Nations Headquarters, in the Department of Social Affairs, which is one of the major units of the Secretariat. The Center serves as the focal point for all housing, building and planning activities and for the co-ordination of these activities with those of other agencies of the United Nations system. The overwhelming portion of the Center's resources is devoted to assisting developing countries, to whom it provides

on request, expert advice on housing, building and planning and related problems, and for whom it carries out technical co-operation projects within the United Nations Development Programme. The Center also conducts and promotes research, provides training through seminars, expert meetings, workshops, distributes information and promotes exchange of experience in this field. It provides staff support and documentation for the Committee on Housing, Building and Planning and for any ad hoc groups established in this area.

Both of these two organizations were established in a field which have been almost fully explored by other United Nations' agencies or non United Nations' organizations. The work of the Center and Committee, however, through the publications and centralization of the information on housing, building and planning turned out to be very useful during the further development. With the declaration of concentrated action on housing, building and planning the experts involved selected as the most vivid problem, the problem of the low-cost housing. They gave priority to solving the quantitative part of the problem and established, as a target, 10 houses to be built per 1,000 inhabitants.

As a method under the given circumstances, the mass production, through industrialization, appeared to be preferable. Unfortunately no intermediate technologies applicable to developing countries, were at hand, as a result of the lack of practical research in this area. The workshops, seminars and conferences could not replace the long laboratory experiments, which were not available, or the laboratories themselves had not existed long enough in the developing countries to provide it. The scholarships for research institutes in industrialized countries seemingly could help but finally it was found that they were not really involved in the research of intermediate technologies. Even the specific building material and prefabricating factories, sold or donated to developing countries, generally were not suitable for the circumstances /economic, sociological, climatical, religious, traditions etc./ of the country they have been provided for. Even more, beside the lack of suitable technologies for developing countries, contradictory and misleading "philosophies" on industrialization, have been published under the aegis of the United Nations: for example the following one which could not distinguish between "uniformization" and "industrialization":

"The design philosophy of structure components must be geared to the production and again geared to the overall design philosophy.

Standardization, dimensional co-ordination, modules, uniform building codes, elimination of unnecessary local or individual deviations from logical, optimal solutions - these are the means of achieving better and cheaper production."<sup>70/</sup> x

From 1960 frequent repetition of natural disasters drew the attention on emergency housing. Although this area did not belong closely to the field of the Center and Committee on Housing, Building and Planning, in most cases these two organs provided experts for field-work at such occasions. Usually these experts worked with or advised the Disaster Relief Co-ordinator appointed by the United Nations on the base of the resolution of the Economic and Social Council.<sup>71/</sup>

The United Nations' Economic and Social Council reviewed the developments in housing, building and planning at its fifty-second session held in New York from May 15 to June 2 1972, where it considered the report of the Committee on Housing, Building and Planning on its seventh session.<sup>72/</sup> The Council also had before it two reports

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<sup>x</sup> Emphasis mine

of the Secretary-General containing proposals for actions on finance for housing and community facilities, and proposals for campaign to focus world-wide attention on housing.<sup>73/</sup> x

Before presenting the Council's resolutions, the major recommendations of the Committee on Housing, Building and Planning have to be noted: "to establish an international housing finance corporation should not be investigated further at this time", "campaign to focus world wide attention on housing, building and planning should also not be postponed"<sup>74/x</sup> x /Emphasis mine/.

It was brought to the Economic and Social Council's notice that the most deplorable and degrading living conditions were seen in some of the urban and rural slums, referred here as transitional urban settlements. Nevertheless, in a number of developing countries, it was noted, "people living in transitional urban settlement had demonstrated remarkable vigour and ingenuity in improving their living conditions despite enormous obstacles." <sup>75/</sup>

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x- Note: this is almost the reiteration of the Resolution 792 /XXX/, ten years later!

x x  
Note: Same as Resolution 1508 /XV/ United Nations' Development Decade, ten years later!

The Council learnt that, although preliminary investigations had been carried out in 17 developing countries and several projects were being developed, it had not been possible to generate the series of pilot programmes that were aimed for in the Economic and Social Council's resolution, 1224 /LIII/ "Prominent, among the reasons for those failures were said to be lack of funds, legal and administrative obstacles, lack of awareness of full implication of this problem"<sup>76/</sup>

The Economic and Social Council noted that the Committee on Housing, Building and Planning had already considered and recommended at its sixth session a study on the training of skilled manpower for the building industry, prepared by the International Labor Organization, on the Committee's request.<sup>77/</sup> The second phase of the field of the project called for a similar study on the training of skilled manpower in the field of building and planning. However, the International Labor Organization had been unable to continue the study because of budgetary difficulties. In order to remedy that situation the Committee on Housing, Building and Planning had prepared a draft

resolution for the Economic and Social Council at the request of the Secretary-General to seek within the existing resources, the necessary funds for the completion of this study and to urge the International Labor Organization to include the study in its working programme. The operative paragraphs of the resolutions, adopted by the Economic and Social Council reads as follows:

"The Economic and Social Council...

1/ Urge the International labor Organization to include the study on the training of skilled manpower in the field of housing and physical planning in its programme;

2/ Request the Secretary-General to seek, within the existing resources, necessary funds for completion of this study and to collaborate with the International Labor Organization in all aspects of this work, bearing in mind the views expressed on the subject by the Committee on Housing, Building and Planning at its seventh session.<sup>78/</sup>

The targets established for the first Development Decade in housing, building and planning had not been achieved. Only two or three, instead of ten houses per 1,000 population

had been built in the developing countries. Indeed in most developing countries not only the target had not been reached but the situation had deteriorated during the first Development Decade. Unfortunately neither in the Secretary-General's report on the problems and priorities in human settlements,<sup>79</sup> nor in the documents prepared for the seventh session of the Committee on Housing, Building and Planning were there any socio-economic reasons for the failure to achieve these targets suggested.

#### FAILURE OF THE FIRST DEVELOPMENT DECADE

The main reason, obviously, for the failure of the programme was the lack of national construction industries in the developing countries. In addition, those countries had no industries for production of construction materials or facilities for training engineers and technical staff for construction work. In the absence of construction industries based on national resources it would be impossible for developing countries to solve their housing problems. That was the area to which the Center should have devoted more attention

According to its report, the Committee had not devoted sufficient attention to the question of finding appropriate technology for industrialization in developing countries. The importance of such technology in reducing the financial requirements and the unemployment rate that is necessary for adequate housing programmes should not have been minimized. The responsibility of governments and other public sector economic authorities in implementing programmes in house building and city planning had not been stressed. At its seventh session the Committee on Housing, Building and Planning had not discussed that question thoroughly or made sufficient recommendations on it.

Another serious obstacle to the elimination of housing, building and planning difficulties in the developing countries was to be found in the private ownership of urban land and construction and building material industry. Private ownership in that case is a parasitic phenomenon which engendered speculation. In other words, it was nothing more than legitimized robbery of the national income and as such, contrary to the national or the general individual interest.

The failure could also be traced back to the feeling of impotence with the

immensity of the resources needed to provide adequate housing for an ever increasing population. A positive element in the situation was the fact that the developing countries might channel part of their unemployed labour resources towards construction industry applying labour-intensive technologies. However, there are certain reservations: While the developing countries had an abundant supply of manpower, they, nevertheless, lacked skilled personnel, particularly at the higher level. Furthermore, the developing countries would always be forced to import certain materials and equipment which they could not produce themselves and for which they had to pay with foreign currency.

Since the developing countries obviously could not solve those problems with their own resources, the international community must have given them more help. Although the United Nations' technical assistance for housing, building and planning had increased considerably in the first Development Decade, it represented only two per cent of the international aid provided in that sector; bilateral assistance accounted for more than sixty five per cent. 80/

In the proposal for action on financing housing and industrialization of building the Committee on Housing, Building and Planning had put too much emphasis on the possibility of mobilizing private savings to finance low-cost housing programmes. Of course, housing construction depended to a large degree on private savings, but it is doubtful whether, in countries with low per capita income, the capacity to save was large enough to finance a significant amount of low-cost housing construction. In those countries public authorities should play a larger part in financing self-help building programmes supported, if necessary, by technical assistance.

The failure of the targets set up for the Development Decade affected the policy of the United Nations regarding the problems of low-cost housing as well. While there was a certain amount of publicity in the declarations of the first Development Decade, the evolution of this period was kept within the organization involved if it were only their interest. Seemingly the standards had been put much too high, otherwise it could not have been possible that only the one-third of the original targets was fulfilled. Beside this

silent self-criticism, certain changes took place in the approach of the housing, building and planning; which were visible clearly for the first time during the first United Nations Conference on Human Environment in Stockholm 1972.

#### A VALID CHANGE IN APPROACH?

The question of convening an international conference on the environment was raised by the Economic and Social Council at its forty-fifth session. In a resolution<sup>81/</sup> on the subject the Council underlined the urgent need for intensified action at the national and international level to limit, and where possible, to eliminate the impairment of the human environment.

Endorsing the Economic and Social Council's resolution, the General-Assembly at its twenty-third session decided,<sup>82/</sup> to convene a United Nations conference on the human environment in 1972. It requested the Secretary-General, in conjunction with the Advisory Committee of the Application of Science and Technology to Development, to submit to the General-Assembly at its twenty-fourth session, a report covering the main problems

which the conference should consider and the preparatory process which should be implemented. It further recommended that the Secretary-General, in preparing the report, consult with the member states of the United Nations and members of the specialized agencies.

In its report the Economic and Social Council at its forty-seventh session,<sup>68/</sup> the Secretary-General recommended that the conference should be conceived as an important means of stimulating and providing guidelines for action by national governments and international organizations in their attempts to achieve concrete and valid solutions to the problems of the human environment. It further recommended that the conference should not be involved in narrow technical discussions, but should address itself to broad topics of general human concern. It also emphasized the great importance which it placed on the need to establish a conference organization at as early a stage as possible.

The General-Assembly at its twenty-fourth session affirmed, in a resolution<sup>64/</sup> that "it should be the main purpose of the conference to serve as a practical means to encourage, and to provide guidelines for action by governments and international organizations designed to protect and

to improve the human environment and to remedy and prevent its impairment, by means of international co-operation, bearing in mind the particular importance of enabling the developing countries to forestall the occurrence of such problems". The General Assembly endorsed in general the proposals contained in the report of the Secretary-General regarding the purposes and objectives of the conference. It further entrusted the Secretary-General with the over-all responsibility of organizing and preparing for the conference and requested him to set up immediately a small conference secretariat.

The Center for Housing, Building and Planning played a major role in the preparation of the background documentation for the first agenda item. The Planning and Management of Human Settlements for Environmental Quality. The articles in the Human Settlement were based on the background papers. The Center was asked to prepare, although later it was stated by the Conference Secretariat that "the first three articles and background papers upon which they are based represent the views of the Center only and not the Conference Secretariat".<sup>85/</sup>

The background papers were not intended to be original contributions to the subject concerned. They were intended to highlight the areas where urgent action is required and were addressed to high-level policy-makers in the developing as well as developed countries for the formulation of policy and determination of actions that governments and the international community should undertake.

The first article<sup>86/</sup> was an introductory review of the origin, purposes, and organization of the Conference.; it reviewed the role of the Center for housing, building and Planning in the Conference preparation and the activities of the Center relating to the environment; discussed specific environmental issues in developing countries, and analyzed policies and trends in population growth.

The second,<sup>87/</sup> Comprehensive Planning for Urban and Rural Development; dealt with the environmental problems of rural settlements; the interaction of natural and man-made components in human settlements; comprehensive planning as a tool for appropriate environmental development; national, regional and local planning for settlements and rural development.

The third,<sup>88/</sup> Urban Area Problems: Housing, Slums and Uncontrolled Settlements, Town Centers and Recreation; a review of environmental trends and problems in this area; housing supply and demand; the nature of urban slum and squatter settlements; housing and the human environment; recreation, tourism and leisure in settlements.

The United Nations Conference on the Human Environment<sup>x</sup> took place in Stockholm, Sweden 5-6 June 1972, more than 1500 participants from 113 member states, gathered to discuss the critical issues of safeguarding and improving upon human environment, to recommend future actions, and to consider any institutional framework to assist developed and developing countries alike in the management of their environmental problems.

In addition to the Planning and Management of Human Settlement for Environment Quality, which was somewhat closely related to low-cost housing problems, other subject areas of the Conference agenda were: the Environmental Aspects of Natural Resources Management; Identification and Control of Pollutant and Nuisance of broad International Significance; Educational Informational Social and Cultural Aspects of Environmental Issues,

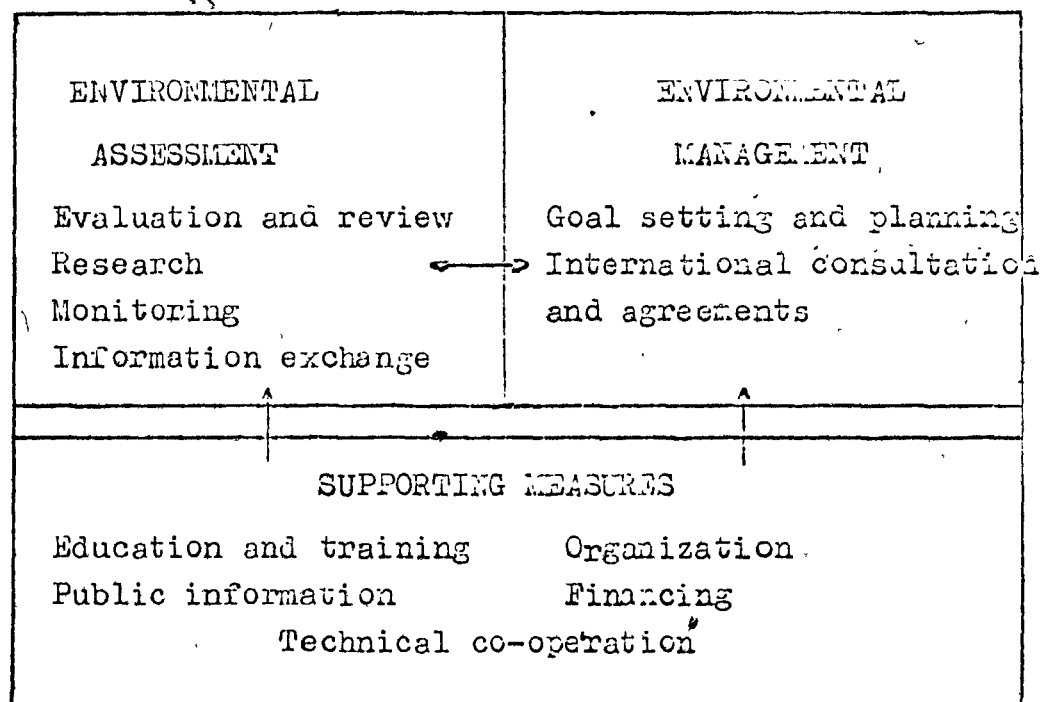
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<sup>x</sup> The source of the following part of Chapter III. is the report on the United Nations' conference on the Stockholm Conference<sup>89/</sup>

Development and Environment; and International Organization Implications of Action Proposals.

The recommendations of the Conference aimed for an Action Plan for the Human Environment. The broad types of action that make up the Plan are as follows: the global assessment programme /Earthwatch/; environmental activities; international measures to support national and international actions of assessment and management.

The framework of the Action Plan is illustrated in the above mentioned Report by the following diagram:



It was stated during the Conference that the planning, improvement of rural and urban settlements demand an approach, at all levels, which embraces all aspects of the human environment, both natural and man-made. Accordingly it was recommended: "/a/ That all development assistance agencies, whether international, such as the United Nations Development Programme and the International Bank for Reconstruction and Development regional or national, should in their development assistance activities also give high priority within available resources to request from governments for assistance in the planning of human settlements notably in housing, transportation, water sewerage and public health, the mobilization of human and financial resources, the improvement of transitional human settlements and the provision and maintenance of essential community services, in order to achieve as far as possible the social well-being of the receiving country as a whole;

/b/ That these agencies also be prepared to assist the less industrialized countries in solving the environmental problems of development projects; to this end they should actively support the training

and encourage the recruitment of requisite personnel, as far as possible within these countries themselves."90/

Further it was recommended that the governments and the Secretary-General, the latter in consultation with the appropriate United Nations agencies, take the following steps:

- /a/ Entrust the over-all responsibility for an agreed programme of environmental research at the international level to any central body that may be given the co-ordinating authority in the field of the environment, taking into account the co-ordination work already being provided on the regional level, especially by the Economic Commission for Europe;
- /b/ Identify wherever possible, an existing agency within the United Nations system as the principal focal point for initiating and co-ordinating research in each principal area and where there are competing claims, establish appropriate priorities;"91/

Concerning the development of the Environmental Programme it was recommended by the Conference that the Secretary-General:

"...in consultation with the appropriate United Nations bodies, formulate programmes on a world-wide basis to assist countries to meet effectively the requirements of growth of human settlements and to improve the quality of life in existing settlements, in particular in squatter areas."92/

These programmes should include the establishment, as the recommendations continue, of subregional centers to undertake training, research, exchange of information, and technical, financial and material assistance.

It was also recommended that governments and the Secretary-General take immediate steps towards "the establishment of an international fund or a financial institution whose primary operative objectives will be to assist in strengthening national programmes relating to human settlements through the provision of seed capital and extension of the necessary technical assistance to permit an effective mobilization of domestic resources for housing and environmental improvement of human settlements."<sup>93/</sup>

As a result of the Conference, the General-Assembly, at its twenty-seventh session held in New York from 19 September to 19 December 1972, adopted eleven draft resolutions concerning global co-operation in formulating policies and programmes on the human environment.

The decisions of the General Assembly, in affirming the responsibility of the United Nations as a focal point for promoting international environmental co-operation, provided for the establishment of a 53-member Governing Council for Environmental Programmes, a Co-ordinating Board, an Environment Fund, and an Environment Secretariat. The General Assembly designated June 5, 1973 as World Environment Day and established the Environment Secretariat in Nairobi, Kenya. The Assembly also decided to refer the 109 recommendations comprising the Action Plan at the Stockholm Conference.<sup>94/</sup>

The General Assembly adopted three resolutions dealing specifically with institutional and financial arrangements for human settlements, a subject of special concern to the Center for Housing, Building and Planning. The General Assembly noted the important role of housing in the International Development Strategy for the Second Development Decade as well as several other resolutions, and also took note of the statements of the International Bank for Reconstruction and Development /IBRD/ on housing and human settlements. The Assembly affirmed its support for the recommendations in the Action Plan of the Human Environment Conference concerning the establishment of subregional centers

for training, research and exchange of information and the establishment of a financial institution for improvement of human settlement.<sup>95/</sup>

The United Nations and member states have expressed "increasing concern about the deteriorating world housing situation", particularly shortage of low-cost housing and absence of minimal standards. The Secretary-General as well as the governments were requested to take immediate steps to establish an international fund or financial institution to provide seed capital and technical assistance to the effective mobilization of domestic resources. Therefore the General Assembly "invited the International Bank for Reconstruction and Development to collaborate in the preparation of the study indicated..."<sup>96/</sup>

The discussion at the twenty-seventh session of the General Assembly on the Human Environment Conference Report and Recommendation demonstrated that the developing countries are concerned in that the links between underdevelopment, poverty and the environment always be recognized. They feared, however, that the establishment of environmental standards could have the effect of retarding their own industrialization and lead to

discrimination against their exports or to the diversion of funds channelled into development aid for environmental purposes.

The developing countries also expressed their strong composition to some powers which, by practising environment control on the pretext of improving it, retard the development of the national economies of developing countries by shifting the cost of environmental protection onto the developing countries through the channels of international trade.

Both the Conference and the General Assembly should have emphasized more clearly that it is not enough to try to reduce the sufferings of slum dwellers by providing improved sanitation facilities, lighting and drinkable water, but we still should keep in mind the original aim, established at the beginning of the First Development Decade, that of slum-clearance.

Resources available for human settlements are far below the needs of the developing countries; both the resource mobilization and utilization in this sector should be therefore the major aim of global development, and, even more, the

establishment of a fund or institution financing only housing programmes. This would do much to ensure that the activities of the United Nations in relation to the environment did not aim solely at solving the environmental problems of the developed countries.

In the developing countries institutional arrangements and capabilities in resource mobilization, policy formulation, project preparation and execution in the sector of housing are often inadequate or virtually non-existent. This serious weakness requires prompt attention and action even by removing this area from the programme of Environmental Programme and by handling it as separate issue. The lack of systematic approach to the problems of human settlements both in terms of the content of programmes and policies and of the institutional arrangements should be overtaken immediately.

Different countries and different situations require carefully selected forms and combinations of assistance specially suited to each case. Therefore it is important to obtain, as an essential feature of human settlement programmes; adaptability and flexibility, to meet the needs of different situations. To increase the number of these different situations, by setting up the same

programme for all kinds of important and less important problems and providing help to countries in completely different states of development within the same programme, namely within the United Nations Environmental Programme, seems to be folly, unless the Programme outgrows itself into a specialized agency.

#### SUMMARY

Beyond the valuable contribution of the feasibility studies, research, seminars, symposia and various kinds of training which have been characterized with regard to both the General Assembly's and the Conference's recommendations and resolutions, there is a need to fill the present gap by providing practical, highly professional and operationally-oriented technical services. There is an evident need, as well, for the preinvestment stage which must be immediately followed by the preparatory and execution phases thereby avoiding, unlike in some cases of the earlier practice, delay or redoing of work previously undertaken.

It is especially important to introduce better techniques for these aims through more effective construction. However, the so many

times emphasized self-help technology is just a drop in the ocean. To admit that the required millions of housing units are available only by some kind of a labor-intensive mass production is unavoidable. Therefore, intensive research is required in this field, instead of putting the load on the shoulders of those who have no access to well-equipped laboratories, and no financial resources to maintain such research programmes. Increased focus - hopefully more successful than in the First Development Decade - on the problems of human settlements would offer a stimulus for the provision of technical and financial assistance.

The mobilization of domestic social, financial, technical, resources is one of the key factors, but in most cases it is not sufficient. Besides the encouragement to develop these factors, it is also necessary to examine where the external aid goes. Several times the support did not reach those in need but disappeared in the corruptive, selfish bureaucracy and state machinery. Even under non-corrupt governments it has happened that external technical and financial assistance has resulted in programmes benefiting upper and middle-class income groups. More and urgent attention needs to be <sup>paid</sup> ~~paid~~ to

the direct help of the lower or rather lowest income groups. It has appeared clearly during the environmental conferences how difficult or almost impossible it is to serve the housing needs of various income groups within the same relatively narrow organization. Different income groups represent different kinds of problems and dealing with them at once is probably one of the most difficult of all. Different policies, operational techniques, institutional arrangements, or, even more, different organs within the United Nations are required to deal with these different sets of problems.

Much of the attention paid to the human settlement sector seems to be associated with activities dealing with the pressing problems of urbanization in the developing countries. However, the concern with improvement of human settlements should not neglect the deep poverty of this sector in the rural areas.

There is already a considerable amount of work being done by the international agencies in the field of human settlements. The sum of these efforts, however, is modest in terms of over-all needs, and, to be more critical, they are

too frequently conceived and executed in a fragmented, non co-ordinated and overlapping manner.

Given the above constraints and provided that we learn from the lessons of the previous decades, current international efforts may hopefully put an end to a depressing Period in human settlements.

FOOT-NOTES

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A. GONZALES-GANDOLFI /THE CHIEF OF THE BUILDING  
SECTION IN THE CENTER FOR  
H., B. AND P./

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QUESTION: Could the work of the Committee and the Center be considered as the continuity of those done before by other specialized agencies during the period before the establishment of these organs?

GONZALES-GANDOLFI: Well, their experience in the previous meetings was very useful, because they could give some continuity to the discussions in the new meetings we held, and we took suggestions from the part of

those people as from the old friends of our bodies. But before the Center became a Center there was an ad hoc committee, and that fact was which actually gave the administrative continuity. Even, they had a regular publication "Town and Country Planning" which was much better than the present "Human Settlements". But again, naturally the experience, the knowledge which was gradually building up along the 10 years of international activities, helped us, the "new ones", very much. You were saying that the specialized agencies were also involved, that's right, but always bear in mind that only in a very narrow sense, but conjunctually touching upon the work of the Center., i.e. FAO with use of wood in construction, ILO with labor problems, which were very important but they didn't deal with the overall problems of human settlements.

QUESTION: What was the main interest of the Committee and Center during the First Development Decade, what was the hope for solving the

problems on the field of housing and what methods were going to be used?

GONZALES-  
GANDOLFI:

I don't find ~~that~~ there was any particular method, actually they at that time insisted upon the same as we are insisting upon now, that the way to achieve our purposes is not through a magic formula, which might be existing, or a magic method, it is just by organizing the countries themselves, and becoming more and more efficient by creating economic structures, and research institutions ready to produce more houses, which always remains our basic principle. As we all know, the targets to be accomplished during the First Development Decade were too ambitious. We also know, at least the official documents say, that the production of houses in the developing countries has not been ten for thousand inhabitants but two or three, instead. Now, actually these figures are official ones, but we know, everybody knows that there are many constructions that take place in such areas which are not covered by official

statistics, and therefore we presume that the number of housing units built in these years was much more than two or three. We also say that the houses have to be related to the given standards. And a standard, a European, or a developed country standard, cannot be applied in the case of a developing country. We all know that people don't die because they don't have a house, a roof where to stay. In every case they have one but although they are useful for them as shelters for people to live, they are not counted for housing.

QUESTION: Were there any budgetary problems?

GONZALES-  
GANDOLFI:

There are always. You know, there are not enough funds in the world to be able to build the houses and facilities, that are needed. We have tremendously increasing population in the world, so nobody pretends to solve the problems from the sources available...

... Would it mean that it's partially the consequence of the lack of interest among the governments involved?

GONZALES-  
GANDOLFI:

...Yes there is a lack of interest given by the governments, or a low priority to housing, in general.

QUESTION:

Is it reflected in the budget for your work given by the United Nations, since it is based on the funds of its members?

GONZALES-  
GANDOLFI:

That is reflected, certainly, in our programs, or rather in the budgets for those, and it is reflected in the work of Economic Comissions as well. For instance we have five Economic Comissions in the world, regional ones, for Europe, Far East, Africa, Middle East and Latin America. And one of the five doesn't have a single person dealing with the problems of human settlements...

...Which?

...Latin America...

...But in the fifties and sixties they were involved most in those problems, and previously they had a lot...

...They used to have, they used to have, but since the Economic Commissions are, more or less, independent in their decisions, which means that they and the governments in the region decided to eliminate the unit dealing with housing. It doesn't mean that the governments in Latin America don't make housing or are not interested in it, but reflects the low priority, certainly.

QUESTION: What was the result of the failures of the First Development Decade, and how did it influence the work of the Center and the Committee?

GONZALES-  
GANDOLFI:

Well, the Vancouver conference was proposing, and it was approved by the General Assembly, to create a special committee. In the deliver, the Committee for Housing, Building and Planning wasn't mentioned, although it had been in the original, draft one, but is has been crossed out. The proposal was to create a body of fifty-eight members, maximum fifty-eight members, which will be with the Human Settlements. Well, of course it didn't go through without any discussions. In Vancouver the opinions of the delegates were divided. There were three proposals to meet the conference. One was to merge all the main units in the United Nations, dealing with human settlements, into one unit around the Center, in the Department of Economic and Social Affairs, in New York. Another proposal was suggesting to do the same, but around the Environment Program, in Nairobi, and the third one was to create an independent agency. But the confer-

ence didn't succeed in arriving to a full agreement, so the proposals, that are represented in the Economic and Social Council and in the General Assembly, are vague in that sense. They in fact suggest the creation of a body, as I've mentioned before, with fifty-eight members and a unit working as secretary for the body. The organs merging have been accepted, the document says the Center for Housing, Building and Planning, the Habitat, and Human Settlements Foundation and the units in the Environment Program dealing with human settlement problems at present, are to merge together, now when, where, and how is not clear yet.

## QUESTION:

Do you think that previously and even now there are enough programs with practical meaning aiming to overcome the actual housing shortage in the developing countries, or rather the work of the United Nations organs ends at theoretical conferences providing, let's say, luxurious pleasure trips to their attendants?

GONZALES-  
GANDOLFI:

Well, I think the balance is right. The total as a development, is slow. I mean the relation between one and the other is all right. The conferences you are blaming, however, could be increased, in a way, and this would not produce any conflict or, wouldn't be against the benefit of the developing countries, we are looking for. On the contrary, I strongly believe in the benefit of the conferences, seminars, under one condition. We know that they are not very interested in reading very sophisticated documentation and scientific terminology. So we have to be very careful about that and the Vancouver conference did a very good job on drawing the attention on that subject matter. So as I was saying meetings, seminars, conferences that we organize very frequently, are very useful. So if they are increased in number, I don't think they will have any negative effect. On the contrary,

they have the advantage of allowing the people from developing countries to travel, to see new places, to gain experience. Usually the meetings are held in developed countries and therefore they have the experience of new ways of solving housing problems, they are put in contact with other experts, allowing to exchange their ideas. From here can be developed whatever you wish. Of course the technical assistance is more spectacular, and we wish we could have even more of it than we can, according to our financial sources.

QUESTION: From your documents, besides self help, appears that you consider the training of skilled manpower and the education of professionals, as one of the most important ways of providing assistance to developing countries. But strangely enough, they are removed from the Center. Even more, at the end of the First Development Decade the ILO had been

criticized because it hadn't fulfilled this program. Is there any change in this set-up?

GONZALES-  
GANDOLFI:

Well, there is a difference of the two kinds of training. The training of professionals is under the responsibility of the UNESCO, however, we are also active in there because we consider that, although, the UNESCO knows much about educational and cultural problems, we have to claim that we know more about technique, and about what is required from a professional, to produce, for housing. I think the ideal setup would be the co-operation between the UNESCO and the Center, for that type of training.

If you go to labor, nevertheless, ILO has done a pretty good job. We have had several projects jointly with them and I think there is a right direction, which means that we don't do everything together, but we co-operate with them.

QUESTION: The other way, the United Nations considers it to be very important to

help the developing countries, is providing information, data, documentations. Does this system work properly?

GONZALES-  
GANDOLFI:

It is sad to say, but we have documents, publications we prepared years ago with the consultation of excellent professionals that stay before publishing for several years. So, sometimes they lose their value even before coming out.

QUESTION:

Just at the end of the First Development Decade there was an important publication on pilot projects, on the criteria of the successful pilot projects. In this publication the co-operation between the government of the country where the pilot project is being undertaken, and the experts of such projects, was very much emphasized. Was the reason of that that there were problems of this nature, or was it just a general criterium?

GONZALES-  
GANDOLFI:

No, I should say we haven't had any problems, in the professional type of activities the politics is out...

...I meant within the given government, because of the corruption, selfishness, etc. ...

...You know, you have to recognize the fact, that governments, the ones that have taken the initiatives of the United Nations... since they have requested the help, they are the first interested in having good results. So in my opinion there have not been any problems with governments, on the contrary, I was an expert in Indonesia, for a year, I was very pleased with the type of assistance and support given by the government.

QUESTION:

As far as I know, one of the significant differences between the two development decades lays in the approach of the problems. While in the First one the hope of fulfilling this enormous task was based on modul co-ordination, industrialization and international aid, in the Second one, this method was somehow neglected. Do you think, that during

the first period it was too much emphasized?

GONZALES-  
GANDOLFI:

No, not at all. I think it was all-right. In the modular co-ordination we did, I mean the Center, a very good job. I trust that all our publications are being used by professionals in the developing countries. But as it's well known modular co-ordination is a very slow process. We will continue to incorporate it in housing and human settlements.

Industrialization is another story, we had bad experiences. We have a publication on industrialization in government policies. In that publication we state clearly we don't consider industrialization as a prefabrication system, or as a special way of building. It's a slow process which has to be incorporated step by step. Therefore, whenever you introduce in the execution, or even in the conception or in the design of a building, something more rational, more logical, more economical,

you are getting one step forward on the long way of industrialization. Industrialization doesn't mean mechanization as such. So, whatever you do in rationalization, or as you rightly said, in modular co-ordination, is one thing in that direction.

In the last decade there was given more emphasis to prefabrication by the Committee which is not given now. That is because we have to accept the fact that nowadays there are more poor people living in the outskirts of cities in slums and squatters, than before. If we take in account the economic crises, and all that too, it's not possible to produce housing standards that are required by using industrialized, or highly industrialized methods. So, the approach had to be changed, and the center is giving more emphasis to the gradual improvement of slums and squatters which is one of the main purposes of our program in these days.

QUESTION: Don't you think that this approach causes a negative attitude in helping

the developing countries? Don't you think that "self help" is becoming "loading the poor alone"? To put load on those who barely can take what they have already?

GONZALES-  
GANDOLFI:

Yes and no. First of all, we don't have sufficient crew to cover the areas required from us. We are a very small group and we are limited by the United Nations' budget, and therefore we have to restrict our activities.

The problem with self help does exist, but you should examine the other side, too. The recommendations of the Vancouver conference help, at least, to have a clear idea on what can be expected from us, from the United Nations. The Vancouver conference says, the main objective of international organizations should be to help countries to help themselves. We don't have to do everything for them. We have just to give the initiatives, to encourage their tries, to give all sorts of tools,

systems, in order to help themselves to develop. And that, of course reveals us a new need of having a big set-up here, in the Center.

But, nevertheless, we are very few, and it's impossible to produce the impact we wish, or we are wished to produce.

INTERVIEW II.

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WILSON GARCES /CHIEF OF THE PLANNING SECTION OF  
THE CENTER FOR HOUSING,  
BUILDING AND PLANNING/

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QUESTION: As far as I know, you have already been here at the birth of the Center and the Committee. Where did you start off, what were the new ideas you started to push ahead?

W. GARCES: Just to give an example of what we have started. In the Pittsburg seminar, about fifteen years ago we began to realize the standards established by many countries were responsible for the

large percentage of the people living in the outskirts of cities, in slums and squatter settlements. Because these standards were much too high for the possibilities of those people. We started to look at the problems of squatters and soon realised what the problem was that the countries wouldn't be able for a long time to provide financial sources for drastic improvement of housing within the orthodox methods. We also realized that governments have to recognise the efforts of people themselves, and work with the communities, to upgrade their housing in a progressive way. During this seminar we first discussed these ideas, and we tried to push through self-help on an organised way, which means: instead of improvement of the situation of individuals we were after the idea of uplifting a whole neighborhood. You know what happened, we became the champions of instant slums, nobody believed us, we had tremendous opposition. Now, what's the story now? The World Bank has endorsed

this approach, ILO has endorsed, WHO, UNESCO, UNESEF have done so. So here is an example how the Center pioneered new ideas, and now we have a whole bunch of agencies dealing with the same problems, which is great, we don't, we cannot claim ownership, and we don't claim that we are the only ones capable of doing this. We welcome other agencies.

QUESTION: What about regional planning? Weren't you the first who tried to convince the others about its values?

W. GARCES: Yes, about regional planning, well, how should I say, we were the first who talked about this in the international community. I'm not saying that we were the first in the academic world, but certainly we were the first who reflected the preoccupation of the academic world, and brought it the attention of governments. Again, it took us a long time before it was recognized, before it became a priority. And the end: it had

been taken away from us. You know if it becomes important, it becomes political as well, it is used for political purposes as well. So it was put into the hands of the Community Development, which was unable to fulfill its task, because of the lack of the staff of physical planners, social planners, economic planners, which are basic in regional planning. But anyway, we had to stay in a neutral position.

QUESTION:

Was your organisation very much effected by political struggles?

W. GARCES:

Yes, but in a positive sense, because the political struggles, for us, meant that the developing countries became much more aware of their own interest. And again the developing countries were the ones who threw light on the problems and misunderstandings of human settlements, during the Stockholm conference. They showed that the problem was the almost complete lack of interest in the services of human settlements, and not the pollution.

QUESTION: Talking about politics, did you have any trouble with governments, I mean bureaucracy, corruption, interior power struggles, etc.?

W. GARCES: Yes and no. We tried to keep ourselves away from such things, but you know, corruption does exist everywhere. But generally we didn't...

...Not even in emergency situations?

...No, not even in emergency situations. You see, in our experience, the greatest bottleneck is not corruption itself.

You know, for corruption to be significant, has to imply that some decisions have already been made, money has been allocated for practical purposes. But that problem is even prevented by the low priority of housing. There is no money to be corrupted away. So, the greatest obstacle, which is present even

today, is the great misunderstanding, the lack of commitment, the lack of concern to put resources for this...

...From the side of the governments or from that of the United Nations?

...United Nations is just a mirror of what happens among the local governments. If local governments don't give higher priority for domestic housing policy, how the hell they would give money to international organs for the same purposes.

QUESTION: What were the financial sources of the Center and the Committee? Are you, were you, working on the budget of the United Nations or on that of the Social Commission?

W. GARGES: We have and we had a regular budget of the United Nations which is a very low percentage, it's about two percent.

QUESTION: Does it include the money for technical assistance, as well?

W. GARCES: No, it doesn't. Those are financed by the UNDP, whose funds are considerably high. But again in terms of total funds for technical assistance, the amount of money that goes into human settlements is a very low percentage.

QUESTION: What was the reason, during the First Development Decade, for the unwillingness of the Bank to give direct financial help for housing in the developing countries, and to prefer the indirectly channeled money?

W. GARCES: The Bank, until recently, never recognized housing as a real problem of the international community. They considered it to be unproductive, which didn't do any direct use. So they rather gave direct help to develop industries and construction industries, saying that these would automatically improve the housing situation, as well. Well, they were basically right, housing per se

doesn't give any direct profit, but there are other reasons of doing something. It was only later on that they accepted that it gives, at least, employment, especially by using labor intensive methods, it improves the living conditions of the people working in several industries, and through these, it has certainly an indirect effect on the production as such, or let's say on this goddamned profit.

QUESTION:

How did it happen, that during the First period the private savings were fully emphasized? It appears to me rather ridiculous, to load those people who had no money at all. I think there must have been very little hope to get somewhere with that money.

W. GARCES:

Again, you see, we were thinking, when we were talking about private savings, in very orthodox terms, we were very much under the influence of the United States. There, the private savings could

uprise the lower middle class, and this method was capable of doing that, and it could be channelled into low cost housing. Naturally what we soon realized was, that with that method we either produced housing which wasn't low cost housing at all, or we could not come up with any result.

QUESTION: What was the Committee involved in, until it has been ended in Vancouver?

W. GARCES: It became extremely concerned with the works, the programs of the Center. In terms of allocation of resources, in a very narrow sense, you know, how the money should, or should not be spent. It became extremely concerned with budgetary problems, in a bad sense. Rather than looking at the real problems of the world, and what should be done, it payed too much attention to the Center.

QUESTION: When did it happen that the sequence of the meetings of the Committee has been changed from every second year into every fifth year?

W. GARCES: That was the decision of the Council. And that, of course resulted in that the sessions were too long, they were not able to provide leadership for the researches, for the working programs of bigger conferences like the Vancouver one, and it became less effective.

QUESTION: Did the Committee have permanent members?

W. GARCES: In a sense yes. Although the members changed from time to time, they had an overlapping period to train their successors. But, again, some countries tried to keep the same people on their place, those people who had already built up the experience along the years, but others changed their crew at every occasion, saying perhaps, that others have their rights, too, to make good money with the United Nations.

QUESTION: Could the first Development Decade be

summarized as the period of surveys, data concentration, measuring up what priorities must be given, where, how, and in what sequence?

W. GARCES: Theoretically yes, practically, too, but unfortunately the Center has never been overconcerned with researches or surveys. As a matter of fact, this is the thing which is always our weakest part. We, from the very beginning, were very pragmatically oriented to direct assistance.

QUESTION: Are you on the side of the slower improvement of squatters, I mean, do you agree with little improvement on the first stage, instead of taking the idea of the First Period, the immediate slum clearance?

W. GARCES: You can have a look in the literature, that again we were the first who brought it into spotlights. I was already here, in the planning section. We commissioned a number of case

studies throughout the world, Africa, Asia, Latin America. And we provided a questionnaire for the seminar in Pittsburg, with the same nature...

...but as far as I know, in the fifties the slum clearance was still considered to be the right method for solving these problems.

...Yes that's right. The Social Commission didn't fully endorse our approach. So we were coming through the backdoor. Still the orthodox type of low cost housing was on, but through bilateral contracts, government policies we could get through our ideas as well.

QUESTION: Do you see a great change, comparing the First and the Second Development Decade?

W. GARCES: Yes, instead of direct, immediate help, which seems to us impossible, we suggest to solve the development through physical planning, regional planning. So we are

giving, let's say, master plans, instruments which can provide leadership and ideas for the development. The biggest change was the change in understanding. We became, all of us, much more aware of economic development, and fortunately the governments too. So it became much more a national issue, a national policy. We rather tried to solve the unusually high economic crises, than to give spectacular results by setting up brand new, very expensive, - naturally very expensive in the terms of street sleepers. - houses.

QUESTION: Do you think it would be worthwhile to create a specialized agency to deal with the problems of human settlements?

W. GARCES: Yes, I do think so. But I don't think that that's the right climate for a new specialized agency. But some kind of upgrading, with a certain independence is necessary. We are too dependent.

Since the foundation of the United Nations three decades went by. Ever since its foundation in 1945, the United Nations has given particular attention to problems of housing and human settlements. In the course of its first years attention was completely devoted to measuring up war damages throughout the world, the ever worsening housing situation in the Third World was consequently left out from the scope of researches. By the beginning of the sixties significant changes happened in the world politics. A

series of countries, emerging from colonial status, and freed from exterior influence have become an important factor in the international arena. As a result of this new trend new organs specialized in housing, building and planning were founded within the United Nations organization. Regarding the immensity of the problems this action took place rather late and the dimensions of the bodies established for the solution of the problem were ridiculously small. In the beginning, the research was based upon the results achieved previously by other United Nations organs. According to these and taking into account the almost insoluble problems of housing, modular co-ordination, methods of industrialization, and international aid were regarded as a sort of panacea. Failure of the housing programmes of the First Development Decade, and partially the reevaluation of the previous researches led the United Nations to reformulate its policy in housing. The concepts of modular co-ordination, industrialization and international aid were going to be pushed into the background; self-help, support of national character in financing took the upper hand; a trend which is valid even these day, and which got the full support of the Vancouver conference.

The three decades of the United Nations' housing policy are often considered as a complete failure, which they are not. Without the efforts of this period essential problems of the industrialization of building in the developing world would never have come to the fore. We must admit at the same time that they might have come to the fore but they have not been answered so far. The problem of housing is such a complex question, influenced by such an endless number of factors that its solution unavoidably depends on governmental and organizational decisions, not to mention individual interest. Under such condition is failure not avoidable?

The most obvious reason of this failure is often defined as the redistribution of goods throughout the world. This answer, however, is not quite satisfying, considering that the housing shortage does also exist in countries where national income per capita is among the highest in the world. This warns us to look for other justifiable reasons, like the contradictions in different social structures. The author's duty could not go beyond claiming these facts: the analysis of these questions could rightly be dispensed provided that the emphasis of this work

is strictly laid on the evaluation of the United Nations activities in the field of housing, building and planning.

The present study analyses the questions of human settlements through the actual policy of the United Nations, therefore it starts out from revealing the internal problems of the very organization. The United Nations was founded on a voluntary base, consequently it was organized horizontally with exceptional vertical connections serving for establishing vital contacts with superior bodies and constant classifying of views. As a consequence of that, to work out general guidelines was hardly possible, - even the accepted ones turned out to be rather questionable - and structural inadequacies were soon revealed. For the author it became evident that this form of organizational structure is not viable for working out universally accepted policies, particularly in the field of low-cost-housing, because the precondition for the creation of any programme is based on a mutual agreement between all the relevant horizontal bodies. Even the adopted decisions have to undergo the supervision of the organs on the same level which very often lead to long delays. There are many overlapping activities,

suspended recommendations and resolutions, forgotten documentations and publications because the loose manner of organization could not define all the areas, duties, activities of the individual United Nations' bodies. It is important to remark here, however, that this kind of organization does have its advantages too. The individual organs are relatively free in decision-making, and particularly in the case of minor questions they are not obliged to follow the established practice of reporting-back.

A part of the failures may originate from the manner the United Nations was founded. Since the Organization was established as a voluntary association of nations, it always has to reflect the viewpoints of the member states, irrespective of whether they are reliable or not. The programme for solving problems of low-cost-housing, for instance, could not get high priority within the United Nations, since the policy of the member states resulted in making the programme of "housing for everyone" an empty slogan. It is not quite unimportant to mention here that the bulk of financial support donated by highly industrialized countries and the distribution of funds and other material help cannot be separated from the politico-

economic interests of these states and these do not necessarily coincide with the requirements of individual developing countries.

It cannot be stressed too often that housing programmes never get top priority in the developing countries. We think that this goes far beyond the scope of this study, but we cannot avoid the sad social, political, and economic facts. Since housing does not give direct profit in a financial sense, developing countries - emerging from colonial status and starting to set up their own economic life - generally do not take into account the further, indirect effects of housing programmes. Nevertheless they make good use of housing slogans in their political propaganda. Long range housing programmes, however, are subject to the frequent changes of governments, and this easily leads to a devaluation of the notion of housing. It is also important to note that since shelter is a vital necessity of people, governments can easily control any oppositional social, economic, and ideological movement, through housing programmes which they often do.

No wonder that - because of the above mentioned facts - after the failure of the

First Development Decade, the United Nations' experts in the field of housing became more cautious. In the mid-sixties, the new notion of "reality" appeared on the horizon. The new ideas actually did not reject the previous concepts of slum clearance, modular co-ordination, international aid and industrialization, nevertheless, helped them to be neglected and/or make them obsolete. Slum improvement, the use of national material and financial sources was given a rather over-estimated emphasis. At the same time there was a conspicuous decrease of the usable financial basis which was reflected in the rather theoretical seminars, conferences, symposia, etc. These finally helped to conceal the helplessness of the United Nations organs in the field of low-cost housing.

It is the author's viewpoint that this new trend is not completely viable and the organizational changes within the United Nations have not properly taken into account the total scope of the problems.

The two reports attached to the thesis clearly show that the vital problem of mass-housing was not given an independent organization.

According to the present situation the individual sections of housing, building and planning are going to be put under the supervision of the Environmental Programme. This is a dangerous misconception which can easily lead into a merger in which housing can be sunk.

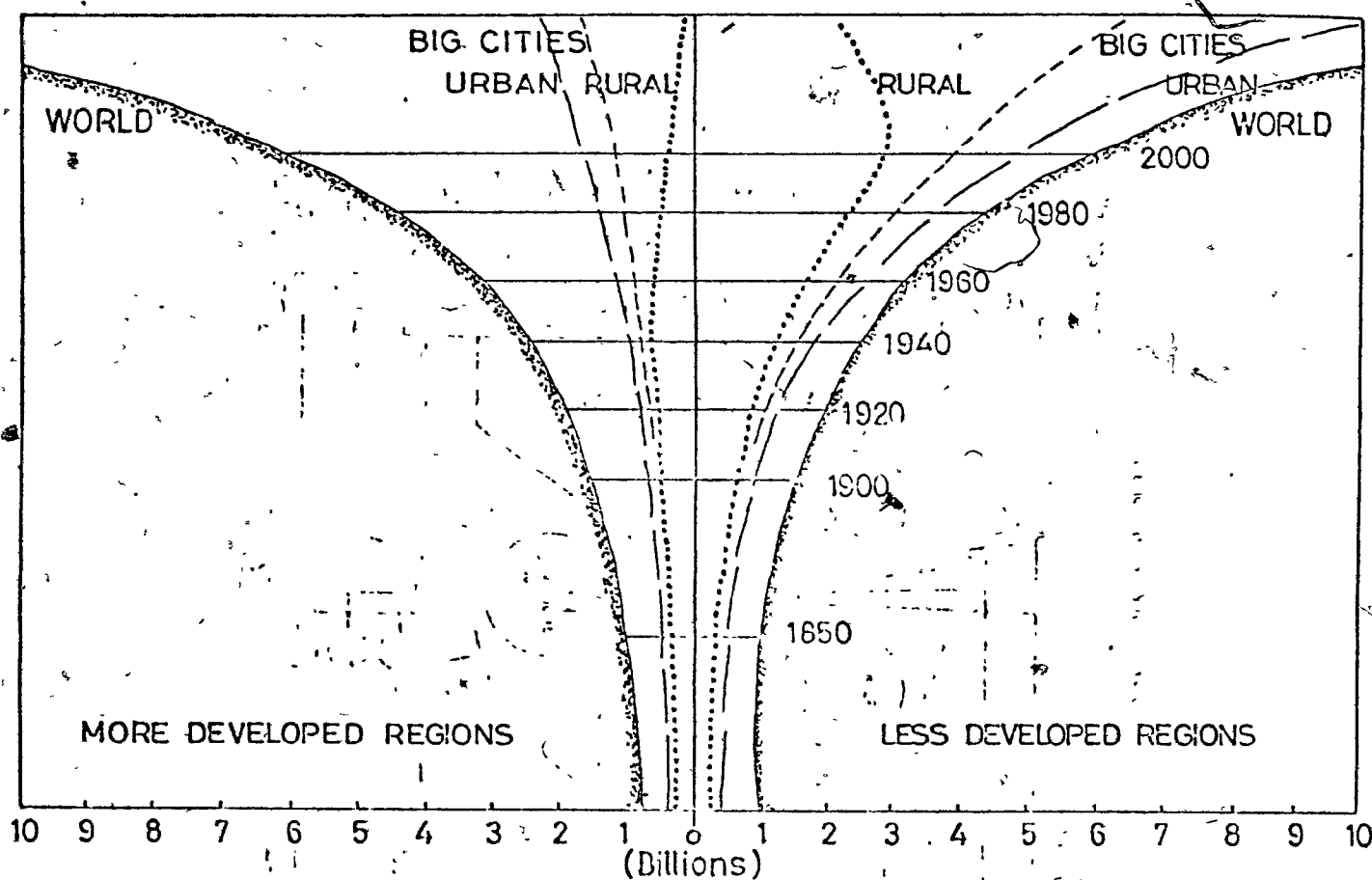
It is well known for everyone that mass-shortage can only be solved by some kind of a mass-production, which, in the case of developing countries, is not necessarily a synonym of the western type industrialization of building. Since industrialization in the previous years was often misinterpreted, the majority of the United Nations' experts, and most of the Governments have lost their confidence in this method. The author, however, firmly believes that the worsening housing situation in the developing countries can only be solved by an adequate industrialization, specifically designed to meet their needs. The author considers the fact that the Vancouver conference did not take into account the whole problem of industrialization in the developing countries, likely to lead to serious troubles in the forthcoming future. The author therefore proposes to establish an independent Specialized Agency for tackling with the problem. If this were not possible in these days because of

financial and other reasons, the author recommends to place the whole problem under the auspices of the United Nations Industrial Organization. He particularly supports this idea because the UNIDO has already achieved significant results in the industrialization of building. Linking up these two areas - industrialization in general and mass-housing in particular - could obviously lead to more effective actions, and at the same time it might open new ways for the application of intermediate technologies.

In order to give an illustration of a new technological and economic approach to mass-housing in the developing countries, a study was attached to the thesis.<sup>x</sup> The study was worked out by a team of five, which the author is a member of, and it fully reflects the author's viewpoint on this problem.

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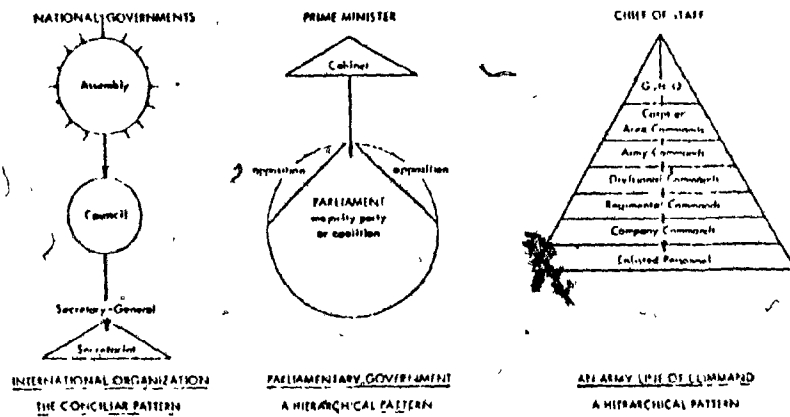
<sup>x</sup> See Appendix V.



WORLD POPULATION: URBAN/RURAL IN MORE AND LESS DEVELOPED REGIONS

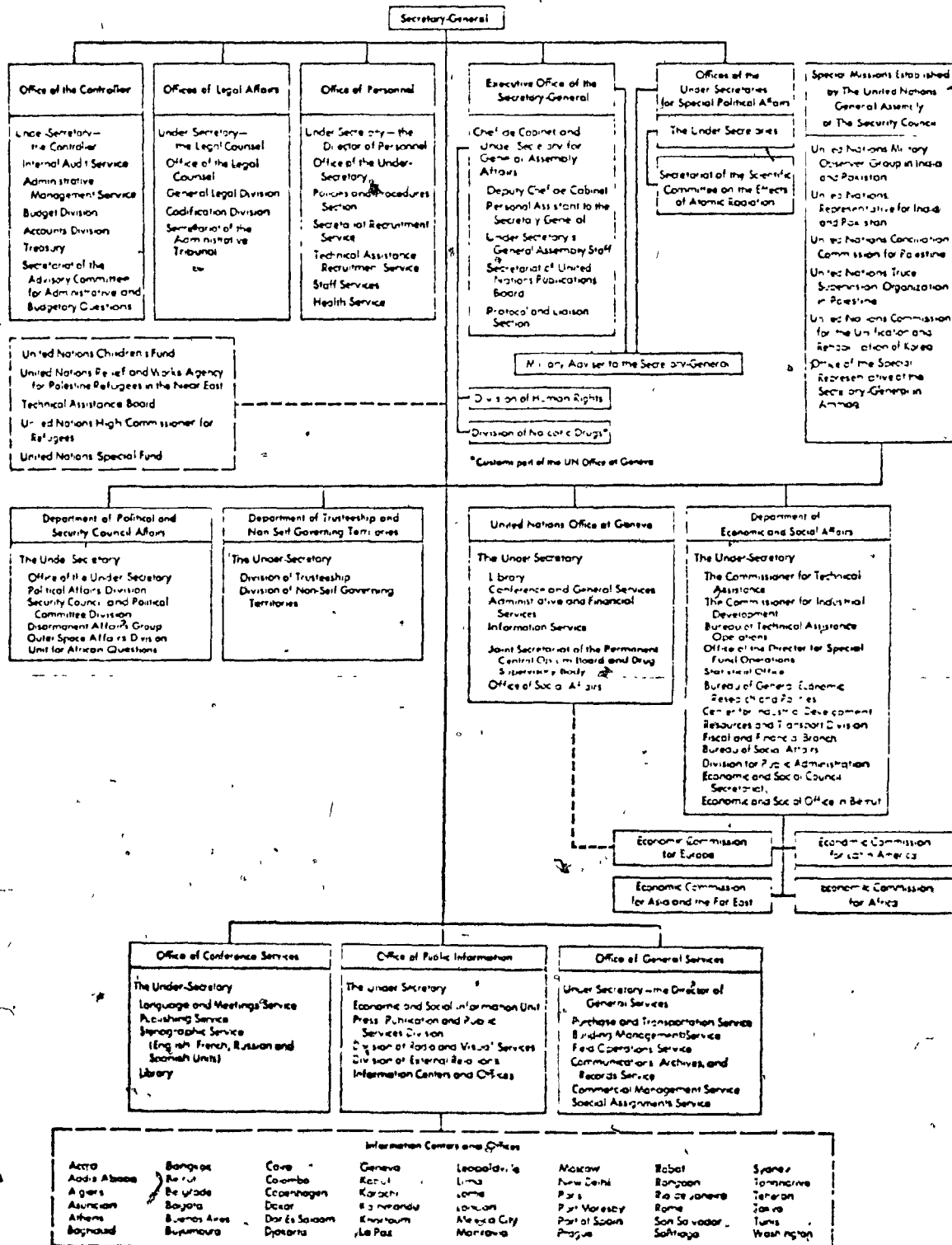


The Organizational Pattern of International Agencies  
(compared with governmental organizations)



Diagrams illustrate the flow of responsibility in each type of organization, not necessarily the division of constitutional powers.

ADMINISTRATIVE STRUCTURE OF THE SECRETARIAT AT HEADQUARTERS



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SOME TECHNOLOGICAL AND ECONOMIC ASPECTS  
OF CHANGING THE STRUCTURE OF BUILDING  
INDUSTRY IN DEVELOPING COUNTRIES.

PUBLICATION OF THE TECHNICAL DEPARTMENT  
OF LAKOTERV.

M. PÁRKÁNYI, BUDAPEST, 1969.

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