

Partners in the City
Observations from Habitat II

Keywords (UNCHS' Thesaurus)

Capacity Building	Human Settlements
Cities	Partnership
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Housing Development & Management

Lund University

Box 118

SE-211 00 LUND

Sweden

Telephone +46 46 222 97 61

Telefax +46 46 222 81 81

E-mail hdm@lth.se

Homepage <http://www.hdm.lth.se>

Partners in the City

Observations from Habitat II

Edited by

Rachelle Navarro Åstrand, PhD

Foreword

Adequate shelter for all and *Sustainable human settlements development in an urbanizing world*, the two main themes of the Habitat II conference held in Istanbul in 1996 are still high on the agenda in the world more than six years after the conference. The world's urban population is continuing to grow fast and it is expected to double to over five billions over the next 30 years. Most of this growth will take place in developing countries. In spite of the ambitious goals of the Istanbul declaration many people still suffer from inadequate shelter. More than one billion people still lack access to safe drinking water, 11 million young children die every year and a safe and healthy home is still only a dream for many poor people.

This report is a documentation of insights and knowledge gained by 20 professionals from Africa, Asia and Latin American in the process of observing Habitat II and relating it to their individual professional experience. Hopefully this contribution can be useful for other professionals and decision makers involved in the process of making the human settlements of this new millennium safer, healthier, more livable, equitable, sustainable and more productive.

Many institutions and persons have made this experience possible. We are grateful to UN-HABITAT, and especially to Dr *Tomasz Sudra* for his interest and support. The prompt financial support from Sida, the Swedish International Development Cooperation Agency, to an unconventional training activity made it possible to organise the follow-up course in Istanbul. Special thanks goes to *Göran Tannerfeldt* for his active professional support and to *Hartmut Schmetzer*; both contributed valuable lectures to the course at the NGO-forum in Istanbul. We are also very grateful to Dr *Michael Cohen* for presenting his experiences from the World Bank in a very stimulating seminar with the course participants. The hospitality of Yildiz University allowed the preparation of the individual papers after the completion of the conference and organisation of a concluding seminar. Professor *Hüseyin Kaptan* and Dr *Zeynep Meray Enlil* contributed very helpful comments during this seminar. Professor *Jan Söderberg*, Lund University, provided significant support in the development of the papers.

Finally I would like to express my sincere gratitude to the twenty professionals participating in this activity and contributing to this report. I still remember when preparing this follow-up course we could only invite twenty participants out of 300 course alumni to Istanbul. All twenty

immediately confirmed their willingness to participate and to dedicate time and effort to travel to Istanbul from all over the world. Thank you all for your personal commitment to capacity building to promote sustainable human settlements and adequate shelter for all.

Johnny Åstrand, Director
Housing Development & Management

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Introduction

This report is a collection of gained insights and knowledge in the process of observing Habitat II – the second United Nations world wide conference on human settlements in Istanbul. The compilation embraces diverse issues grouped under the two main themes:

- The Challenges of the Urbanizing World
- Partnership among Actors and Building their Capacities.

The papers were written by architects, engineers and planners from Africa, Asia and Latin American countries, involved in the field of urban development and housing. They were invited to participate in the post-graduate follow-up course in Istanbul, in relation to the Habitat II conference. The course held in June 3 – 21, 1996 was conducted by Lund Centre for Habitat Studies. In 1999 former staff members of LCHS initiated the creation of the new university department named Housing Development & Management.

Housing Development & Management

The department for Housing Development & Management, HDM, Lund University, is responsible for four postgraduate courses in the fields of urban development, housing, construction and climatic design in developing countries.

- Housing & Development/Architecture & Development
- International Construction Management
- Architecture, Energy and Environment
- Organised Self-help Housing.

In addition the international MSc course Urban Housing Management is held annually in collaboration with IHS, Institute for Housing and Urban Development Studies. In total, there have been more than 700 course participants from about 60 countries. The course participants include planners, architects and engineers, who work with the government, national or district levels, in universities, or in private organizations and companies. Many of the course participants hold key positions in their respective countries. HDM continues its contacts and networking with the former course participants through newsletters, local meetings and regional follow-up seminars.

HDM also holds a regional course in Cochabamba, Bolivia and national courses in Bolivia, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua and Peru under PROMESHA *Programa de capacitación para el Mejoramiento Socio Habitacional*, in cooperation with national institutions in each country.

Postgraduate Follow-up Course in Istanbul

Lund Centre for Habitat Studies held a follow-up course of the Architecture & Development and International Construction Management courses in Istanbul June 3 – 21, 1996. This follow-up course was in line with the observation of the proceedings of the Habitat II conference. Twenty former course participants from different countries (Algeria, Bolivia, Brazil, China, Costa Rica, Colombia, Cuba, Ethiopia, Ghana, India, Indonesia, Kenya, Nicaragua, Nigeria, Palestine, Philippines, Sri Lanka, Tanzania, Tunisia and Vietnam) representing different actors in the fields of urban development and housing, were invited to participate in the follow-up course.

The course involved the systematic observation of the Habitat II conference, through which the participants had the opportunity to participate in some of the activities of the conference and gather information on world wide issues on human settlements and urbanization. This also gave them the possibility to use this knowledge in their respective fields and countries.

The course was divided into two parts:

1 Observation of the Habitat II Conference

This was done through an organized and systematic manner where course participants were able to follow sessions of their choice and gather documents in the different activities running parallel to the official conference.

2 Analysis and synthesis of conference materials

After the conference, a week was devoted in analysing and synthesizing the ideas and information gathered in the conference. Each participant should then write a paper on selected issues from the Habitat II. The participants could then use their respective papers as a presentation material in their countries.

The course was concluded with a seminar, where the course participants were able to briefly present their papers. The Department of Urban and Regional Planning, Faculty of Architecture, *Yildiz Universitesi* participated in the final seminar of the course and gave lectures. They also extended their assistance by providing the work venue and facilities for the participants.

Background on Habitat II

Habitat II is the second United Nations world conference on Human Settlements which was held in Istanbul, Turkey, from 3 to 14 June 1996. The conference assembled not only the heads of states or government and official delegates, but also encouraged all other actors, such as, the non-government organizations (NGOs), community based organizations (CBOs) and other citizens' groups, the business and academic commu-

nity, and other institutions, to decide and finally endorse the two equally important universal goals:

- Adequate shelter for all,
- Sustainable human settlements development in an urbanizing world.

Precedents of Habitat II

Habitat II recalled and integrated the outcomes of the preceding United Nations conferences which have contributed to increased global awareness of the problems of human settlements and called for action to achieve shelter for all.¹ The first UN conference on Human Settlements was held at Vancouver, Canada, in 1976. This conference also marked the founding of the United Nations Centre of Human Settlements (UNCHS) based in Nairobi, Kenya. This is then followed by the celebration of the International Year of Shelter for the Homeless in 1987 and the adoption of the Global Strategy for Shelter to the Year 2000 in 1988. New policies were formulated for the realization of adequate shelter for all by emphasizing the need for improved production and delivery of shelter, the revision of national housing policies, and incorporating the enabling strategy.

More recent world conferences provided the Habitat II a comprehensive agenda which also addressed important social, economic and environmental issues. The 1992 Earth Summit in Rio de Janeiro, Brazil, a UN Conference on Environment and Development, produced the Agenda 21. It was a framework for the sustainable development of human settlements.

The other recent world conferences were:

- Fourth World Conference on Women (Beijing, 1995)
- World Summit for Social Development (Copenhagen, 1995)
- International Conference on Population and Development (Cairo, 1994)
- Global Conference on the Sustainable Development of Small Island Developing States (Barbados, 1994)
- World Conference on Natural Disaster Reduction (Yokohama, 1994)
- World Conference on Human Rights (Vienna, 1993)
- World summit for Children (New York, 1990)
- World Conference on Education for All (Jomtien, Thailand, 1990).

The City Summit

The Habitat II focused on managing urbanization and on improving the living environment. It is projected that by the turn of the century, half of the world's population will live and work in cities and towns. The other half will increasingly rely on the cities and towns for their economic sur-

¹ UNCHS, The Istanbul Declaration and the Habitat Agenda with Subject Index, 1997.

vival. The economic prosperity of nations will depend on the performance of their cities. However, cities and towns are seriously affected by overcrowding, environmental degradation, social disruption, under-employment and poor housing, infrastructure and services.²

With this global situation, the Habitat II has become an effective venue for generating global awareness to support cities in solving their problems. It has been referred to as The City Summit, where the future of cities are highlighted, where good ideas for better cities are assembled and disseminated.

The Habitat II aimed to:

- Raise global and national awareness of the positive role of cities and towns and centre of: employment, investment and trade, production and consumption, culture and learning, market places and service centres for rural populations and production, and civil spirit and social harmony,
- Improve people's living environments through new and more effective investments in shelter and urban development,
- Design, adopt and implement national plans of actions based on national and rural priorities,
- Adopt and implement a Global Plan of Action in support of national plans of action.

To attain these objective, Habitat II focused on:

- Stimulating partnerships for more effective resource mobilization and investment,
- Enlisting the participation of all key actors, men and women, at the global, national and local levels,
- Focusing on capacity building and strengthening of local institutions,
- Documenting best practices and harnessing all available technology, ideas and formation to develop new solutions.

Habitat II, particularly encouraged NGOs and CBOs to participate in the global and national awareness campaign since they have a unique place among actors on the urban state as representatives of and links to communities. It recognized the experiences of NGOs and CBOs in the field, particularly those projects and programs which have involved partnership with other actors in the community, as valuable and necessary contributions to the Habitat II process. It also provided the opportunity for these organizations, whose works focus on improving living environments, to enhance the outreach and efficiency of their work by linking up with other groups, by learning from other NGOs' and CBOs' experiences, by sharing their enterprise and by influencing the global agenda.³

2 The Habitat II Secretariat, A guide for NGOs and CBOs to 'The City Summit,' 1996.

3 The Habitat II Secretariat, 1996.

The Habitat Agenda

The main task in the conference was for the government delegations to negotiate and agree on the terms of the Habitat Agenda as a collective response. The Draft of the Habitat Agenda was a result of three preparatory activities:

- 1 PrepCom I, held in Geneva in April 1994, formulated the Guidelines of the Preparatory Process, the Draft Statement of Principles and Commitments and the Global Plan of Action.
- 2 PrepCom II, held in Nairobi in April 1995 formulated the Draft Statement of Principles and Commitment, and the Global Plan of Action, Review of Habitat II preparatory and National Inputs.
- 3 PrepCom III, held in New York in February 1996, formulated the Draft of the Habitat Agenda.

What happened in the preparatory process of the Habitat II, which was unique, was that other major actors were involved; it was not done exclusively by governments. Parallel to the meetings of preparatory committees, were more than 50 expert meetings which were held by different institutes in collaboration with UNCHS. These expert meetings covered significant issues in relation to the Habitat Agenda and finally came up with recommendations to the preparatory committees.

The Final Habitat Agenda consists of the following parts:

Chapter I: Preamble

Chapter II: Goals and Principles

Chapter III: Comments

A Adequate shelter for all

B Sustainable human settlements

C Enablement and participation

D Gender equality

E Financing shelter and human settlements

F International cooperation

G Assessing progress.

Chapter IV: Global Plan of Action: Strategies for Implementation

A Introduction

B Adequate shelter for all

C Sustainable human settlements development in an urbanizing world

D Capacity building and institutional development

E International cooperation and coordination

F Implementation and follow-up of the Habitat Agenda.

The complete Habitat Agenda is available in English, Spanish and French through www.unhabitat.org.

Proceedings of the Habitat II Conference

The proceedings of the conference itself was organized and divided into three main parts:

- Plenary sessions, official committees and working group meetings
- Dialogues concerning the theme, 'Future of Cities,'
- Partners Fora devoted to different sectors such as foundations, parliamentarians, labour unions, business, science and NGOs,
- Other parallel activities include the exhibits of the "Best Practices" in improving the urban environment, the Trade Fair and a long list of cultural activities.

Plenary Sessions

The core of the conference was the Lufti Kirdar Conference Centre, where the plenary sessions were held. Here, the opening ceremony, statements of the heads of states and delegations, and the adoption of the Habitat Agenda, took place. Parallel to the general presentations and debates which went on in the plenary sessions, were the negotiations on the contents of Habitat Agenda executed by two committees.

Committee 1, was divided into two working groups and an Informal Drafting group. *Working Group 1*, chaired by Mr. *Shafqat Kakakhel* from Pakistan, negotiated on the items in Chapters I – III, Chapter IV, sections A – D of the Habitat Agenda. *Working Group 2*, chaired by Mr. *Glynn Khonje* from Zambia, negotiated on the items in Chapter IV, section E – F of the agenda. The Informal Drafting Group, chaired by Mr. *Balkan Kizildeli* from Turkey, worked on the Istanbul Declaration.

Committee 2, chaired by Mr. *Martti Lujanen* from Finland, received and discussed recommendations, proposals and commitments through the statements made by representatives of other actors such as representatives of local authorities, the business community, NGOs, CBOs, labour unions foundations, academic and research groups, etc.

Dialogues for the XXI Century

Ten dialogues concerning the theme, 'Future of Cities,' were held in parallel to the official sessions. These were organized by public and private groups in cooperation with UNCHS. The findings and recommendations of each of these dialogues were then presented to the committees of the official conference. The ten dialogues included:

- How the cities will look in the 21st century
- Finance and cities in the 21st century
- Water for thirsty cities
- Economy and employment in the near future
- Transport in the city of tomorrow
- Land and rural/urban linkages in the future

- Energy for the 21st century
- Cities, communications and the media in the information society
- Health in the cities of tomorrow.

Partners' Fora

Different groups had the opportunity to meet and discuss their agenda and their contributions to the conference through the various Fora. Each forum reported their findings and recommendations to the second committee of the official conference. These included:

- The World Assembly of Cities and Local Authorities
- The Private Sector Forum
- The Forum on Human Solidarity
- The Forum of Academies of Sciences
- The Professionals' Forum
- The NGO Forum '96 Istanbul
- The Forum of Foundations
- The Forum of Labour Unions
- The Forum of Parliamentarians.

NGO Forum

The NGO Forum was a dynamic and large assemblage in the conference. It was organized by the Habitat International Coalition Group in collaboration with a number of other NGOs. The Forum, held in the Taskisla building of the Istanbul Technical University, conducted presentations and discussions of diverse groups concerning significant topics related to urbanization, environment, partnership, human rights, gender, youth, etc. This is also where NGOs, institutions and other organizations exhibited their works and publications.

Best Practices Exhibits

The Best Practices are defined as actions, initiatives or projects which demonstrate the commitment of people, their communities and a wide range of stakeholders to implement lasting solutions to their urban problems. The following set of criteria has been used to identify and select the best practices:

- Partnerships between two or more key actors,
- Sustainable – ensuring lasting impact,
- Gender – roles and responsibilities of men and women,
- Innovation – employment of innovative processes, procedures, systems or technologies,
- Transferability – potential to be replicated everywhere.

The selected best practices addressed issues, such as, access to housing, employment generation, land management, provision of basic services, environmental rehabilitation, social integration of women and the youth. They provided valuable lessons and served as examples for other projects or initiatives, whether applied in similar or adopted form.

A number of the selected Best Practices were exhibited in panels and architectural scale models in the exhibit venue. However, the complete collection was presented in CD ROM's. The updated version is presently available in the website, www.bestpractices.org.

International Trade Fair

The Trade Fair on Urban Technology: 'Good Ideas for Better Cities,' housed exhibits and seminars, highlighting the best practices in the areas of: housing; construction; water and waste water treatment; energy; transportation; telecommunications; recycling and solid waste management; urban finance and employment. This took place in the World Trade Centre in Istanbul.

Observations from Habitat II

The papers compiled in this report discuss diverse salient issues covered in the Habitat II and finally focus on specific themes. The report is divided into two parts:

Part I: The Challenges of the Urbanizing World

Part II: Partnership among Actors and Building their Capacities.

These themes support the learning points in the Habitat II: the fact that cities will continue to grow – bringing new challenges; and that no single actor can alone solve the problems associated with urbanization.

Since urbanization is irreversible, it is considered as one of the greatest and most difficult challenges that mankind will face in the 21st century. However, cities also provide opportunities for economic development. The Habitat II helped create a new vision of cities – focusing on the potentials and positive roles. Optimising the urban potentials, however, requires redistribution of responsibilities and creating partnership among different actors.

Part I: Challenges of the Urbanizing World

Part I comprises 11 papers covering diverse issues related to the challenges of the urbanizing world. ***The Challenges of World Wide Urbanization in the 21st Century*** by *Ismail Haddad*, summarizes this theme. *Marian Hiranthi Dissanayake*, in ***The Spirit of Istanbul*** illustrates the urbanizing problems faced by Istanbul and Colombo.

Some papers deal more closely on specific issues such as: housing policies, monitoring indicators, land management and administration,

urban transport, sustainable environment, energy, management of solid waste and housing technologies.

Sound policies are based on accurate and updated data. However, there is an interphase gap between policy and data. It is this gap that the UNCHS Indicators Programme addresses. *Agnes Mwaiselage* in ***Monitoring Progress through Indicators***, focuses on the Indicator Programme and highlights the importance of more reliable indicators for monitoring the performance of cities as well as the housing sectors, for policy development. *Subrata Chattopadhyay* focuses on ***Housing Policies***, emphasizing three important aspects: the Indicators Programme, Capacity Building and Finance.

Due to rapid population growth and urbanization, there is a high pressure on land for various uses. Hence, there is a need for defined and secured property rights, especially in many developing countries, where land transactions are complex and cumbersome. *Wilfred Anim-Odame* covers the issues on ***Land Management and Administration for Sustainable Human Settlement***.

With the rapid growth of vehicle usage, it seems that urbanization has been associated with designing the cities to meet the needs of the automobiles rather than the people. *He Jianqing*, in ***Moving People not Cars***, focuses on the challenges of urban transportation in the cities of the 21st century.

In the process of consuming natural resources, utilizing energy, and generating and disposing waste, urban areas cause environmental problems over a range of scales: the household and workplace, the neighbourhood, the city, the wide region and the globe. *Ali Arbaoui* highlights the issues of ***Sustainable Environment and Energy in Human Settlements***. *Raquel Manna Julino* covers issues concerning the local and global solutions for ***Saving Energy***.

The growing volume of waste in urban areas has been a matter of concern to both government and the populace. *Ladipo Akinpelu* discusses the ***Partnerships for Sustainable Provision of Housing and Management of Solid Waste***.

Provision of housing is more than the technicalities of building houses. *Pedro Vazquez*, in ***Technological Issues of Habitat II***, discusses ten learning aspects in the field of housing technology, with special emphasis on the case of Cuba. *Rachelle Navarro Åstrand*, in ***Community and Housing Technology: Bridging the Gap***, focuses on learning experiences on the acceptance of housing technologies in communities.

Part II: Partnership and Capacity Building

Part II comprises 8 papers embracing the themes, building partnership among many actors and building their capacities. The papers convey the main message that conflicts faced by the urbanizing world can only be addressed when the responsibilities are shared by many actors, i.e., NGOs, CBOs and other citizens' groups, business and academic groups,

local and national governments and the international agencies. *Lucy Maruti* in ***The City Summit: Partnerships for Solutions*** and *Mario Rodriguez* in ***Partnership: the Role of the Different Actors***, emphasize this point.

Capacity building then suggests concrete steps of how different actors can work more cooperatively and in partnership with each other. *Maria Suyapa Tijerino Verdugo*, in ***Let's be Part of the Solution***, discusses the definition of capacity building and recommended roles for different actors.

Some papers looked closer into the theme by questioning the existing roles of the government and the new challenges that faces them. *Hanna Elias* discusses the challenges for the governments in the processes of providing ***Shelter for All***. *Nguyen Viet Huong* focuses on ***How can Governments Improve their Capacity***, by highlighting the successful practices of NGOs as learning experiences.

Some focused on the possible roles of the academic groups in the process of building partnerships with other sectors involved in the human settlement development. *Patricia Bermudez*, in ***Architecture Calls for a New Approach in Education***, emphasizes the emerging role of education and information, both formal and informal, in increasing citizens' awareness and ability to engage in decisions affecting their lives. *Rudy Lilananda* questions, "***Were the Academics in the Target Group of Habitat II?***" and *Juan Carlos Viamont Alpirez* focuses on the ***New Possibility for Capacity Building in the Architecture Education***. Both highlight capacity building and how the academic group can address the needs of the community and how it can create links with other actors.

Part I

Challenges of the Urbanizing World

The Challenges of World Wide Urbanization in the 21st Century

Ismail Haddad

Architect
School of Architecture and Urban Planning,
University of Tunis
Tunis, Tunisia



Introduction

Nos villes nous renseignent déjà sur l'avenir

Ismail Serageldin

There is no doubt that measures aimed at improving the environment and living conditions of city-dwellers are urgently needed. Very soon, most of the world's population will be living and working in cities. Economic activities will be concentrated in cities, which will in turn generate most of the world's pollution and consume a large share of the world's natural resources.

Urbanization thus appears as one of the greatest and most difficult challenges that mankind will have to face in the 21st century. "The crises of urban development are crises of all states, rich and poor," UN Secretary-General *Boutros Boutros-Ghali* said in the opening of the UN Habitat Summit. He continued:

Inner-city dwellers, the inhabitants of slums or marginalized favelas, of the ghettos and barrios share in the misery, dangers to their health and a vision of hopeless unemployment and marginalization. But such common problems also provide the basic for common action, for mutual learning, for Cupertino in finding solution.

After a short presentation of the Habitat Conference structure, the paper reflects on the implication of world wide urbanization for public-policy making and finance, then, highlights the role of science and technology in the future of the cities.

Do We Need Habitat II?

The liberation of the economy, both at the global and national levels, can only hasten the urbanization process. Moreover, the information age has deeply modified not only the structures and operational methods of transnational companies, but also the role played by cities in the global “village.” The gap between rich and poor, which has grown in recent years, has exacerbated the urban crisis.

For the second United Nations conference on human settlements the a major concern was the danger inherent in these developments. Indeed, there is little chance for peace and security in a world where growing numbers continue to live in poverty.

I know there are great threats confronting the international community in Bosnia and in Rwanda and other places where the peace of the world is under attack. But I cannot emphasize too strongly that what is happening in our cities is nothing less than one of the greatest threats to international peace and security tomorrow. The job of Habitat II is to defuse this threat.

Dr N'Dow, Secretary-General of Habitat II

The time has come to face the facts; the urban environment is deteriorating: at least 600 million people, for the most part in developing countries, live in insalubrious housing. At least one third of the world's city-dwellers live in inadequate housing conditions. More than 250 million people do not have safe running water, and 500 million lack sanitation systems. Our world is increasingly urban, and so is poverty. Furthermore, the latter's main victims are increasingly women. In fact, women and children are those who suffer deteriorated living conditions, especially in urban areas.

To address these mounting challenges, and to take advantage of the opportunities of technological development, the United Nations member states convened the second UN Conference in Human Settlements. This Conference, called by UN Secretary-General *Boutros Boutros-Ghali* “The City Summit,” commonly known as Habitat II, was held in Istanbul, Turkey, from 3 to 14 June 1996.

What is Habitat II?

The themes of the Conference were Sustainable Human Settlements in an Urbanizing World and Adequate Shelter for All. It focused on people and our relationship to our living environment. It is the culmination of a series of UN Conferences that have addressed topics such as environment, population, social development and women. The UN Secretary-General said:

I wish, from this forum, to state in the strongest possible terms: I consider the conference of the United Nations central to the work of the organization, essential to the fulfillment of its mandate, and crucial to the determination of future life on the planet.

The collective response would be the Habitat Agenda, he told the plenary:

a global plan of action that embodies our vision of human settlements for cities, towns and villages that are viable, safe, prosperous, healthy and equitable.

During this summit, we noted that for the first time in the UN conferences there was a active participation of local governments, the private sector, non governmental organizations, community-based organizations and the academic and scientific communities in a formal session of committee, a forum usually limited to government delegations. "This will give them an unprecedented avenue of expression through the special (hearings) the committee will hold to listen to their views, ideas and recommendations," said Dr. *N'Dow*, the Secretary-General of the conference, in the beginning of the City Summit.

What happened in Habitat II, which was unique, was that all the major actors were involved in the preparatory process; it was not done exclusively by governments. Stakeholders were involved from the very start. So there was a tremendous surge of activity, and almost a hundred workshops, seminars, and conferences were held during the preparatory period to examine the issues and to propose new ideas and new solutions. This was a tremendous mobilization of the international community.

We Cannot Reverse Urbanization

The most significant aspect of Habitat II, if we look at it in terms of a twenty-year period, is that much of the thinking that went into Habitat I reflected theories and assumptions of the early 70s. Amongst those assumptions was, for example, the assumption that we could still reverse or slow down urbanization. We could use public policy and deliberate planning to slow down urbanization. One of the major changes over the twenty-years is that both in terms of reality and in terms of mainstream thinking, we today know that we cannot reverse urbanization: that it is an irreversible phenomenon, and there is very little that we can do to slow it. It does not matter whether we invest heavily in rural development, or not, people will continue to gravitate towards cities.

The other major assumption that was made in the early 70s was that public agencies – governments and government agencies – would have the wherewithal, the tools and the instruments and the means, to address shelter and urbanization issues. Over this twenty-year period we

have come to realize that government alone, in fact no single actor alone, can solve the problems that are associated with urbanization, be they social, economic, or environmental. This requires a very different mind-set. It requires effective partnerships between public and private sector, between the communities. A goal of this conference was to get various groups to become partners in resolving the urban crisis.

Adequate Standard of Living?

A major issue of discussion at Habitat II was the right to housing. All references to housing as a right in the draft document for adoption were in brackets.

Who can be opposed to housing as a right? The delegations of countries who fear litigation. According to these delegations, the right to housing is already enshrined in article 25 of the UN Universal Declaration of Human Rights passed in 1948.

The language of right suggests that these should be given, from one party to another; on the other hand, women and children, parents and vulnerable groups all need to have their lives protected. Rights is one word that has been used to describe this need. The language “adequate standard of living” was proposed as an alternative to rights.

A House is not a Product but a Gradual Process

Asia has the biggest concentrations of urban poverty in the world, and a fourth of urban residents live below the poverty line. But African cities have the highest percentage of poverty.

For cities to hold in check the burgeoning growth of slums, certain conditions have to exist: laws that allow slum dwellers to improve their homes, political will, and a realization by urban planners that cities are not just physical sites but for people.

To the question of whether cities can limit slum and squatter settlements, I thought so, but the answer is no. “We often think we need to create ideal formal towns in upgrading,” said *Horst Mathaus* of the German development agency GTZ in a panel during the City Summit.

Mabogunje, an expert from Nigeria, said that 75% of African governments have nationalized land, but did not deliver them quickly enough to those who needed them. “So people squat, they do nothing without a sense of land security. And once you bulldoze the place, they won’t improve their surroundings.” Laws that criminalize squatting make upgrading more difficult, when they should allow the urban poor more space to improve their homes. And for the poor who live shanty towns “a house is not a product but a gradual process,” explained *Mabogunje* during a panel discussion.

Clearly, panellists agreed that the poor will continue to be lured to cities. “We must not entertain the false hope that we are going to stop people from coming to stay in the city, what right have I got to stop others from coming,” said Namibia’s *Amathila*. The urban poor do not

have to be burdens to cities that host them. One of the most common mistakes people make is that we think the poor want charity. That's not the case.

Where Will the Resources Come From?

Developing countries said at the conference that they wanted more money for housing and other aid projects, and they urged the United Nations to act rather than talk about solving urban problems.

"Unfortunately, the countries where the problems of human settlements and the environment are severe, have the least resources to tackle these problems very effectively," *Alhaji Abdullahi Adamu*, Nigeria's Minister for Housing, told the conference.

Many think that totting up the cost of providing housing and other urban services, specially in the fast growing poor world's cities, is a futile exercise, specially at time when the rich nations are suffering donor fatigue. "The United Nation will not ask rich nations, who are yet to honour their decades-old promise to put aside 0.7 percent of national income for aid to poor nations, to help pick up the tab," said Dr. *N'Dow*.

This is more a matter of perception than substance, since questions of financing have tended to be looked at in terms of a "donor/recipient relationship." Such an approach is "in final analysis not sustainable. Indeed, the question is how to enable individual countries to obtain the (needed) resources."

Aid and Development Cupertino

The message from the development Cupertino front is loud and clear. Aid is still flowing from North to South, but the amount is declining, and so too is public support for the concept. *Bruce Jenks*, director of Brussels office of the United Nations, said that the level of official development assistance (ODA) as a percentage of gross national product (GPD) was running at 50 percent of what is 20 years ago.

The whole idea of aid as transfer or resources is less popular than it used to be. There was more confidence in partnership and private investment. *Roberto Savio* from Society for International Development (SID) pointed out that people now believe that we should separate trade from development, and that globalization will automatically solve the problem of development. But, globalization as an alternative form of development Cupertino as some people advocate is not proved. On the contrary, it broadened the gap between rich and poor.

Charity Begins at Home

After housing rights, the most controversial issue on the conference agenda is the money to make things happen after Istanbul. It has become almost normal at UN conferences: should there be "more" or just

“adequate” resources called from rich to poor countries to solve the world’s problems? The answer could be “none.”

Of course, it is important to raise again the issue of the crippling debt burden of developing and the need, at least for foreseeable future, for aid to the world’s poorest countries. But the responsibility for providing houses begins at home. As Habitat Secretary Dr. *N’Dow* pointed out: “I can’t sit in my village in Gambia, and expect someone from Australia to come and build me a house.”

The problem is still daunting, and beyond the capacity of any government, rich or poor, to solve on its own. That is why “partners” such as business, local authorities and NGOs are being asked to pitch in.

World Bank Thinks Costs May Be Lower?

In Istanbul, the leading multilateral lending agency, the World Bank, advocated solutions to urban finance needs which were “cheaper than anyone thinks.” “We believe that experience now exists which shows that urban development can be made affordable for all,” said Bank Managing Director *Caio Koch-Weser*. The World Bank estimates that the costs for providing essential amenities to the urban poor (clean water and, sanitation, roads) “are quite affordable,” ranging between 0.2 – 0.5 percent of the Gross Domestic Product (GPD) spread over 15 years. While advising greater reliance on efficient private sector providers, the Bank is for tapping the underestimated entrepreneurial and financial potential of local user communities.

Costs can also be pared sharply if civic authority in developing nations focus on the poor who need these services the most and end up paying more than the rich. Street water vendors in Jakarta and Karachi can charge up to 50 times more than water utilities.

The burden is not only monetary: it also means loss of valuable time, specially for women, which could be used to earn an income, and disease from contagious water borne elements. “It is a penalty paid for living where city water pipes do not reach,” stated in a World Bank document.

Science and Technology: Missing, Lost or Irrelevant?

The problems of our cities must be addressed by effective economic and social policies and strategies. “Sciences and technology also have a crucial role and responsibility in providing solutions and in ensuring the long terms sustainability of cities and the ecosystems on which they depend,” said Dr. *Hans Forsberg*, the Swedish president of CAETS in NGO forum meeting.

The scientific and engineering communities, expressed disappointment that their suggestions had been virtually ignored in the draft Habi-

tat II Agenda. The Forum of National Academies of Sciences and Engineering recommended that the Habitat Agenda be amended. A new paragraph calling for cooperative strengthening of scientific research on human settlements and their ecosystems was recommended.

The proposed paragraph said in part:

Science and technology have a pivotal role and responsibility in achieving long term sustainability of human settlements and the ecosystems on which they depend. The challenges of the Habitat Agenda make it necessary to increase application of science and technology to existing and emerging problems related to human settlements.

Presenting it to Committee 2 on behalf of seven Academies of Science world wide and the 14 members Council of Academies of Engineering and Technological Sciences were Nobel Laureate Dr. *F. Sherwood Roland* of the US National Academy of Sciences, Dr. *PN Tandon*, former president of Indian National Sciences Academy and Dr. *Hans Forsberg*.

Roland who is an expert on ozone, listed air and water among the subjects needing further research. Scientists would have to find out what was in the available water and monitor changes in its safety. "If people are dying of pollutants of air, research would have to be done on indoor and outdoor exposure to substances in the air," he said.

Disease surveillance meant planning for the microbes of tomorrow that mutate to resist pharmacopoeia of today. Transfer of technology required not only a sender but a receiver.

"We were disappointed by the absence of planning for sciences in the agenda," *Roland* said.

Knowing, however, what Habitat II Secretary-General Dr. *N'Dow* wanted them to do when he invited scientists and engineers to take part in drawing up the document, they distributed the new proposal. A critical factor in the ability of science to contribute to solutions will be education, training, and capacity building of local scientific and technical expertise.

Technology as a Lever

Historically, new technologies have evolved in response to population and economic pressures and demands for increasing safety, better health, more nutritious food, economic welfare, security, and a sound environment. Technological advances have made possible new energy resources, new materials, improved health care, increased industrial productivity and food supplies, global communications, and redress of environmental damage. These achievements, in turn, have helped rural areas, cities, and nations around the world to improve their standards of living and support growing populations.

Technology Exists

Much of global technological advance is the transfer of technology from developed to developing nations and from universities to industries. Power generation is a good example.

Plants that are technically established and economical in the industrialized world offer potential for increasing energy efficiency in the emerging, densely populated areas of Asia, Africa, and the Americas. While technology clearly exists, investment incentives are called for if these capital intensive processes are to replace less efficient ones on the developing world.

Harnessing technologies for environmentally sustainable development, effective national and multilateral economic policies and management strategies that have sustainability as their prime objective are needed. In every region, the first step is to build local technological capacity, which includes trained experts who can understand and take advantage of existing technological knowledge.

While governments play a critical part in the attainment of sustainable development, the capacities of the private sectors also have a key role. For example, industry is designing and producing products that consume less energy and make systematic use and re-use of materials to reconcile them with the economic system. Industries are also developing technologies to restore, protect, and manage natural ecosystems.

Potential of Technology and Science for Urban Development in the 21st Century

As urban populations multiply, older technologies and practices will not necessarily be the best solutions to the cities' future problems. Indeed, some once successful technologies can lead to difficulties and become problems, as the process of urbanization continues. Urban planning for the next century thus requires a fresh consideration of the current problems and available solutions within the context of regional environmental, cultural, and socio-economic conditions.

Many new discoveries in science and technology are potentially applicable to the amelioration of urban problems. Among these are the following:

- Public Infrastructure
- Waste disposal and recycling
- Disease surveillance and control
- Ecological engineering
- Water
- Information technology.

Conclusion

It is unrealistic for developed countries to proceed on the basis that Habitat II is about providing additional shelter for the homeless and the poorly housed populations in the developing world. It is equally unrealistic for the developing countries to merely seek additional financial support to deal with their most pressing shelter problems. These two stances, mutually reinforcing, serve the immediate purposes of political leaders of developing countries to provide more shelter, while at the same time absolve the developed countries from any need for change. It is implied that the transfer of some money and technology from the rich to the poor will solve the problem. Though it may be convenient for governments, this scenario serves only to distract attention away from the realities of our interdependence and our common need for ecologically and culturally sustainable urban development.

While many are calling for more aid, no one has said anything about cutting military expenditure, and putting that lucrative little pot of money into solving city problems.

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The Spirit of Istanbul

Marian Hiranthi Dissanayake

Deputy Director (Design)
Urban Development Authority
Sethsiripaya, Battaramulla, Sri Lanka



What is Habitat II?

Habitat II was a world conference called by the UN General Assembly on managing urbanization and on improving our living environment.

Habitat II was a conference on the future of cities, an exposition of good ideas for better cities, a world assembly of cities and therefore, it was called a City Summit.

The 21st century will be a century of cities. By the turn of the century, half of the world's population will live in cities. The other half will depend on cities for their economic and social livelihoods. The social, economic and environmental sustainability of human society will depend on how cities function. They may cause poverty, unemployment, environmental degradation and civil strife or they could capitalize on new technologies, more effective management of infrastructure systems, and good governance to promote social well-being and improve the living environment of all.

Habitat II dealt with two main themes: "Sustainable Human Settlements Development in an Urbanizing World" and "Adequate Shelter for All." The goal of the Summit was to make the world's cities, towns and villages, safe, enjoyable and sustainable.

Global issues of human settlements are too complex to be entrusted to National Governments and the UN alone. Habitat II acknowledged the need for partnerships in finding and implementing solutions. These partners included local governments, academics, professionals, the private sector, labour unions, NGOs and CBOs.

NGOs and CBOs interested in the objectives of the City Summit and whose work focused on improving the living environment were encouraged to take an active role as representatives and links to communities, to link up and share their experience and expertise with other groups and to influence the global agenda.

What Happened in Istanbul?

The conference was conducted in many fora, dialogues, thematic round-table discussions, exhibitions and an international trade fair. The fora included a World Assembly of Cities and Local Authorities, Parlia-

mentarians Forum, Professionals and Researchers Forum, World Business Forum, Audio Visual Forum, etc.

I mainly attended the conferences at the NGO forum and selected the themes: **Urban Development, Urbanization and Urban Transport Issues, Urbanization and Social Trends** and **Partnerships in City Building**. I also attended the dialogue on **Transport in the City of Tomorrow**, the thematic round table discussion on **Localizing Agenda 21**, and the caucus on **Child Safe Cities** at the World Assembly of Cities and Local Authorities.

The world Shelter and Settlements (Best Practices) Exhibition provided many insights into how countries have achieved their targeted goals on Sustainable Development.

The real value of international conferences as voiced by Mr. *Boutros Boutros Ghali* is that:

“people move away from their environment for a period of time and are transported into a space where they interact with people with similar concerns. This gives them an opportunity to absorb new ideas, take them home and let others learn from them.”

The dialogue on Urban Transport was very well organized and presented. Special mention needs to be made of the presentation made by Mr. *Jeff Kenworthy* of Murdoch University, Australia.

The round table discussion on Localizing Agenda 21 provided insights to the strategies used by other countries to achieve their target and also the constraints faced by them in this process.

Altogether the conference was a wealth of information and experiences. It also provided opportunity to share experiences of other countries. The short course conducted by LCHS was very useful in guiding, pursuing and developing the knowledge of appropriate subjects that are useful to our own countries.

The lack of a concise programme prior to the beginning of the conference and the limited accessibility to the Dialogues and other official forums to NGO-registered personnel at the beginning was a draw back of the conference. Guidance of all NGOs on the main theme of the conference, although a difficult task, could have prevented waste of some resources.

Urban Development Issues

Mr. *Michael Cohen*, Senior Advisor to the Vice President (Sustainable Environmental Development), of the World Bank, stressed the need for countries to develop their cities since their economies in the future will depend on these cities. Therefore, it is necessary to have the correct institutional framework for job creation, solving the housing needs of all classes of people, arresting environmental degradation and other urban issues. The urban problems can be mitigated, compromised or solved

by many small solutions achieved through partnerships for community building and monitoring systems.

Cities need to create surplus economies in order to sustain both urban and rural economies. To achieve this, governments are required to make the necessary structural adjustments, identify the correct policy for projects and promote commercial management practices while restructuring the priorities of national plans (e.g. oil prices, building codes, etc.).

Mr. *Göran Tannerfeldt*, Head of the Division for Urban Development and Environment, Sida, advocating Towards an “Urban World,” very precisely explained why urbanization is generally considered as negative. With the definition of “urban” being different from country to country, it is not possible to compare the real urban scenarios. Therefore, there is a misguided concept given by the mega-cities.

However, small cities like Colombo, need to take up the challenges of urbanization to harness the positive effects of social and economic benefits. The policies and processes need to be identified to meet the needs of the growing population while ensuring the correct balance among environment, heritage and development. At the same time one has to bear in mind that urban and rural development are complementary.

With urbanization comes the need to address issues on affordable housing, availability of safe drinking water, cost effective urban transport, energy conservation, cost effective communication networks, making the city safe for women and children, and the issue of urban identity (tradition versus modernity).

The Story of Istanbul

The metropolitan area of Istanbul which has a population of 10 million has a growth of 4.5%.¹ Although this is only 15% of the national population, the city carries a major share of the economic activities of the country and provide for 50% of the higher education needs of the country.

Some statistics of Istanbul in national totals:

National income	20%
Industrial labour force	20%
Industrial plants	38%
Commercial enterprises	55%
Wholesale trade	45%
Hotels	13%
Restaurants	18%
Real estate & Financial institutions	75%
Students of higher education	50%

¹ Yildiz Technical University.

Distribution of the labour force with respect to economic activities in the city are as follows:

Agriculture	5%
Industry	42%
Services	50%
Undefined	3%

The housing situation is very well explained by the following data:

Total area of mass housing	3,300 ha.
Total social housing area	1,825 ha.
Other authorized housing	1,400 ha.
Total area of rehabilitated housing	5,800 ha.

Environmental Problems in the City

- 1 Water reservoirs and forest areas are threatened by unauthorized building construction
- 2 Air pollution
- 3 Transportation difficulties
- 4 Noise problems
- 5 Insufficient green spaces
- 6 Insufficient and uneven distribution of educational facilities
- 7 Lack of integrity among social groups.

Proposals for Sustainable Heterogeneity of the Historical Peninsula

- 1 Spot zoning to reduce the size of mono function areas which had developed in the 1950s
- 2 Developing packages of mixed uses within certain zones
- 3 Projects for construction of multi-functional patterns
- 4 Eliminating pathological elements.

Potentials of the Peninsula

- 1 Archaeological and urban heritage
- 2 Urban image
- 3 Topographical structure
- 4 Building stock
- 5 Accessibility
- 6 Urban landscape and waterfront
- 7 Institutional social and cultural facilities
- 8 Economic activity nodes
- 9 Sustainable urban transport.

The limitations of the peninsula consist of over-use, misuse or under-use of its potentials, and the neglect of the possibilities of functional symbiosis.

Environmental degradation of the urban fabric in the peninsula are due to the following:

- 1 Manufacturing activities pushing out the residential function and polluting the environment. The Ottoman period single family houses are being turned into cheap lodging for rural single male migrants.
- 2 Physical deterioration due to warehousing and small scale manufacturing which are incompatible with the historic buildings, traffic congestion associated with warehousing and manufacturing.
- 3 Incompatible uses such as taverns, pubs and bars in the historical Muslim neighbourhood.²

Urbanization and City Identity

The seminars on 'City Identity' and 'A Historical Approach To Istanbul' discussed the end to identify Istanbul as a cosmopolitan city. Throughout history many nationalities have lived in Istanbul. The city has gone through many periods of diverse cultures. In the globalization era, multi-culture can survive only by harnessing the individual identities. City-planners and the inhabitants of Istanbul need to come into terms with the changes in the city and need to accept the fact that city identities are in constant transition. The concept of Ottoman period houses and city centres cannot be repeated in new urban centres and housing developments.

Accepting the needs of the modern city and modern housing developments does not mean that heritage can be neglected. Heritage is needed to preserve the sustainability of the city.

Istanbul has many identities. The nature, the hills, valleys and the waterfront form the first identity. The built environment of sea walls, land walls, mosques, palaces and the numerous Byzantine and Ottoman period buildings are the second identity. Therefore, it is essential to bridge the gap between urban planning and urban conservation by bringing in sustainable management practices into the city fabric, e.g., new uses for old buildings which will help to preserve their character as well as provide economic stability; preserving the charm and character of the old narrow streets by allowing only non motorized transport.

The Other Side of the Story

The caucus on 'Effects of Beliefs on Urbanization' heavily stressed the adverse effects of urbanization on the Turkish Islamic architectural tradition, which centred the urban clusters around the mosque. The teachings in the Koran are no longer practised with respect to rights of neighbours in the construction of dwellings and in the design of spatial re-

² Yildiz Technical University.

quirements of households. For example, the traditional house with many courtyards was a very hygienic and safe place for the women and children. In the modern housing schemes women and children have to go out of the house to get fresh air.

However it also needs to be understood that the mistakes of a few architects cannot be considered as examples of the failure of modern architecture, since good architecture begins with the understanding of the spirit of space in the context of the user. This concept applies to both city planning and housing developments.

Urbanization in the Context of Colombo

The city of Colombo which has an estimated residential population of about 6 million does not face urbanization problems at present as compared with other major cities in the region. The rate of population increase in Colombo is actually declining. However the urbanization process to a certain degree is being experienced in the Colombo Metropolitan Region where the suburban centres are growing at a relatively faster pace.

Habitat II and the report of the Ministerial Conference on Urbanization held in Bangkok, 1993, reveals that many Asian cities have taken the wrong footing in the process of urbanization. Therefore, it is time for us to consider the context of Colombo and its environment and plan for systematic urban development and the inevitable urbanization process that would follow.

Habitat II very well expressed the fact that in the call for urban economic development, it is necessary to ensure that the city has the potential to grow in terms of population, density of land use, job opportunities, housing and related amenities and urban infrastructure without losing its heritage characteristics, the garden city concept, natural resources, cultural identity of the people as well as the unity in diversity.

With transport being among the major issues, even in Colombo, relevant aspects on urban transport in the context of Colombo are discussed below.

Urban Transport Issues

The Dialogue on 'Urban Transport' and the report on 'Making Urban Transport Sustainable' were effective in illuminating many hidden factors of the urban transport scenario. Mr. *Ken Gwilliam* of the Transport Division of the World Bank highlighted the economics/financing, environmental/ecological, social and distribution aspects that need to be considered in the development of a sustainable urban transport system. One of the policy reforms suggested during the discussion that followed was privatization of the system.

In Sri Lanka, privatization has not solved the transport problem. This is mainly due to lack of interest of the administrators to introduce quality control at least with minimum standards. As a result public transport is being used only by those who cannot afford private transport other than bicycles.

Two main factors contribute to the growth of traffic in cities:

- The spread of urban areas as cities accommodate more and more population,
- The rise in the standard of living of people both within and outside the cities.

The immediate consequences of this situation are an increase in the number of households owning cars and the more intense use of the private car. This situation is also true in the case of Colombo. In contrast public transport has many advantages, that can bring about a great change in the urban centres.

Urban transport is normally looked upon as a problem, but it is actually an asset which needs to be involved in the planning process. Very often local administrators are in a dilemma whether to run the system at a loss or increase the fair prices at the cost of losing valuable votes.

As Mr. *Jeff Kenworthy* stressed good land use planning can help a lot to solve the transport problems in the city. Appropriate mixed developments which minimize travel requirements as well as the development of the self contained urban villages (another variation of satellite towns) will help to make transport systems cost effective and the fare prices affordable. It needs to be mentioned here that the minimum travel times also help develop good family and community relationships since parents will then have more time to be with their children and of course people and communities are the nucleus of the city.

Attractions of Public Transport

Public Transport can bring about major improvements to the Urban Design of the city centre since it can help create free space which could otherwise only be used only as roads or parking. A lot of land is needed to allow cars to move and to provide parking facilities at the end of journeys. The lands thus released can bring in other activities which make the city centre more attractive and habitable.

Urban traffic congestion particularly in city centres can be significantly reduced by transferring a large part of private traffic into public transport. However to achieve this the public transport system must be efficient and attractive to the potential user.

The environmental quality of the city can be changed considerably by changing the mode of transport to one of public transport (e.g. bus, train or tram). Improving public transport also helps to strengthen the links between the urban centres and rural areas which helps to strengthen the social and economic status of the both areas.

Recommendations for Urban Transport

- 1 Develop a long term policy.
Decisions on specific objectives in terms of service levels and cost efficiency are essential to ensure sustainability of the transport system. Ad hoc policies which change with the change of each governing party does not help the system at all.
- 2 Involve all who benefit from the public transport system in its financing.
Since passengers generally travel towards beneficiary destinations such as market squares, financial activities, the betterment provided by the transport system need to be financed by them too.
- 3 Give priority to public transport routes and increase discipline of traffic along such routes.
Reserved zones for public transport and priority at traffic signals and systematic removal of private vehicles when they break the law will make the system much more attractive to users.
- 4 Provide access to central areas.
Priority access to major pedestrian precincts, shopping malls, etc. will make the system more attractive to users.
- 5 Plan for efficient land use.
Promoting mixed developments with high densities and policies to control parking will assist to make the system more efficient and cost effective.

In addition to the public transport system, promotion of non motorized traffic and encouraging pedestrian precincts and bicycle only areas with lots of greenery will make the city a better place to live and work.

The relationship of transport and land values need to be harnessed by national governments acting as developers to ensure that the quality and price of transport is right as well as fair.

After Istanbul – Hope for Sustainable Cities

In Retrospect

The spirit of all the fora, dialogues seminars and exhibitions at the Habitat II indicate that the will is there to improve our planet, our cities and our homes, in spite of the heavy demand for the most necessary and also the most scarce commodity, MONEY. However, proper development of the concept of partnerships between the rich and poor countries would be the answer to this problem. Good examples of similar situations could be adopted from the Best Practices.

It is our responsibility to ensure that the City Summit will have an adequate influence to our cities and habitats beginning from Istanbul. The responsibility lies to a large extent on national and local govern-

ments which need to identify the real priorities of the people first. The participatory role of government officials, professionals, academics, NGOs and CBOs need to be harnessed to ensure that tomorrow will be a better world for all of us including the little shoeshine boys of Istanbul.

Cities and nations need to have their own monitoring systems to look back and appraise their own systems strategies, set backs as well as the benefits.

The process of social, political and economic change with people's participation need face to face interaction, understanding each others point of view and negotiating. Reaching consensus is not an easy task.

In this context, it is timely to consider what Colombo could be in the 21st Century. Will it be a "Great City but a Terrible Place to live?" If we act now and in the correct way, Colombo could be a Great City as well as a Great Place to live!

Monitoring Progress Through Indicators

Towards Global and National Plans of Action

Agnes A. Mwaiselage

Research Fellow
Centre for Human Settlement Studies,
Ardhi Institute
Dar es Salaam, Tanzania



The Habitat II Conference

The first United Nations Conference was held 20 years ago in Vancouver, Canada. In Vancouver the world community adopted an agenda on human settlement development. Since then countries have witnessed remarkable changes in population, social, political, environmental and economic circumstances that have affected the world habitat.

These problems transcend the borders of developing and developed countries. They have led to common problems of congestion, poor services, inadequate housing, etc. These problems and changes in human settlement needs led the members of the United Nations to convene a second United Nations Conference on Human Settlements.

This conference commonly known as Habitat II and called the “City Summit” addressed global human settlement problems in Istanbul from 3 – 14 June 1996. The two main themes of the conference were:

- sustainable human settlements in an urbanizing world
- adequate shelter for all.

The conference focused on people and our relationship to our living environment and addressed issues related to:

- the improvement of governance and participation of urban dwellers to improve the management of cities,
- housing and infrastructure needs,
- the improvement of urban economy (reducing poverty and creating employment),
- environment and sustainable development of human settlements,

- awareness of gender, and integration of gender issues in strategies for human settlement development,
- disaster mitigation, relief and reconstruction.

Unique features of this conference compared to other United Nations Conferences were:

- **The participation of various actors** in human settlement from conference preparatory process to final negotiations of the habitat agenda.
- The national preparatory processes which necessitated the formation of **National Habitat II Preparatory Committees**. These committees led the countries in the assessment of human settlement conditions and the preparation of **National Plans of Action**.
- The identification, documentation and selection of **best practices** in human settlements and collection of **urban and housing indicators** were the other very important pillars of Habitat II.

Negotiations of the Habitat Agenda at the Habitat II Conference

The draft Habitat Agenda which was discussed and finally adopted in Istanbul was prepared in three PrepCom meetings, the last being PrepCom III which was held in New York in February 1996.

The conference was attended by national delegates representing a total of 169 states and observers from Palestine, Aruba, British Virgin Islands and Netherlands Antilles. There were three secretaries of commissions, 13 United Nations bodies and programmes, nine specialized agencies and related organizations, 22 intergovernmental organizations and a large number of NGOs.

After 10 days of negotiations, discussions and exhibitions, the conference concluded by the adoption of the agenda by all United Nations member states.

Salient Issues which Emerged in the Conference

Partners

The “partners committee” was the most exciting feature of Habitat II. For the first time, a major conference of the UN gave an opportunity to eminent representatives of the different components of civil society to assemble in their own partners forums from May 27 to June 2, 1996. They then presented their views and commitments to delegates at the conference in an official forum created especially for that purpose, i.e., the Committee 2.

Family, Reproductive Rights and Right to Housing

Family, reproductive rights and right to housing were the most controversial issues which reflected differences in interpretations and in moral beliefs among different state members of the United Nations. But finally with the use of appropriate language and compromise to its interpretation, some agreements were reached.

Location of UNCHS (Habitat) Headquarters

At the beginning of the conference the future of UNCHS (Habitat) headquarters was uncertain. African states felt that the northern countries were indicating a wish to “down size” the agency. After days of negotiations it was agreed that the issue was rather related to the United Nations reform process. Finally, delegates reached an agreement to endorse the role of the Centre for Human Settlement in the follow up of the Habitat Agenda and clearly referred to the continued role of the commission on Human Settlements both of which are located in Nairobi.

In order to improve UNCHS services, it was reported by the Technical Cooperation section of UNCHS (Habitat) that Habitat offices will be opened in South America and Asia.

Resources for the Implementation of the Habitat Agenda

This was discussed by delegates in Working Group 2 of Committee 1. The southern and northern member states discussed the importance of international cooperation in technology transfer and capacity building during the implementation of the Habitat Agenda.

The agreed goal set by the United Nations for overseas development assistance (ODA) is 0.7% of the GNP. However northern countries have tended to shrink their assistance to developing countries. A committed few argued for the need to increase their GNP to 1.0%.

However the feeling was similar to what was experienced during the United Nations Conference on Environment and Development in Rio in 1992. In this conference, a sustainable approach was for the countries in the developing world to reduce dependence on developed countries. The final impression was that many developed countries and various aid agencies did not appear to promise to assist, while developing countries seemed to agree to reorient their domestic spending and investments and mobilize local resources for the implementation of the Agenda.

Presentation of Current Human Settlement Conditions and Workable Strategies

Parallel to the official negotiations in the conference, were various exhibitions, dialogues and discussions. During my participation in this conference many issues caught my attention but I was particularly interested in the exhibition and presentation of the global urban and housing indicators.

The Indicator Collection Process

During the first and second Preparatory Committee sessions and Resolution 15/6 of the Commission on Human Settlements, a list of 46 key indicators were endorsed. Countries were requested to collect figures as part of their in-country preparations for Habitat II. The UNCHS Indicator Programme provided guidelines and survey instruments for the study.

The objectives of the indicator programme were to:

- develop in country capacity for quantitatively monitoring the performance of housing and the urban sector to permit regular analysis of the effects of housing and urban policies,
- to identify a set of key urban indicators for measuring the performance of the city as a whole and for the development of city policy, and to test, collect and analyse these indicators world wide,
- to assist in national and regional efforts to develop indicators through training programmes, survey design, and data definition and assembly,
- to develop a Global Indicators Database which will display and analyse data and provide a quantitative basis for implementing the Global Plan of Action and National Plans of Action after Habitat II.

The collection of indicators by countries, along with the identification and documentation of best practices and the preparation of National Plans of Actions, were among the pillars on which Habitat II was based.

Key Urban and Housing Indicators

Countries collected indicators according to the following groupings or modules suggested by the Indicator Programme at the UNCHS (Habitat). Each module contains a core set of key indicators for monitoring the most important human settlement issues and extensive indicators which permit a more comprehensive evaluation of particular sectors.

- **The Background Data Module** provides key demographic and economic data necessary for the calculation of other indicators.

- **The Social Economic Module** deals with poverty, city productivity, employment, health, education, social investment and social cohesion.
- **The Infrastructural Module** deals with networked services including water, sanitation, electricity and telephones.
- **The Transport Module** deals with transport and roads.
- **The Environmental Management Module** deals with air and water quality, solid wastes, resources and disasters.
- **The Local Government Module** deals with sources of local authorities' finance, patterns of municipal expenditure, and capacity to effect urban management.
- **The Housing Affordability and Adequacy Module** deals with affordability, and condition of the housing stock.
- **The Housing Provision Module** deals with provision including land development, finance, construction, subsidies, public housing, and regulations.

Global Indicator Database

One hundred and ten countries collected indicators in one or more of their cities and submitted the results to the UNCHS (Habitat). Indicators collected in each country formed the basis for countries to evaluate the state of their human settlements. They formed a consistent and comparative base for country reporting on progress towards local and national urban and shelter objectives.

The UIP compiled the results of various countries into a Global Indicators Data base. The result, as expressed by the Secretary-General of the Conference Dr. *Wally N'Dow* "was a unique resource providing a wealth of information on the state of human settlement throughout the world."

A summary of these global results as presented during a series of seminars and dialogues are given below. Under each theme issues of global concern were identified.

Indicators presented below were extracted from the Report of the Secretary-General on Housing and Urban Indicators; Item 8 of the Provisional Agenda, pages 7–15, which was distributed to delegates at the conference.

The Background Module

<i>Region</i>	<i>City Population</i>	<i>Population Growth pa</i>	<i>H/hold Formation Rate</i>	<i>Net Density (Persons/ha)</i>	<i>H/hold Size</i>
Africa	970.3	5.1%	5.6%	12.1	5.6
Arab States	2126.6	5.3%	5.9%	13.7	5.7
Asia Pacific	2562.1	3.9%	4.6%	24.1	5.2
Industrialized	1623.9	0.6%	1.9%	8.1	2.4
LAC*	2087.7	2.4%	3.1%	14.1	3.9
Transition	1209	0.3–0.5%	11.2%	11.2	2.9

Table 1 Mean Value of Demographic Variables by Region.

* LAC – Latin American Countries.

Social Economic Development and Social Infrastructure Module

<i>Region</i>	<i>Women headed households</i>	<i>Poor households</i>	<i>Poor women headed households</i>
Africa	21.9%	39.4%	46.8%
Arab States	11.8%	25.1%	14.5%
Asia Pacific	10.1%	22.0%	12.8%
Industrialized	23.6%	11.2%	29.7%
LAC*	24.0%	42.0%	52.2%
Transition	21.2%	19.7%	35.6%

Table 2 Women Headed Households and Poverty.

<i>Region</i>	<i>Child mortality</i>	<i>Persons/hospital bed</i>	<i>Children/primary school classroom</i>	<i>Children/secondary school classroom</i>
Africa	9.6%	987.7	59.0	52.8
Arab States	7.3%	499.3	42.0	40.1
Asia	9.4%	565.9	38.9	45.1
Industrialized	0.5%	131.7	23.4	23.4
LAC*	6.1%	322.4	35.6	40.2
Transition	2.4%	84.3	33.2	33.8

Table 3 Health and Education.

Infrastructure and Environmental Management Module

<i>Region</i>	<i>Water</i>	<i>Access to clean water</i>	<i>Sewerage</i>	<i>Electricity</i>	<i>Telephone</i>
Africa	38.5%	72.8%	15.4%	46.9%	14.1%
Arab States	75.0%	87.0%	53.5%	89.0%	31.4%
Asia	52.4%	83.4%	33.2%	82.5%	26.5%
Industrialized	99.4%	99.6%	95.8%	99.2%	78.2%
LAC*	77.8%	89.3%	61.5%	90.7%	46.9%
Transition	97.4%	98.9%	88.9%	99.0%	65.7%

Table 4 Percentage of Urban Households Connected to Utility Services.

Environmental Management Module

<i>Region</i>	<i>Waste water treated</i>	<i>Households with waste collection</i>	<i>Waste generated</i>
Africa	19.6%	41.2%	0.28
Arab States	49.5%	61.4%	0.30
Asia	23.1%	65.5%	0.29
Industrialized	90.2%	99.4%	0.56
LAC*	21.2%	87.2%	0.31
Transition	62.4%	92.3%	0.40

Table 5 Waste Water, Waste Collection and Waste Generation.

Transportation Module

<i>Region</i>	<i>Travel time (mins)</i>	<i>Road expenditure US\$/person/year</i>	<i>Automobile ownership/ 1000 pop</i>	<i>Private cars used/ Work trips</i>	<i>Foot and bicycle</i>
Africa	45	9.0	42.3	16.5%	35.0%
Arab States	33	35.0	63.3	29.2%	21.3%
Asia	31	23.0	88.8	8.6%	31.4%
Industrialized	25	124.0	474.2	57.5%	20.5%
LAC*	35	17.0	102.9	28.9%	16.3%
Transition	35	80.0	187.2	21.0%	20.4%

Table 6 Travel Time, Road Infrastructure Expenditure Ownership and Mode of Travel.

Local Government Module

<i>Region</i>	<i>Revenue/ person (US\$)</i>	<i>Capital expenditure/ person</i>	<i>Employees/ 1000 pop</i>	<i>Wages as % of revenue</i>
Africa	22	16		41.7%
Arab States	47	31		43.6%
Asia	289	287	11.0	40.5%
Industrialized	2,999	586	23.6	37.9%
LAC*	177	60	20.6	40.2%
Transition	277	85	4.5	15.7%

Table 7 Local Government Revenue, Expenditure, Employment and Wages.

Housing Module

<i>Region</i>	<i>House price: Income ratio</i>	<i>House rent: Income ratio</i>	<i>Floor area/ person (m²)</i>	<i>Permanent dwellings</i>	<i>In compliance with regulations</i>
Africa	6.3	24.1%	10.0	66.3%	52.4%
Arab States	9.7	18.8%	13.6	84.1%	76.9%
Asia	8.5	24.6%	8.1	67.5%	47.3%
Industrialized	4.4	20.0%	41.2	98.9%	97.0%
LAC*	3.7	19.2%	16.0	79.8%	70.0%
Transition	11.2	4.6%	18.3	99.3%	96.9%

Table 8 Housing Affordability and Adequacy.

Region	Land development multiplier	Infrastructure expenditure/capita (\$)	Mortgage: credit	Housing production/1000 pop.	Housing investment/city product
Africa	3.6	28	10.0%	6.0	11.1%
Arab States	3.8	73	9.6%	5.2	8.8%
Asia	3.7	19	4.1%	15.3	10.1%
Industrialized	3.6	588	30.9%	4.9	4.0%
LAC *	2.4	152	21.6%	8.2	23.7%
Transition	4.7	95	10.8%	2.5	3.8%

Table 9 Housing Provision.

Global Policy Related Issues Presented

Indicators below were presented to make global comparisons of the state of human settlements and how it affects the well being of the people. These indicators are only a few of those made available to delegates. This information assisted in setting global policies and strategies.

Demographic Trends

Population growth rates, urban residential densities, and household sizes are higher in poorer regions where Asia takes the lead. But the overall common trends in urban population growth gave indicators of stress experienced in meeting needs of the growing population.

Social Economic Issues

- It was reported that 20% of population in developing countries has three times the income of the richest 20% of households in least developed countries.
- About a third of all urban employment is informal. In the lower income countries more than half is informal.
- In developing and transitional countries female headed households have more than twice the rate of poverty.
- In lower income countries one third of all households and almost a half of women headed households are below the poverty line.

Infrastructure Services

- North America use double the water per person as western European cities and seven times that of African cities.
- Water costs per cubic meter US\$ 2.50 in France, US\$ 0.50 in the Arab States and US\$ 20 in Africa and it takes most of the household budget.
- Less than 40% of households are connected to water in African cities and less than 50% to electricity while 30% do not have access to clean water.

- More households have telephones than sewerage in least developed countries.

Transportation

- Cities in least developed countries have only US\$ 5 per person per annum to spend on roads.
- Car ownership per thousand population is 26 in the least developed countries, 94 in all developing countries and 474 in highly industrialized countries.

Housing

- In least developed countries, more than 50% of housing is informal and 40% is made of temporary materials.

Other very interesting finding presented were the indicators of the housing sector performance which are dependent on enabling or non-enabling strategies of countries.

Countries that support enabling strategies have more affordable and larger housing than similar (similar in terms of GNP) countries which do not. An indicator of a non-enabling strategy in a country is overcrowding measured by the following ratios: persons per square metre, or households per housing unit.

Enabling strategies discussed and agreed were:

- protection of property rights,
- development of mortgage finance facilities,
- provision of residential infrastructure,
- competitive organization of the building industry.

Country Experiences in the Collection of Indicators

For most countries these indicators were collected and presented consistently for the first time. It was recorded by the Indicators Programme, during the presentation of the experiences of Anglophone countries in indicator collection, for Uganda, Tanzania and Zimbabwe, that:

- Indicator collection offered a chance for many countries to improve the existing collection and monitoring system. However, some countries were collecting such indicators for the first time.
- Most of the data were scattered and were sectoral based.
- There is poor information and data base.
- Available data were out of date.
- Existing information bases were inadequate especially in small towns.
- Available data were not disaggregated by gender.

- The capacity of the staff in data collection and use in planning was low.

Future Directions in Indicator Collection After Habitat II

In the conference, countries agreed and committed themselves to

observing and implementing the Habitat Agenda as a guide for action within our countries and will monitor progress towards that goal. Quantitative and qualitative indicators at the national and local levels, which are disaggregated to reflect the diversity of our societies, are essential for planning, monitoring and evaluating progress towards the achievement of adequate shelter, shelter for all^{1/4} age and gender sensitive indicators, disaggregated data and appropriate collection methods must be developed and used to monitor the impact of human settlements policies and practices on cities and communities...

Chap. III sec F para 34 of the Habitat Agenda

In addition to these strategies in the agenda the dialogue on indicators which ran parallel to the conference provided proposals on future directions in indicator collection and use.

Countries discussed and agreed that indicator programmes should be extended as a monitoring tool on sustainable urban growth and reduction of poverty.

It was further elaborated that the programme should:

- be sustainable,
- provide data from all levels and aim at community empowerment,
- be focused (coordinated) at the local authority level,
- be gender sensitive,
- develop the capacity of local staff in collecting and using for planning and monitoring.

Proposed Future Directions for Tanzania

The proposals below are based on the best practices presented in indicator collection for Habitat II. Countries which demonstrated these practices received special awards during the conference.

Sustainability of Indicator Collection Programmes

In all developing countries, and in some countries with a transitional economy, use indicators for planning and monitoring development programmes. However developing countries are not very consistent. To

monitor their national plans, developing countries, including Tanzania, will have to develop it and establish indicators in all urban centres.

India demonstrated this and Tanzania has a lot to learn from them. India, despite of suffering from overwhelming urban problems, has developed a sustainable data base. The indicator collection process was initially funded by donors but has now been taken over by state and local government in 19 cities! The resulting data base gives an outstanding perspective on Indian urban life and provides a sound base from which the country plans of action can proceed. A copy of their report was given to the Tanzanian delegation.

Community Based Indicators and Community Empowerment

During the conference it was noted that data collected was at a high geographical level of aggregation (city level). Information about groups and areas within cities is rarely available. Therefore relative conditions of e.g. disadvantaged groups in squatter communities are not readily assessed or disseminated.

In this respect, countries such as Tanzania, can learn from the United States of America which was given the first place award for best performance by a developed country. Apart from compiling indicators from 75 American cities and producing a book called *A Cities Book*, they conducted a range of community based activities aimed at empowering local communities by providing them with relevant information about the problems faced by their communities in comparison to other neighbouring cities.

Local Government as Prime Focus for Indicators

It was also agreed that local governments are the prime focus for indicators since most local governments are multi-purpose units which deliver multi-purpose services, highlighting the need to examine the whole activity of local governments in an enabling framework. Furthermore, current trends towards decentralization of service delivery from central governments are increasing the need for improved governance at local level.

Tanzania can learn from Brazil where the city of Rio de Janeiro received an award for best performance by local government. The city constructed a detailed and extensive indicators data base which is now routinely used in local planning and settlement upgrading activities.

Capacity Building

Uganda was among those awarded for building a capacity and an institutional framework. The indicator collection in Uganda was promoted by constructing a first rate and carefully planned capacity building programme. Officers from different municipalities and government depart-

ments were brought together to discuss problems of urban growth, monitoring and data sharing. In order to monitor the implementation of the National Plan of Action in Tanzania, the indicator collection process need to be straightened and a comprehensive process similar to Uganda be implemented.

Gender Awareness

Tanzania was also awarded for conducting surveys in four urban centres and attempting to include gender issues within the indicators framework.

In the future indicator collection, however, a more detailed and comprehensive gender sensitive collection of indicators is required. Tanzania will benefit more this time if it makes use of the suggested book (survey instrument) from UNCHS *Monitoring Human Settlements; Taking Gender into Account*. This survey instrument was not exhaustively used in many countries and Tanzania is no exception. The book is a very good guide to gender sensitive collection of data.

Conclusion

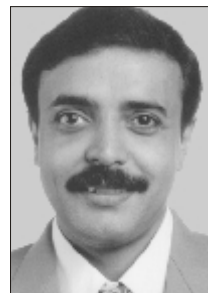
Through the collection, analysis and discussions at both national and global levels (i.e. at the preparatory stage and at the conference in Istanbul), the programme developed a solid foundation of expertise on which to build policy monitoring activities in future.

Housing Policies

with Emphasis on the Indicators Programme, Capacity Building and Finance

Subrata Chattopadhyay

Architect, Planner
Indian Institute of Technology,
Kharagpur, India



Introduction

A world conference was called by the UN General Assembly and was held in Istanbul 3 – 14 June 1996. The main areas of concern were urbanization and ways and means to improve our living environment. This conference was dubbed “The City Summit” and quite understandably its aim was to make the world’s cities and towns healthy, safe, equitable and sustainable.

Habitat II brings to an end a remarkable continuum of United Nations Conferences held in this final decade of the century. They are rewriting the UN’s economic and social agenda with a more holistic, more humane message about our global problems and the cooperative solutions they require in the new century.

Secretary-General of Conference Wally N’Dow.

This paper is divided into two parts. The first part highlights the key issues and debates that were raised and discussed in the Habitat II conference. The following part of the paper deals in more detail with the issue of Housing Policies with an emphasis on the Indicators Programme, Capacity Building, and Finance.

Key Issues

The United Nations’ conferences in the past had been mainly conferences of governments. But in Habitat II, the role of NGOs was among the main themes, focusing on decentralization policies and how to coordi-

nate with local governments. Some other key issues discussed during the course of Habitat II are as follows.

Migration

Successful tackling of the issue of migration is the key. It is known that the urban centres of the developing countries are reeling under the pressure of rapid urbanization. Migration is the second largest factor next to natural growth causing this. Policies need to be laid out to tackle this situation. Whether the cities growth can be checked by making the hinterland more attractive has haunted planners and decision makers for a long time. Urbanization however seems to be an inevitable, irreversible and universal phenomenon. Enabling strategies to mobilize one's own resources seems to be the only solution to this impasse.

Youth Forum

Youth are the hope for the future. Their role as agents of change in their countries was emphasized by *Wally N'Dow*. He took personal care to see that hundreds of young people from all over the world came to Istanbul.

Private Foundations

They have a big role to play in the future. The governments in most developing countries lack funds to meet even existing commitments, leave aside new challenges. Here comes the role of private foundations. The UN Conference provided a forum for them to meet and explore strategies to secure resources required for basic needs like shelter and employment. *Wally N'Dow* urged the Foundations to extend their expertise to governments. He also expressed that foundations have a big role to play in terms strengthening local organizations. "None of the goals of UN will ever be achieved as long its governments act among governments," said *John Richardson*, European Foundation Centre.

Balance in Planning

The theme of the plenary session of the Professionals and Researchers Forum was to redefine the role of city planners. Strengthening of local authorities is vital as they are closer to the grassroots and are better positioned to know people's needs and capabilities.

Partnership

While keeping with the main theme of partnership between different authorities and agencies, the legislators were identified as the main custodians of sustainable future. The Secretary-General admitted that the

concept of global city was coming soon. He asked the parliamentarians to address the needs of a new environmental governance.

Self-reliance

City improvement need not necessarily mean laying of infrastructure. Initiatives that enthruse individuals to uplift their living conditions are equally important. In India, the Sewa Bank, which was awarded as one of the Best Practices, provides soft loans to poor women which they can invest in small businesses and improve their physical environment and economic conditions.

Are Conferences Useful?

Conferences have often been criticized for their huge cost involvement and lack of achievement. Speaking on this UN Secretary-General *Boutros Boutros-Ghali* said:

I wish ... to state, in the strongest possible terms, I consider the conferences of UN central to the work of the organizations, essential to the fulfillment of its mandate, and crucial for the determination of the future life on this planet.

Helping Urban Slum Dwellers is not Expensive!

The World Bank which is the largest financier of urban projects said that only US\$ 100 per person could provide slum dwellers with decent living conditions provided there was community participation and the right government policies. An analysis showed the average cost for basic services in dense urban areas is about US\$ 83 per person in Africa, US\$ 116 in Latin America and US\$ 32 in Asia. These estimates are particularly important looking at the overwhelming figures of 200 million people with no access to safe drinking water and 420 million with no sanitation services in the developing world.

N'Dow said that water scarcity was the most critical factor causing conflicts. He urged the city officials and NGOs to stress cost effectiveness, better technology and new management systems to cope with this problem.

The Debate on Housing Rights

This is one single issue pushed vigorously by some countries and vehemently opposed by the United States. The question is how to interpret it; is it enforceable? The general consensus said it would ensure that countries took steps to provide housing or an environment that enabled the private sector to provide housing. Following the debate, the term "right to adequate housing" was dropped from the document's preamble, but left in other sections. Water and sanitation were included as major elements for adequate standards of living in addition to food and clothing.

The governments' responsibility to prevent discrimination of housing applicants was highlighted.

Equal or Equitable?

These seemingly harmless words sparked off a significant controversy. It was argued that the word **equity** was more suitable for adoption. **Equality** was said to be the state or instance of being equal in number, amount, ranking and meaning. It was stressed that when it comes to women, the word should definitely be equity and not equality. Equity was considered to be fairness and justice, and equitable fair and just. The debate arose when a committee was discussing paragraph 58 in the global plan of action, which read "...to eradicate legal and social barriers to the (equal and equitable) access to land, especially the access of women, disabled people and old and vulnerable groups..." The Women's Caucus proposed to delete the term equitable, and thus the confusion. Ultimately the committee agreed to have both the terms.

Sustainable Cities

There was difference of opinion in the way different groups defined sustainable cities. The European Union and the United States wanted a provision to mention that people should live in harmony with nature. The Group of 77 on the other hand emphasized harmony with cultural heritage, values, traditions and economic and social sustainability in addition. The US introduced an amendment concerning health problems related to lead, to which the G-77 said that it was too specific, and that health hazards were the result of many more metal contaminants. The lead paragraph was later adopted.

Housing Policies

The Indicators Programme

UNCHS has defined indicators as those which point to a desirable outcome, to "which way is up" in the policy arena. There is always a dearth of data at city and urban area levels. This is a tremendous handicap for formulating urban policies both in the developed and developing countries.

Accurate and timely data on the key policy variables at city level are required, as well as performance indicators which measure conditions and changes at city level. It is this gap at the interface between policy and data that the Indicators Programme addresses.

Indicators Newsletter, UNCHS 1995 volume III.

The hierarchy of data required for policy formulation can be shown as follows:

raw data statistics indicators indices

The raw data, unless processed, is of little use for policy formulation. After processing they can be laid out into statistical tables. A further processing of statistics brings forth pointed indicators or trends on which further policies could be built. Examples of indicators include GDP, growth or unemployment rate which are universally recognizable indicators of performance. At the highest level are indices like social development index or price index. Some housing indicators which can help formulate housing policies in our countries as laid out by UNCHS are:

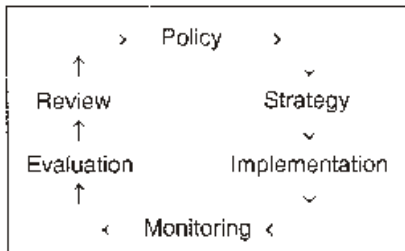
Affordable and Adequate Housing

Indicators for affordable and adequate housing are tenure type, owner occupancy, homelessness.

Housing Provision

Indicators for housing provision are mortgage loans, employment in construction, evictions, female property rights, etc. The figure below is the model adopted from UNCHS, which illustrates the use of indicators in policy.

It is encouraging to note that several countries have come forward and adopted the UNCHS Indicators Programme. Among the 118 participating countries the largest activity was from India where data from 18 cities have been compiled and processed. The cities chosen show a wide range of fluctuations from mega-cities like Bombay to religious cities like Varanasi. The sources of data were the national census, sample surveys, city master plans, state statistical and planning offices, annual reports, research reports of academic institutes and interviews.



UNCHS Model illustrating the use of indicators in policy.

Useful inferences were drawn from these programmes. Crime for instance is not seen as a function of poverty but inequality of income and city size. The highest theft rates were reported from some of the largest cities like Bombay. This programme in India is expected to go a long way towards city management and policy formulation and set the ball rolling for other cities to join this process.

Capacity Building

The term was the buzzword in the Habitat II conference. Cities across the world are faced with problems which they find hard to cope with. Rapid urban growth threatens to burst the world's large cities from their seams. Tied to that are the lack of housing, unemployment, unsanitary conditions of living and so on.

The concept of capacity building in a nutshell says to get things done, so that there is no homelessness, no pollution on the streets and there is water in the pipes. Capacity Building is about making the right conditions to make all that and more happen. It includes training for people and also seeks to ensure that the right atmosphere and right motivation are created in work places, which stimulates the employees to give of their best. Listening to people is the single most important issue.

The areas where capacity building is necessary are:

- Human Resource Development
- Organizational Development
- Changes to institutional framework.

In most of the urban issues today partnership is of vital importance. It could be between Public and Private bodies or local and central government among others. But unless all partners are strong, the partnership falls through. Therefore it is essential that one keeps increasing one's capacity. Capacity Building for better cities thus demands strengthening and improving the abilities of staff and organizations so that they can perform their tasks in a more effective, efficient and sustainable manner.

Let us look into the three dimensions of Capacity Building more closely.

- Human Resource Development: As already stated it is not only training and optimal use of the knowledge, skills, and creative abilities of the employees but also creating condition conducive to better and productive working. These include among others, pay scale, career prospects, office atmosphere. Equally important are pre and post training activities which need to be linked up to the training process.
- Organizational development: The two major subdivisions under this could be:
 - Organizational level.
 - Inter-organizational level.

The former includes the organizational structure and management styles, job description, pay scales, room for future development and others. Other important factors are shared norms and values among staff, their commitment, budgetary support. An organization should be able to adapt to changes when called for. It should aim to develop individuals, groups and the organization as a total system.

The latter includes networks and the functioning of interrelated departments and organizations, especially when decentralization is the key word. This means involving the private sector, NGOs and CBOs.

- Institutional and Legal Framework: Among the important aspects under this are current policies, public service laws, regulation, budgets, role of state and its fiscal powers. Intervention into this aspect has usually been top-down instead of bottom-up with central government effecting changes at state and local levels.

The core recommendations for capacity building based on the executive summary and recommendation published by the Institute for Housing and Urban Development Studies, Netherlands are briefly stated below:

- Develop capacity building strategies from the very start of urban development,
- Prepare capacity building policies that recognizes the different stakeholders,
- Undertake capacity building activities,
- Introduce measures to widen the supply responsive to demand,
- Integrate capacity building and implementations,
- Coordinate with institutions practising capacity building,
- Introduce training programs,
- Prioritize monitoring system.

Finance

This is a single issue which is probably the biggest concern for all developing countries. It is all right to have good policies for development, elaborate paper plans and theoretical jargons about evaluation, monitoring and so on. But when it comes to implementation, the entire mechanism can come to a standstill for lack of funds and budgetary allocations.

What is the solution, or is there one?

The Habitat II experienced loud debates on the G-77 "...pushing hard for new and additional resources from the international community. Predictably rich countries are saying they have no money to spare." (Habitat Watch, 12-6-96).

But is the problem only solvable with external aid? The answer should be no. Aid and grants can work only for a small part of the problem. Countries should generate self-sustaining mechanisms so that they have sustainable development. Lack of resource is a serious drawback, but mismanagement of the available resources and wrong priorities for expenditure are no mean aspects. Drastic policy changes are required to overcome these problems. Policies should focus on creation of jobs. Physical development loses its meaning unless economic development is assured. In fact the era of grants and subsidies is over. The affordability question of people is most important. Thus when we talk of hous-

ing shortage, it is often the housing demand and not the housing need which is important.

Several savings-linked incentive policies are now spelt out. The finance institutions are by and large operating on the policies of savings to credit, differential rates of interest where poorer sections repay loans at concessional rates for a longer time period. The concept of cross subsidy plays a key role in this. But a question often coming to our minds is that often the cheapest houses are much beyond the paying capacities of the target groups. The indicators programme in India points out that the house price to income could be as high as 11% in the city of Bangalore, compared to healthy values of around 3%. The building codes may be largely responsible for this, since they set such stringent conditions often with little relation to the place and people, that costs sky rocket. They need to be revised and changed suitably. "Kill the building codes and build new ones," said *Michael Cohen* of World Bank in one of the informal meetings during the conference.

Let us consider some of the examples that work well around the world.

- Beyond Shelter is a social organization in Los Angeles. Their chief tasks have been:
 - To provide shelter for the homeless,
 - Build capacity for gainful employment,
 - Social and economic independence,
 - Orientation classes are conducted to train people to cope with different stress conditions in homeless families.
- An experience from Brazil on home improvements where some NGOs are working on the principles of "gramin bank" where the bank goes to the people. They are operating on small time frames as it is easier to function as well as monitor. The time period is 12 months. Savings, subsidy and credit are the subsystems within the system. For each unit of saving a matching subsidy and credit are paid to groups of people. The groups usually consist of 10 to 15 people which also fosters the concept of cooperatives.
- Financing and credit models for housing improvement in Costa Rica by Fuprovi, an NGO, is note worthy. A seed capital is paid to Fuprovi by SIDA the Swedish International Development Cooperation Agency. The repayments and service charges are paid by people to Fuprovi, which creates a revolving fund. The services rendered by the NGO are:
 - Technical support,
 - Acquisition of land,
 - Grant of land deed,
 - Preparation of drawings.

Examples are numerous, the above are just a few selections by the author. The point is that somewhere, some good is being done. It is very important to note successful cases from across the world and develop models best suited for specific regions.

Conclusion

It should be mentioned here that though the aspects such as the indicator program, capacity building and finance have been addressed separately here, they are interrelated. These aspects are not isolated and one has to take a holistic view of such interrelated aspects.

Habitat II is over, but the task is anything but over. A lot of issues were raised, ideas thrashed out, paragraphs of large volumes painstakingly read and attempts made to come to a consensus. These now need to be followed up in each individual country. It is a responsibility of the government delegates, members of NGOs, members of youth forums, women's caucuses and all those who had anything to do with Habitat II to report back and create awareness in their countries, in their respective fields.

The major thrust has been towards local governments assuming a bigger role. On the question of awareness, one wonders if Habitat II could muster enough attention. Also important is whether there was a balance among the various participants in terms of their professions. It is true that urban management and development decisions are not only the prerogative of government agencies. The people from the grassroots level have a much more strong say towards deciding what they need and what is best suitable for their cases. There were participants of all cross sections of society and probably all walks of life. However, the author still feels that there was not enough pre-conference awareness among people in general. About the post-conference follow-up and awareness, only time will tell. The other area where one feels a little apprehensive about is the interest and involvement of academics in the conference. Did the academics have a loud voice is the question long haunting the ones coming from the same profession.

But there are many things to feel satisfied about. Just to think of the scale of operation, it was conducted extremely well. It has shown the path to several such fora of the future. The NGOs are already contemplating a meeting after the turn of the century. People, regardless of their origin and profession, have been able to reach out to one another and share and take home each of those experiences. Let us only hope that we have learned about others' experiences and not make the same mistakes that they have already done. Let us prove that the proverb, "history repeats itself," is wrong, at least in this count.

Land Management and Administration

for Sustainable Human Settlement

Wilfred K. Anim-Odame

Valuer/Real Estate Appraiser
Land Valuation Board
Accra, Ghana



Habitat II

Habitat II was short for an International Conference on Human Settlements organized by the United Nations General Assembly in Istanbul, Turkey from June 3 – 14, 1996. It was the second UN Conference on Human Settlements, and the aim was to review the experience since the first conference organized by the UN in Vancouver, Canada in 1976.

Habitat II was a conference on managing urbanization and improving our living environment with special reference to cities. It was therefore referred to as the City Summit.

The Habitat II Agenda consists of issues related to adequate shelter, sustainable human settlements, enablement, financing, capacity building and international cooperation, among others.

Matters Arising

After days of haggling, delegates declared a qualified victory in the heated debate over whether adequate housing should be recognized as a right in the Global Plan of Action for Habitat II.

The United States led efforts to prevent recognition of such a right, but bowed to pressure from developing nations to include it. This issue therefore commits governments to the goal of adequate shelter, that is healthy, safe, secure, accessible and affordable and that includes basic services, facilities and amenities; and the enjoyment of freedom from discrimination in housing and legal security of tenure.

After housing rights, the next most controversial issue on the conference agenda was the funds to make things happen after Istanbul. Thus, at the heart of the conference was a single word: MONEY. Developing nations want it – and they do not think anything should stand in the way

of their pursuit of economic growth. Industrialized nations want it, too – but they also want to protect the environment, which can be costly.

The responsibility for providing houses was said to be at home. As Habitat Secretary-General *Wally N'Dow* pointed out, “I cannot sit in my village in Gambia and expect someone from Australia to come and build me a home.”

However, the problem of money is still daunting and beyond the capacity of most governments, rich or poor, to solve on their own. That is why partnership between governments, business sector, local authorities, professionals, NGOs and other actors was highly recommended at the conference.

It was envisaged that creating an enabling environment for these partners should not become a euphemism for inaction by governments. Governments were therefore advised to cut down military expenditure, and put that lucrative little pot of money into solving city problems.

Habitat would truly make history if it initiated a “guns for houses” campaign, said the Habitat Secretary-General. At stake therefore was the economic philosophy which the conference recommended to governments around the world trying to cope with the massive growth of cities. The philosophy will be a factor in deciding how to follow up the 113 page Agenda to make cities more liveable in the 21st Century.

After days of tense negotiations, delegates to Habitat II reached an agreement that endorses the role of the Centre of Human Settlement in the conference follow-up, as part of a delicate agreement that balances the interests of various groups. The agreement reached referred to the continued role of the Commission on Human Settlements, as well as the Centre, both of which are located in Nairobi, Kenya. However, it called for the UN Secretary-General to provide additional human and financial resources to the Centre, within existing resources.

Some solutions to the problems discussed at the conference were provided at the exhibition held at the World Trade Centre in Istanbul where over one thousand companies displayed building technologies under the theme “Good Ideas For Better Cities.” That is, while the conference provided the words that were to be taken away from Istanbul, the International Trade Fair (Exhibition) was about the real stuff that homes are made of. Displays ranged from brick technologies, to prefabricated houses made of polystyrene, to the interior of a Pakistani home decorated with local materials.

Exhibitions of how to insulate roofs from rain or how to keep houses warm or cold using the latest, cheapest and most environmentally friendly technologies were very popular.

Also, while architects talked about how to preserve old buildings, surveyors demonstrated their services in land titling, management and administration.

Cities all over the world were urged by the World Health Organization (WHO) to develop a Healthy City Programme by the 21st Century. It was also amplified that urbanization is a part of human culture and govern-

ments cannot slow this inevitable trend. Public authorities, citizens, governments, NGOs, and the private sector must all work in partnership to control diseases in rapidly growing human settlements.

Leaders of the conference also declared at the Opening Session that urbanization is a challenge, not a curse, and that it cannot be stopped regardless of the problems and difficulties. On the contrary, it was noted that in most parts of the world, the mass exodus to cities has already led to greater urban poverty and misery, more homelessness, inadequate infrastructure, higher unemployment rates, accelerated social disintegration and increased crime.

It was estimated that by the turn of the century, more than half the world's population will be living in the cities, with three quarters of this number in developing countries.

Habitat II is the last major UN Conference this decade. It was preceded by the UN Conference on Environment and Development in Rio in 1992, the UN Conference on Sustainable Development of Small Island States in Barbados in 1994, the World Conference on Population and Development in Cairo in 1994, and the Fourth World Conference on Women in Beijing in 1995.

Land Management and Administration

Land Tenure

The issue of high pressure on land for various uses due to the rapid population growth and urbanization was highlighted at Habitat II.

The need for defined and secure property rights is therefore inevitable. Discussions at some of the NGO fora revealed the complexity of land transactions especially in developing countries. This was attributed to the relatively cumbersome procedures as well as the attitudes of the actors in the land market.

In the case of Ghana, the Lands Commission Secretariat has a vital role to play by streamlining the current land registration procedures in a more scientific approach. The use of information technology such as computers for record keeping of interest in land will improve the current situation. This shall go a long way to provide a fair, efficient and effective land data base.

It is vital for all interest holders in land to possess a degree of security of tenure which guarantees legal protection against forced eviction, harassment and other threats, as held by the conference. These interest holders as stated at Habitat II should be able to enjoy certain legal rights, among which are:

- 1 the right to secure exclusive occupation of the land,
- 2 the right to exclusive use of the land occupied,
- 3 the right to the free transfer of an interest in land according to the land laws of the country,

4 the right to transmit land by inheritance.

Governments were consequently advised to take immediate measures aimed at conferring legal security of tenure on those households currently lacking such protection: a very good message for the Ghana Government.

Also, unqualified persons are not permitted to act as agents in land transactions whilst registration bottlenecks such as delays, lost of files, corruption and falsification of record information were deemed harmful to land management and administration which have to be eliminated. Such steps have to be taken in genuine consultation with affected persons, groups and departments.

The issue of public education on land tenure systems was also considered necessary.

Cadastral Register

The preparation of cadastral maps for human settlements for boundary demarcations was declared essential at Habitat II. Thus, definition of interest in land is generally related to definite and accurate measurements of the relative position of the land. It was therefore recommended that pictorial representation of such information as site plans should be done in a more modern and scientific way. This system was said to be an efficient mechanism for establishing a more reliable land data base.

Hence, the current cadastral survey works by the Survey Department of Ghana as part of the Land Title Registration process is very laudable. This system has to be adequately supported and the department has to be provided with more technical facilities such as equipment, vehicles, boots, raincoats, etc. for efficient performance.

Also, departmental problems like lukewarm attitude of workers, unnecessary delays, corruption, negligence and lack of professionalism have no place in effective land management and administration system as revealed at Habitat II.

Land Values

Cadastral maps prepared by the Survey Department have been recommended as important data base for land value assessment. The Land Valuation Board in Ghana can therefore adopt these maps as basis of drawing separate cadastral value maps.

These maps as disclosed during a forum on Land Value and Taxation should provide data on such facts as land values per square unit of plots of land, the nature of the housing areas, land use pattern, and other relevant factors.

Also, these maps can be made more useful by providing additional information, such as:

- cadastral codes for residential properties, commercial centres, industries, etc,
- area codes (city/town codes, land codes, dilapidated building codes, neighbourhood codes, etc.),
- general and specific cadastral codes.

It was suggested that these data should be constructed in a hierarchical system, should be given adequate publicity and be made accessible.

Once the initial assessment of land values is completed, it is relatively easy and less expensive to keep such values updated in the system. New statistical models can be developed later to make the continuous assessment of values even more efficient. These new models as recommended can be based on the fact that there is a coherent relationship between land value per se and the value of superstructure. The ratio however, is not proportional, but exponential. For example, expensive houses are found on expensive plots, and vice versa, *ceteris paribus*.

The basic principle is that for each of the individual sectors, figures of open market values are available and can be adopted for comparable areas.

Land Taxation

It was disclosed at Habitat II that the value of land and natural resources is the appropriate source of funding for community needs to provide health services and facilities, educate the people, for infrastructure and utility services as well as to provide for safe and secure environment.

The earth was deemed not to be a source of private profit, as it was the creation of no human effort. Thus, under an earthshare system, there is the need to have significant dividends to distribute as royalties to every child, woman and man in all societies.

It was also proclaimed that if taxes are minimized or removed from labour and productive capital, there can be a great jubilee as the wealth of the land and resources can be fairly and abundantly shared by all.

The good news of the "Liberty State" of Pennsylvania was cited during discussions at the forum. Fifteen cities in the Pennsylvania State have led the United States and indeed the world in pioneering a fair, efficient, and effective property tax system based on earthshare principles.

Property tax is of two types: one on building values, and the other on land values. The former is the currently being practised in Ghana. The distinction between the two systems is an important one, as these systems have significantly different impacts on incentive motives and development results.

Pennsylvania's innovative approach to property tax system clearly makes this important distinction between land and buildings. According to the Tax Expert from this State, tax is decreased or removed from buildings, thereby giving the incentive to maintain, restore, and improve properties, and the levy on land values is increased. According to him,

this discourages land speculation and profiteering in land. This “split-rate” or “two-tier” tax approach was said to free labour and productive capital while collecting the “earthshares” of the land and resources base is for the benefit of the community as a whole. That is, the system is a practical mechanism whereby earth resources can be fairly shared by all.

It was argued that taxing the land values while decreasing or removing taxes on buildings encourages owners of under-utilized urban land to improve their properties. This system gives a positive incentive for operators in the property market to provide shelter while land speculation is penalized.

The significance of this system is not primarily to encourage development per se, but rather to assure that the benefits of development be widespread.

The concepts of sustainable development can be therefore achieved in a better way.

The Land Valuation Board in Ghana can conveniently be assigned the role of the Value Assessment Authority under the Land Value Tax System. As prescribed in the presentation at Habitat II, there shall be the Chairman of the Assessors (Qualified Valuers) which shall constitute the so-called Value Assessment Council, and this Council shall be responsible for all land and property assessment for the subject tax system. It is however necessary to support the Land Valuation Board financially and technically through the provision of adequate, modern and scientific equipment; and sufficient logistics.

Pursuant to these facts, I feel obliged to recommend the Land Value Tax System of property taxation to the Ministries of Finance and Land and Forestry as well as the policy-making body of the Ghana Government for their perusal.

Human Right to Adequate Housing

At first glance, it might seem unusual that a subject such as housing would constitute an issue of human rights. However, a closer look at international and national laws, as well as at the significance of a secure place to live for human dignity, physical and mental health and overall quality of life, begins to reveal some of the human rights implications of housing.

Adequate housing is universally viewed as one of the most basic human needs and therefore considered appropriate and necessary for Habitat II.

As important as adequate housing is to everyone, the UN Centre for Human Settlements (UNCHS) estimates that throughout the world over one billion people live in inadequate housing, with an excess of 100 million people living in conditions classified as homelessness.

Access to drinking water and adequate sanitation facilities are additional basic needs which were also considered relevant to Habitat II.

According to figures released by the World Health Organization, 1.2 billion people in developing countries do not have access to drinking water and 1.8 billion people live without access to adequate sanitation. These figures serve to illustrate the enormous scale of the global struggle to fulfill the right to adequate housing.

It is therefore not surprising that Habitat II delegates reached a consensus on the right to housing – the most contentious conference issue – with language committing governments to “full and progressive realization” of the right to adequate housing.

Best Practices

Best Practices are defined as actions, initiatives or projects which clearly demonstrate the commitment of people, their communities and a wide range of stakeholders to implement lasting solutions to their urban problems. They provide valuable lessons and serve as examples for further application whether in a similar or adapted form. Many of them address critical areas such as access to housing, job creation, land management and administration, and basic services, environmental rehabilitation and the social integration of women, men and the youth.

The international community has adopted a common set of criteria and a unified reporting format for classifying best practice submissions. To qualify as a Best Practice, all case studies must respond to the following criteria:

- Partnerships: between two or more key actors like the central and local government, NGOs, private and public sector,
- Sustainability: ensure lasting impact,
- Gender: roles and responsibilities of men and women,
- Innovation: employ innovative processes, procedures, systems or technologies,
- Transferability: potential to be replicated elsewhere.

To promote the Best Practices spirit of initiative, the Habitat Awards of Excellence in improving the living environment were established. The Municipality of Dubai and the Tokyo Metropolitan Government are the cosponsors and 12 awards. They were presented on June 4, 1996 during Habitat II to the most deserving initiatives, in recognition of their outstanding contribution to the development of sustainable human settlements.

Partnership

A loud and clear message was sent to the entire world during the Opening Session of the Conference by the UN Secretary-General *Boutros Boutros-Ghali*. The message is that national governments, local authorities and various private groups, many of whom have never before directly participated in a UN Conference, should build on partnerships

formed in Istanbul to secure adequate housing, employment and basic services for all.

The success stories highlighted through the Best Practices Initiative, gave the Conference a “unique flair” and was “a guarantee of partnership’s practical impact.”

Decentralization of Local Government

The decentralization of public administration and devolution of powers is normally said to be a global phenomenon but in Africa it is painstakingly slow.

As city officials (mayors) from around the world shared ideas at Istanbul on how to improve urban life, a gap between those who have the power to make change happen and those who do not was quite obvious.

Whereas municipal leaders in American, Latin American and some European countries (e.g. Sweden) can decide which ideas to put into action after Habitat II, their counterparts in other European countries and Africa cannot make decisions or spend money without approval from their national governments.

Driven by world trends, cash-strapped local authorities on the Africa continent did muster enough courage at Habitat II to openly challenge their governments to let them manage their own affairs.

It was disclosed that some have even by-passed central government preferring to approach international donors on their own for funding. A case in point is the Accra Metropolitan Assembly in Ghana. It is therefore worth quoting the mayor of Accra Mr. *Nat Nunoo-Amartefio*, “If government gives us authority to raise our own revenue we ought to go out and talk to the World Bank directly.” The Accra Metropolitan Assembly has already done so, securing for itself a series of funding projects relating to human settlements giving an impetus to other urban authorities.

African mayors from Ghana, Senegal, Sierra Leone and Lesotho argued for greater decentralization of powers to make cities function better. Governments of these countries should therefore give them the opportunity. The classic case of Sweden is typical for emulation. Hence, the declaration at Habitat II that 21st Century would be the century of the cities and their inhabitants is worth nothing.

Forced Evictions

International negotiators at Habitat II agreed to oppose “forced evictions” of tenants and other land users which violate human rights. Right to adequate housing was said to cover protection and redress from forced evictions that are contrary to the law.

Other issues of forced evictions including mass evictions to make way for development projects and raids on squatters proved one of the most intractable problems at the conference.

The subject issue also relates to forced evictions of tenants in Ghana for non-payment of unreasonable rent advances and/or “goodwill.” This unfortunate situation needs a redress under the agreed human rights for adequate housing.

However, when evictions are unavoidable, governments or affected bodies are advised to ensure that appropriate alternative suitable solutions are provided, meaning that communities or affected land users must be consulted and should agree to relocation and rehabilitation.

Conclusion

Habitat II which is the century’s biggest and last international conference on human settlements was very important and beneficial to the human race. A central task at the conference has been to build on achievements of the 1992 UN Conference on Environment and Development (UNCED) and to provide new impetus to environmental priorities related to human settlements which was really achieved.

It also succeeded to create a meeting place that for the first time included sectors of the society in a UN Conference that have never been officially included before, such as the mayors, local government officials, business representatives, trade unionists, and parliamentarians. Their inclusion is significant because it sets a precedent for their inclusion in future activities of the UN.

The Best Practices Initiative has been perhaps the conference’s most useful element, providing delegates and other participants an opportunity to see the results of programs that have worked successful under an effective land management and administration systems. Delegates and other participants found the Best Practices Initiative useful. It is hoped that all participants at Habitat II will carry these BEST PRACTICES home for implementation.

Moving People not Cars

He Jianqing

M.A. Senior Urban Planner
China Building Technology
Development Centre
Beijing, China



Habitat II: Some Keywords

Our Planet, our cities, our home.

During June 3 – 14, 1996, in Istanbul, a city which is the only one in the world built between the two continents, the Second United Nations Conference on Human Settlement known as Habitat II: City Summit was convened. There were 10 dialogues relevant to the cities in the 21st century discussed at this conference with other parallel activities such as the NGO Forum, Exhibition-Best Practices, Trade Fair, etc. The official delegates from all over the world worked on Agenda 21 during the conference. The conference focused on **addressing challenges of rapid urban population growth**, searching for solutions to the **common problems, taking opportunities** of the urban world as well as to keep a **sustainable social development** and to build up a **sustainable human settlement** and an **adequate shelter for all** in the next century particularly for the developing countries.

Sustainable Human Settlement: Challenges and Opportunities

*Your excellency, honourable ministers, ladies and gentlemen,
the future is ours, but the choice is yours.*

The voice of children

*The right to development must be fulfilled so as to equitably
meet developmental and environmental needs of present and
future generations.*

Rio Declaration on Environment and Development

Today almost one half of the world population live in cities; projections for the year 2025 show that more than two thirds of us will be city dwellers. Over all, 80 percent of the world's urban residents will live in developing countries by 2025, according to the Habitat report. The world's cit-

ies are growing by one million people each week. While in the industrialized world this growth is widely spread amongst cities, in the developing world it is much more heavily concentrated in “megacities”. Urbanization can offer many benefits to developing societies. Cities provide exceptional opportunities for entrepreneurship, creativity and the generation of wealth. Education, health and social services in cities are typically much superior to those in rural area. But...

The developing world is now experiencing urbanization in the way developed countries did in the past, with urban populations doubling and tripling in one or two decades. The difference is that urban dwellers in the developing world earn as little as US\$ 200 per person in annual income, compared to more than US\$ 20,000 in the United States, that means that these cities must manage their money aggressively because there is less to invest in services and infrastructure.

Dr. Wally N’Dow, Secretary-General of Habitat II

However, when the rate of urbanization exceeds the pace at which the city can support its inhabitants, problems occur. The majority of the world’s cities suffer from inadequate sewage facilities, poor drainage, insufficient solid waste disposal and poor air and water quality.

Benxi, the regional capital city of Liaoning Province, China, was known as the “invisible city” as it could not be seen from a satellite due to the smog generated by iron, steel, coal and chemical industries that surrounded it. Black lung, a disease associated with inhaling coal dust, was a major problem. There was a high incidence of birth defects linked to air pollution.

The air pollution in Mexico City has reached crisis proportions. The emissions from the 3.2 million private cars that ply the streets of Mexico City have so devastated the natural environment that one school teacher reports her children sometimes reach for grey crayons when asked to draw the sky. These problems are common among cities, and to a great extent the burden of solving them falls on municipal authorities.

The Habitat II process focuses world attention on these challenges and promotes discussion on how to address them. Above all, the transport in the cities of 21st century seems to play an important role which must be emphasized here. The paper concentrates on this topic as it was presented in the conference as Dialogue 5, especially dealing with transport in the megacities of developing countries.

Moving People not Cars: Environmentally Sound Transport

Traffic improvement schemes should be made with the notion of moving people and goods in mind rather than merely mov-

ing vehicles, thus making use of the most efficient form of transport in any given situation.

By Mr. Brian Williams, UNCHS

In cities of all sizes the motor vehicle fleet is growing at two to three times the rate of population, and motor vehicle usage even faster than that. Particularly in the developing countries the process of rapid urbanization has been associated to a low proportion of urban space devoted to roads. The outmoded Western view that modernization means designing cities to meet the needs of automobiles rather than people has meant gridlocked traffic and worsen air pollution. As a result of rapid growth, a combination of increasing incomes, high population densities, and public policies borrowed from the west, have contributed to a disastrous traffic deadlock.

Motor vehicle ownership in Indonesia has been increasing at 24% a year since 1985, and 70% of new car sales take place in the Jakarta metro area. Already by 1991, peak hour traffic speeds had slowed to 7 km/hr in central Jakarta, and today rush hour is near gridlock. Many commuters have to get up at 3 a.m. to arrive at work on time, and cannot get home until after 9 p.m. due to the traffic.

In Beijing, the capital city of China with a population 8 million, there are 1.4 million automobiles rushing out every day onto the street, causes the traffic congestion worsening dramatically, the capital municipality has placed new restrictions on the operation of light passenger vehicles, jeeps, and minibuses.¹ Now, light vehicles with odd numbered license plate are only allowed inside Inner Ring Road on odd numbered days, and those with even numbered plates on even numbered days. Vehicles with engines less than 1000 cc are no longer allowed inside the Third ring Road at all.

300,000 new vehicles are added to the streets of Bangkok, Thailand every year. The average Thai driver spends 44 full days a year sitting in traffic jams. Planned new highways in Bangkok are projected to be in total gridlock the day they open.

In Malaysia, between 1987 and 1992, the per capita income level increased 35% while during the same period, car sales increased a whopping 290%. In Manila, thousands of families are being relocated from conveniently located informal settlements to settlements far from employment and educational opportunities to make way for new urban highways.

Public spaces, streets and boulevards once used as areas for community interaction, informal retailing, rest and relaxation are being eliminated to make way for more highways or parking for automobiles or are rapidly becoming dangerous and unhealthy places in which to be. The number of side walks and footpaths are insufficient and no longer available for walking as they are increasingly blocked by parked motor-

¹ Statistic from Beijing Transport Management Bureau.

cycles and even cars. Travel times for both work and their trips continue to rise with no end in sight.

Many of the urban planning interventions designed to improve the traffic situation have only made it worse by creating a hostile environment for pedestrians and non-motorized vehicle. Over 70% of Jakarta's roads have no sidewalks, giving Indonesia ten times the number of road fatalities per vehicle of most developed countries. Barriers have been placed down the few bicycles to cross roads only at inconvenient overpass which are few and far between, and difficult for elderly people and disabled people to cross. As a result, pedestrian trips have fallen from 33% of trips in the 1970s compared to closer to 23% today. In Bangkok, only 14% of all trips are on foot or bicycle compared to a whopping 45% in the enormous Tokyo metropolitan area.

Growing motorization is also making our cities less safe. Car accidents are a primary cause of death among young people. More than 500,000 people are killed every year in road traffic accidents, and another 50 million are seriously injured. In developing countries, more than 60% of the victims are pedestrians and other vulnerable road users.

There is no doubt that it is the invention of cars that made city grow as big as possible. But following the high-tech there comes the huge consumption of natural resources, complicated transport network, decrease of the environmental quality. It is the time for the different sectors who deal with the city to wake up and improve the governance and participation. It is the time to respond to these challenges of transportation planning and management, an important work of interested government officials, transport and urban planners, NGO representatives, academics and others, which should be launched to begin the process of reversing the tide.

- We need to focus on ***moving people and goods rather than vehicles***. In dense cities, public transport saves valuable space and energy compared to private transport, and can make a healthy profit at the same time. But cities need to nurture their public transport by giving them some priority on road over cars. If buses are always caught in traffic then a vicious cycle begins, with bus riders abandoning public transport and adding to the traffic jams.
- We need to ***reclaim city space for walking and pedaled vehicles***. The healthiest and most sustainable modes of transport are walking and cycling. Even car drivers become pedestrians to complete a trip, and effective public transport depends on people being able to walk comfortably to stations and stops. But walking and cycling are vulnerable to the impacts of traffic.
- We need to ***stop subsidizing private motor vehicles***. It is no wonder that too many people drive if they are not paying the full costs of their actions. This can be corrected by road charges and taxes which are reinvested in measures to help public transport, walking and cycling.

- We need to concentrate on the smart, optimistic, efficient, low cost, less energy consumption, minimum land use, high traffic volumes, mass rapid transit system with less environmentally damaging than relying on the automobile.
- Promoting human settlement development strategies that integrate transport, land-use planning and the environment.
- Decentralization of urban transport decision-making to local level.
- Encouraging full-cost accounting of private motor travel in the cities to ensure that vehicle users pay the full costs of their choice to drive including congestion cost, infrastructure costs and social and all environment costs.
- Promoting public, mass transportation and non-motorized modes use by making it a safe, convenient and affordable alternative to automobile use.
- Limiting urban sprawl. Compact cities are the most energy efficient and conserving.
- Fair allocating road space among all urban dwellers and among all modes of travel.

By implementing integrated transport planning, not only do cyclist, pedestrians and public transport users benefit but travel times and levels of convenience for motorists are improved as well. It is truly a win-win situation but it is crucial that the situation be addressed with urgency.

SUSTRAN declaration

Although it is often believed that urban congestion and pollution are the price we all must pay for economic development and growth. But it does not have to be that way! There are examples of sustainable transport policies that are working throughout the world. Some are discussed below.

Best Proposals: Towards Sustainable Environment

Non-motorized transport is a major mode of mobility, particularly for low-income, vulnerable, and disadvantaged groups. One structural measure to counteract the socio-economic marginalization of these groups is to foster their mobility by promoting these affordable, efficient, and energy saving modes of transport.

Deike Peters

What is Wrong with the Growth of Cars?

The ownership and usage of private vehicles is heavily dependent on income. As shown in *Table 1*, automobile ownership in developed countries is 18 times the level of that in the least developing countries, while car usage for the trip to work is 4 times as frequent.

<i>Region</i>	<i>Travel time (minute)</i>	<i>Road expenditure (\$/person/year)</i>	<i>Automobile ownership per 1000 pop.</i>	<i>Private cars used for work trips</i>	<i>Foot and bicycle</i>
Africa	45	9	42.3	16.5%	35.0%
Arab States	33	35	63.3	29.2%	21.3%
Asia	31	23	88.8	8.6%	31.4%
Industrialized	25	124	474.2	57.5%	20.5%
LAC	35	17	102.9	28.9%	16.3%
Transition	35	80	187.2	21.0%	20.4%
All developing	38	32	94.0	18.3%	16.8%
<i>Development level</i>					
Very low	48	5	26.1	14.2%	38.6%
Low	29	24	73.8	14.7%	33.4%
Medium	44	59	55.6	15.8%	14.1%
Higher	34	44	204.1	26.8%	13.2%
Developed	25	102	433.3	55.4%	21.3%

Table 1 Travel time, road infrastructure expenditure, automobile ownership, and mode of travel.

Car usage for work however also depends on other factors including the availability of public transport, urban density, the road network, the price of fuel, etc. In fact, the mode of work travel depends heavily on urban policy and social custom. The use of non-motorized modes, for example, decreases rapidly as development proceeds, up till the highest level, but becomes higher in developed countries. This is due to, first, development in a number of cities in the developed world occurred prior to the automobile and they have retained urban forms more conducive to walking, bicycle use. Second, an emphasis on health and fitness has encouraged non-motorized modes.

Critical Issues and Lessons Learned

The Planning/Implementation Process

- The function of planning must be at the heart of megacity governance
- A plan must be for sustainable development which provides minimum requirements for sectorized planning.
- Planning must be implementation-oriented; it should be open to many interest groups and lead to debate in developing consensus for action. The “Big Question” of public funding, acceptability and land

availability must be up-front in the planning process with the private sector effectively involved.

Private Sector Role

The policy fundamentals should be known by the government while the desirability of new initiatives can be assessed, providing the stability that the private sector requires for project funding/implementation.

Policy to Control Traffic Congestion

A rail-based mass rapid transit (MRT) system, as an alternative to the car must be provided and then the restraints of car-use in the city-centres at peak times must be introduced. All these are costly and not easy in implementation, but they are proven to be effective as crucial control of congestion.

Policy for Efficient Development

Investment is also required for new road implementation to guide future city development towards those areas that are low-cost to service and healthy to live in. Real estate development associated with major new infrastructure can be good planning, creating dense development where it should be.

Policy to Alleviate Poverty

What is needed is low-cost public transport. Bus/paratransit systems vary enormously in their ability to deliver. Busways can directly assist the urban poor by keeping the fares low. In cities where bicycles/trishaws predominate management measures are required to segregate the slow from the fast moving vehicles.

Policy to Create a Humane Environment

The effect of air pollution is now being taken seriously and widely. In the face of motorization, many megacities are becoming aware of the importance of conserving the historical/cultural heritage. Many megacities are progressively taking on the importance of creating “environmental areas” to protect pedestrians from the heavy traffic and good transport infrastructure is taking shape in some megacities.

Limiting the Growth of Cars and Motorcycles

As people’s income increases, this growth is inevitable, the question is “how fast?” However, government policy can affect the rate of growth, which should be controlled, especially in the case of megacities.

Funding the Sector

The right transport policy will generate considerable funds from road pricing and restraint measures, vehicle and fuel taxation, and contributions from the private sector. But substantial investment will still be needed from the public sector. Funding from real estate development can be problematic due to the boom-bust cycles of poverty development industry. Otherwise a **Transport Fund** should be created by the public sector to cater for specific development needs of the **Transportation Sector**.

A Low-cost Policy

Rail MRT Systems will only be justifiable for the economically successful megacities. Other megacities should use the low-cost **Busway Systems**. Busways use special roads specially constructed for the buses and therefore separated from the other traffic. Under such a system, the bus can double its speed and carrying capacity and will cost a mere 5% of a Metro MRT System. A **Busway** right-of-way in the city not only serves as a low-cost mass transit system; it also provides the opportunity to up-grade to a rail MRT in the future.

The Right Transport Policy

Controlling of traffic congestion should be central to megacity's transportation management policy, namely: (a) development of an MRT system; (b) car restraint measures in city centres.

Rail MRT Systems should be adopted by economically more developed megacities, whereas other megacities should take up the low-cost MRT i.e. the Busway. Busway Systems are under valued in Asia and many megacities in this region should reassess these low-cost yet effective systems of mass transit.

Megacities should consider the following for inclusion in their transportation management:

- Provide proper maintenance and rehabilitation of all roads and transport assets as a starting point in their management.
- Provide proper management of all road-space as well as space for pedestrians, non-motorized vehicles, buses and other traffic.
- Provide bus priorities and busways and space for high-occupancy vehicle lanes.
- Provide environmental traffic management in city centres.
- Provide secondary road exits.
- Provide control of heavy truck movement by restricting their road use.

A hierarchy of primary, secondary and local roads should be properly created. There should be programs to segregate the slow traffic from

the faster-moving ones, to create environmental areas and to directly reduce traffic congestion thus minimizing pollution.

In the pricing of vehicles and fuels through taxes, it should ensure that prices reflect the total costs that vehicles would impose. The cities should be given time through the aforesaid measures in order to adjust themselves in the transition to motorisation. Roads pricing and parking control should be used progressively to control traffic congestion.

Efficient bus services should be encouraged:

- Private operators should be allowed to compete innovatively within the framework of government policy.
- Different quality of bus services should be encouraged to cater to the needs of different income groups.
- Bus fares should be regularly reviewed and increased where necessary thus maintaining operators' confidence in improving the services continually.
- Bus fares should be graduated and increased with distance.
- Subsidies should be provided in areas where the urban poor are geographically concentrated. Sufficient paved roads should be implemented in such areas to provide the poor with direct access to bus services.

New major roads should be provided around the city periphery in order to guide future growth of the city to such areas that are desirable for growth. When air pollution is a problem, plans to control vehicles and fuels should be developed and enforced.

Develop new transport infrastructure in megacities with the following approaches:

- Generating a consensus behind a clear transport strategy that is linked to a master plan for sustainable megacity development.
- Consequences of development must first be clearly identified before implementation.
- Identified a system of right-of-way reserves for future new roads and railway systems. Developmental roads must be built in advance of any major urban development.

Some Good Practices

There are examples of sustainable transport policies and practices to show the way towards sustainable environment.

In China, the world's fastest growing economy, the bicycle is the urban transport mode of choice and foreign-exchange earnings can be spent on other things besides costly imported oil.

In metropolitan Tokyo, Japan, 30% of all urban trips are made by bicycle and there are fully-computerized three-storey bicycle parking garages at many suburban rail stations.

Singapore, one of the only governments in the world which is serious enough about the situation, is requiring road users to begin to pay the actual social and environmental costs of their trips by implementing congestion-pricing.

In Vienna, Austria, the City Council began to implement a new **Vien-nese Traffic Concept** which is aimed at reducing the percentage of car traffic from 37% to 25% by year 2010, while increasing the percentage of public transport from 37% to 45%. On the other hand, by making more parking space available in residential areas and reducing the number of parking lots at company sites with excellent access to public transport, a lasting change of thinking and a “re-orientation” is to be achieved. The highly successful **parking space regulation** applied is a model showing how the objectives mentioned above can be reached. It is planned to extend this model also to other districts.

Oslo, Norway, from 1960s experienced the explosive increase in the number of private cars. Old roads were widened, new ones were built, and houses had to be torn down. Gradually, wider roads, more cars and narrower pavements have left less space for cyclists and pedestrians, for children to play in, where people can spend time outdoors. A project called “The Environmental City of Gamle Oslo” is intended to stop the deterioration of this part of Oslo. An important step is to route **all through traffic outside** this part of the capital. When the through traffic has been re-routed, a start can be made on adjusting the roads network in Gamle Oslo to new standards. Speed will be reduced. The roads will be made narrower and will have fewer lanes, to give more space for wider pavements, special cycle tracks, trees and benches, city life and play. The streets will be renovated, to make them attractive for all kinds of uses.

By the year 2020, there will be 23 megacities in the world and of these, 16 will be in the Eastern Region covering Asia, Australia and the Pacific region, with Tokyo reaching 30 million.

Cities involved as the repositories of humanity's collective intelligence, the record of culture and science that enables a civilization to benefit from the lessons of the past... The price of city's greatness is an uneasy balance between vitality and chaos, health and disease, enterprise and corruption, art and iniquity... this delicate balance always threatens to tip and when it does, cities can spiral into an anarchy that defies all attempts at reversal.

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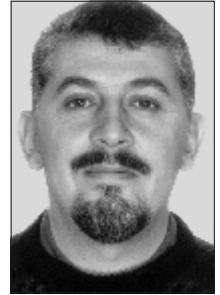
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Istanbul is a Habitat Too

For a Sustainable Environment and Energy in Human Settlements

Ali Arbaoui

Architect, Researcher,
Ecole Polytechnique d'Architecture et
d'Urbanisme, EPAU
Algiers, Algeria



Introduction

The world is in the midst of massive urban transition unlike that of any other time in history. Within the next decade more than half of the world's population, an estimated 3.3 billion, will be living in urban areas, a change with vast implications both for human well-being and for the environment. As recent as 1975, just over one third of the world's population lived in urban areas. By 2025, the proportion will rise to almost two thirds as the United Nations reported.

As these problems occur in urban areas, cities have an important role to play in protecting the global environment in the face of rapid urban population growth. Agricultural and livestock producing rural areas are pushing farther and farther into ecologically fragile regions and cannot support a growing population. The finite land and water resources make it imperative that we must carefully plan a human settlement. Indeed, sustainable urbanization will ease the pressures caused by encroachment on fragile natural habitats.

The Habitat II Conference

Habitat II is a second United Nation Conference on Human Settlement which focused on people and their relationship to our living environment. It is the culmination of a series of major UN conferences that have addressed topics such as the environment, population, social development and women.

The Second Conference on Human Settlements, Habitat II is an important opportunity to unite in finding alternatives to the problem posed by the right to adequate shelter. The connection is made between governments and the United Nations on one hand, and local authorities,

grassroots organizations and non-governmental organizations on the other.

At the dawn of the 21st century era of planetary urbanization, the ecological, economic and social context will find itself disrupted at an astonishing rate. We must, therefore, prepare ourselves to change our lifestyles, our relationship with our habitat and our working habits.

Observations of the Habitat II Events

The Habitat II Conference was organized in different levels. The official plenary conference was attended by government representatives. The dialogues included participants from the scientific group, NGOs, etc., who discussed important issues of the Habitat Agenda. Our task as observers of the different events was mainly at the NGO forum, the focal point of the Habitat participants.

The NGO forum fulfilled several functions. It provided a platform for NGOs to launch their ideas, create contact with like-minded people from all points of the world, gain new knowledge, strength and inspiration. More than that, it had a real political significance in relation to the UN Conference, the occasion of which it took place. However, we think that the role of the NGOs was not only making an important contribution to the ultimate success of the UN Conference by constantly reminding governments of the commitments they have made at these meetings, but they also have gradually increased their possibilities to influence the decisions in the conference.

Issues Covered During Habitat II

The main issues that are related to my interest and were more or less covered in the conference are as follows:

- Sustainable environment,
- Sustainable energy,
- City climate/Quality of life indoor and outdoor.

Environmental Concerns

Before we discuss the issues on environmental concerns, it is useful to understand some of the problems caused by the cities to the environment. As centres of population and human activities, cities consume natural resources from both near and distant sources. They also generate waste that is disposed of both inside and outside the city. In the process, urban areas generate environmental problems over a range of special scales; the household and the work place, the neighbourhood, the city, the wide region and the globe.

Urban environmental problems also create a range of social impacts. They may impair human health, cause economic and other welfare losses, or damage the ecosystems which both urban and rural areas depend. Most urban environmental problems entail all three of these impacts, either directly or indirectly.

Environmental problems vary from city to city and region to region and are influenced by such variables such as city size and rate of growth, income, local geography, climate, and institutional capabilities. Rapid economic or population growth can exacerbate these problems, especially where local governments are weak or under financed.

These environmental problems were discussed and debated under the following levels:

- Earth and biosphere,
- Country, sea, air space,
- City, region, river,
- Neighbourhood, farm, industry,
- Individual building, dwelling.

Urbanization and Climate

Urban activities are major contributors to the increasing emissions of greenhouse gases due to their relative intense use of energy. The rapidly growing population in many urban areas are also the most vulnerable to the impact of climate and climate change. These conclusions were noted during the Twelfth World Meteorological Congress in 1995, which decided that more effort should be made to address the meteorological and hydrological aspects of urbanization.

The urbanization process is influenced by local climate conditions. At the same time urban development has introduced changes in land surface characteristics which, in turn, has changed the local climate into what can be defined as “urban climate.”

The natural environment found in the country side, favoured by an equitable climate blessed with clean air and ample pure water, is in indeed a precious resource for mankind. Urban climates are mostly inferior in quality to rural climates, especially in relation to human health and well being.

After presenting this background the World Meteorological Organization became involved in research about urban forms and local climate. More than that, they gave recommendations for urban planning, building arrangements and also building forms to be in a harmony with the climate.

From Rio to Istanbul

Although the problems stated before were the subject of the Earth Summit, we need to see how they were linked to Habitat II. *Nitin Desai*, who played a key role in the Rio Earth Summit, and who spoke warmly

about all the advances made in the global conferences held since then, and in Habitat II particularly, stated that it was a unique type of political process. *Desai*, Under Secretary-General of the United Nations and Head of its Department of Policy Coordination and Sustainable Development, pointed out that where other conferences have relied on governments, experts or NGOs alone, Habitat II brought the three elements together, with local authorities, professionals, the private sector and other groups. He stated that they were more explicit, more transparent and more organized than they were when they started in Rio.

Within the NGOs activities on environmental issues, one lecture began with the role of politicians and scientists who should work together to improve the environment. The lecturer said that all people have the right to pure air and good life quality, and there should be a balance between people and environment. In addition, more education should be given to people to increase knowledge about the environment. As a final recommendation, the basic concern should begin from the individual, the family, the community and the country.

Eco-habitat and Planning for Sustainable Earth for the Future

Starting with a statement “Better Life for the Future,” the lecturer gave a set of environmental problems caused by the city, such as pollution, garbage disposal, drinking water, waste problems, etc. His solutions to those problems were as follows:

- 1 Small communities to handle environmental problems more easily.
- 2 Reducing consumption.
- 3 Some form of equity for shelter. While one person has 10 houses, 50 million people have no housing and 1.3 billion people would live below the standard set by the UN by the end of the century.
- 4 Saving the beautiful planet, which is the unique in the universe, talking in terms of ecology and how to keep the balance between nature and cities.

The Habitat Eco-city Project: The World’s First Eco-city

In 1992 the first Halifax Eco City Project was launched by urban ecology Australia, a UN accredited NGO, an ecological architecture, planning and design consultancy.

This Eco City Project is a piece of eco-city, not an eco-village or any other form of ecological settlement. The UN estimates that at the turn of the century over 50% of humanity will be living in urban areas. And for the first time since we began making cities 10,000 years ago, the city will be humanity’s typical habitat.

The Halifax Eco City Project is an example of ecologically sustaining development, that is, which sustains the ecology (not the other way around). For too long, the city has been considered part of the environment; environmental concerns have been restricted to the so-called natural environment beyond the city limits. The team stated that living in an eco-city allows people to act on a whole range of environmental and social issues just by choosing where they live. The project uses all the solar techniques and designs found around the world, such as solar plants, passive solar design, recycling process etc.

I think this project shows the environmental concerns raised by the Rio conference. Even though it is still a project, the direction the city is taking in the future is a good step as long as the environment remains a main concern.

The Eco-building Presentation

Focusing to the smallest scale which is the building, the lecturer from the Global Ecological Network presented the Eco-building as a friendly environment. As he stated, the study should take into account what already has been built, particularly vernacular architecture which are good examples for inspiration. The following recommendations are based on the community Eco-village in Scotland. The principal features are:

- Use of passive solar heating when it is possible,
- Use of solar panels,
- A district heat system, fuel efficiency,
- Triple glazing with $U=1.65 \text{ W/M}^2\text{C}$,
- Use of cellulose insulation (made of recycled paper),
- Non toxic organic paints,
- Use of low energy light bulbs,
- Locally grown and harvested timber from managed forests,
- Local stone for patios and pathways,
- Roofing with natural tile,
- Innovative “breathing” wall construction for air and vapour exchange,
- Isolating electrical circuits to reduce electromagnetic stress,
- Water conservation (shower, toilets, etc.),
- Shared facilities,
- Wind energy.

The lecturer not only presented the technical aspects of the eco-building, but also his great concern with the community organization that would share the joint interest in ecology. In different eco-villages, ecology is somehow a spirit that promotes village unity. I think this is a way back to the old villages, with their strong social and cultural structure,

where the architect or group of people try to readapt them to the contemporary city.

These were some of the many lectures on environmental aspects. It seems that all the presentations about the environment were similar in their approach, presenting the environmental threat and then giving solutions. The good thing in Habitat II was that every study or research presented took the environmental aspect in the process.

The UN Conferences starting with Rio succeeded in creating a new sense of global community, an international civic society. As *Desai* said, what the international society would be after Habitat II came to an end. He said the focus from here on would shift from policies and ideas to implementation.

Sustainable Energy for Human Settlements

Energy is one of the environmental aspects linked to cities and building. This issue was a focal point of many lectures, dialogues and discussions. Agenda 21 was the result of the Rio Conference to be continually improved and presented to the Habitat II Conference. As was stated in Agenda 21, energy in its different forms provides a variety of indispensable services. Electricity is needed to light homes, buildings, streets and to provide power for appliances and equipment. Mechanical power is required for engines in factories and in many businesses. Thermal power is needed to heat buildings in cold climates, to cool them in warm climate as well as for industrial purposes. All these forms of energy are used intensively, particularly in big cities and heavy industry, and contribute to pockets of intense activity and pollution, such as waste heat, toxic emissions, dust particles, noise, physical injuries and traffic congestion. Energy has a direct impact on the environment that is increasing in both developed and developing countries.

As one of the main issues in Habitat II, the dialogue on sustainable energy in human settlement was one of the eight scheduled, and four discussions were held.

- Vision of the 21st century: sustainable strategies,
- Integrated approach to sustainable energy,
- Renewable energy revitalizing urban and rural settlements,
- Forming partnership and empowering citizens.

The UNDP Initiative for Sustainable Energy in the 21st Century

Lecture by Prof. *B. Johansson*

Through improved efficiency and increased utilization of renewable source of energy, energy can become a critical tool to achieve UNDP's

primary goals: eradicating poverty, increasing the role of women in development, providing people with income earning opportunities and protecting and regenerating the environment. Concerning energy earning opportunities, emphasis is given to integrated resource planning and the development of sustainable alternative and renewable energy sources in rural area. Energy efficiency in building design and life cycle analysis of energy cost are central to this approach.

Integrated Approaches to Sustainable Energy for Rural Communities in Developing Countries

By *Walter Shearer*, United Nations

A number of approaches for providing energy services to rural communities in developing countries have been formulated and tested over the past few decades, and the least effective have been those that concentrate solely on technology which, however adequate to the task, must be adjusted to take account of the socio-cultural, economic, institutional, health and environmental aspect of the community in which it is to function. The more successful approaches are those based on a technically sound programme into which were integrated some of these aspects. The United Nation provides an alternative framework for assisting national governments in the task of setting up systems to provide energy services to rural communities. This framework covers resources surveys and planning, demonstration and pilot projects, the promotion of rural energy systems, pre-investment and pre-feasibility studies, institutional capacity building and human resource development both in technology and entrepreneurship.

The dialogues were concluded by giving recommendations that would be added to the Habitat II Agenda. As the different experts debated the issue, there seems to be no major changes from the Habitat II Agenda draft proposed by the United Nations on "Sustainable Energy Use."

Here are some of the global plans of action related to energy use. The Habitat Agenda covered most of the issues debated in the Dialogues.

The use of energy is essential for urban transportation, industrial production, and household and office activities. Current dependence in most urban centres on energy sources based on fossil fuels leads to climate change, air pollution and consequent environmental and human health problems, and represents a serious threat to sustainable development. Sustainable energy production and use can be enhanced by encouraging energy efficiency, by such means as pricing policies, fuel switching, alternative energy, mass transit and public awareness. Human settlements and energy policies should be actively co-ordinated.

In order to promote sustainable energy use, governments at the appropriate levels, in partnership with the private sector, non government-

tal organizations, community based organizations and consumer groups, should, as appropriate:

- Promote solution to urban and rural planning and design that are energy efficient,
- Introduce energy pricing policies and regulatory measure to promote the use of renewable and safe sources of energy,
- Promote energy efficient systems,
- Encourage research, development and use of non motorized or low energy transport systems,
- Encourage countries, in particular developing countries, to cooperate in exchanging knowledge, experience and know how on energy efficiency,
- Introduce or amend user charges or other measures to promote the efficient use of household energy,
- Stimulate, through fiscal incentives or other measures, and adopt energy efficient and environmentally sound technologies in the rehabilitation of existing industries and services and in the construction of new ones,
- Support programmes for the reduction of emissions of polluting gases,
- Provide for public education and media campaigns to encourage recycling, reuse and reduce energy consumption,
- Encourage the use of energy efficient building,
- Encourage the use of safe products and recycled building material,
- Encourage and promote the development of new and environmentally sound technologies.

Conclusion

The Summit

The City Summit of Istanbul brought together governments to present their contributions, involvement and concerns within Habitat. Every government explained its strategy toward the human settlement and how they could achieve the Habitat II Agenda.

The Participants

While the Conference on Human Settlement attracted almost 15,000 participants from all over the world, the inhabitants of Istanbul shared the same concern and interest. Community participation is one target point for the Habitat II Agenda.

The Lectures

During the conference, the participants from various backgrounds exchanged their experiences and ideas through different fora of Habitat II (dialogues, exhibitions, official conferences). This opportunity would definitely lead to the following:

- Avoiding repeating experiences and starting from knowledge of others,
- Learning from different experiences and sharing the concern,
- Easy access to the different subjects of Habitat,
- Updated Habitat problems and solutions.

I think from all these points, we will face a varied range of technologies to choose from, but still without local standards that take local aspects into account. This important issue of sustainable settlement was missing in the debate.

We noticed that while some lecturers had a lot of experience in the subject, others presented ideas not yet applied in practice.

Financial Support

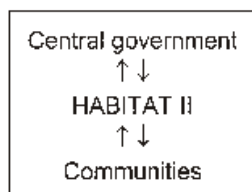
Both developed and developing countries were concerned by Habitat II, but the problem is more urgent in the “South.” While the “North” assists the “South” by finance plus conditions and recommendations, the approach to development from both sides is sometimes contradictory to set agreements.

The Agenda

From my point of view the over all success of the conference is how to implement the Habitat II Agenda after Istanbul. The process should have two directions:

- From **top down** which means from the central government to local government and then to the community.
- From **bottom up** which means beginning with the communities, NGOs, local governments, who have to organize themselves and reach step by step the different structures from local to central.

From this approach I think the Habitat II Agenda will be a challenge; its success would be within the meeting space created between the two directions, top-down and bottom-up as seen in the scheme.



*Implementing
the Habitat II Agenda*

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Saving Energy

Raquel Manna Julino

Architect
Fundacao Centro Tecnologico
de Minas Gerais – CETEC
Belo Horizonte, Brazil



Introduction

Ideas that used to be taken for granted 20 years ago have changed. When the last conference on human settlements took place in 1976 in Vancouver, one of the main ideas concerned global solutions. Countries should aim for economic growth and the provision of necessary infrastructure such as housing, water supply, sanitation, transport, etc. Some developing countries, like Brazil, tried this way. It is undeniable that the country's economy has grown in the last 20 years. Nevertheless, poverty has increased enormously, and the natural environment has been greatly damaged. The big cities are more and more overcrowded, polluted and chaotic.

Now it seems that one should pay much more attention to local, community-based solutions. Local government and civil society must be involved in the process of solving urban problems.

During the United Nations Conference on Human Settlements, Habitat II in Istanbul, these ideas were emphasized. In Chapter IV of the Habitat Agenda draft, The Global Plan of Action: Strategies for Implementation, it is clearly stated that "the strategy of the global plan of action is based on enablement, transparency and participation." In addition to the NGO Forum, a parallel activity to the main conference, many sessions discussed on this issue. Surely local solutions are now very popular. People from both developed and developing countries think that they must take the responsibility for problems concerning their quality of life.

Nevertheless, there are some problems which call for global strategies and perhaps strong action from central governments. Local actions are very important indeed, but one should keep in mind that these actions must be integrated, otherwise they will not be effective or long lasting. In fact, one of the objectives of Habitat II is "...to design, adopt and implement national plans of action based on national and local priorities."

This paper presents some ideas concerning local and global solutions to energy issues, according to the works presented during Habitat II.

The Energy Issue

Many works on energy were presented. Emphasis was on energy conservation as a means of guaranteeing the supply of energy resources, protecting the environment and reducing pollution. As a strategic sector, not only for the national economy, but also for environmental concerns, the energy issue should be treated as a local-global problem, i.e., governments must be responsible for the global strategies while local community should be the ones who are really involved in the execution. To support this statement, some works presented in Habitat II, especially in Dialogue 7, are discussed here.

Energy used in big cities and heavy industries is the main source of pollution, due to waste heat, toxic emissions, dust particles, and noise. Pollution is responsible for physical and mental injuries, like stress, and also injuries to the environment. It leads to bad quality of life, not only in the big cities, but ultimately on the planet. The causes are attributed to the energy sources, and also to its use, price and management.

Energy Consumption in the Building

Energy consumption in buildings starts in the process of producing construction materials, construction of buildings and goes on during operation (e.g., utilities: heating, cooling, air conditioning, hot water, electricity, cooking). The presented proposals are mainly related to laws, regulations and design codes (e.g., requirements on the minimum permissible efficiency for air-conditioners and coolers, household refrigerators and other energy-using equipment), that should be advanced by means of legal, economic and technological actions from the government.

Energy Consumption in the City

Transportation is the main consumer of energy in cities. It is also a major time consumer because of traffic congestion. It corresponds to human energy being wasted. In this context, it is interesting to note that health costs must also be calculated.

Improving public transportation must be, therefore, a local and global priority insofar as it is a more efficient user of space, a more efficient user of fuel (and hence environmentally preferable) and is cheaper than the private car. In addition, public consciousness must be improved. The government must let the public know about the relation between environmental protection and energy conservation in buildings and cities. More concrete proposals are described below.

Cool Roofs and Trees, Cooler Roads

Work presented by *A. H. Rosenfeld* from the US Department of Energy suggests the combined use of cool roofs (white roofs) and trees to

shade buildings to reduce the amount of solar energy that enters the building, thus reducing drastically summer air-conditioning loads. On a larger scale, urban trees and light-coloured surfaces (roofs, parking lots, roads) will cool a community a few degrees in summer. This cooling comes from evapo-transpiration of trees and reflection of radiation by the white surfaces.

As a strategy of implementation, the author suggests incentives to home owners: utilities could lend the homeowners part of the cost of the new roof (when it needs to be repaired or replaced) to be repaid out of the annual savings. Alternatively, it could be more efficient to offer incentives from roof companies.

The calculations show that the implementation of such a program in Los Angeles, USA, would cool the city 3 degrees Celsius, reduce smog 12%, and yield half a billion American dollars per year.

It is important to note that saving energy means there is no need to increase energy supply, thus eliminating the need for more energy plants, saving money and avoiding damaging the environment.

Energy Efficiency Gains

A. J. Gadgil from the Berkeley National Laboratory illustrates the technical potential to capture large energy efficiency gains in developing countries with some examples:

Compact Fluorescent Lamps

CFLs produce light of about the same quality as incandescent lamps, last 15 to 20 times longer, use about 5 times less electricity than the incandescent lamps that they replace. The author argues that calculation shows that the investment in a CFL factory and a revolving fund to finance the CFL leasing programme would cost about 10 times less than the investment in a power plant to produce as much electricity as the CFL factory would save. It must be stated that the success of such programmes depends, to a great extent, on cooperation between lamp manufacturers, utility managers and researchers, financial and political support from government, and popular support for energy efficiency.

Super-windows or High Performance Windows

The use of insulated, double-glazed windows with a modified spectrally-selective low-emissivity coating, with high visible transmission but low transmittance in the solar infrared, also saves electricity as far as one can dispense with air-conditioning in hot climates. The author argues that savings in energy consumption would be enough to finance a coating plant.

Disinfecting Drinking Water with UV-light

A low cost device using UV light to disinfect drink water is 20,000 times more energy efficient than boiling the water over a cookstove.

All these examples show that money is not always the main barrier to implementing solutions which result in energy savings and protection of environment. The corresponding money saved can certainly be used in creating employment and services within the community.

A Home Energy Strategy

A. *Branson* from the Leicester City Council, United Kingdom, presented a systematic approach to the energy issue in towns. The author explains that national institutions (Civic Trust and the Royal Society for Nature Conservation) stimulated the work by designating Leicester as the Britain's First Environment City. The local council then created the "Leicester's Home Energy Strategy" that consisted basically in forming partnerships and empowering citizens. The strategic procedures were to overcome the barriers that prevented action: awareness and understanding, access to builders or building skills, and money. The potential partners were identified as:

- the citizens,
- manufacturers, suppliers and builders,
- other parts of local government, such as, social services and schools,
- the energy utility companies,
- banks and building societies.

The Council finally devised different levels of service to enable home owners to take action and pay, according to their means, at different rates, for some services as:

- energy advice,
- financial advice,
- specification and schedules of work,
- supervision of work in site,
- grant aid.

Finally home owners were recommended to take measures concerning insulation, proofing and replacement of inefficient utilities.

The author said that the program is going quite well. It is important to remember that this kind of project can only be accomplished if partnerships take place. Partnerships will not happen spontaneously, but they need to be stimulated, and local governments play the main role here. Once the process starts, a positive and irreversible momentum is created in the involved communities.

Conclusions

The energy issue should be taken as part of a comprehensive strategy for sustainable development. In addition, planning an energy system should involve an integrated approach, for instance, the use of heat produced by electricity, bringing it from industrial processes to buildings.

As a framework, the Earth Council proposes the following main principles of energy sustainability:

- emphasis on energy efficiency,
- use of renewable energy,
- research, development, demonstration, deployment of clean forms of energy,
- diversification and decentralization in order to increase security of supply,
- simplicity and transparency, as everybody should be allowed to understand the system and intervene appropriately,
- fairness to future generations and less advantaged countries.

Recommendations

Attention should be given to the energy consumed and wasted by industries. As far as environmental matters are concerned, industries can not be disregarded. On the contrary, they are the great consumers and the great polluters as well. I would suggest that a strategy for sustainable environment should consider this issue very carefully.

Lastly, I would like to present some ideas that could help, in the long term, to alleviate urban problems in Brazil. The first step is to create a national programme on basic education. Public institutions, especially the municipality and universities, and the civil society must be engaged in this programme. Academic professionals should elaborate and coordinate projects and give training to local teachers to execute it. Architects and engineers should design the schools and supervise their construction. While they are being constructed, however, any public or private building may be used.

It seems clear that the immediate consequences of such a program will be to keep poor children off the streets and thus protect them from urban violence and exploitation while they are sheltered and fed for some hours every day. In the long term, the country's population will be more prepared to understand and participate in sustainable development projects. Moreover, people will have access to the very basic instruments that will allow them to acquire professional training afterwards.

The second step should be a programme to train young people for work in agro-industries in medium sized cities. At the same time, financial and technical support should be provided for the establishment of

the agro-industries that will absorb these students. It is likely to be a good means of generating jobs in medium size cities thus preventing people from going to big cities. The incomes generated by this programme could be used to support the local basic education activities. Again, the better prepared people, specially from the public universities (educators, agronomists and veterinarians), should work together with the municipalities and entrepreneurs.

The third idea concerns the specific issue of saving energy, protecting the environment and generating better quality of life. The most urgent procedure would be to improve public transportation. The adoption of busways and new patterns of work hours could be immediate. Researchers should also be mobilized to develop more energy efficient utilities and appliances.

Partnerships

for Sustainable Provision of Housing and Management of Solid Waste

'Ladipo A. Akinpelu

Planning Consultant
Development Partners
Lagos, Nigeria



Introduction

Habitat II completes the current cycle of global conferences which started with the Stockholm Conference on Human Settlements in 1972, followed by Habitat I (1976) in Vancouver, the Earth Summit in Rio de Janeiro (1992) and now the City Summit in Istanbul from 3 to 14 June 1996. In all, about eight world conferences have taken place since 1990. The conferences touched issues such as human rights, gender, food, environment, children, population and habitat.

A preparatory committee set up for the conference had its third and last third session at New York from 3 – 13 February 1996 to receive and finalize documentation in respect of proposals received concerning amendments and alternative texts to the Habitat Agenda: Goals and Principles, Comments and the Global Plan of Action.

The goals of the Habitat II Agenda, according to UNCHS are as follow:

- Equality,
- Eradication of poverty,
- Sustainable development,
- Liveable,
- Family,
- Civic engagement and government responsibility,
- Partnerships,
- Solidarity,
- International cooperation and coordination.

Main targets of the Habitat Agenda:

- To establish a sustainable settlement system in the world.
- To provide sufficient housing for everyone.

Strategies include global and national awareness of the positive role of urban areas, stimulating partnerships for more participatory roles including capacity building, documentation of successes, etc. The product of the conference is the "Urban Agenda 21" in the form of a Global Plan of Action.

Presentation of Issues and Events

Main Issues

The issues presented below are in my opinion of importance to all and sundry, on our route to improving human settlements. They are: the right to housing, women, and partnerships for future developments.

Discussions took place at various fora consisting of the official delegates in Committees I and II and involving the other actors, an unprecedented platform in a UN conference that should be acknowledged. It thus allowed the sharing the resolution-making between the governments, other non-official delegations and the parallel forum.

Right to Housing

The right to housing will be remembered as probably the toughest issue for discussions at the conference by both the official delegates as well as the other parties.

The US delegation under the leadership of *Michael Stegman* raised the proposed language on the housing rights issue and asked if there was a stand-alone right to housing. The US said, "We do not take rights language lightly," and want to describe housing as "the progressive realization of the right to adequate housing as a component of existing rights," thereby subjecting it to available resources and therefore cannot be demanded overnight. The US is effectively taking shelter in existing rights language.

In response, the developing countries pushed the right to housing through *Fabio Giraldo*, Colombia's Vice Minister for Development and representative of the Non-aligned Movement (NAM), who argued that shelter is a basic right and "an indispensable prerequisite for building liveable human settlements."

The G77 + China representing 132 developing nations expressed that they were for a goal to provide adequate shelter, for eradication of poverty, and to entail the elimination of homelessness and improvement of squatter settlements and slums. Various groups which include the NGOs representative *Shulamith Koenig*, the EU were in support of the right to housing.

After all said and done, in a trade-off between delegates, mention of the right to adequate housing was dropped from document's preamble but left intact in other sections. This reflects a compromise between those for and against mention of housing as a stand-alone right. The

Habitat Agenda to be adopted makes several references to housing existing as a right in tandem with other rights and to the fact that they are to be progressively realized, at the insistence of the USA.

Partnership

What is partnership? This in simple words can be defined as joint efforts of individuals, groups, communities, agencies for common goal(s). Committee II of the official delegation dubbed the “partnership committee,” had the responsibility to conduct the hearings involving the other actors including, non-governmental organizations, World Business Forum, the Foundations Forum, local governments and the mayors.

Taking into account the changes in the world over the last 50 years, the central governments and agencies are faced with the fact that development in the coming 21st century depends very much on partnership funding, planning and implementation. In the words of the Habitat II Joint Secretary-General *Jorge Wilhelm*, “The central governments were responsible for all citizens and levels of power, though they cannot solve everything.” There are urban problems which surpass the local capacity and need collaboration of the central powers and the international community.

The World Business Forum chairman, *Marcello Palazzi*, noted at the hearing on business in the partnership forum, that business has to take greater responsibility in the present stage of evolution.

The United Nations Development Programme administrator *James G. Speth* informed a gathering of NGOs that the UNDP country programmes will involve NGOs more than ever before.

Even the Chairman for Committee I working group *Stafqat Kakakhel* (Pakistan) said there is a need to legitimize other administrative units too, such as city authorities and local governments, to participate in their prospective towns and cities, since central governments cannot do so much.

Nat Nuno Amar Teifo, mayor of Accra said that if government will only give them authority to raise revenue, they (locals) ought to go out and talk to the World Bank directly. Accra, as a matter of fact, has already done so and has a series of funding projects, giving an impetus to other urban authorities. The African mayors therefore joined their counterparts to demand the principle of “Proximity” and eventual presentation of a declaration to the UN and its agencies on partnership.

Delegates convinced of the need for stronger partnership for sustainable development agreed to a redraft by G77 + China, in consultation with the local authorities, recognizing complementary forms of decentralized cooperation between and among local authorities and their participation in international cooperation within the legal frameworks of each country.

Women (Gender)

The women by all means were very prepared for the conference. This could be seen and felt in the way their issues were pursued. Two issues were probably the most burning. They are the issues of inheritance by women and reproductive health as part of health care. *Clara Angel* from Colombia summed it up this way, "In terms of our priorities in Habitat II, we have been successful."

The Vatican, other religious groups and right-wing US groups expressed their stand against the issue of reproductive rights.

In the end the right to inheritance was agreed, while equal inheritance failed. The reproductive right was also agreed to with changes in the Global Plan of Action.

UNCHS's Future Role

The African delegates suspecting a gang-up of the developed countries to remove the centre from Nairobi, sought support from other members of the G77 + China, should the issue come up for discussion. Eventually, support was received from other agencies, US and EU for continued operation of the UN centre from its Nairobi base. However the centre's role must be redefined. The World Bank should play a key role in the implementation of decisions, and UNCHS should continue more than ever before to play its role in this implementation according to *Victor Toko* of the OAU observer mission to the UN.

After days of tense negotiation, delegates reached an agreement that endorses the continued role of the centre in the follow-up (and to be given more money and people to help it function better), along with the Commission on Human Settlements also in Nairobi and other bodies for implementation. The new text however recognizes the ongoing UN review and restructuring efforts, which may have a major impact on the future of all UN agencies.

Other Events

Launching of Reports

A new report from Economic Commission for Africa (ECA) and a Continental Shelter Atlas for Africa were launched. The atlas is a publication of ECA and Shelter Afrique and contains detailed information on urban infrastructure, household stock, demographics, land, basic services, shelter finance market, construction industry and refugees in the continent.

Dr. *Wally N'Dow* used the occasion to call on Africa leaders to put the continent on a war footing for human development, noting that this is a wake-up call for Africa and that there cannot be a different pathway for our people than the pathways used by others to improve their human settlements.

A global report on Human Settlements 1996 was also released. It is the work of UNCHS and is a data bank for urban planners and policy makers.

Presentation of Awards

Best practices awards. *Boutrous Boutrous-Ghali* honoured 12 initiatives tagged Best Practices, selected from nearly 600 cases from over 80 countries which improved the living environment from social, economic and environmental perspectives by providing positive solutions to the world's most pressing human settlements problems. Brazil, Canada, South Africa, Morocco, Cote d'Ivoire, Argentina, Netherlands, China, Poland and India received one award each and the US with two awards.

Indicator Awards

These recognized the efforts of those countries who developed and collected housing indicators prior to the Habitat II. About 110 participating countries provided 46 key indicators for 150 cities. The award for the best report from a developing country went to India; USA received for the award for a developed country; Tanzania for a least developed country and Hungary for a transitional country.

Demonstrations

This presentation would be incomplete without the mention of various demonstrations that took place. On the 7th of June, 500 demonstrators from NGOs in many countries, shouting slogans, stormed across the historic Galata bridge with music to press for the right to housing and end to forcible evictions. Some arrests were made by the Turkish police who blocked the demonstration later. The EU head of delegation did not spare words to condemn the police action.

Partnerships for Sustainable Housing and Solid Waste

The concept of partnership dates back many years, but was mainly used by the business world to mean the formation of joint-ventures and consortiums by firms with similar operations. It is often misunderstood in developing countries to be only for business relationships across borders.

What makes the new arrangement discussed at the conference different is that partnership could be local-local or local-international with the partners contributing in many forms, not necessarily in cash.

The urban population in the developing countries are growing at 3.5% per year, which means roughly 150,000 people are added to the urban

population everyday. These growth rates combined with their huge population bases are pushing cities to unprecedented sizes. Vast numbers of the poor still live in illegal settlements and slums, with conditions highly inhuman in many ways.

1995	Population (millions)	2015	Population (millions)
Tokyo, Japan	26.8	Tokyo, Japan	28.7
Sao Paulo, Brazil	16.4	Bombay, India	27.4
New York, USA	16.3	Lagos, Nigeria	24.4
Mexico City, Mexico	15.6	Shanghai, China	23.4
Bombay, India	15.1	Jakarta, Indonesia	21.2
Shanghai, China	15.1	Sao Paulo, Brazil	20.8
Los Angeles, USA	12.4	Karachi, Pakistan	20.6
Beijing, China	12.4	Beijing, China	19.4
Calcutta, India	11.7	Dhaka, Bangladesh	19.0
Seoul, South Korea	11.6	Mexico City, Mexico	18.8

Table 1 Largest Urban Agglomerations

Source: Global Report on Human Settlements 1995

Lagos the capital of Nigeria, thus becomes the third most populous city in the next twenty years. This of course is a matter to be worried about, in view of the lacks and inadequacies in human settlements nationwide.

Housing Partnerships

The Global Report on Human Settlements 1995 states that in low-income countries 33% of dwelling units are owned by the occupants, 13% are public housing and 64% are unauthorized housing stock. The situation for low-middle-income countries is 52%, 11% and 36%.

The housing programmes embarked upon by most developing countries failed to make significant achievements. The houses were both inadequate and too expensive for the majority of the populace. The prevailing economic situation coupled with structural adjustment programmes make it crystal clear that government will not and cannot do it alone. New partnerships must be explored, while the existing models be reviewed continuously for better impact.

Existing Models

- Government funds, through public mortgage firm,
- Property development by public housing corporations,
- Private developers whose interests are limited by the gains to be made,
- The informal sector/individuals.

The government/private/people and organizations – NGO, CBO partnership brings people to participate actively in all facets of decision mak-

ing. It creates a sense of responsibility for them together with other actors to build a viable environment on which to develop different models. The partnership seems to be the most appropriate, to bring a positive change in the drive for adequate housing, one of the main aims of the Habitat II Agenda.

This partnership models could lead to the following:

- Development priority for housing,
- Change in building codes,
- Improvement in access to land,
- Low interest on mortgage loans,
- Emergence of housing cooperatives,
- Establishment of not-for-profit developers,
- Local government housing funds,
- Development and use of appropriate technology.

What is therefore needed is a new and better state instrument, market and people which enables the partners to relate to each other in natural supportive way. Training and capacity building of the locals, exchange programmes, documentation, research and development. The task ahead must be pursued with all seriousness, through support from other partners.

Solid Waste Partnerships

The growing volume of waste all over the cities in urban areas has become a matter of concern to both governments and the populace. The traditional approach to solid waste management, that governments handles all aspects of the collection, transport, and disposal, has its advantages and disadvantages, and mixed success. In most of the urban areas of developing countries, it is not uncommon to have so-called garbage boys to collect from homes against a token fee. In a waste-to-wealth approach this waste are then sorted out as reusable and recycle products for sale.

Nevertheless, new partnerships are surely needed to improve the efficiency of urban solid waste management. Some of the problems associated with the government management are:

- Low service coverage,
- Poor equipment maintenance,
- Substantial inefficiency,
- Insufficient funds,
- Widespread uncontrolled dumping.

The privatization alternative which works in the industrialized countries is not the best for developing nations.

Proposed Model

The partnership arrangement ideal may be a mix of public and private services. The operation requires that cities are divided into small collection units. Collection is based on service/management contracts to the lowest bidder, including the participation of the government unit as a commercial unit. Government must retain some unit for direct execution.

Advantages

- Improve efficiency,
- Lower costs,
- Provide new ideas, technologies and skills,
- Mobilize needed investment fund.

Models for contracts

- Management contract,
- Leasing,
- Build, Operate and Transfer (BOT).

Local capacities in contract and financial management, as well as capacity to compete must be improved.

Conclusion

The Habitat II conference will not least be remembered for the following:

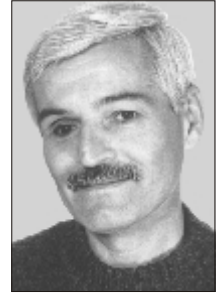
- 1 The upholding of the right to housing and an end to forcible eviction without provision of an adequate alternative.
- 2 The victory of the local authorities for direct discussion with UN agencies and other interest groups.
- 3 The new partnerships order.
- 4 Best Practices approach in human settlements.

But most importantly, the coming together of people from different nations to exchange ideas in the struggle for a better world. At the same time getting to know and learn from each other the pathways to improve human settlements while building friendships across nations.

Technological Issues in Habitat II

Pedro Vazquez Rodriguez

Architect, President of the Technical Council
Technical Centre on Housing and Urbanism,
National Institute of Housing,
Havana, Cuba



Introduction

Housing technologies and their implementation were not in focus as a main issue in Habitat II. In fact, many other housing themes and concepts were widely discussed, printed and distributed among the participants. Thus, I am carrying home a lot of information and documents related to housing affairs, analysed from many different approaches, but not mainly from a technological point of view.

This does not mean that technological concerns were ignored by the conference, since many lecturers mentioned the issue and even analysed many points in the area. Unfortunately, technological aspects were not properly emphasized or adequately documented, and there was a lack of information on them.

Therefore, I want to report to my colleagues on these points before leaving Istanbul and before I start forgetting some details on the theme which I have learned or confirmed here. Many other important issues are already in my suitcase and perhaps this will be the only report on technological implementation. That is why I have decided to highlight this theme.

Ten Top Aspects

Adaptation or Invention?

It was *John Turner* who insisted on the concept, but it was not only his reputation that brought me to the point. This is the main part of the current debate on housing in Cuba. On one hand, are those who support the renovation of traditional technologies and their revival. On the other, are those who search or seek fully new alternative solutions. Though the balance seems to be on the side of the first group, but what can be done when vernacular and local technologies were almost for-

gotten and re-placed by industrial ones? What can be done when the tradition – for the last 30 years at least – basically has been connected to housing industrialization?

The subject has been addressed here in some way, and the answer coming out from these discussions is **appropriate technology** which is not the same as alternative technology. Appropriate technology is the proper solution according to our own conditions. Prefab skills, infrastructure, management and culture are part of the Cuban housing realities, and we should not forget that. The conference teachings convinced me that, hand by hand, with the restoration of local and vernacular technologies, there should be a “softening” of the modern adaptation of industrialised technologies. The big question is not prefabrication itself but what and how to industrialize in the habitat production. The main idea is that the two approaches are **complementary** and do not exclude each other.

Beware of Uncritical South – South Technology Transfer

The importation or transfer of technologies was highlighted by the conference as a contribution to solidarity, development and exchanges among our nations. Supporting the poorest and most underdeveloped countries is a way to help them to skip a lot of cultural and technological constraints.

As we have lost a part of our own technological heritage, Cuba also needs some kind of assistance in terms of alternative or low-cost technologies. In fact, we have been receiving it in different ways. Some specialists are considering this kind of South – South cooperation as a sort of “lifesaver” or total solution for some of our problems, just because they suppose that common problems might share common solutions. This is only half true.

The lessons of Habitat II make it clear that no automatic or non-evaluated transfers should be made from one country to another due to the different contexts and cultures beyond the technologies. The review, analysis and evaluation of all the ideas coming from abroad should precede the transfers. Successful solutions in one context will easily fail on a different one as a result of the disappearance of their organic and natural backing. Locally-based technologies are always more likely to succeed. Thus, beware of a non-evaluated and insufficiently criticized technological transfer, even if it comes from the South. Remember what had happened to the European heavy prefab Cuba imported before, and the way it became unsustainable on the 90s.

The Quality of Design

Alternative technologies are one of the cornerstones of the new housing strategies in Cuba. Their implementation process is so young that cul-

tural constraints are often present in the design results. The lack of fresh international information and the rupture of the Cuban tradition on alternative design has placed the already built results in a weak position.

The lecture “A Technological Approach to Quality” (NGOs Forum) highlighted these issues, mainly the relationship between design and technologies. Four items of basic advice were offered which will be useful on our daily work.

- Technologies are tools – the results are up to your capacity and ability to handle them properly.
- Technologies are not magic – there is a lot of bad concrete architecture in the world, and there are thousands of wonderful realizations on earth. Designers are the magicians and culture is the “trick.” Do not blame technologies if YOUR design results are not adequate to our own context and needs.
- Maintenance is a main topic concerning good alternative designs. Low-cost technologies management has to take special care about the subject. No lovely architectural forms are valid if long term maintenance fails.
- Poor execution spoils a good design. Quality control must be the result of a comprehensive approach from the very first drawings to the delivery of housing units to householders.

Increasing the Productivity of Cities

Michael Cohen, Senior Adviser at the World Bank, talked to us about this multifaceted subject. Below are some of the basic and useful statements related to the technological approaches:

- Promoting local technologies and community-based building groups is to promote the recovery of the urban economy and to improve its capacity for self-reliance.
- Promoting a locally-based building industry is to create jobs at community level.
- Promoting locally based technologies will accent the fact that cities are not run by central governments but by local authorities, and that will mean a contribution to the strengthening of municipalities.
- Deregulating the (centralized) building codes will allow people and local authorities to do their job at community level.
- Supporting the increasing of the city’s productivity is to support decentralization in terms of local technologies production and also in terms of democratic participation.
- The support to local industries, including of course building technologies, will also mean increasing of funds recovery and the renovation of the investment capacity. The city will be able to reproduce capital and dedicate it on its own needs. Taxation is not the only way to developing the city, production is also.

Technologies and Environment

The issue on technologies and environment is not completely unknown in Cuba but, even so, I would like to stress it. The point is that bad management of low-cost or alternative technologies is often responsible for environmental damage and negative impacts. Usually because of non-friendly exploitation of natural resources (woods, earth, rocks, etc.), locally-based building industries are associated with damage to the environment.

Many lecturers stressed this topic and they all gave the same solution for this: **sustainability**. A widely used word that is getting weak and losing some of its meanings due to the use – and abuse – of the concept.

The protection of the environment's self-recovering capacity and the everlasting renewal of natural resources are the main parts of the strategies for a sustainable management of technologies.

No place, no forests, no water source should be damaged on behalf of alternative technologies or local based building industries. This subject should be repeated to all our colleagues, especially to those seeking "urgent" solutions that are decided – and perhaps approved and implemented – before a comprehensive evaluation of its impacts could be completed. Environmental issues are irreversible most of the time.

We should not forget this if we want a sustainable way to assess technological issues. Vancouver 76 considered human settlements as an urban concern, while Rio de Janeiro 92 saw human settlements as an environmental issue. Let us make Istanbul 96 the conference linking both issues in harmony, by bringing out the tools for a successful implementation of its outputs in Cuba.

Technologies at the Trade Fair, NGOs Forum and Best Practices Exhibition

The official conference held at the new Convention Centre was, of course, the core meeting of the City Summit. I do not dare to say that it was useless or hopeless in any way; on the contrary, main guidelines for future actions were part of its outputs.

Nevertheless, you may be sure that the best technological ideas and results were developed and discussed outside the official committees at the complementary forums held at three different, and widely separated, places in Istanbul.

The Trade Fair, the NGOs Forum and, in a particular sense, the Best Practices Exhibitions were the main scenes for these important exchanges of ideas. I can not ignore the amount of information gathered at these three places. They are the main part of my overloaded luggage together with the whole set of diskettes, bought by Cuban Delegation, containing more than 500 complete descriptions of world wide Best Practices. About 50% of these Best Practices deal with some kind of technological issue.

Habitat II was a huge classroom. Spreading these information throughout the country is one of the most important tasks to be accomplished after my arrival to Cuba. That will be my contribution to capacity building!

From Pilot Projects to Full-scale Projects

I attended two lectures on this subject. First, the “Communities Teaching Professionals about Development,” by the Federation for Homeless in South Africa, at the NGOs Forum. Second, the “Action Planning for Sustainable Human Settlements,” by UNCHS experts at the Salipazari Best Practices Exhibition Centre.

Why was I so interested in the issue? We all know that technological experimentation in Cuba is quite accurate and serious, most of the time. Our troubles start as soon as we try to go further in the implementation process and attempt the full-scale spreading of the lab results. We often fail to turn good technological ideas into good facts. Why?

The answer from Habitat II seems to be that our technological management is still too far from our people. We look at ourselves as “creative” professionals, while communities are doing their own creation, i.e., those that are closer to their needs, hopes and aims. The “communication channels” between researchers, designers and people are rigid and still too complicated to accomplish the goals.

Communities will never deeply support the solutions coming far from the context and culture of their building and design. Therefore, technologies imposed by outsiders will probably fail. They are “anti-natural.”

Community participation is much more than just mobilizing people as labour. We know that, but we have not yet found the practical way to overcome the constraint. The implementation process impedes or enables community participation. Enabling communities to work and involving them in the technological process (including research) will reduce the gap between professionals and ordinary people. Let them create.

Appropriate technology means, in first stage, appropriate for those who are going to live in, and within the built results.

Technologies and the Social Production of Habitat

Habitat International Coalition (HIC) has promoted the concept of “social production of habitat” around the world. Habitat II was a good opportunity to spread the idea, and even the Latin American Group Forum, including Cuba, at the NGOs, supports the idea.

‘Social production of habitat’ is defined as “a working method realized by the initiative – and under the control – of the CBOs effectively supported, among other actors involved, by all the Government levels.” This concept leads us to a **decentralization** process which is the main part and the foundation for achieving effective participation in technological issues.

Decentralization is a way to achieve many different goals, among them, the conversion of habitat production from an isolated, centralized and rigid scheme to a wider, participative and democratic social affair, involving fully supported communities.

Housing technologies are part of that process, as well as the Government itself. In Cuba we are able and are in fact slowly moving in this direction. The Habitat II results force us to keep on the tracks.

Housing Traditions

The cultural facet of the technological issue is the main piece of the whole habitat puzzle and, perhaps, the concept most often mentioned by the lecturers. That is the correspondence between hopes, needs, traditions and living environment on one side and the technological results for sheltering people on the other side.

Culture is not a constraint on technologies; it is a guideline for actions. To forget cultural issues behind technologies will lead to rootless and weak results. This concept is closely related to issues already mentioned but, in fact, it is a sort of constant beneath all the technological items.

What did Habitat II teach me about this? The technological concerns are not to be developed or conceived from top-to-bottom, but from the grassroots to the top, because that is the only way to place cultural issues in the foundations of the proposals. The significance of moral, religious, functional, climatic, constructive and family values are too strong to be forgotten.

Prototype projects and 'universal technologies' are to be rejected because there are no typical families nor 'universal communities'. New housing strategies in Cuba should not neglect this point.

Housing Technologies and Poverty

The poor and poverty were both present at the City Summit. Unfortunately, not in the way I would like to hear about them. Ideologies of concepts on habitat are trying to hide the roots and causes of the problem. I did not want to see the conference converted in a political meeting – that is not my point. But how can one talk about development and poverty without mentioning the structural causes for their existence?

The defenders of the current world are sure that it will remain forever as it is now. An everlasting status and 'the end of history.' Therefore, poverty will also remain forever and the current proposition is no longer to eliminate poverty but to alleviate it. They talk about the urban poor but never mention the urban rich. They have substituted solidarity with 'partnership' and profound Government involvement and support with 'enablement.'

Poverty is not seen as the result. It is the unequal social and economic development as the essence of unequal technological develop-

ment. The solution for such a social problem is not technological, but political and economic.

It was hopeless to attend the lecture, "Technologies on Globalization" (NGOs Forum) and listen to experts talking about computers, satellites, CD-ROM and optical fibre while they were just surrounded by people coming from dozens of nations where majority of the population has no access to electricity!

Beautiful concepts are not enough. I have seen a million persons using street curbs as houses and spending their lives in the sidewalks of Bombay. The stars are their roof. What technology will solve this? We have to be aware about the issue.

Conclusions?

Is there any way to conclude what is just starting now, after the delivery of the already approved Global Plan of Action contained in the Habitat Agenda? No way. That Plan of Action is a tool in the hands of the governments from all over to be implemented from now on. The work is just beginning. Therefore I am not going to conclude the summit but simply repeat the main ideas concerning technological issues in the Habitat II.

- Habitat II was a huge meeting point, a hall for exchanging ideas and a huge classroom. Most of the theories and concepts in the conference were intended to make things happen. The words were mainly addressed to make real facts. And that was a rewarding experience!
- In my opinion, the best of the best was the Best Practices! They are not promises, they are FACTS. They demonstrate that dreams can become true and real. They show how to implement ideas and confirm that Habitat was not only a theoretical forum but also a place to gather practical solutions. The best Practices Exhibition did confirm that utopia is still possible!
- Technologies are a way to results; they are not the result. That is an important lesson for our researchers and designers.
- There were no direct answers on technologies for renovation and conservation at Habitat II. It was expected since this was not a technical forum.
- Cost effective technologies refer to a specific context. They are not exchangeable nor transportable from one reality to another. Do not try to prove that some solutions are economically friendly in Cuba just because they were so elsewhere.
- Reducing external dependency is a top concern in Cuba. Our hard currency investment per house is still high if we compare it with the achievements of some other countries. Even when it is currently half the amount it was in the 80s, we have to improve its sustainability and self-reliance.

- Technological capacity building should mainly be focused at community level, where the most fresh knowledge sources are. We should start learning from the grassroots by “mixing” our skilled professionals with our experienced CBOs leaders.
- Finally, to summarize the main pieces of advice to Cuba, we must work towards **sustainability, decentralization** and **participation**.

Impressions of the Conference

First impression, the Opening, June 3, 1996

Habitat II is a madhouse.

Second impression, June 6, 1996

This house is not so mad.

Third impression, June 11, 1996

Habitat II is a house.

Final impression, the Closing, June 14, 1996:

Habitat II is the house we all need.

Community and Housing Technology

Bridging the Gap

Rachelle Navarro-Åstrand

Architect, Philippines
M.Arch, McGill University,
Montreal



City Summit in Istanbul: Impressions

Barely getting a glimpse of the city of Istanbul, the first stop for a participating NGO delegate is Taskishla, the venue for the NGO Forum. The two floors of the building were transformed into an exhibit venue, with an endless array of booths, promoting the activities and publications of different organizations, and in some cases selling exotic goods and souvenirs. The busy ambience with pleasant chaos of the forum venue could make a newcomer wonder if it is an extension of the Grand Bazaar of Istanbul.

Building awareness among different sectors concerned with habitat issues is among the key significance of such an international exhibition and forum. The venue for the NGO forum promoted a whole range of activities to lobby important issues for the Habitat II agenda. Besides exerting great efforts in absorbing the tremendous amount of information from the exhibits and endlessly collecting written documents, one could also find opportunities to interact and exchange views on the different issues being promoted in the forum. Conferences, presentations, panel discussions were organized by various NGOs, CBOs and academic institutions to make such exchange possible.

Being an architect and a researcher in the field of housing, it was most worthwhile to be immersed in such an international forum. The encounter provided the opportunity to learn about realities in different societies – issues and new insights that one could never learn from books or from one's own practice.

This paper focuses on some issues to bridge the gap between technology for low-income housing and the community who will be using them. Although this theme is among the minor issues covered in the conference, some selected forums and documents, nevertheless, provided practical solutions and indicators of success and failure in tech-

nology development and application. The discussion is based on personal views and new insights gathered by the author in the process of participating and observing the proceedings of the NGO forum for the city summit.

Community and Housing Technology: Bridging the Gap

Cities are expanding so fast that there is inevitably a massive demand for building materials and for appropriate management techniques to assemble them.

The forum of consensus on science and technology recommends its increased application to existing and emerging problems related to human settlements. It emphasized that strengthening research in this area and facilitating its application would reduce the gap between science and practice. To achieve this goal, the scientific and engineering community must adopt an integrated approach and must work together with other parties.

While it is true that research and development must be strengthened, technology development for human settlements requires more than technical and scientific development. Many professional and community based organizations (CBOs) promoting or developing housing technologies emphasized the importance of working closely with communities such that technology is effectively transferred or properly developed.

The City Summit II opened the gates for some professionals and community members to demonstrate their experiences and knowledge in the process of housing production and technology development. Workshops, panel discussions, video-shows, distribution of written documents and exhibits testified how certain housing technologies were successfully integrated in communities and therefore enabled them to meet their housing needs. At the same time, building officials, professionals and scientists involved in the development for housing technology were given the opportunity to witness the relevant role of communities in technology development.

Some principles and learning experiences on technology development for low-income communities, are derived from the proceedings of the Habitat II.

- Technology development as a multi-dimensional process
- Differentiating effective transfer of technology from development of community-based technology
- Community participation and building their capacity
- Women empowerment
- Issues of affordability
- Reasonable building codes

- Concern for environment.

Technology Development as a Multi-dimensional Process

Development of housing technology for low-income communities should not be undertaken by experts alone. Beyond the housing technology are other dimensions, which in reality emphasize that housing production is a process, involving several actors and activities. There must be an equal partnership between experts and advisors on one hand and the local people who must make these ideas a reality, on the other.

In Argentina, as presented in a forum publication, a new type of concrete block has been introduced to help reduce local construction costs. The process of introducing a novel technology has been well integrated with other important elements of housing improvement, such as housing finance, the role of women and the necessity for self-help approaches. High quality training courses in all aspects of slum improvement, including the production of durable building materials, are considered to be a mark of success of this work.

In the several sessions and panel discussions following the theme of community participation in technology development, it was made clear that if people who are supposed to benefit from a strategy have no part in developing it, there is less chance for that idea to succeed. Technology development for low-income housing, therefore, requires the effective integration of the technology into the community who will eventually develop and use it to meet their requirements more closely.

The role of community based builders and the small-scale sector of the building materials industry should not be underestimated by experts and building officials. These groups have shown considerable potential in meeting local demand, despite the fact that they often rely on traditional and out-dated technologies. Lack of knowledge of innovative, energy efficient and appropriate technologies based on local resources has been the biggest stumbling block in improving the productivity of this sector to enable it to compete with larger building sectors. Government and local authorities have an important role in ensuring a political environment that will protect the building activities and material production of community builders.

Transfer of Technology vs. Development of Community-based Technology

The concept of integrating technologies for housing within the community can be done through transfer of technology or development of community-based technology.

Transfer of technology essentially entails its development outside the community, which could be local or foreign input innovated and devel-

oped by experts. This can be considered as a top down approach, in which designers and inventors sit in the laboratory and design the building components and the corresponding construction technique, accompanied by strategies and procedures for production, delivery and assembly. Once these technologies are developed, they are promoted and transferred to communities.

The appropriateness of the technology for the community questions not only its technical and economic viability but also the consideration of the people's ideologies, i.e. their cultural and social biases on building materials and technology they use for their homes. This issue was stressed in a panel presentation on transfer of technologies in Peru by Ms. *Pochi Monzon*. As discussed in the session, there have been many technologies that are technically viable, but the working NGO concentrates on finding means to promote and transfer them effectively without dismissing the ideologies of the community members.

Another case illustrating the need to consider the people's ideologies was from Papua New Guinea. This report discussed recent research about the way informal communities in the city of Lae select and use building materials for their homes. The study concentrated on the sort of materials they use now and what they would like to use if they had the means to acquire them. Over half of the people asked said they bought their building materials from rubbish dumps. And if people could afford to buy new materials, many would choose materials that appear impressive, to raise their social status, rather than materials that function better. Traditional materials such as thatch were out of the question (Basin News 1996).

Transfer of technology should also involve an effective means to maintain and sustain the technology within the community. Here, continuous technical assistance, most often involving community builders or the households members, is essential.

In practice, as conveyed in selected sessions and documents in the forum, people constantly come up with new ways to use local materials and doing more with less. The development of such community-based technologies can be considered as a bottom up approach, where experts and building officials can learn much about how people build on their own.

While the ingenuity and adaptability of people are not to be underestimated, the critical assistance they need is to learn how to make the best use of the available natural resources and their potential skills. Research institutions and community based organizations hold that this creativity has to be supported by providing some incentives such as training, technical advice, research grants, low cost starter loans, non-restrictive building codes.

Community Participation and Capacity Building

The NGOs repeatedly promoted a people centred process for the Habitat II Agenda. Innovations should exist among the poor, should be trea-

sured as the most valuable asset available to decision makers, planners and implementers. Hence, the themes, *community participation* and *capacity building* were the most often used expressions in the city summit. Though quite clear as terminology in the professional, official and academic arena, the interpretation and application is contextual.

Recognizing the community's right to participate is fundamental, but finding explicit ways to enable them to participate effectively is important. Here, the move for capacity building becomes most relevant. In a round table discussion, "Building Capacity for Better Cities," facilitated by the Institute for Housing and Urban Development Studies (IHS), Rotterdam, the concept of capacity building was defined as follows:

The concept of capacity building is about more than training. It concerns as the bottom line, getting things done.

Capacity building is about making the conditions right for this to happen. This includes training for men and women, but has to go beyond this to ensure that organizations are able to support individuals by giving them adequate respect, pay, responsibility and conditions which encourage the motivation and energy that is necessary to make a difference.

Community members cannot work in a vacuum but are supported, or sometimes limited by institutional frameworks of conditions and regulations. Participatory development operates within an environment which is susceptible to the socio-economic, cultural and political influences that by their nature will vary with every project setting (Intermediate Technology 1996).

In aiming to develop technology in a participatory manner, NGOs and governing groups must consider the conflicts and power struggles that could emerge. The following are some obstacles, cited by Intermediate Technologies, which may hinder any level of participation or make it more difficult to achieve

General Political Environment

- If the political system is centralized and discourages local participation in decision making, then true participation will be difficult to obtain. Tension will exist between state mechanisms for achieving local rule and the spontaneous efforts of grassroots organizations.
- Laws governing the rights of association will directly affect the ability of local initiatives gaining recognized status and their ability to operate in a legally binding capacity. Access to credit will be influenced by governments' and lending organization criterion for deciding who is eligible for access to funds; the cost of finance will limit the number of people who have capital funds to begin a small enterprise or have the necessary materials for house construction.

Social Heterogeneity of Rural and Urban

Efforts to achieve community participation must recognize class, caste, cultural, social, gender and geographical differences. This is most crucial, for these differences affect how people participate, i.e., their level of interest, manner of participation, how they perceive their contribution and merits they expect to receive.

Power Structures

Power structures exist between sections of society (e.g. between tenant farmers and landlords) and within sections (e.g. gendering of work activities), hence, the dynamics operating within any given context will vary and affect who participates in which type of activities.

The above dynamics, whether they are considered to be internal or external influences on a project, will influence people's ability to access information, funds, time energy; administer programmes; negotiate with bureaucracies; organize their activities; build support networks and will influence their perceptions of risk and cost of their involvement. Thus, it is crucial to find new strategies to ensure that peoples' own capacity and enthusiasm are supported. In particular to technology development, this support has to associate development of alternative technologies with housing rights. People can not build with bricks alone (Intermediate Technology 1996).

Women Empowerment

Women empowerment, as promoted in the Habitat II agenda, stresses that women's expertise, needs and perspective should have a visible impact on housing and the development of settlements in both rural and urban areas. Gender issues are particularly prominent and difficult to address in the sectors concerned with building materials production and shelter provision in male dominated spheres. Some field experiences show that it is acceptable to involve women in the construction process during a crisis period but men reassert their dominance once the crisis is over.

In some poor countries, such as in the African continent and India, women are used as a transport system, literally carrying building materials from the material source to the construction site. This makes one ask how much should women be involved in the housing construction? Should they be recognized merely as free or inexpensive labour in the construction process?

Women play a significant role in maintaining the domestic environment and should therefore have access to the fundamental rights on housing. In many cultures, as emphasized on panel discussions in the forum, women are not allowed to own or make decisions about land and property. Women do not have access to credit to the same extent as men do. How can women participate in the human settlements

housing programmes if they are denied the basic rights to make decisions and handle domestic property?

Another means to empower women in the housing construction is to provide access to technical knowledge. Technical training enables them to effectively participate in the building process and decision making process in the construction and related fields. A significant practice related to this issue is the case of the programmes of Brazilian Women's Confederation, where women are trained to build homes for their families.

In Brazil, about 20% of the 38 million national households are headed by women. Most of these women are unwed mothers, divorced or widows, aged under 40. They are often illiterate or semi-illiterate, taking part in the informal job market with salaries that vary between half to one minimum salary. They have no access to the social rights of health care, dwellings and education. They struggle to support their children.

Since 1988, the Brazilian Women's Confederation has implemented housing programmes providing women access to land and shelter. In their program, women register as part of the programme and work as teams to build houses. They are trained as carpenters, plumbers, bricklayers, electricians, locksmiths, and are also instructed about work safety. In the training process, the women are provided with the opportunity to learn basic reading and counting.

The case of Brazil, as presented above, enabled women to participate effectively in construction sector at the same time providing education and measures to ensure their safety in the work place. Another significant move to enable women to participate effectively and at a higher level in the construction sector, is ensuring equal opportunities to education and professional training.

Issues of Affordability

In most developing countries, existing public financial institutions do not fulfil the requirements for financial resources which are needed for critical inputs in house construction. Though the Habitat Agenda supports self-built housing, such production will not take place if people do not have access to affordable financing schemes.

The few available financing institutions have had little impact. The normal practice in private sector low-income shelter construction is to depend on the builder's finances, which are often limited. Public sector low-income shelter construction is often more vulnerable to limitation of cash flow. Similarly, in most circumstances, conventional low-cost infrastructure programmes are provided by the public sector, and thus exposed to severe financial constraints.

The forum provided ample discussions on the significant contribution of community co-operatives in ensuring financing scheme for the low-income group. The discussions during the session, "Community Teaching Professionals," facilitated by the South African Homeless People's Federation, brought significant insights on how communities effectively

manage housing savings schemes. The federation promoted the importance of shifting dependency to people, recognizing their capacity to pay loans and enabling them to be self-sufficient. In more concrete terms, the group demonstrated how they run housing saving scheme in simple and transparent means. Here, women's accountability plays an important role.

In other sessions, such as the case of Fuprovi, a non-government organization in Costa Rica, though relying on external funding, the optimization of the revolving funds was effective in the sustainable operation of the programme's financing schemes.

Reasonable Building Codes

Building acts, regulations and codes are the means by which authorities control construction activities to ensure safety and health in built environment. Similarly, standards and specifications for building material production and use ensure the stipulated quality. To a large extent, these regulatory procedures can determine the types of building materials, labour skills and construction techniques to be used in a construction process. In this way, an opportunity is created to promote the use of appropriate and low-cost building materials and technologies.

Conversely, building codes and regulations can also prohibit the use of certain building materials which are normally accessible to low-income population and therefore limit the delivery of low-income shelter. This has been a common reaction not only among community groups but also of experts involved in technology development for low-income communities.

The inadequacies of existing regulations stipulate standards which are far too costly for the target group and which, even if they were provided, could not be maintained with local resources and know how. Hence, there exists a common thinking on the need to reconstruct the existing building codes based on local conditions and requirements.

Concern for Environment

The current thrust of development of sustainable technologies for housing emphasizes the use of local materials. However, there are cases where the construction sector has been among the dominant factors causing depletion of some natural resources such as soil and forest resources. Argument for locally based materials such as organic materials, questions the sustainability of these natural resources. The case of brick making in West Bengal illustrates this phenomenon.

Traditional brick making in West Bengal is very energy intensive because the kilns burnt tropical hardwood and only produced a few bricks with each firing. New kilns have been introduced and they work well in other parts of India. In Bankura district, however, the use of kilns caused many people to lose their livelihood, caused pollution and destroyed

fertile agriculture lands. This improved technology was not locally sustainable.

While one technology may be appropriate in one place, it may have a disastrous consequences in another. This should be taken into account especially in the attempt to transfer and or replicate technologies to other regions.

Conclusion

At one end is the important role technology and science should play in solving problems related to human settlements. At the other end, the community's active participation in housing production is supported by promoting self-built housing. These two poles should not function separately, but instead be integrated. The proceedings of the NGO forums and all other documents disseminated, provided practical tools that helped link the two sectors.

The learning experiences that emerged in the proceedings implied a different way of thinking – acknowledging the capacity of communities to innovate, maintain and or develop further technologies that they will use themselves.

At the same time, awareness of practices in different parts of the globe, broadens the scope of technology development from mere laboratory design to a whole range of activities and concerns, such as, financing, community participation, education and training, concern for environment, all which are important to integrate technology development effectively within communities.

The opportunity for community based organizations and scientific groups to show their practices in the international gathering is most fruitful in disseminating knowledge. However, there is more to learn from what is actually happening, be it success or failure, in integrating technologies to communities. Research groups should therefore find means to document these practices and disseminate them to other sectors involved in the field of technology development.

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Building Cites From the Bottom Up

David Satterthwaite.

Part II

Partnership and Capacity Building

The City Summit

Partnerships for Solutions

Lucy Maruti

Land Economist
Shelter Afrique,
Nairobi, Kenya



Background

Habitat II is the second United Nations Conference on Human Settlements; the first (Habitat I) was held in 1976 in Vancouver, Canada. Habitat I sought to focus world attention on issues of urbanization and human settlements, but more pressing issues have emerged since then, and urbanization and human settlements have gradually been relegated to a back seat. Central planning, a major theme of Habitat I, has lost popularity as a tool for solving problems of population distribution and urbanization. Habitat II was to provide an opportunity to once again focus on urbanization and human settlements in the context of the evolving perceptions and current scarcity of resources for development. The conference whose preparatory process has lasted over two years was dubbed “The City Summit.” It was called for in General Assembly (GA) Resolution 47/1180 which provides the objectives as:

- 1 In the long term, to arrest the deterioration of global human settlements conditions and ultimately create the conditions for achieving improvements in the living environment of all people on a sustainable basis, with special attention to women and vulnerable social groups whose quality of life and participation in development has been hampered by exclusion and inequality affecting the poor in general.
- 2 To adopt a general statement of principles and commitments and formulate a related global plan of action capable of guiding national and international efforts through the first two decades of the next century.

The goal of the city summit is to make the world’s cities, towns and villages healthy, safe, equitable and sustainable. The summit was a conference not only on the prevailing conditions but also the future of cities. It therefore brought together all actors involved in all aspects of urban development. Formation of partnerships between all these stakeholders was stressed as a strategy for more effective resource mobilization and investment.

The Partners' Fora

The conference was organized in such a way that other actors can take part in the conference proceedings. It has the following fora: Plenary sessions, Committee I & II. Parallel to these official sessions are the fora of other actors such as, NGOs, local authorities, parliamentarians, academics, etc. Their contributions are received and analysed by the second committee. Below are the highlights of submissions made by representatives of various groups and fora.

World Assembly of Cities and Local Authorities

This group stressed that in a rapidly urbanizing world, Habitat II had the crucial task of applying the commitments and recommendations of the conference to the specific needs, concerns and conditions of human settlements. In addition, Habitat II will have to strengthen commitments at the global, regional, national and local levels to find effective solutions to the economic, social and environmental aspirations of people living in all types of human settlements. All communities must be equipped with capacity and opportunity to not only articulate their needs but also to participate in all sectors. Local authorities in partnership with central government and the international community will strive to resolve pressing human settlement problems especially through mobilizing communities and supporting their action. This group argued for the formation of a strategic alliance, in addition it was argued that local authorities should be given a more prominent and permanent role in national and international deliberations and a role in UN bodies and organizations.

The group called for the promotion of economic development, equity, social progress, environmental awareness, gender sensitivity as these are essential components for achieving sustainable human development. The group further called for decentralization as a way to strengthen democracy and legitimization of local authorities as the 'people's voice'. Parallel to this should be the increase in the capacity of local authorities, especially concerning finances. The group expressed the desire to have laws enacted that specify the roles of local authorities vis-à-vis those of central governments.

World Business Forum

This forum stated that civilizing society to create a sustainable habitat is no longer the responsibility and function of the state alone but the challenge to all societal actors, including enterprises and elected authorities. They called for a new partnership approach whereby international agencies, national and local governments, businesses, NGOs and citizen groups would act together to develop new strategies to address city problems. The business community was concerned because under negative social situations of poverty, unemployment, armed conflict etc.,

business cannot operate. It was noted that the business world was mainly involved with the middle and high income citizens, especially in the banking sector. The major challenge facing the community was therefore, how to deal with the poor. It was observed that corporations should increase their responsibility in providing adequate housing and sustainable urban development, governments on the other hand should give such corporations incentives such as tax breaks. Corporations were asked to eradicate corruption and ensure transparency.

Foundations Forum

Foundations and corporate funders were invited to set up an international task force to design and implement an action plan to address issues of concern in the Habitat Agenda at national and cross-frontier levels.

Academies of Science and Engineering Forum and Professionals and Researchers Forum

In their submissions, these fora noted that cities are now at a cross-roads and technology has a crucial role – that of providing solutions and ensuring the long term sustainability of cities and the eco-systems on which they depend. Critical factors for solutions will be education, training and capacity building of local scientific and technical experts.

Parliamentarians Forum

This forum noted that problems of urban development were in the first instance, political – thus the importance of parliamentarians role. It was argued that while most countries lacked the needed legislation, others had cumbersome legislation e.g. building codes and regulations. Parliamentarians should facilitate legislation that supports human settlements development. Legislation should, however, not just be facilitated but also followed up, assessed and evaluated.

United Nations Systems

In this forum it was argued that there is need for the UN to shift from consensus building and policy development to implementation.

UNCHS

This centre will have to work closely with governments and local authorities to translate the practical modalities of Habitat II conference cooperation into concrete forms of sustained dialogue between stakeholders. This was deemed the best strategy to strengthen institutional capacity, investment programming and inter-agency cooperation and to encourage networking between human settlements interest groups. UNCHS intends to strengthen its funding base and make any necessary organizational adjustments before end of 1997. UNCHS was called upon

to decentralize its operations to regional offices to provide immediate response to local realities. The commission may soon expand to include local authorities, NGOs, and private sector in its work so as to help define the centre's work programme in response to common priorities in the area of shelter and sustainable urban development. A new UNCHS regional office is soon to open in Rio de Janeiro with the sponsorship of that city and the government of Brazil. The office will focus on programming and backstopping of the centre's operational activities in the Latin American and Caribbean region. A similar regional presence in Asia is being considered.

UNDP

UNDP has been assisting developing countries in the preparations for the conference as well as promotion of dialogues at regional and global levels. It has also been promoting people-centred development through support to thematic, multi-sectored programmes of national governments, local authorities, NGOs and other partners. The organization will continue to promote technical cooperation among developing countries and other partners.

International Monetary Fund (IMF)

As a follow-up to the conference, the Fund will address Habitat issues by incorporating recommendations in discussions involving each country. The Fund might give technical assistance and policy advice if requested by the authorities, and by reaching out to local authorities, informing them of IMF's general dialogue with the central government and receiving inputs from them.

The World Bank

The bank proposes to launch an agreement with developing countries to support provision of basic urban services, to clean up the urban environment and to strengthen urban finance. The bank is to allocate some 15 billion US dollars over the next five years. However this has to be matched by developing countries' commitment to the formulation of the strategies necessary to reduce poverty in urban areas.

UNEP

This institution is collaborating with UNCHS in the implementation of the Sustainable Cities Programme (SCP) through which UNEP will contribute to implementation of the Habitat Agenda.

UNICEF

The Fund is involved in two major urban settlements activities, namely, the Urban Basic Services, launched 20 years ago, and the Mayor's Defenders of Children Initiative, launched in Dakar, Senegal two years ago. As contribution to the Habitat Agenda, UNICEF will build on the valuable lessons learned from these urban interventions.

UNPF

This fund appreciates the close link between population and human settlement issues. It will therefore contribute in the Habitat Agenda follow-up by supporting policy research in the areas of internal migrations, urbanization, cross country migrations and natural population increase and by facilitating the work of local authorities and NGOs. The Fund was requested to take steps to develop a coordinated effort to address the problem of street children. These are the main submissions made to Committee two. Other submissions were received from a host of other caucuses including those representing women, youth, labour movements, etc.

Topical Issues

Among the events that ran parallel to the plenary and Committee meetings were dialogues, seminars, and workshops on various themes. These sessions were organized by different NGO caucuses.

This section briefly analyses some of the themes that were discussed in the sessions that I attended and also reviews what the Agenda provides for the themes.

Poverty

Research statistics endorsed by the World Health Organization (WHO) suggest that at least 600 million urban dwellers in Africa, Asia and Latin America live in housing so crowded, and of such poor quality and with such inadequate provision for water, sanitation, drainage and garbage collection that their lives and health are constantly at risk. The number of urban dwellers living in poverty has especially increased in the 1980s and early 90s. It was argued that to the poor, poverty is not only measured by lack of money but also in terms of lack of access to basic services such as schools, clinics, sanitation, piped water, etc. The poor also lack access to decision making processes that influence their living and working conditions

It was noted that poverty was more prevalent in urban areas of developing countries, it was also rampant in rural areas. However, rural and urban poverty were different, a fact that ought to be taken into consideration when strategies for urban poverty reduction were being formulated. For instance, the urban poor depend on a cash income for survival and have to contend with unaffordable housing and staggering proportions of social ills such as crime and violence. Rural folk on the other hand depend on an agriculture based economy and have to deal with uncontrollable situations such as bad weather. In addition, they often lack access to clean drinking water, sanitation facilities and are inadequately provided with community facilities such as schools and health centres.

Highlights – Discussion Panels

- Income generation should be prioritized for poverty alleviation. Self-employment and micro-enterprises should be promoted. The micro-enterprises must be multi-sectored addressing multiple needs of the poorer groups. They must not only substantially involve local people but also intensively utilize local resources.
- Both International donor organizations and governments should strive to understand how poor communities respond to economic crises as this is a prerequisite to ensuring appropriate interventions.
- Poverty alleviation strategies should complement and strengthen people's own inventive solutions rather than substitute them.
- A combination of economic restructuring, government budget cuts, inflation, privatization, shifts in resource allocation and unemployment have generated deep social costs and led to not only urbanization but also feminization of poverty. Gender has, therefore, increasingly become an essential concept for the analysis and eradication of poverty.
- Poverty is linked to the unequal access to distribution of resources, a lack of control over productive resources and limited participation in political institutions.
- Mobilizing people into well organized community cooperative societies is an effective tool for poverty alleviation as it accords the community more bargaining power.
- In offering external assistance it should be sought to build local capacities and not to create dependency.

Highlights – Habitat Agenda

- To alleviate poverty governments will put efforts in promotion of equitable provision of services in human settlements through:
 - formulation and implementation of policies that ensure equal access to and maintenance of services,
 - redirecting public resources to encourage community based management of services as appropriate.
- In addition to the above, governments, in partnership with all other stakeholders, will stimulate productive employment opportunities that generate income sufficient to achieve an adequate standard of living for all people. In so doing, it shall be ensured that these opportunities are:
 - non-discriminatory,
 - cost-effective, labour-intensive,
 - local private sector based.

- Governments will encourage the establishment of community-based organizations, private voluntary organizations and other NGOs that contribute to efforts to eradicate poverty.
- Governments will collaborate with NGOs, CBOs, cooperative sector, public and private sector to promote social integration.

Building Partnerships

This theme encapsulated the spirit of Habitat II as a conference of partnerships and an opportunity for expressing a vision for the future of human settlements. Participants in the various NGO sessions called for a new partnership approach where international agencies, national and local governments, businesses, NGOs and citizen groups act together to develop new strategies which can address the problems currently facing world cities. It was agreed that the related conditions of alarming urban poverty, inadequate shelter, degradation of the environment, conflict, unemployment and social exclusion can only be addressed when the responsibility is shared by all the actors in civil society. Such a partnership approach not only helps foster sustainable cities but also generates profitable opportunities for business through increased productivity, better educated and more dynamic work force and improved infrastructure.

Highlights

- Partnerships are a prerequisite to building sustainable cities. In partnerships, coordination must be promoted to avoid duplication.
- In the emerging partnerships, local governments ought to play a more prominent role than before. Central government will have to transfer more functions to local governments, this must, however, be accompanied by a commensurate transfer of resources with which to carry out the additional functions.
- Partnerships must include the community and space/fora for discussion of shelter issues within the community must be created.
- Governments must respect the autonomy of other actors.
- Local organizations must be strengthened to facilitate better participation.
- To be effective participants all actors must be well informed.

Highlights – Habitat Agenda

Governments expressed their commitment to partnerships. The agenda states that “partnerships among countries and among all actors within countries form public, private, voluntary and community based organizations, the cooperative sector, non-governmental organizations, and individuals are essential to the achievement of sustainable human settlements and provision of adequate shelter for all.”

Shelter Delivery and Financing Strategies

There was consensus that by far the single largest affliction of urban dwellers especially in developing countries was the critical shortage of decent and affordable housing. Expansive slums and squatter settlements characterized by overcrowding and devoid of basic infrastructure are now landmarks of urban centres of developing countries.

It is estimated that over 1 billion of the world's people live in inadequate housing, with in excess of 100 million people living in conditions classified as homelessness. Although it was appreciated that there is a global struggle to fulfil the right to adequate housing, it was noted that in recent years, governments have become increasingly unable to provide services, houses and infrastructure to the rapidly increasing populations.

Not only can governments not keep pace with the rate of population growth but unfavourable economic conditions have also caused them to reduce their budgetary allocations on housing programmes.

In view of the great impact that improved housing has on people, the NGO forum organized numerous workshops and discussion panels on the theme of shelter. They included land delivery, squatter upgrading and rehabilitation, self-help initiatives, financing mechanisms for low cost housing, housing as a human right, etc.

Highlights

- Better housing can only be achieved if people are given the opportunity to build and improve their own homes. Successful strategies for low-income housing were reported where people actively participated in the building process. They decide on appropriate technology and accommodate their cultural and ideological values.
- Governments should avoid provision and management of houses and concentrate on an enabling role.
- People will only invest in housing where there is security of tenure. Land tenure should therefore be regularized.
- It was abundantly demonstrated that even poor people are capable of mobilizing substantial resources for building houses and related infrastructure. The demonstrations were drawn from self-help programmes where communities contributed not only money but the needed labour.
- There is a need to develop financially sustainable housing credit systems for low-income households. It was clearly demonstrated that although low-income households were considered 'high risk' and not credit worthy by conventional finance institutions, the commercial credit schemes for the informal sector were teeming with success stories.
- The right to adequate shelter forms a cornerstone of the Global Shelter Strategy which states in part that "... the right to adequate housing

is universally recognized by the community of nations.” Since it is not debatable that housing is a basic human need, it should be viewed as a human right.

Highlights – Habitat Agenda

- While recognizing the right of every person to adequate shelter the Agenda affirms that determination of adequacy should be done together with the people concerned.
- Governments embrace their role as enablers/facilitators in the provision of shelter and commit themselves to take actions to ensure:
 - legal security of tenure and equal access to land as a way of breaking the vicious circle of poverty,
 - habitable, affordable and accessible housing,
 - increase in subsidies to make housing accessible to the poor,
 - create and promote market based incentives to encourage private sector’s involvement in affordable housing.
- To ensure shelter for all, governments will formulate, periodically evaluate and revise enabling shelter policies as necessary.
- Governments observe that markets serve as the primary housing delivery mechanism hence their effectiveness and efficiency is crucial to the goal of sustainable development. Consequently, governments express commitment to create enabling frameworks for well functioning markets. Their actions will include among others:
 - adopting gender-disaggregated basis of assessing housing demand and supply,
 - refraining from inappropriate market interventions,
 - defining property rights clearly,
 - simplifying property transactions,
 - applying fiscal policies that promote production of land and housing,
 - promoting and encouraging self-built housing efforts.
- On housing finance, governments have declared commitment to strengthen the existing financial mechanisms and to develop new ones where appropriate. They will strive to integrate housing finance into the broader financial systems so as to mobilize more domestic and international resources for housing finance and access credit to more households.
- The Agenda names numerous actions that governments will undertake in order to:
 - ensure access to basic infrastructure and services,
 - improve planning, design, construction, maintenance and rehabilitation of shelter and infrastructure facilities,

- promote and support an adequate supply of locally produced, environmentally sound, affordable and durable materials; reduce vulnerability and ensure provision of adequate shelter to vulnerable groups.

Best Practices

The Best Practices Initiative was launched as part of the preparatory process for Habitat II in order to focus on solutions. Best Practices are defined as actions, initiatives or projects which clearly demonstrate the commitment of people, their communities and a wide range of stakeholders to implement lasting solutions to their urban problems.

Many urban problems are common to all countries and many solutions which have proven successful are based on similar strategies. The main aim of Best Practices Initiative is to share and learn from each other's experiences. Many of the Practices addressed critical areas such as job creation, access to housing, land and basic services, environmental rehabilitation, and the social integration of women and youth. The Best Practices were those that met the criteria of:

- improving the living environment,
- managing the urban environment,
- providing access to land, shelter and finance,
- being vehicle for the exchange of knowledge, experience and expertise.

The Best Practices were also selected on the basis of their possible replicability. The UN Secretary-General Dr. *Boutros Boutros-Ghali* praised the promotion of Best Practices calling it a "turn towards realistic solutions rather than good intentions."

At the end, 12 Best practices in 11 different countries were honoured with awards for excellence in improving the living environment, among these, were 3 from Africa.

Africa's Best Practices

Cote d'Ivoire: Successful Institutionalization of Community-Based Development in the Community of Adjame

This practice recognizes the institutionalization of self reliance and entrepreneurship at the community level.

Morocco: Shelter-Upgrading in the Agadir Region

The practice integrates short-term action programmes to improve marginal squatter settlements into longer term development strategy that is at once responsive to individual needs and at the same time financially sustainable.

*South Africa: The Community Information Resource Centre
in Alexandra*

The centre organizes a database of user friendly community information based on household surveys, community surveys and 'town hall' type meetings in order to facilitate the exchange of information between communities and to avoid the duplication of existing projects.

Conclusion

This paper is a brief summary of only some aspects of the City Summit. The theme of urban development is vast and it would be difficult to mention all the issues anywhere else other than in the Habitat Agenda. This document should now form a working tool not only for governments but for all of us who are partners in urban development.

Among other things that can be said of the summit is that for the first time at a major conference of the UN, eminent representatives of the different components of civil society were given an opportunity to present their views and commitments to delegates in an official forum.

For us in Shelter-Afrique, it should be our hope that African governments indeed honour their commitments to the Habitat Agenda. In particular, that they will encourage, support and promote the involvement of the private sector in shelter delivery. If given incentives this important sector is bound to get more involved in housing development.

Shelter-Afrique should seize every available opportunity to forge the much emphasized partnerships with other actors particularly in the private sector. The pay-off of such alliances would be a gradual alleviation of the grave housing situation now facing the continent and a win-win case for all. Solving the housing problem needs the concerted efforts of all. In my opinion, actual realization of partnerships and governments' active enablement/facilitation in shelter delivery will be the most positive outcome of the City Summit.

Partnership

The Roles of Different Actors

Mario Rodríguez V.

Civil Engineer,
Master in Business Administration
Director Administrative-Financier
Fundación Promotora de Vivienda
San José, Costa Rica



Introduction

Partnership was one of the most important aspects that was highlighted at the Habitat II Conference. So often it was possible to read at the conference documents: “Habitat II will encourage governments and local authorities to embark on partnerships with urban dwellers to improve management of cities.” During the conference there were lectures and documents about the best way to create opportunities for citizens to participate in local decision-making processes or different ways for creating innovative solutions through partnerships.

The Conference Focus

The participants in the Conference agreed that partnerships are vital for more effective planning, resource mobilization and investment in all aspects of shelter and human settlements development, and for distributing the benefits of economic growth more equitably. Other themes in the conference include women, land tenure, urbanization, human rights, homelessness and values. The lectures and expert panel discussions discussed the following topics:

- inadequate financial resources,
- lack of employment opportunities,
- spreading homelessness and expansion of squatter areas,
- increased poverty and a widening gap between the rich and the poor,
- inadequate and deteriorating building stock, services and infrastructure,
- improper land use and insecure land tenure,
- inadequate water supply and sanitation,
- uncoordinated urban development,

- increasing vulnerability to disaster,
- rapid urbanization in poor countries and problems it produces.

But in the opinion of many people at the Conference, the mistake was in the different emphasis between the rural and urban development. It is not possible to isolate one from the other as what has happened in the Istanbul Conference. The theme of the rural development was missing. The slogan “Improving the living environments of all people” was limited to urban people.

“Houses for all” was the main theme at the Conference and was the centre of the many discussions because of the governments’ different approaches to this issue.

The Role of the Different Actors

If partnership was the central theme of the Conference, it was obvious that many documents and lectures gave emphasis to the role of the different actors in the partnerships. The need to link public, commercial and private sectors with private NGOs, people and their organizations, to recognize and harmonize each one’s strengths and weaknesses, is a growing issue of both the concept and practice of partnership. The main objective is to make the different but essential roles of the sectors complementary and necessary for the others. The best practices exhibitions, for example, showed lots of examples of the capacity of people and their organizations to create and improve their own shelter with the support of many NGOs, but there were no presentations on the links between the commercial and private sector, government and communities.

Advantages and Disadvantages

As in all human related activities, it is possible to find advantages and disadvantages in the practice of partnerships. Some of the advantages are:

- + Partnership provides a mechanism for addressing the “needs/demand gap” in shelter provision, between what people can afford and what the market can provide.
- + It enables a sector to gain access to the advantages, skills and resources that the other sectors offer.
- + It enables each sector to exploit its comparative advantages in a coordinated way.
- + In cases where government at any level subsidizes projects with the poorest people, correct role-playing can help achieve the best results.

- + Community involvement can reduce costs, increase money recovery and promote sustainability; it is possible for the poor to develop all the services they need by themselves
- + The high degree of linkage among the sectors that implies partnership allows the community to play a best role in the process to improve their own quality of life.

On the other hand there are also disadvantages:

- The main disadvantage in the impulse model of partnership comes from the unethical behaviour of the partners. It is easy to find a lot of corruption in the relation between the government sector and the commercial private sector. One of the UN reports lists the level of corruption in different countries around the world.
- The second disadvantage in the partnership system is that until now very few public/private partnerships have achieved results on a significant scale. Indeed, most of the best practices shown at the conference operated on small scale. Replicability and sustainability were limited and the administrative costs of the partnership are often too high to be sustained by governments with little resources.
- With the policies existing in most of the countries, the gap between the richest and poorest people is growing. For this reason most of people do not believe in any new idea coming from international agencies.
- Politics often undermines the success of partnerships.

The Way to Success

Michael Cohen said during a lecture in the NGO forum, that the only way for partnerships to succeed is when both central and municipal governments are strong. It does not mean another point of view about the role of the state. This means rather that a government can manage the process correctly only with a high level of popular support and understanding. People and popular organizations take the lead in the active parts of the shelter process (land development, construction and improvement) while the public sector facilitates access to land and finance, security of tenure, and basic services. Commercial and private interests may be involved when appropriate returns can be guaranteed or ***when private companies adopt ethical and philanthropic behaviour.***

The role of the NGOs is very important in the process, since competent community organizations are only possible with a high level of advice, training and support, and not-for-profit organizations are the only ones that meet these tasks. The NGO must play the role of facilitating organization. It must have the professionals capable to develop and to recommend specific solutions concerning the process that the community will implement. By this support and training the community members should acquire the skills to meet the project objectives. Training

improves the community's knowledge and also aims at changing attitudes and improving management skills. Competent communal sector organizations are required to mediate between the interests of the different partners. It is better to address different aspects of shelter simultaneously than single components in isolation. An example of this is shown below.

Experiences Shown at the Conference

Habitat II showed various experiences: some from different organizations that have been involved in "on site" activities; others from institutions that produce training materials or work with research and publication of their findings. Some examples which are clearly linked to the theme of partnership are the following.

Lund Centre for Habitat Studies

The three main objective of this centre are:

- 1 To act as a contact interface for initiating, promoting and coordinating overseas related research within different subjects at the School of Architecture and the School of Engineering on themes such as:
 - gender and human settlements,
 - household energy,
 - climatic design,
 - low-income housing and building technology.
- 2 To conduct its own applied and problem oriented research programmes.
- 3 To organize in-service and post graduate training.

The partners in this programme are LCHS, the Swedish International Development Agency (Sida), universities and NGOs around the world with more than 250 members in the web.

Two Examples from International Cooperation

The Costa Rica Government, the Swedish International Development Agency (Sida) and the Fundación Promotora de Vivienda (FUPROVI)

In 1988 the Costa Rica Government and Sida signed an agreement to support poor people in the suburbs of the main cities in Costa Rica. By assisted self-help construction since 1988, with advice, support and training given by FUPROVI, the implementing institution, more than 8,000 families have improved their quality of living. But FUPROVI has not limited its activity to the management of self-help construction, but has also established a revolving fund with the money from the repayments of the families. During the lecture on self-help construction given by Johnny Åstrand and the author on June 4, 1996, most of the questions were about the revolving fund and the financial process for the families. *Figure 1* shows some of the aspects linked with them.

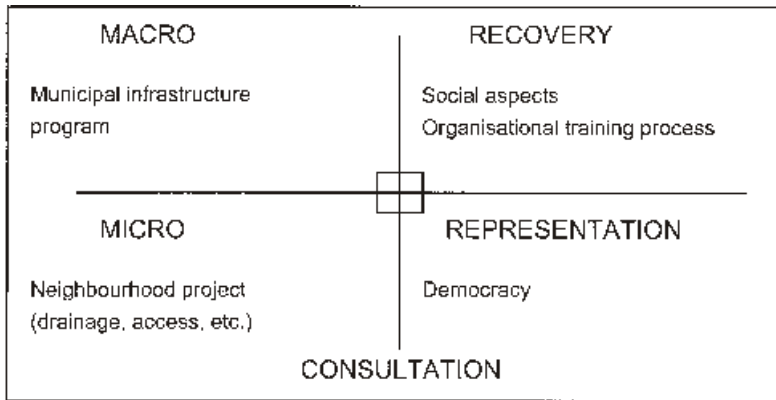


Figure 1

The Nicaragua Government, Sida, PRODEL Programme

Sida has a similar programme with the Nicaraguan Government. The main differences come with the model used for financing the infrastructure programme and in the institution responsible for the revolving fund. In 20% of the cases, the money for infrastructure does not need to be recovered. Besides, the local government play an important role in the finances.

The other difference is that the responsibility for the revolving fund is in the hands of an public bank in Nicaragua, the Popular Bank. In both the Costa Rican and Nicaraguan cases, the relationship NGO – Community is very important for the success of the projects.

Municipality – NGO Example: Fortaleza in Brazil

In Fortaleza a state in Brazil, an important programme is going on. This experience was shown in one of the “Building Partnerships” supported by the Building Advisory Services (BASIN) at Habitat II. The relevant aspects of this experience are:

- First the role played by savings. To improve the quality of houses or to resolve an infrastructure problem, a family or group of families may borrow the same amount that they have saved. They also receive a subsidy equivalent to their savings. It is estimated that a family can get a new house by different loans in a three year period.
- The second relevant factor is how the repayment of the loan is guaranteed. The loan is not taken by an individual, but as a part of group with responsibility for the loan of each group member.

Central Government Example: Central Bank of Thailand

This example was taking from the Best Practices exhibition in the conference. The Government Housing Bank of Thailand (GHB) is the only specialized housing finance institution in the country. It is a state enterprise operating as one of the banks the financial system. All financial in-

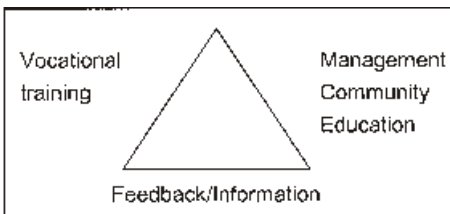
stitutions compete against each other in the free financial market both in lending and funding. GHB operates completely on a commercial basis without the need for government-directed funding or subsidies. An important prerequisite for well-functioning housing financial system in Thailand is the ability of the financial system to allocate sufficient resources for housing project development and home mortgage financing. It could be said that housing finance is an integral part of the financial system with no constraint on resource allocation. Although GHB faces ever stronger competition on the market, the bank has maintained its position in providing the lowest mortgage rates on the market. Thus the rates for the housing-loans in Thailand are the lowest.

United Nations Example: Afghanistan

This experience shows the development of a process of physical repair and social recovery in the rehabilitation of the urban areas of Afghanistan, and the role of consultation during the process.

The aim of the project is to facilitate and support the indigenous process of urbanization in Afghanistan. It is supported by the UN Habitat Office in the country. The idea is to achieve social development and rehabilitation, using consultation. The facilitating institution contacts the people, especially women and discusses with them the problems of the community. It is fundamental not to give people the idea that the facilitating institution has all the solutions to the communal problems but to try to put something in motion. One of the aspects the lecturer thought most relevant was the importance of respect for peoples' beliefs and customs. By this process it is possible to increase democracy and the involvement of the people in communal decisions.

Since one of the main problems in the area is the lack of jobs, the programme puts in the hands of the people, especially women, some economical resources to start income-generated activities. The idea is that each family or programme has the capacity to produce a revolving fund. This is one of the programme objectives. The second is to develop management capacity in the people through a three step process:



The programme is implemented with regular meetings every three weeks covering three main points:

- 1 Devotional (community values),
- 2 Consultation,
 - Administrative process
 - Reports and announcements
 - Questions (e.g., public health)
 - Suggestions
 - Clarifications
- 3 Relational activity (to celebrate).

Conclusions: Lessons from Habitat II

As a way of gathering some of the important lessons of Habitat II, the conclusions collect some of the ideas expressed during the conference.

- 1 “It is important not to see partnership as a proxy for extending the ‘free market’ in low income shelter. If partnership is seen only as a way of increasing commercial private-sector involvement in low-income housing, then it is likely to lead to a reduction in the shelter options of the urban poor. Without strong links with government and the third-sector organizations, poor people are likely to lose out to more powerful interests in housing markets which are liberalized under conditions of large scale inequality, poverty and imperfect competition. Attention must therefore be focused on strengthening government and third-sector organizations (particularly at the municipal level) so that they are better able to play their role as partners.”

Michael Edwards, Public/Private Sector. The UNCHS. Vol. I No. 4, Dec. 1995. From the conference stand.

- 2 “We believe that healthy development will emerge when municipalities and the private sector focus on values first, and view profits as only one of the many outcomes of their activities.”

Jonathan Rose, President Affordable Housing Development Corporation in Building Better Housing. Builds Better Communities. White Papers. From the conference stand.

- 3 “The technical studies and the diagnosis are useful only if the inhabitants whose neighbourhood is the object of the study, are involved in the definition and management of the studies. Otherwise the study will not be the support for the dialogue between the community and the government but the way to find the solutions instead of the inhabitants.”

Por unos barrios más humanos, UNCHS
El Salvador group. Dossier pour un débat. Mayo 1996
From the conference stand.

4 “Poor people can,
Poor people have,
Poor people will,
Poor people need:
help to remove obstacles
help to learn
help to get access.
Enable.”

Göran Tannerfeldt, Head of the Division for Urban Development and Environment, Sida. From the Lecture: Towards an Urban World. Urbanization and development assistance from the perspective of Sida

5 “It is not correct to think in terms in which we focus the problem like the lack of houses. What poor people need to improve their quality of life is to have the correct tools. Best practices and tool is what people need.”

John Turner, Tools for Building Communities.
Workshop at the NGO Forum.

6 “Be part of the solution not of the problem.”

From the panel: Harlem Congregations for Community Improvement, NGO Forum.

7 “The most direct cause of urban poverty is the lack of work and income. If this aspect does not receive sufficient attention, efforts to combat poverty will not produce sustainable results.”

Institute for Housing and Urban Development Studies (IHS), Rotterdam, Netherlands. From the conference stand.

8 “A strong government is what you need to obtain a correct partnership process. Otherwise you only will have a runaway commercial private sector. This class of government is the only capable to work with responsibility and to give major level of participation to the community.”

Michael Cohen, Senior Adviser World Bank.
Lecture in NGO Forum.

Let's be Part of the Solution

Capacity Building and the Actors

Maria Suyapa Tijerino Verdugo

Architect
Faculty of Architecture at
the National University of Engineering (UNI)
Managua, Nicaragua



Some Facts about Cities

Today almost half of the world's population lives in cities; projections for the year 2025 show that more than two thirds of us will be city dwellers. The world's cities are growing by one million people each week. The high rate of urban population growth in most regions has led to common problems: congestion, lack of funds to provide basic services, a shortage of adequate housing and declining infrastructure, to name a few.

While these problems occur in urban areas, cities still have an important role to play in protecting the global environment in the face of rapid urban population growth. Agricultural and livestock production in rural areas is pushing farther and farther into ecologically fragile regions and cannot support a growing population.

Over one billion people around the world live in inadequate conditions, i.e., without piped water, electricity, security of land tenure, access to roads or health facilities. In many parts of the world, the means available for production and financing of housing and urban infrastructure are too limited to meet the basic needs.

Cities today play a significant role in development. They continue to attract migrants from rural areas because they enable people to advance socially and economically. Cities offer significant economies of scale in the provision of jobs, housing and services, and are important centres of productivity and social development.

The urban population of developing countries will continue to grow rapidly. At the same time the part of the urban population that lives in absolute poverty is increasing. In most parts of the world the natural population increase contributes more to urban growth than migration.¹

¹ Göran Tannerfeldt, *Towards an Urban World*, Sida.

Currently, the world's urban population is growing 2.5 times faster than the rural population. The shift from agriculturally based to industrial and service-based economies has caused an irreversible movement to cities and the urbanization of rural areas.

For example, in the case of Nicaragua, a study in the field of health shows that the children born in rural areas have a 46% higher risk of dying than those born in urban areas. This confirms again the inequality of the socio-economic conditions between the two areas, where urban population gets more of the benefits offered by state and society.

Urban areas offer a higher life expectancy and lower absolute poverty, and can provide essential services at a lower cost and on a larger scale than rural areas. The problem has never been that cities are worse places to live – they are in fact much better for the poor – the problem is that cities have more and more people living in them and relying on their services.

Cities have many advantages. The high population densities mean lower cost per household for the provision of water, waste disposal and health care. Cities can also provide emergency services much more quickly than rural settlements. In addition to their ability to provide health and social services, cities foster opportunities for more and better education. This improved education often leads to reduced birth rates. Thus, urbanization will reduce population growth.

On the other hand cities and towns are seriously affected by:

- Overcrowding,
- Environmental degradation,
- Social disruption,
- Under-employment,
- Poor housing, infrastructure and services.

The economic prosperity of nations will depend on the performance of their cities.

Most environmental problems originate in cities (production, consumption, air and water, solid and liquid waste).

The most pressing global environmental, economic and social issues that we will face in the next century will be in cities.

At mid-century, some 83 percent of the world's population lived in rural areas. Now a whole new world, an urban world, is being created. Old cities are bursting and new ones are being created at a speed never before dreamed possible. And old cities and new ones are growing to sizes that defy the imagination. When the new century dawns, for the first time in history, most of the world's people will be living in cities, the cities that can least afford to take care of them in countries that will be as poor, and perhaps poorer, than now.

Wally N'Dow Secretary-General, Habitat II

Despite their problems, cities will remain the engines of social, economic and environmental development in the next century and provide the greatest opportunity for the poor. According to reports, the urban poor are three to ten times better off economically than the rural poor.

Habitat II

The City Summit

Habitat II was conceived and promoted as a conference of partnerships, commitments and solutions in which the main themes were sustainable human settlements in an urbanizing world and adequate shelter for all. It was the culmination of a series of major UN conferences that addressed topics such as the environment, population, social development and women.

We have to stress the importance of the preparatory process for this conference. The United Nations Centre for Human Settlements (UNCHS) was created in 1978, as a direct outcome of the first Habitat conference in Vancouver. It has provided leadership in improving the living environment in cities and towns across the globe.

UNCHS was asked by the United Nations General Assembly to take the lead in planning the second UN Conference (Habitat II). Building on its long experience in creating partnerships for development cooperation, UNCHS supported nations world-wide in setting up broad-based national committees to prepare their national plans of action for improving the living environment. UNCHS has worked closely with these committees and has helped many of them to mobilize both the technical and financial resources required. The result is that over 100 national reports and National Plans of Action were prepared, most of which have well defined roles for all the key actors, including national agencies, local authorities, the private sector, community groups, women's groups, NGOs, foundations, professionals and scientific and academic institutions.

The Istanbul conference provided a crucial opportunity for world leaders to commit themselves to the urgent cause of making the world's cities, towns and villages healthy, secure and sustainable.

UN conferences are valued because they focus world attention, even if briefly, on environmental quality, resource use, population, gender and other issues critical to the quality of human life everywhere. No other world body has brought together as wide and varied an array of NGOs and other actors. Habitat II marks the emergence of yet another set of participants, the local authorities, to address the above issues.

A major initiative of the preparatory process was the identification of "best practices for improving the living environment." These successful and sustainable approaches to poverty eradication; managing the urban environment; providing access to land, shelter and finance; empower-

ing women and men, and many other issues have been documented and disseminated widely through the conferences.

The best practices initiative was designed to inspire action and to serve as a vehicle for the exchange of knowledge, experience and expertise.

Capacity Building and the Actors

Capacity building is about more than training. It concerns, as the bottom line, getting things done. In the end there should be water in pipes, accessible housing, security, employment or whatever is the issue locally. Capacity building is about making the conditions right for this to happen. This includes training for men and women.²

We cannot plan, implement and manage without capacity. Organizations also have to learn how to work more cooperatively and in partnership with others.

It is recommended that all organizations and institutions that play a role in human settlements, development and operation, should prepare a capacity building strategy as an integral part of their urban development strategy, work/investment programme or business plan.

It will not be possible to build capacity unless the organizations concerned want to build it and know what they need. It is very important to stimulate this through the development of capacity building strategies, which are themselves integrated into urban development strategies at national, city and local levels. Coupled with this must be an improvement of the organizational and institutional framework within which people operate.

A unique feature of the Habitat II conference was the strong encouragement for the active participation of local governments, the private sector, NGOs, community-based organizations and the academic and scientific communities. These partnerships are vital for more effective planning, resource mobilization and investment in all aspects of shelter and human settlements development and for distributing the benefits of economic growth more equitably.

We should not forget that the problem of housing is national and that it cannot be solved with isolated initiatives. That is why there must be created coordination instances between central and local government, NGOs, community organizations, the academic and state sector, private consultants, international cooperations and organizations.

The studies carried out by the Institute for Housing and Urban Development Studies (IHS), Rotterdam, in countries such as Bolivia, India, Peru and Senegal pointed out that a narrow interpretation of gover-

² *Building Capacity for Better Cities*, Discussion paper.
Institute for Housing and Urban Development Studies (IHS), Rotterdam.

nance to mean the roles of government at national, provincial and local levels has become irrelevant in today's context.

Instead, governance should encompass the roles of the actors, namely, governments at all levels, the civil society, private enterprises, NGOs and community based organizations. All of them should satisfy the fundamental precondition of being in close proximity to the people whose interests they serve.

Recommendations for Different Actors

For capacity to be improved, action is vital. Such action should concern all of us, otherwise it will not happen. Recommendations based on the discussion paper from the Institute for Housing and Development Studies are outlined below for each actor.

Central Government

- Develop national capacity building policies and strategies for their implementation as integrated components of urban development policies and programmes for all relevant ministries and departments of local government.
- Review nationally imposed organization structures and conditions of service that acts as a constraint to effective capacity building by local government, NGOs and CBOs.
- Promote and support literacy and the incorporation of civic and environmental awareness in basic education.
- Support and encourage networks of NGOs, CBOs and local governments.

In the specific case of Nicaragua, it is a general strategy to decentralize the authority to the municipality government and to strengthen the local power for the urban and housing negotiations. In this context, the role of the municipalities must be emphasized and its capacity strengthened.

Local Government

- Prepare local capacity building strategies as an integral part of strategic development or business plans. This should include:
 - Review of organization structure and staffing conditions.
 - Inter-organizational cooperation with the private and community sectors as well as other agencies and departments of government.
- Support or stimulate training of councilors and of other partners such as NGOs, CBOs and private sectors, and encourage learning via networking and training by colleagues.

NGOs and Federations of CBOs

- Prepare capacity building strategies integrated to plans for development.
- Intermediary NGOs should develop their ability to undertake and expand capacity building functions.
- Encourage learning via networking and training by peer groups.

International and National Training Organizations

Take on the role of intermediary organizations to help build the capacity of national and local capacity building institutions through:

- Developing activities such as training of trainers.
- Promoting development of high quality generic materials.
- Dissemination of information, training materials and other capacity building support material by traditional and new media including the use of the Internet and distance learning.
- Supporting local adaptation of capacity building materials.

Universities

Develop links with local governments, NGOs and private sector organizations to encourage both staff and student involvement in:

- Live programs and applied research,
- Monitoring and evaluation,
- Refresher training for experienced professionals,
- Promoting the potential of distance learning,
- Promoting development of high quality materials.

This strategic level, in which I am involved, can create capacity programs, technical assistance and information addressed to the different actors of the formal and informal sector at all the levels, including technicians and the civil population.

For example, to promote appropriate building systems which favour self-help building or research centres which encourage the development of alternative systems to reduce the final cost of the projects and make studies that lead to improving the living standard of the families.

We can also foster the research and analysis of methodologies for planning which guarantee the adequate and efficient management of the human, material, natural and financial resources at national and local level.

Local Government Associations

- Lobby for improvements in institutional and legal frameworks for local governments; support for developing capacity building strategies and networking including local and international twinning.

Professional Associations

- Improve the quality of education and training via accrediting courses, and supporting programmes of continuous professional development.
- Provide information and encourage information and experience exchange.

Private Consultants

- Where appropriate, integrate capacity building activities deliberately into proposals rather than leaving as an “add on” activity.
- Work in partnership with professional trainers and training organizations.

Development Support Organizations, Donors and Private Sector Sponsors

Organizations in this category include bilateral and multilateral agencies. The most effective role that they can play is, in general, to support the recommendations given above. More specifically:

- Support the development of national capacity building strategies.
- Support measures that stimulate client organizations to be more proactive in developing capacity building strategies. Examples would include insisting that a capacity building strategy be built into or integrated in development proposals for funding.
- Increase support for intermediary organizations which can work particularly in strengthening other organizations that provide capacity building support.
- Use terms of reference for technical assistance which support building of local capacity.
- Encourage local contribution to payment for capacity building services such as training to ensure it is taken seriously. Encourage also widening the possible means of paying for capacity building activities.
- Encourage and support training and education organizations to become involved in relevant research, monitoring and evaluation activities. Fund activities that will encourage making these findings accessible including development, exchange and dissemination of case studies, etc.

In this context Swedish assistance has contributed to supporting education organizations in countries such as Nicaragua, Bolivia, Vietnam and Algeria to become involved in research and evaluation activities, encouraging the exchange and dissemination of case studies, innovative capacity building materials and management tools and their adaptation to national and local cultural contexts.

Conclusions

I think one of the biggest achievements of this conference, during the preparatory process and the conference proceedings itself, was the awareness created about the future of the cities in the world to all sectors of the society. This was the first UN conference to bring together, and to give such a meaningful role to other “partners” – NGOs, business and local government authorities.

UNCHS and the Habitat II Conference have clearly demonstrated the opportunity for new and improved methods of cooperation for implementing the National Plans of Action and the Habitat Agenda, the principal premises of which are:

- Innovative and effective partnerships between all the key actors and stakeholders,
- Maximum use of national and local expertise,
- Leveraging of public, private and community resources.

There has also been a recognition of the people. It is they who have the needs, not the government. In every sessions of the conference, they talked about the solutions achieved by the people, the local communities, homeless federations (such as in South Africa), etc. I think this is something positive that we have to save because it shows that the people had the strength of unity, and that they can do great things if they are organized.

In some way I am a little worried. I think all of us came to this City Summit with doubts, because daily experience has shown us that the speeches and promises do not usually translate into the practices that we need.

The participation of the civil society is still considered at a small scale despite the efforts done during the preparatory process and the conference itself. Of course there have been improvements in relations between governments and several sectors of the civil society, including NGOs, in some national delegations, for example, but this is not widespread.

On the whole, I think the Istanbul Conference was very well organized. It also had enough time for preparation which took more than two years. Even the transport and information facilities were well organized to make the stay pleasant and comfortable for all the participants.

The Habitat II Conference must reinforce and consolidate the process of sustainable development that the world embraced in Rio in 1992. It is also important to emphasize that it is necessary to hold seminars and forums in every country at least annually to follow up the programs and commitments at each level. We have to stop being part of the problem and begin being part of the solution.

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Shelter for All

Challenges for the Governments

Hanna Elias

Architect
Berta Construction Pvt Ltd. Co.
Addis Ababa, Ethiopia



Background

Today almost half of the world's population lives in cities. The rapid urbanization that has occurred in recent years has led to deterioration in living conditions, characterized by a shortage of adequate housing, lack of basic services and infrastructure, and congestion.

This extreme deterioration of the living conditions due to rapid urbanization prompted governments to call upon the United Nations to hold a second conference on human settlements, the first having been held in Vancouver in 1976. The Habitat II Conference was referred to as the "City Summit," and it focused on shelter and the living environment. It included topics such as population, social development, women and all aspects of urban development.

The Habitat II Conference is regarded as an off-spring of the "Earth Summit" held in Rio de Janeiro in 1992. The main outcome of the Rio summit was the Agenda 21 document which has achieved an impact unequalled by any other international action programme.

The Rio conference clearly demonstrated awareness of the global threat and the realization that it could only be countered by tackling environment and development questions jointly. Agenda 21 is a long term action programme spanning practically all field of social life, from environmental and social policy to trade policy, and including demands for a new parameters of consumption and transfer of resources from rich to poor. Agenda 21 focuses on the theme of sustainability.

It was during the Rio summit that the preparatory process for the Habitat II conference was set in motion. It has been said that this conference is the last United Nations international forum this century. The conference was called under a General Assembly resolution which provided the objectives:

- 1 In the long term, to arrest the deterioration of global human settlements conditions and ultimately create the conditions for achieving improvements in the living environment of all people on a sustainable basis, with special attention to the needs and contributions of

women and vulnerable social groups whose quality of life and participation in development have been hampered by exclusion and inequality, affecting the poor in general.

- 2 To adopt a general statement of principles and commitments and for formulate a related Global Plan of Action capable of giving national and international efforts through the first two decades of the next century.

Shelter Delivery Systems

The universal declaration on human rights, adopted in 1978, states in article 25.1: “Everyone has the right to a standard of living adequate for the health and well being of himself and his family.” However, lack of adequate housing is one of the most pressing problems facing humanity today. It is estimated that over 100 million of the world’s inhabitants are homeless. I have chosen the theme “Shelter” as I believe that this is one of the most important issues which may help to facilitate shelter for all.

The NGO convened meetings and widely discussed various strategies of shelter delivery. One such strategy is the self-help housing concept. The section below briefly describes a case study of a self-help project presented in one of the discussion forum, and briefly analyses some of the themes discussed in the conference.

Organized Small-scale Self-help Housing: Case Study in Costa Rica

The project involves a total of 8000 self-help houses built in eight years at the rate of 1000 per year. It was explained that the reason behind the project’s success was mainly due to participants advance knowledge of:

- what was expected from them during the construction process,
- how they and their families were supposed to be involved and the cost implication,
- what support they could achieve from the facilitating organization,
- how much this support would cost.

It was emphasized that land ownership, establishing the legal framework of the group, development and forms of agreement with other entities were important legal aspects that has to be resolved.

The Habitat Agenda

Regarding Shelter delivery systems, the Agenda emphasizes the government’s role in creating enabling environment for well functioning shelter delivery systems. In addition, governments are asked to address the needs of disadvantaged and vulnerable groups in the society.

The Agenda stipulates the actions that government should undertake to ensure an efficient housing market. Some of these actions are:

- Assess housing supply and demand (on a gender disaggregated basis) and encourage other actors to do the same.
- Retain from actions that may cause imbalance in the market forces of demand and supply.
- Clearly define property rights.
- Refrain from restricting the land for housing market and strive to eliminate corruption.
- Governments should facilitates community based production through support and promotion of self-help housing efforts.
- On land delivery every government must show a commitment to ensuring access to land in the context of sustainable land use policy.

Some actions that should be taken with regard to land delivery are:

- Recognize and legitimize the delivery land mechanisms.
- Develop land codes and legal frameworks that define the nature of land and the rights that are formally recognized, simplifying procedures for the transfer of land and conversion of land.
- To improve housing finance systems, governments should strengthen the effectiveness of existing housing finance systems and eradicate all forms of discrimination against borrowers.
- To ensure access to basic infrastructure and services, governments should promote:
 - The supply of adequate quantities of safe drinking water and sanitation.
 - Access to community facilities and sustainable sources of energy.
 - Provision and maintenance of infrastructures including roads, streets, parks and open spaces.

In addition appropriate planning, design and construction maintenance and rehabilitation of shelter should be encouraged by:

- Encouraging and supporting research and studies to promote and develop indigenous planning and design techniques.
- Encouraging public participation in assessing real users and needs.
- Encouraging the exchange of regional and international experience.

Shelter Delivery for Disaster Victims

Many times human settlements suffer from disaster which includes war within the states, epidemic, fire and flood. For instance in Ethiopia, disasters that have taken place in the past are likely to occur in the future: internal war and epidemics.

From 1989 – 1992, of the 82 conflicts observed worldwide, only three occurred between states the rest were internal conflicts that took place in developing countries.

Epidemics notably cholera and typhoid fever have occurred in a number of urban areas in recent years. The cause of this is usually the poor environment in the human settlements, including indisposed or poorly disposed of waste, polluted water and so on.

Coming from a country where internal war and conflict between states has been the order of the day for more than 20 years, what the agenda proposes on sheltering disaster victims is of great importance.

The impact of disaster and emergencies is especially severe in countries where prevention, preparedness and response capacities are ineffective in dealing with such situations.

Governments need to have policies in place to deal with situations. Effectiveness of the policy or even solutions for post-disaster times are limited in developing countries due to a number of reasons such as:

- Many laws and regulations which are aimed at preventing disasters are not known or enforced.
- Lack of enforcement of land use regulations means that many neighbourhoods are constructed on unsustainable land or in such a manner that are liable to floods, fire and epidemics.
- There are no specific precaution to prevent disaster.
- Not much research is done to find solution for post disaster times.

Regarding shelter delivery for disaster victims the agenda states the specific actions that are required at appropriate levels of government, including local authorities, in partnership with the private sector and in close coordination with all community groups.

Some of the actions mentioned on the agenda are:

- Develop training programmes on disaster-resistant construction methods and their dissemination.
- Mobilization of domestic and international resources for disaster reduction activities should be encouraged.
- Upgrading the resistance of important infrastructures and crucial facilities.

With respect to mitigation of disasters, different actors should create partnerships and should:

- Create information systems to identify the risks in disaster prone areas.
- Promote low cost, attainable solutions.
- Alert the population to impending disasters.
- Promote all parts of society to participate in disaster preparedness planning.

The section below describes an emergency housing project for disaster victims presented in the NGO forum.

Ujima Project

Participants were informed that the main features of the Ujima project were:

- This shelter comes with its own internal support structure.
- Shelter skins can accommodate the varying climate and weather conditions.
- Can be used as a single family unit or combined into clusters to form communities.
- Construction is completed within a very short time.

Future Urban – Rural Linkages

This Dialogue convened to discuss land issues. Participants explored different land delivery mechanisms, in particular how to combine informal and formal land delivery systems. Discussion also focused on decentralization of land registration systems and the regearing of professionals to undertake land management. It was emphasized to ensure efficiency, land delivery procedures must be simplified. The danger that might be faced on attempting to unify the market was also discussed.

Energy

The discussion forum on energy observed that whatever people do, should ultimately contribute to human development. The need for strong and immediate efforts for energy efficiency will move communities towards energy sustainability and also reduce risks and health damage. (Solar energy can be used reliably and cheaply.)

During a presentation on renewable energy, it was pointed out that at present 40,000 solar energy units are in use in Kenya. However, it was admitted that there have been some bad experiences such as:

- some projects failed because the community was not involved,
- the systems were not affordable for local people.

But in the end it was agreed that there was the need for new sources of energy in Africa.

Conclusion

In the numerous discussion meetings that I attended, it is my view that the gender issues were adequately addressed. I agree with the other participants that women should actively participate in the process of formulating policies, not only on gender related issues, but in all aspects of development.

The concept of forging partnerships is not only positive but a prerequisite for sustainable development. However, in forging partnerships across different income groups, either of individuals or nations, the less

privileged should seek to build their capacities for self reliance. The more privileged should refrain from interventions that encourage dependency. It should be borne in mind that when you give a man a fish, you feed him for one day. Whereas, when you teach him how to fish, you feed him for life.

The idea of renewable energy is indeed in my opinion a solution to the energy problem, with the added advantage of ensuring a clean environment and efficiently utilizing natural resources. The Kenyan experience with renewable energy is worth replicating in other African countries.

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How can Governments Improve their Capacity

Successful Practices of NGOs

Nguyen Viet Huong

Master of Architecture, Lecturer
Hanoi Architectural Institute
Hanoi, Vietnam



Introduction

The Habitat II Conference was held in 3 – 14 June in Istanbul, Turkey. Istanbul is a busy city along the coast with 13 million inhabitants. The hills are densely built; most of the old buildings are preserved and give the city a special character. The city became even busier during the conference. Policemen were everywhere to keep it safe for participants. Students who can speak very good English, clever and friendly, helped the participants from the airport to the hotels and in their daily movements. Participants from all over the world and all levels of society attended the conference to present their work and discuss a better future.

The main themes of the conference were ***Sustainable Human Settlements Development in an Urbanizing World*** and ***Adequate Shelter for All***. Special attention was given to urban problems, hence, the UN Conference was dubbed the “City Summit.” The conference adopted principles, commitments and a Global Plan of Action, while individual countries will develop National Plans of Action to make the cities of 21st century just, healthy, secure and convivial places for all.

Habitat II acknowledged the need for partnerships and implementing solutions. The partners include local governments, academics, professionals, foundations, the private sector, labour unions, non-government and community base organizations (NGOs and CBOs). The partners were active contributors to the official conference documentation through several participatory mechanisms and the organization of their own forums parallel to the conference. There were about 90 – 100 different forums working each day.

The existing situations were presented to warn people to stop destroying the environment by urbanization. The result of the conference cannot satisfy everyone, but it leads people to think about solving the problems in their own situations, their countries, their societies and

communities. Each sector recognizes their role in life and has to start helping themselves – or no one else will.

The lack of adequate housing is one of the most pressing problems facing humanity. The United Nations Centre for Human Settlements estimated that in 1995 over a billion people in the world lived in inadequate housing, and that the world's homeless population totals over 100 million. National expenditures for housing were remarkably low compared to other areas. UNDP estimated that in 1990, government expenditure for housing was 3.32% of all public funds available.

During the conference, we found that NGOs had been very successful in helping people solve housing problems. Many forums described practical projects all over the world. The members of an NGO go to the poor and invest non-profit finance for the communities to help them build houses. Our government cannot do such work, or works inadequately, since it has more priorities compared to NGOs. Local governments should think about their responsibility to their citizens and learn from NGO experiences.

Finance is a very important problem that we always have to face. While poor people lack finance, a lot of money leaks out due to corruption everywhere. Education plays a very important role in solving global problems and has to be encouraged.

Successful Projects Implemented

The Habitat II Conference gave a good chance for people to see the best works implemented on our planet. They are very valuable experiences.

An example is the “Organised Small-scale Self-help” project implemented by FUPROVI, a non-profit organisation. FUPROVI **gives people loans** according to their income. The low income people are given loan more than the higher income people. The loan are **paid back without interest** within 15 years. Finance is provided by Sida.

The implementation method is to try to understand local conditions step by step to make a good design, good environment and save money for the housing. The result was 5,500 units built, saving about 40 – 65% of the total budget.

The guarantee for the project is the reliability of poor people in repaying; the plot of the house is private, and the value of the labour people put into building the house is higher than cost of materials.

Some solutions were wrong because they gave bad living conditions and had to be improved. But even so **people had a roof over the heads of their families**.

The Women's World Banking organization has “Shelter and Micro-enterprise.” They invest money in housing, organize workshops and invite women in discussions. The bank offers **short term loans** to help people **expand businesses, repair their houses, provide infrastructure and garbage collection**. Life becomes much better especially for the women and the children.

In India, people found solutions in housing to avoid damage from earthquakes. “What Happens after Earthquake” is the name of the project. They found that the traditional house was safer for people than the modern house, because after an earthquake the roof has not collapsed, while the roof of the modern concrete house caved in. They recommend that ***the use of traditional materials and houses should be respected and encouraged.***

To avoid the top-down planning approach and the lack of participation in urban planning, a group of architects in France studied social dimensions, the relationship between men and women, among women, among men, children, students and other elements of the social structure. The ***researchers lived with the local people for 6 months to try to understand them***, discuss with them, analyse their activity. At the end, they created 30 house types and helped local people build their house.

A green project of the Chamber of City Planner in Turkey aimed to solve the housing problem caused by high density and lack of green areas. A city should have parks and natural areas. The experience was a cooperation project. The ***local people defined the problems*** and attempted to solve them together with an urban planner. The result of the project is the creation of a neighbourhood by organizing the ***green public areas, where people can meet*** and talk and enjoy the nature.

One very good programme shown at Habitat II was the ***Housing Scholarship Program*** in Fremont, California. It is a collaborative partnership among the City of Fremont, a local ***job training program***, apartment owners, child care providers, employers, and numerous community service agencies that successfully help families secure sustainable, productive employment and a better quality of life. ***By providing affordable housing, child care***, counselling and other supporting services, head of households are able to stay in job training so they can improve their job skills and earning potential. With this innovative approach, the City of Fremont addresses a well-documented problem. Many ***landlords agree to reduce the rent on apartments to help family-providers while they complete training and secure employment.*** Property owners agree to provide rent discounts of up to 50 percent for up to one year. Once the housing scholarship participants have acquired jobs, they “graduate” and rents are gradually increased to market levels. Participating training programs provide training, job placement assistance and case management services. The city provides policy direction and coordinates the program under the leadership of the Housing Scholarship Board composed of representatives of the City Council, the apartment owners association, the Board of Realtors, a program graduate, and many other community groups.

Applicants are nominated by designated representatives from job training and educational programmes. The advisory committee meets monthly, reviewing new applications according to programme criteria and ranking candidates. When a unit becomes available, the city refers

applicants to participating landlords who actually grant the housing scholarship by renting to the family at reduced rent. Applicants sign a standard rental agreement and a program agreement detailing his or her responsibilities for job training, job search and employment in exchange for the rent reduction. Participants are terminated from the program and rents are increased to market rate, if they fail to meet their obligations.

By demonstrating success in assisting families to sustain themselves, the programme has grown, as non-profit and for-profit housing developers have offered more housing scholarship units. Costs are held down through partnership between the private and public sectors. Landlords, rather than public subsidies, provide rent discounts. The tenants have the **ability to pay by keeping their jobs**.

Going through the successful practices around the world, we found that the global problem will be solved if people truly want to work for others. We need to learn from each other and be active in implementing the good work for our people, our planet.

Financing Sources

- In our hands through our good work
- Contributions from high income people in the community
- Loans from NGOs and international agencies
- Loans from government budgets for housing
- Tax on high incomes
- Reducing the leaking finances.

Ability to Implement the Project

NGOs have a lot of experiences in organizing projects. The main method is to approach people and help them by detailed work to improve their houses. Secondly, to take part in the work as if it were your own work and finally, believe in the ability of the poor to pay. Knowledge of economy is also important.

Ability to Make a Better Future

There are some weak points in some projects, but they have provided a lot of people with better housing, thus a better life. The conference was directed to a better life for human beings.

The orientation to a better future needs the harmony of a clean environment, human relationships, secure society, healthy people, equal society, a humanizing city and a respect for regional culture; these elements should receive attention during implementation of any project.

Strengths and Weaknesses of Sectors

NGOs

The exhibition of successful practices showed that NGOs are very active in many projects. They have done a lot for people and for themselves. They are active and successful in finding funds from big companies and especially international agencies.

NGOs have some experiences in organizing projects, and they are very good at finding economical projects. They have resources to assure that people repay the loans. However, they also have lot of weak points that local people sometimes accept because of financing difficulty. NGOs, who are most often from abroad, need help and permission from local authorities to contact local citizens. The staff of an NGO needs time to understand the local situation. They often have to contact local architects to find solutions.

In some cases, NGOs bring a strange model and instruments that might not suit local conditions, leading to unsuccessful solutions in housing. Sometimes NGOs pay more attention to economy than people. They use their budget for business rather than to help the poor.

Governments

The national and local governments have a lot of priorities but they meet many difficulties and are uncoordinated in action. They have the power to control their citizens. The authorities understand the local situation well, i.e., local customs, culture and economy. They have a big team of local architects, researchers, universities, cheap labour sources, and students to implement projects.

The local government have many weak points that result in inactivity. The financing difficulty of the nation leads local government to give priority to projects that give them profits. Housing is often given low or no priority in the poor countries. They are weaker than NGOs in getting financial support from international agencies.

Corruption and bureaucracy in the government results in money from the national budget not reaching the local people. Sometimes the finance is misplaced and does not go to people who need emergency help.

The national government does not believe on the ability of the poor to repay loans; they do not want to give loans to the poor, or they only give small loans that are not sufficient to improve housing. National and local government are too interested in making profit and pays no attention to non-profit fields such as education and research. The salaries of highly educated people are low compared to business people. This leads to a low level of education, knowledge, and technology in many fields. Housing projects are difficult to implement in this situation.

Communities and Individuals

Projects run by communities and individuals often have better understanding of the local situation and the need of the local people. They are very active because the project has direct effect on their lives. Poor people are a good source of labour, because they have lot of experience in building and repairing of their own house. However, the communities and individuals often have poor financing. They do not often get supports from donors.

Local Architects

The architectural education in Vietnam does not provide enough practical project and research capacity. This is why architectural projects often lack a scientific base. Research projects are often low paid compared to practical projects. Many people who make decisions in architectural projects have limited knowledge. Corruption is another problem.

The project leader often has the power because he or she controls the project's finance. The architects sometimes have limited power to influence the solution. In joint-venture projects there are always heated discussions between the foreigners and local architect. The local architects want to preserve the beautiful landscape while the foreign companies consider only reducing costs. The power of money is very strong so the local architects have to accept very functional modern buildings. Buildings of international architecture style are destroying the character of the country.

International Agencies

The International agencies play a very important role as financiers. Large amount of money can be very useful in helping the poor. However in reality the poor often receive no help at all or receive very little of the total budget officially provided by international agencies for development programmes. This is mentioned in a Istanbul newspaper issued during the Conference:

The New York Headquarters of the UN requires the services of 4,831 people. 53,589 people work in the entire UN system world-wide, which includes the secretariat and 25 other organizations such as UNICEF, the World Bank and the International Monetary Fund. Three times as many people work for McDonalds.

The running costs of the UN takes 40% of its total annual budget. The money for helping the poor and the victims of wars disappears in running the organization. Moreover, international agencies provide financial support to medium sized agencies such as NGOs. The result is less money for the intended beneficiaries.

The international agencies have huge offices all over the world, but they do not develop better local understanding, and respond only to the demands of local governments. The information about international aid in the media is weak and international staff are often too busy with “other important work” to try to understand the local conditions.

How Governments Can Improve their Capacity

The sectors at present include:

- 1 International Agencies,
- 2 Other financing sources,
- 3 NGOs,
- 4 National and Local government,
- 5 Local Architect,
- 6 Communities and individuals.

The NGO plays a main role in implementing projects while the local government only stands beside the NGO to help them since the project is considered informal, a non-government project.

Giving the local government the main responsibility in implementing projects, can be the means to force them to work for their citizens. The local government can be a strong force if they are engaged in the project and make use of their strong points. With this working scheme, the financing sources will go more directly to the people who need help. Thus, a huge amount of money can be saved by cutting off the “middle” organisations. The governmental staffs can have their own salary to work. The total budget of the project will be lower. In this set-up, the governments can work in the place of the NGOs in the future.

The governments have better knowledge about local characters and the need of local people so they can define the problems and work out solutions faster. This will save a lot of time. The government in some cases, have a strong power in mobilising people. Based on national laws the governments can have guarantee for repayment.

However, in order to run this system, the government need to prepare carefully and should have the capability to implement the work. During the waiting time to prepare, the government can continue to help the NGOs to implement projects, to help people have a housing right. The governments also have to learn experiences from the NGOs so that they can gradually take the position of NGOs in the implementation of projects.

One important thing is that governments have to recognise that they have to **start the action** and that they have the responsibility to help their citizens. If the government do not ‘love’ their citizen, who will ‘love’ them? Who will help them? The government should get out of inactivity, get rid off the habit of waiting for outside help. When motivated,

the government can be the best sector who can do the most for their citizen.

Government should recognise that “Housing is Human Right” and **give priority to housing investment**. Everyone has the right to an adequate life of good health well-being for himself and of his family. Thus, people living in slums must have better living conditions.

The governments should learn from the NGO’s experiences in **believing in the poor**. The poor can repay! When the government can work out the right housing policy it will be easy to **get people to repay**. In finding the right solutions the governments also need to learn from the NGOs. The governments can do it themselves and even do it better.

Learning from outside experiences is good but not enough. Some-times the solutions are not suitable to the local condition. Thus, the government have to **invest on education**. The local government need the educated people who can do accounting, make project proposal, and keep up with the latest information and technology. Education is the best investment for economic development. Education implies more than mastering a narrow body of knowledge or learning a set of life skills. In truth, education is also the process of knowledge acquisition, the cultivation of intellectual reasoning, and of indispensable moral qualities. The knowledge about economy, technology, architecture are needed to run a housing project. A means to encourage education is to increase the income of the highly educated people, especially those working in educational works.

Finding finance sources is what NGOs have done very well. The governments should be active in this work. In the beginning, the government should learn from NGO’s experiences. The local projects should be started by writing proposals and ask for finance from everyone who can help, especially the International Agencies. In the beginning the projects can be run by universities, students and local communities who have high education and have knowledge about the problem.

Finance for low-cost housing can include profits from housing investment, from renting houses to the middle and high income groups.

The governments should have a good connection with the NGOs and the International Agencies and be advocate for the poor. They can also find financial sources from the high income class in the countries. They can introduce high income tax system.

Other businesses should be encouraged to increase the local economic capacity, but the government should take care that businesses do not have bad effect on the poor and the success of the project.

The Governments **have to go to the people** as the NGOs have done. Local governments and central government should cooperate with the associations. The association has also become a key player in national decision-making level. Through the associations, the individuals can express what they want, what they need and even can make some good proposal for the project. Governments have to know how people live and solve the problems in time with special attention to emergency

cases. Right information is very valuable to avoid waste and misplacement of money, and corruption.

Reducing corruption is very important. It will not only save the project's budget but also directed the project to the right direction. To minimize this situation, financial reports should be done clearly and monthly, or even in shorter intervals to control the situation.

Government should also pay attention in keeping up with the **latest international information**. Learning the new experiences and new technology helps to run the national projects better. Organising a sub Habitat II Conference at national level is very important. Reports and document on the Habitat II should be distributed all over the world.

Conclusion

Habitat II Conference plays a very important role in the development of human settlement. The 21st century should be a 'green and human' century. The conference can not provide direct answers for the better future, but it created more awareness of the problems, of other efforts made to solve some problems and find out individual solutions that are suitable to the certain local conditions. The conference showed the best practices to promote exchange of knowledge and experiences.

It is very good chance for me to participate in the conference to increase knowledge, experiences and reach the latest information and know what people are doing in other parts of the world. I truly regret that only few Vietnamese could participate in the conference and that the Vietnamese voice was so weak in the international dialogues.

While in the Habitat II, I found that NGOs can do so much work for people, while government only stand outside. I hope that the government find out their responsibilities and abilities to do something for the people after this conference to make a better life for every body in every places in our planet. On the other hand, International agencies should control the International budget on right way making sure that the budget goes to the supposedly beneficiaries.

Architecture Calls for a New Approach in Education

Patricia Bermudez G.

Architect
Pontifical Javeriana University
Bogota, Colombia



Introduction

All around the world, no matter the diversity of climates, cultures, populations, all cities share one common function, and that is to be the most important site of socio-economic development. They are the engines of economic growth, cultural diversification and technical progress.

The twentieth century is an age of urbanization, of urban transition. By the end of it, more than one half of the world's total population will be living in cities, for the first time in history.

Urban population is rapidly increasing and of the total population increase from 1990 to 2000, urban and rural, over three quarters will be absorbed in the cities of the Third World.

Habitat Debate, UNCHS, 1995

As we can understand today, urban development and environmental management cannot be considered separately. Actions in the city affect the environment, and the environment with its characteristics and changes affects the city.

To consider only the city, or only the environment, when planning for future development is to build the development premise on a flawed and unsustainable foundation.

(Habitat Debate, UNCHS, 1995)

Because cities are the site of many activities, they require infrastructure for different needs, such as provision of water, sanitation, adequate transport and communications, management of solid and liquid waste, energy and safe housing, among others. The remarkable rate at which the world is growing today shows that the provision of such infrastructure is not keeping pace with the demand. This leads the cities to be un-

able to achieve their role and function. Therefore, cities, especially those of the Third World, are facing various and serious problems. It is not an individual concern anymore; this situation calls for a global awareness to develop strategies, to act today and plan our future.

This global concern, and also as a result of the previous conferences such as Habitat I, held in Vancouver in 1976, The International Conference for Shelter for the Homeless in 1987, the Earth Summit held in Rio de Janeiro in 1992, which concluded that “correct sound management of human settlements is a prerequisite of sustainable development,” lead the United Nations to call a conference on these issues. This is then, how the United Nations Human Settlements Conference – HABITAT II took place in Istanbul, Turkey, June 3 – 14, 1996.

Habitat II “City Summit”

The general aim of the Habitat II Conference was

...to increase world awareness of the potentials and problems of human settlements as an important input of social progress and economic growth, and to ensure that world leaders adopt as one of their major targets the healthy, safe, fair and sustainable development of our villages, towns and cities.

(VIV, 1996)

The main targets of Habitat II were:

- Adequate shelter for all.
- Sustainable human settlements development in an urbanizing world.

Human beings are at the centre of concern for sustainable development. As there is a need to approach the problems at different levels, Habitat II deals with all settlements – large, medium and small – and re-affirmed the need for universal improvements in living and working conditions.

To attain these two targets, the conference focused ongoing activities towards the diagnosis of the current situation, setting principles and global plan of action.

A very big question was around Habitat II; would this event result in a change in the way we approach the management of today’s reality? Conferences like this are not meant to give the solutions to every problem, but to make people aware of the risks, problems, potentials and responsibilities. “What will come next? disappointment, if people see no change in their lives. What follows now, is to focus efforts to shift from policies and ideas to implementation” (HURRIYET, Nitin Desai).

But this implementation requires knowledge not only of the situation, but also of the solutions that best fit the needs of each country and its people. And this knowledge also needs people, with improved capacities for managing and planning the urban environment, in order to provide a viable and equitable infrastructure and human solidarity. Cities

must respond to the living requirements of their inhabitants. And as said before, urban development and environmental management must go together; therefore the latter must be sustained to meet people's needs now and in the future.

But change does not take place alone; actors are needed to create it. They need to be very familiar with their reality. People need to have a sense of responsibility to their community, country, culture and to the world. A sense of community is often tied to a sense of place. We all need to realize that our place goes beyond our personal belongings; the whole earth calls everyone to look after it. Problems such as lack of water, pollution and waste are and must be everyone's concern. If we use up our resources, it is a dead end; and that is for all.

It is true that with the process of urbanization we are facing a situation which has no precedents in history, therefore we do not have much experience of how things should be done. The developing countries must look critically at the experience of the developed to learn from their achievements and their mistakes, not to copy and repeat them. We can predict consequences; we know we need to do things; the question is how and who.

One of the answers is that we need first to create awareness of the need to change, create a sense of unity and community, then build knowledge on the basis of our own reality, our problems, and of course educate people skilled enough to face this challenges.

Here is when education plays a vital role today. Education covers a wide scope. This report will concentrate on specific issues which I focused my attention on during Habitat II. These are the roles that education and academic institutions must play in the planning of cities, with specific attention to the issues of environment, community and transport. This three were debated as separate dialogues lasting one day each.

The Challenge of Education

Information and education, in both formal and informal spheres, have a tremendous potential for increasing citizen awareness and ability to engage in decisions affecting their lives. Key to this strategy is managing information better, expanding access, incorporating accounting measures that educate and enable decision-makers and individuals to make decisions that are more economically, environmentally and socially sustainable. Additionally, the country's formal education system must be reformed to better address sustainability. Informal education forums and other mechanisms must promote opportunities for learning about sustainability.

Within the formal sphere,

education for sustainability does not allow academic theories according to a single discipline but rather emphasizes connec-

tions among all subject areas, as well as geographic and cultural relationships.

The President's Council on Sustainable Development

Education today faces one of the most important challenges. Future decision-makers and actors must be capable to respond to the problems that cities face today. Looking at architecture, education must have a different approach from the one used until now. Architecture must give answers to "human needs," therefore it is important to understand the human being today. We seem to be entering the age of the *Homo Urbanus* as more and more people every day tend to live in urban areas, attracted by urban life. Architecture, then, needs to think in terms of urban approaches, solutions and impacts. This of course includes planning and some aspects claim great importance today, such as, environment, community and transport, which will be discussed later.

In developing countries in particular, this process of urbanization, in which towns have a high growth rate and cities become mega-cities where public and private resources tend to concentrate, has to be faced as a challenge and at the same time as a world of opportunities. There is a need to address the root causes of this phenomenon, including rural to urban migration.

It is true that we have to give fast, well-based and durable solutions to the urban areas, but it is also true that one of the main reasons for the growth of the cities is migration from the rural to the urban areas. Therefore, it is of equal importance to address rural issues. Incentives must be given to people to stay in the rural areas and even to return to them. Planning does not mean only cities; it should consider rural development as well. Opportunities for employment, for facilities such as education, health, commerce, sanitation and water must be offered.

New communications technology makes information much more widely accessible and accelerates all processes of change. Rural areas must be reached with this communications. In the process of educating them to organize themselves, to learn new technologies, the technical advances are of great help. We need to forget the idea that "rural" means "not developed," we need to understand that urban and rural settlements need to face the process of development in their own way, not separately, but reinforcing each other.

Identity

Cities all around the world face the dichotomy of tradition and modern life. Certain forms are related to certain cultures, but was it this way since the beginning? Or has it taken time to allow people to consider them as an expression of their culture.

The world is in a process of globalization, by which it is becoming one entity. There has been the introduction of new forms in a very general way. Media and communications have a very important role here.

The mixture of identities must follow the idea that we belong to a nation as a whole. Even if there is a global culture, it is marked by diversity.

“Today there is more information and less places.” One individual belongs to different cultures, to many traditions and this reflects on the cities. Cities today face a process of multiplicity of cultures. It is difficult to say if design can today represent identity as a historical approach. Maybe this globalization represents the identity of the society today. The world is calling for unity; should architecture not reflect this in cities and habitat too?

Identity is given by those elements with which one identifies himself with. The elements of today may not be there tomorrow. That is in some way why we stop identifying with history.

Human beings are entering the globalization process themselves. Today there is a global behaviour, global activities and almost global language and needs. But still there are some elements that will always identify different cultures and these must be rescued from the roots. There is a lot to be learned from history (not copying it), and from vernacular architecture, which represents the culture in the most innocent way.

Identity in urban scale is defined by the interaction of nature and the hand of human beings. The elements of identity are related to the cultural environment they are in. There are elements which generate collective memory within the inhabitants; they then turn to be elements of the image of the city. Schools of Architecture need to develop research to identify those identity elements and be able to understand the process faced by the world today. Could it be that this century will be remembered for a global image instead of the cities' image? It is not easy to respond to that, but what is clear is that we must be sure of what is happening to be able to be sure of what we are doing.

Environment

In 1992, the conference held in Rio de Janeiro on Environment and Development resulted in “Agenda 21 Programme of Action to help save a planet endangered by environmental neglect and plagued by poverty and underdevelopment.”

Sustainable development is a great sense of environmental concern. It depends to a great extent on how the cities interact with the environment and use their natural resources. Through local action, the goals established in Agenda 21 can be achieved. It is known that the urban poor are most threatened by environmental degradation and pollution. If these issues are not addressed, it is not only the document which will fail, it is the whole world and this of course includes us, who are threatened with extinction.

In the 1960s and 1970s environmental education focused on the conservation of natural resources. In the 1980s, education also emphasized ecology and pollution control. Today, environmental education is evolving towards education for sustainability. But having this issue does not

mean that there is one more subject in the curriculum. Sustainability is a way to understand each project in terms of environmental, economic and social issues. Environmental quality is considered, and not only for the present, but also in planning for the future.

Agglomerations of houses and buildings are the largest constructions devised by humans. To sustain these rural and urban settlements, different forms of energy are needed, such as electricity, mechanical and thermal power and for mobility – great amounts have to be moved around the world. As population grows, so does the demand for energy. All these forms of energy are widely and intensively used, contributing to problems such as pollution, waste heat, dust, noise, traffic congestion. As the demands grow, the impacts on the environment become larger and larger.

Therefore it is of great importance that future planning considers the creation of micro-climates. In rural areas, though these effects are less visible, the use of natural resources, such as wood, has been a major cause for deforestation on sensitive lands, adding the spectre of land erosion and ultimate poverty.

Land use, age and quality of the housing stock, organization of the traffic system, are some of the issues that affect the intensity of use of energy and the effects on the environment.

Therefore, environment is no longer about having trees and water within the projects that we place in the cities. Environment has to become a general issue to which the whole idea of action is referred. Incorporating this element into the curriculum, incorporates scientific elements to understand processes and cycles.

The ability to achieve sustainable development depends on scientific knowledge of the earth's natural systems and the ways in which human activities affect these systems. It helps people predict changes and effects on the environment, manage and restore natural systems, prioritize risks associated with environmental problems, and take advantages of the opportunities of technological developments. Therefore research should be disseminated broadly and in ways that help policy makers, individuals and communities make decisions that promote sustainable development.

As said before, the poor are the most environmentally threatened. In most cases their settlements are informal, but there are also many others, designed by architects that are under the same conditions, due to lack of planning or misunderstanding of modern planning. How to provide water, sanitation, clean air, less pollution must be issues that concern architecture. Architects that only design beautiful buildings, only thinking of aesthetics, are lost in time. Those projects may soon lead to environmental threats. Architecture today has to go hand in hand with the environment; it must learn and support it rather than trying to impose its own rules.

New technologies are fundamental in this process, we need to create energy systems that are sustainable. The use of solar energy for instance

is an alternative. Once more research needs to be developed and strengthened. The question is not only about the *efficient* use of energy, the first question is about the use. For what do we really need it? Then we can start thinking about using it efficiently.

Energy should be seen as an integrator factor. Communities must join together and look towards saving energy.

One of the biggest concerns of the world is peace. We must realize that this not only calls for making peace with others, but also making peace with nature.

Communities

Flourishing communities are the foundation of societies that are healthy. Sustainable development can easily remain remote and theoretical unless it is linked to people's day to day lives and seen as relevant to fundamental needs such as jobs, clean air and water, and education.

It is often easier to make these connections in the context of the communities, for there is where they work, play and feel more connected to society. Problems like pollution, traffic congestion, crime, are often seen as national statistics, but they come personal and real at the local level.

President's Council, 1996

The role of communities is becoming increasingly important. The world today is moving towards more decentralized decision-making. This new model of partnership, will require a lot of information sharing, working together, unifying languages and an unprecedented degree of coordination among all levels.

Sustainable communities are cities and towns that prosper because people work together to produce a high quality of life that they want to sustain and constantly improve. People should be involved in making the decisions that will affect or even decide their lives.

In sustainable communities, people are engaged in building a community together. They are well informed and actively involved in making community decisions for long term that benefits for themselves and for future generations. They are aware and understand that these solutions require partnerships and a process that allows for representatives of the different sectors to be involved. This is where I think universities and big institutions in society should be active, providing support for local community efforts. And in some cases it is important that we all review the barriers that we may have inadvertently erected, and that diminish the ability of communities to pursue sustainable development.

But before we start working with them, it is vital to understand that this partnership requires a new approach and a change in attitude. To house is only a means to an end: it is not a noun; it is a verb.

Cities today are facing a lack of housing stock. The population is growing and as is the demand, but the answers are not.

The responses given are massive solutions that speak their own language and the role that communities play is just learning to understand and interact with them. This is the reason that many projects are completely changed, a very short time after being delivered. This is of course a waste of human and material resources.

A participatory and flexible programme and approach is essential for the acceptability of the solutions, wide dissemination of new technology and reduction of costs.

I believe that one of the best ways to strengthen communities is to ensure that people have greater access to power – understanding power as the ability to do things – and a high sense of responsibility for the decisions that shape their lives. It is important for people to come together to think about their needs, and then work toward collaborative solutions. They of course need to organize but need help on how to do it. This is about the working approach, but also there is the issue of designing sustainable communities. A change of mentality has to occur within everyone, but I will focus on the School of Architecture of the University where I work. We need to realize that poor people, who are those who most desperately need our help, not only have a right to shelter; they have a right to beauty, to good design, to space, i.e., to a habitat that facilitates better living conditions.

Our efforts must be focused on creating places that people want and can sustain.

The built environment is a critical factor in shaping the quality of life, accessibility, environmental burden, and unique character of a community, which contributes to a sense of a place. The ways in which homes are designed and constructed, commercial buildings erected, roads and sewers laid, whole neighbourhoods and communities planned and built, and open space allocated and preserved are fundamental to creating a community that is sustainable.

The President's Council, 1996

It is important to understand that the poor communities are more threatened by environmental, social and economical problems, and they need our solidarity, but also everyone must think about making his/her community sustainable, and of course when creating new ones. Design and architecture also play an important role in facilitating or discouraging human interaction. Communities built with sidewalks, green areas, parks, town squares, houses with porches, public meeting places encourage people not only to interact but also to take care of their surroundings. They will start to feel the city as theirs, and the sense of belonging creates a sense of responsibility.

Design issues refer not only to the house itself. Other elements such as transportation, land use, growth management have to be considered

when thinking about sustainable communities. Housing is not only indoors, it is also outdoors. The principles of sustainable design are reflected in the physical infrastructure of a community, by the choices that people themselves make. These principles include efficiency, durability, and respect for the human side of design – aesthetics, history and culture.

Everyday solutions come out of the academies, out of the classrooms. Students, teachers, researchers are constantly working on projects, trying to respond to the problems and needs. This work is mostly desk work, and this can easily be disconnected from the people, in other words from reality. On the other hand, the community is also trying to survive, creating their living environment. These settlements of course often lack planning, environmental management, resulting in problems not only of indoor space, but of infrastructure, water, pollution, etc.

Efforts are wasted in both processes. No integral solutions emerge. There is a need to create partnerships between universities and communities. Most of the time one lacks what the other has, and vice versa, so if we are able to join resources, will have integral responses. *Figure 1*. Both of the actors will achieve their objectives. Universities will be able to produce knowledge and work to apply it, while solving the housing problems of the communities. Again, understanding housing as a whole, where lives are upgraded, communities gain confidence in themselves and most important of all, they gain knowledge of different areas that will enable them to continue on their own in the future. It is here that the proverb, “Give a man a fish and you feed him for a day; teach him how to fish and you feed him for life,” makes so much sense.

It is a fact that

actors who will determine success or failure in improving the human settlement's conditions are mostly to be found at the community level. Although the structural causes of problems have often to be dealt with at the national and sometimes the international level, progress will depend to a large extent on local actions involving the community.

Habitat Agenda, 1996

Transport

Transport is last tool of planning addressed in this paper. Habitat II gave me a new perspective on this issue, particularly the dialogue on Transport in the City of Tomorrow.

In this theme, the growth of the cities is again very important. Urban population is growing at twice the rate of the total population worldwide. Cities, especially in developing countries, are becoming megacities. In cities of all sizes, the motor vehicle fleet is growing at two to

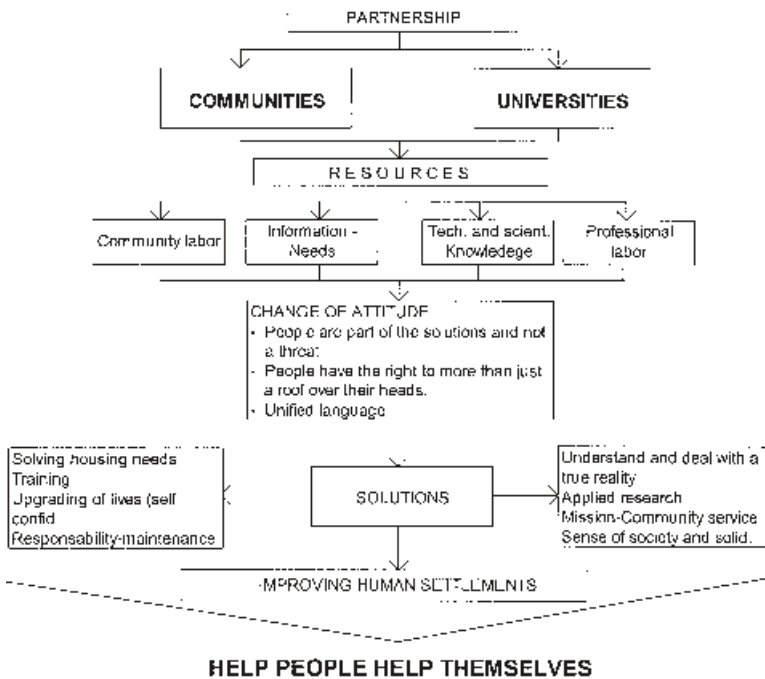


Figure 1: Partnership between communities and universities to approach sustainability.

three times the rate of population. The city grows, but space left for infrastructure such as roads does not increase at the same rate as demand.

It was not clear before what the role that we architects and planners have in this area. As we try to find the roots to this problem of transportation, it is easy to see that much of it is due to the way cities are planned. The land use division makes people live in one place and work in far away places, where facilities such as commerce and offices, are concentrated. This makes travelling distances longer every day. There are a few challenges that cities face now. Some issues concern public and private transport, such as coping with motorisation, pollution, congestion and responding to new demands. Public transportation must also be addressed. If we want to reduce private cars, public transport must offer satisfactory alternatives, so people will change their habits.

As the world's cities increase their reliance on the automobile, it is important to consider the options available to physical planners to help minimize the increase in car travel and the environmental consequences that result from this dependence on cars. The car is becoming the king of the city, and we now seem to plan with it at the centre.

As said before, architecture has to be understood in an urban context, therefore it is important to keep in mind the distances that people

have to travel for their activities. If planning is approached this way, we will be able to reduce transport problems in the future.

It is a big step, if we can introduce this tool in planning and of course it must be a part in the education of architects. A sense of responsibility towards this issue will be a very big help. The possibility of non-motorized transportation must be considered, but for this to happen there must be the infrastructure, such as in public areas, to attract people to change.

Traffic must not be treated only as a technical issue; it determines the future of cities and must be considered as sustainable transport. Land use planning and transportation should go together. Good planning can reduce distances, the need for roads and of course environmental impacts. We must think of alternatives such as internal circulation in residential or working areas, traffic free pedestrian streets. This will enable the cities to recover something that was beginning to be lost – the possibility to walk in them. Cities will be revitalized if public space is reclaimed and used again. Cities are meant for people, not for automobiles.

Conclusions

This conference helped to give me a global view of the problems and what is being done around the world. It definitely creates awareness of the future of the earth, if we do not start being responsible of what we do and how we do it. We face situations never seen before and these require solutions that have to be based on responsible and serious knowledge.

Research is one of the most relevant issues in seeking solutions for sustainability, shelter or any other. Therefore, universities have a very big challenge ahead, not only in research, but also in the way they change their approach to education, meeting the needs of the world today.

As has been said before, this conference did not propose solutions to each problem; its aim was to make people aware of problems, responsibilities and potentials. What comes next is the agreement not only between national and local governments, but all the actors involved in development, to negotiate and work hard to find solutions to local problems. The responsibility now lies on each one, and the change will happen only as we make it.

One theme, which I think should be highlighted, is the issue of technology; it has and is meant to be a resource that we can manage, but we are beginning to be managed by it, because of misuse. The results are clearly seen today in many of the problems mentioned above. This is something to consider when we approach activities like planning and designing.

We have a very big responsibility in our hands, for ***design and planning are not just about building houses and cities, they are about building lives.***

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Were the Academics in the Target Group of Habitat II?

with Emphasis on Capacity Building

Rudy Lilananda

Architect and Planner
Centre of Housing and Human Settlements
Petra Christian University
Surabaya, Indonesia



Introduction

The Habitat II Conference in Istanbul, from 3 – 14 June 1996, is over and many agreements, commitments and actions were adopted by each country as their national Plan for Action. But not everyone knows what Habitat II is. What are its goals, aims and targets? This paper provides a general view of Habitat II and the issues highlighted in the conference. It then focuses on Capacity Building, especially the role of the academics.

Habitat – Aims and Targets

Habitat II was the second world conference of the United Nations on Human Settlements, which focused on managing urbanization and improving the urban living environment. The general aim of this conference was to increase world awareness of the potentials and problems of Human Settlements as an important input for social progress and economic growth.

The main targets of this conference were: to establish a sustainable settlement system in the world, and to provide sufficient housing for everyone. To attain these two targets, the conference also focused on the ongoing activities towards diagnosing the current situation, setting general principles and forming a global plan for action.

This Habitat II Conference was also called “The City Summit.” Ideas from the previous UN Conference held in 1992 on Environment and Development, the “Earth Summit” were to be elaborated, and the conference also focused on managing the urban living environment.

The goal of the City Summit was to make the world's cities, towns and villages healthy, safe, equitable and sustainable. To achieve this goal, a long process is required, involving all actors in urban development: such as NGOs and CBOs, private sector, etc., as the partners of the government, to solve the problem of urbanization together.

The reason they focused on urbanization is that by the year 2000, half of the world's population will live and work in cities and towns. Cities are seriously affected by overcrowding, environmental degradation, social disruption, under-employment, poor housing conditions, insufficient infrastructure and services. The economic prosperity of nations will depend on the performance of their cities.

General View of the Conference

The conference was inaugurated by the UN Secretary-General *Boutros Boutros-Ghali* with the first plenary session of what he has called the "City Summit." He also noted, "The range of participants in this conference today provides ample evidence that this is truly a conference of partners." Those partners include local authorities and the private sector as well as NGOs, and their role was an "essential aspect of the democratization of the international system." He also added that all the organizations and institutions of civil society would receive unparalleled recognition at a UN Conference by nominating their representatives to participate in a formal session. The NGOs, local authorities and other players were already asking themselves: how, without a major international forum, would they collaborate to address development concerns?

These conferences are valued because they focus world attention on environmental quality, resource use, population, gender and other issues critical to the quality of human life everywhere. But nobody has yet announced what comes next, beyond Habitat II. Another summit with an approach of the next millennium? Several NGOs are talking about a major world meeting in the year 2000 to muster once again the world's commitment to meet development needs.

Some Issues Highlighted in the Conference

Slums Need Assistance

Millions of people in the developing countries live in slums, dilapidated tenements, and on the streets. In Bombay, 50% of the 13 million population lives in slums. The living conditions in these settlements are varied: homes are constructed of recycled materials, such as jute sacks, corrugated tin and wood. Youth activists volunteer to organize housing projects so that slum dwellers would be able to design houses for themselves, conducting workshops, working on confidence building and teaching people their rights.

Government is not sensitive to the needs of the poor. Demolition of slum dwellings is common and this affects the residents deeply, espe-

cially children, who become traumatized by the experience. Demolition costs the government money; why can it not be used for rehabilitation?

Corruption Highlighted by World Organization

Corruption still exerts a major influence on business dealings around the world. It is a demoralizing force, and prevents the development of progressive strategies for social change.

The World Business Forum at Habitat II made recommendations to the UN for a business “code of conduct” including ethics, the responsibility of the private sector to form partnerships with city governments and residents, to build a sustainable and humane living environment. Indonesia is one of the ten most corrupt countries listed by the World Business Index.

Helping Urban Slum-dwellers is not as Costly as Believed

Just US\$ 100 per person is needed to provide slum dwellers decent living conditions with adequate facilities, given community involvement and the right government policies.

An analysis by the World Bank estimates that the average cost for basic services in high density urban areas is about US\$ 83 per person in Africa, US\$ 116 in Latin America and only US\$ 32 in Asia. Developing countries, with some outside support, such as the Bank can provide, would be able to afford the delivery of recommended services in a reasonable period, to improve the lives of millions, starting right now. Over 200 million poor people have no access to safe water in developing world cities, while about 420 million have no sanitation services.

Many cities could see illness drop by 30 percent, with productivity rising accordingly, if the poor could be supplied with uncontaminated water. The lack of basic services – water, sanitation, street drainage, basic roadways – saps their strength and denies society the full contribution they can make. Through the Integrated Urban Infrastructure Development Programme (IUIDP) and the assistance of the Bank, many cities in Indonesia have found simple and affordable solutions to these problems.

Capacity Building likely to be Buzzword

Capacity Building must address the practical needs of the community, particularly of the poor, such as housing, income generation and physical space for selling wares. It is important for the international media to articulate failures as well as successes, so that we can build up our knowledge and learn from the failures. Another participant said that capacity building must take into account the overall needs of a person – social, economic, political and cultural.

Arguing about Who Will Pick up the Tab

As the conference came to the end, an important question was: who will pay the bill for addressing the myriad ills of the world's cities. The group of 77 and China pushed hard for more and new resources from the international community.

Predictably, the rich countries say that they have no money to spare. Rich countries argue that the problem in developing countries is not lack of resources but mismanagement of resources, corruption and excessive military expenditure. Indonesia, Malaysia and Pakistan are those among the group of 77 who have been vocal on the resources questions.

Youth Activities

Youth attending Habitat were interested to "build a global home." They tried to understand the geo-politics of world conflict and how these conflicts could be resolved. Youth wanted grassroots initiatives to be strengthened across the globe in the field of cooperative housing. The objective was to build solidarity and partnership between the elite and ethnic groups.

The Reality of Rights

A main issue of discussion at Habitat II was the right to housing. All references to housing as a right in the draft document were in brackets. A special working group was appointed to bring a recommendation. Who could be opposed to housing as a right? Even if the right to housing was passed, what does it mean in countries where litigation is not the solution? How would that protect the marginalized poor and vulnerable groups, where courts take years to decide on anything, as happens in Indonesia.

The goal of the conference was to get groups to become partners in resolving the urban crisis, and not to argue on language definitions, such as, "rights" which does not mean that every person would either exercise this right or automatically have a home. Many NGOs and country delegations at this conference may resolve the language, but can they ensure that each person gets a home?

Unique Housing Loan

To meet the housing demand of the low or irregular income community, who have not been able to make use of existing opportunities, and because houses provided by real estate developers are not affordable to those people, the State Saving bank in Indonesia (Bank Tabungan Negara) launched a unique housing loan facility that included mortgage financing granted to groups of people that act both as developers or producers and as the end-users or consumers. The loan is called Triguna Loan and is provided to a group as a collective/cooperative

effort to finance land acquisition, housing construction and income improvement, with a gradual draw-down based on the progress of the project. The loan for land is to buy and acquire land, including land permits and land preparation. The loan for construction is to build houses, required public facilities and infrastructure. To improve the earning power of group members, an income generation loan is provided to finance income generating activities, such as opening a small business. A professional facilitator, called a Development Consultant, serves, supports and assists the project development. The facilitators play a supporting role to the “developing group” in forming the group, in the preparation, planning, construction and management of the environment and in income generating activities in the dwelling area.

Poverty: Understanding Unity and Diversity

Urban poverty presents a paradox for assessment and policy. For the poor, it is an indivisible whole, an ongoing, day-to-day reality. Yet for institutions established to eradicate it, poverty is a condition to be responded to with a diverse array of programmes, often compartmentalized, disparate and at best partially effective. There is a manifested discord between the unity of experience and the diversity of institutional responses.

On the one hand, the poor experience not only a lack of income and access to assets and basic services, but also a devalued social status; marginalization in urban space and a degraded living environment; limited access to justice, information, education, decision-making power, and citizenship; and a vulnerability to violence and loss of security. But, on the other hand, urban poverty also means mobilizing and sharing aspirations, solutions, capacities, and solidarity, particularly among women and youth whose primary and often only source of social support is derived from the collective human potential of their community. And yet, the poor themselves recognize their heterogeneity, their divisions, and susceptibility to conflict.

In short, in assessing and responding to urban poverty, unity and diversity are usually taken upside down. This needs to be reversed: the unity of experience must be met with convergent and coordinated, and not disparate, institutional responses, while recognizing that poverty comprises opportunities as well as threats, and is experienced differently because the poor themselves are not homogeneous. Unless this happens, interventions will continue to be part of the problem, rather than the solution.

Best Practices

Best Practices are defined as actions, initiatives or projects that clearly demonstrate the commitment of people, their communities and a wide range of stakeholders to implement lasting solutions to their urban problems. As such they provide valuable lessons and serve as examples

for further application whether in a similar or adapted form. Many of them address critical areas such as job creation, access to housing, land and basic services, environmental rehabilitation, and the social integration of women and youth.

To qualify as among the Best Practices, the project must meet the criteria of:

- improving the living environment,
- involving different partners,
- has lasting impact and is sustainable.

The Best Practices were also selected on the basis of their possible replicability. The UN Secretary-General praised the promotion of the Best Practices calling it a “turn towards realistic solutions rather than good intentions.”

Capacity Building and Institutional Development

What is Capacity Building?

It is not easy to define what capacity building is, because the perception of the term covers a wide range. In the narrowest sense it equates with the training of human resources and in a broader sense it means institutional development.

So, capacity building is like a tool to perform appropriate tasks and fulfil roles effectively, efficiently and sustainably. In short we can define capacity building as making the conditions right for this to happen. Included in this task is training of men and women, but it must go beyond this to ensure that organizations are able to support individuals by giving them respect, adequate pay, responsibility and conditions to encourage motivation and energy necessary to make the difference.

How to Make the Difference?

To change the atmosphere, three main areas can be explored: human resource development; organizational development and the changes in institutional and legal frameworks.

Human Resource Development

This dimension is essential and makes optimal use of the total knowledge, skills, creative abilities, talents and attitudes of an organization’s work force. Training of people in itself has been assumed to have a positive impact on the performance of the organizations where they work. Increasingly, however, it has been recognized that the functioning of individuals is dependent on other factors besides training. One of the most important is motivation. Others, that influence motivation, include

payscale, conditions of employment, career perspectives, office facilities and work conditions. For this reason there is a growing concern for human resource management as part of the general management function.

Organizational Development

In this aspect, the organization can be divided into two parts: the organizational level and the inter-organizational level.

The Organizational Level

Efforts in the area of performance improvement of organizations often give particular attention to the organizational structures: rules, procedures, job descriptions, pay scales and introduction of new technologies. Increasingly, however, it is recognized that performance improvement depends also on factors, such as the norms and values amongst staff, the organizational culture, staff commitment to a common and explicit mission, performance and result oriented management styles. Recent studies have found that effective public sector performance is more driven by strong organizational cultures, good management practices, effective communication networks than it is by rules and regulations or procedures and pay scales. Organizational development efforts are concerned with organizational health and the performance and the ability of the organization to adapt to change. It aims at the development of individuals, groups and the organization as the total system.

The Inter-organizational Level

The performance improvement of networks of organizations in accomplishing an urban development task, focuses on how the individual organizations within the network are able to carry out their responsibilities effectively. In the framework of decentralization with increased involvement of the private sector, NGOs, CBOs, and communities, the network of organizations in a sector becomes more important.

Institutional and Legal Framework

This includes current policies, public service laws, bye-laws, rules and regulations, budgetary allocations, the role of the state and its financial resources, and formal and informal power relationships including lobbying and corruption. This framework is a very important area as interventions potentially have significant impact on organizations working within this framework.

Interventions in changing the institutional and legal framework are normally implemented by central government. Implementation of national changes through by-laws are the realm of local government.

Most local capacity building efforts are directed at the human resource development and organizational development.

What is the Capacity Building System?

The capacity building system is the total system through which capacity building requirements are articulated and catered for. In its simplest form it comprises two components: a demand side and a supply side. The demand side consists of the organizations and the women and men working in them whose capacity needs to be strengthened. The supply side encompasses all organizations undertaking efforts to build capacity: international, national and local institutions, network organizations of municipalities; NGOs and private sector organizations providing technical expertise. In bringing the supply and demand side together, the promoters and the funders of capacity building play an important role.

What are the Constraints?

To make capacity building effective, the constraints can be identified and be classified into three groups related to: the capacity of the users or the demand side; the capacity building suppliers; and the interface between the supply and the demand.

Constraints faced by the capacity side, and perhaps one of the most important constraints to capacity building, is a lack of vision about what should or could be achieved. The other constraints are as follows:

Human Resources Development

Weakly developed human resource management systems hamper the development of an adequate human resource development strategy. The personnel function may be seen as a routine, administrative function rather than as strategic in the organization. The personnel management system may not be proactive to future demands and may lack performance reviews to identify training needs. A constraint that also endangers the impact of training on the organization is the absence of post-training, follow-up activities, the opportunity to apply new knowledge and skills, guidance and encouragement, incentive systems, coaching and review.

Organizational Development

Several constraints concern the articulation of the needs for capacity building by organizations. Limited research is available on the applicability of practical methodologies for capacity assessment in the urban poor.

Another constraint is the absence of adequate mechanisms for horizontal and vertical inter-agency Cupertino. Examples include insufficient levels of information exchange and overlapping, conflicting, unclear or competitive mandates. Conflicting values and aspirations of different organizations hamper a common vision on what has to be done.

Institutional and Legal Framework

The institutional and legal framework is often a major constraint in capacity development. Many countries have such centralized powers, including budgetary controls, that local government has little experience of planning, decision-making and budgeting. Without this experience, local government capacity is naturally low. Without change in this framework, other capacity building efforts will have only marginal impact. India and Indonesia are countries where this has been recognized and initiatives are being taken. Indonesia is making strong efforts to redress the balance and India has recently made a constitutional amendment to help strengthen local government.

The importance of capacity building for urban development is still not sufficiently recognized in many countries. Corruption may be very serious inhibition to capacity building as it can significantly change the rules of the game. This is not so significant when dealing with institutionalized petty corruption, but is very serious when corruption distorts decision making and enforcement of regulations.

The next constraint concerns the impact of political interference on capacity building interventions. In highly politicized environments, the planning and/or implementation of capacity building interventions may be affected.¹

What is the Academic's Role in Capacity Building?

Academics can take a role in capacity building in institutions or privately. Through their institutions, they can introduce curricula which adequately address the needs of the community in basic social, economical, cultural and environmental issues.

Universities can develop links with local government, NGOs and private sector organizations to encourage both staff and student involvement in:

- live programmes and applied research,
- refresher training for experienced professionals,
- promoting the potential of distance learning,
- promoting development of high quality materials.

Universities often lack responsibilities to the needs of the communities they are based in. There is scope for greater emphasis on programmes that serve those communities. Most curricula of architecture schools are rather conservative in meeting the actual/real needs of the society.

Academics working privately as development consultants can also integrate capacity building into their projects, such as in project proposals, references, using terms of reference for technical assistance that

¹ Part of this paper is taken from Building Capacity for Better Cities – Round Table discussion in preparation for Habitat II, Rotterdam, 1995.

supports building of local capacity, etc. and also by working in partnership with professional trainers and training organizations.

It might be a big change if basic social and environmental issues can be introduced in reality, beginning in the primary education and putting it in national curricula.

Conclusion

Habitat II brought participants from a large cross section of the society with varying fields of activities. There were representatives of NGOs, CBOs, Youth Forums, Women Caucuses to Government Delegations.

There were debates on various issues, and often it was tough to come to points of agreement. However, the best efforts were taken to see the task in hand was successfully accomplished. The point that repeatedly comes to my mind is what was the role of academics, i.e., how strong was their representation and if they had enough say, because academics are also strong agents to bring in winds of change. They are the ones dealing with fresh minds, and it is they who can mould these minds in the right direction. It is felt that our course curricula in schools should suitably adapt to the changing needs of society. They question if Habitat should be brought in right at the start. The models, code of practices and planning norms and standards should also undergo a sea of changes. There is always a reflection of what one learns in the schools when one acts as an individual citizen. And if planning is more of partnership and participation, then our primary goal is capacity building for better citizenship. About the task now in hand, one feels that the academics who were present in Istanbul have to educate and report back to the others in the profession in their countries. They have to create a strong awareness among their fraternity.

A New Possibility for Capacity Building in the Architecture Education

Juan Carlos Viamont Alpire

Architect
San Simon University
Cochabamba, Bolivia



Introduction

Twenty years after the Vancouver meeting, the second world wide conference on Human settlements of the United Nations is realised in Istanbul. The conference is the latest in the century, preceded by eight world-wide conferences touching environment themes and the social actors. They came to an important conclusion with regards to development in an integral context which requires local, national and world-wide actions.

The fast increase of urban population in the past years and the future projections show that in the next century 75% will live in cities. This brings us interrogations which are very difficult to answer. Although people can have better opportunities in cities, with access to work, health services, education and appropriate shelter, many problems of the same proportion, such as, pollution of water resources, forest depredation, agricultural areas, could emerge.

Since our natural resources are limited, it will be favourable to think that we can only achieve development through careful planning of human settlements. Hence, arises the importance of worldwide awareness and the need to search for options for valid answers both on a national and local levels on this issue.

Habitat II is a summit about cities and aims to make the cities, safer, equitable and sustainable places, through the improvement of the environment and planning administration of urbanisation.

Habitat II – the City Summit

This UN general meeting was opened by the General-Secretary *Boutros Boutros-Ghali*. He showed *the Global Plan of Action* as a help instrument to determine the future of the planet. The representatives empha-

sized the importance of creating new options for a better future for humanity through agreements among all of the actors involved.

The **City Summit**, being more than the governments' conference, included all institutions, groups and individuals involved in the development of human settlements, in reviewing the **Habitat Agenda**, the guidelines to improve the living conditions in the planet. The main objective is awaken a general awareness of the positive functions of cities, as a centre for employment, investment and business production, consumption, culture and apprenticeship, service centres to population and rural production.

In this conference we searched to initially clarify and formulate a second global action which proposes the following:

- That the organisation of human settlements hold a priority place in the programs of national and world-wide development,
- Promote new policies and strategies of urban regulation and shelter construction,
- Help solve the urban environment problems;
- Show necessities and possibilities of investment on infrastructure and urban services,
- Adopt and apply the world-wide action plan supporting the national and regional action plans with special attention to the poor.

With all of these actions, we synthesise that the World-wide Action Plan advocates:

- Appropriate shelter to everybody.
- Development of human settlements in an urbanizing process.

World-wide Conference

In the convention centre of Istanbul, about 4000 governments representatives of 171 Countries met and discussed the importance, problems and experiences in the habitat sector. Some of the conflicting themes in the conference include: reproductive health, 'busy territories and cities,' land confiscation, 'spiritual and cultural worthies.'

The Commission II fulfilled an innovative function, since it was the first time that the government representatives participated in dialogues together with the other sectors, discussing issues such as appropriate shelter, economy, environment, and natural disasters.

The parallel conferences is where approximately 10,000 participants joined in some the following forums:

- Districts
- Private Companies
- Science Academics
- Foundations
- Labour Organisations
- Professionals

- Solidarity Organisations
- NGOs.

These forums emphasized the importance of uniting their needs and aspirations through the active participation of all the sectors who make the community.

The managers advocated that to create a supporting habitat it must unite everybody into an agreement of sharing responsibilities, which is the fundamental importance the human resource.

The Science Academy remarked on the importance of engineering and technology in contributing to the improvement of human life, and the importance the formation, education, and training in the local field.

The Foundations adopted, promoted and facilitated the internal and external participation of actors in the areas which they are developing.

The Parliamentarians proposed that the problems of human development are from political nature, and it will be necessary to dictate rules and laws about the matter in the different latitudes of the world.

The Labour Organisations advocated to maintain collaboration between all the sectors and work together in order to create solutions and that the state should direct more efforts to the sector.

Finally, the NGOs advocated to link the State, the NGOs, the Private Sector and the rest of the actors; and that women and youth are able to give answers to the habitat matters and must participate in the search of solutions.

All of these elements in the Commission II allowed dialogues for the search of solutions to the problems of human settlements.

The conference was full of exhibitions such as the Industry Fair, the NGO Forum and the exposition of the Best Practices. At Taskisla University NGOs held several activities, such as caucus themes and expositions of publications of various organizations characterized by a pleasant informality. This gave the NGOs a world-wide recognition and active participation in the UN conference.

In the Docks, an exposition camp, showed exhibits of the practices considered most successful in the world. There were also a series of forums covering the following themes: Locating the 21 Agenda, The Urban Forum, Energetic Design, Popular Participation in Bolivia, Technology in Sweden, The Environment and the Improvement of Human Settlements, Building Capacity, Meeting of the Best Experiences, among others.

The Capacity Building Theme

The theme on training human resources, was so much discussed in the different sessions of the summit. Sessions were initiated by research centres who direct their efforts in training professionals in countries in the process of development.

The document, *Building Capacity for Better Cities*, published in the Netherlands in 1995, brings a series of interesting recommendations to the summit. The concept of capacity building as stated in the document is defined as:

“Capacity building is about more than training. It concerns, as the bottom line, getting things done. In the end there should be water in pipes, accessible housing, security, employment or whatever is the issue locally. Capacity building is about making the conditions right for this to happen. This includes training for men and women, but has to go beyond this to ensure that organisations are able to support individuals by giving them adequate respect, pay, responsibility and conditions which encourage the motivation and energy that is necessary to make a difference. Organisations also have to learn how to work more cooperatively and in partnership with others. They do not work in a vacuum, but are supported, or sometimes limited by institutional frameworks of conditions and regulations.”

From this definition, three interesting points can be reflected on:

- 1 How can we achieve a demand more effective and selective at training theme?
- 2 How can we stimulate the increase of training services in quantity and quality?
- 3 Which are the most effective participation to stimulate positive changes in these aspects?

After reflecting on these points, it is essential to propose the best levels of training and to establish stimulating mechanisms to the demand so as to bring about necessary changes on how to participate in all levels.

With it, the training programs should try to direct professionals who work with the problems of human settlements and guide them to bring real improvements to the habitat situation of the population majority.

The recommendations in this document, are stated as follows:

“For capacity to be improved, action is vital. Such action should concern you, the reader, otherwise, it will not happen.” The recommended actions are outlined below.

In all the cases, an essential starting point is to decide capacity building objectives and to develop a strategy of how to achieve them. It is recommended that all organisations and institutions that play a role in human settlements development and operation should prepare a Capacity Building Strategy as an integral part of their urban development strategy, work/investment programme or business plan. By this means it will be integrated technically and in terms of commitment and resource allocation. Capacity building should be user driven.

Below are the document’s core recommendations, followed by those linked to specific users and suppliers of capacity building.

Core Recommendations

Develop capacity building strategies which are totally integrated from the start with urban development and management strategies.

- Prepare capacity building policies and strategies which identify and harmonise the roles and commitments of key stakeholders, are gender awareness and which provide a platform for planning and coordination.
- Undertake capacity building activities in a manner that integrates human resource development, institutional change and improvement of institutional, legal and financial frameworks.
- Introduce measures to widen the supply of capacity building services and encourage them to become more responsive to demand.
- Integrate capacity building and implementation whenever possible.
- Coordinate activities of institutions in-charged with capacity building so as to strengthen linkages between actors in urban development and ensure complementary and productive competition.
- Link training, as a major focus of human resource development, where possible, to technical assistance and the experience of implementation;
- Give high priority to monitoring, evaluation impact assessment and research and its dissemination using traditional and new media.

Additional Recommendations for Users

- Commit funding for capacity building by making or encouraging adequate budget reservations, and/or accessing alternative sources of funds.
- Develop an institutional and individual culture of capacity building through systems of incentives and workplace learning.
- Develop partnerships with capacity building organisations and negotiate for the provision of relevant, demand-based services.

Additional recommendations for suppliers

- Develop strategies and management systems for increasing responsiveness to capacity building needs by forging links with client organisations in order to determine their needs in partnership with them.
- Give preference to supporting organisations which have themselves developed a capacity building strategy.
- Ensure the relevance of capacity building by keeping in close touch with field realities and adjusting curricula and reference materials. Means include: applied research; pre and post-training activities; monitoring and evaluations; impact assessment and providing advisory services.

Additional Recommendations for Specific Groups

Central Government

- Develop national capacity building policies and strategies for their implementation as integrated components of urban development policies and programmes for all relevant ministries and departments of local government.
- Review nationally imposed organisation structures and conditions of service that act as a constraint to effective capacity building by local government, NGOs and CBOs.
- Promote and support literacy and the incorporation of civic and environmental awareness in basic education.
- Support and encourage networks of NGOs, CBOs and local governments.

Local Government

Prepare local capacity building strategies as an integral part of strategic development or business plans. This should include:

- Review of organisation structure and staffing conditions.
- Inter-organisational co-operation with the private and community sectors as well as other agencies and departments of government.
- Support or stimulate training of councillors and of other partners such as NGOs, CBOs and private sector, and encourage learning via networking and training by colleagues.

NGOs and Federations of CBOs

- Prepare capacity building strategies integrated to plans for development.
- Intermediary NGOs should develop their ability to undertake and expand capacity building functions.
- Encourage learning via networking and training by peer groups.

International and National Training Organisations

Take on the role of intermediary organisations to help build the capacity of national and local capacity building institutions through:

- Developing activities such as training of trainers.
- Promoting development of high quality generic materials.
- Dissemination of information, training materials and other capacity building support materials.
- Dissemination of information, training materials and other capacity building support material by traditional and new media including by use of the Internet and distance learning.
- Supporting and distance of capacity building materials.

Universities

Develop links with local government, NGOs and private sector organisations to encourage both staff and student involvement in:

- Live programmes and applied research.
- Monitoring and evaluation.
- Refresher training for experienced professionals.
- Promoting the potential of distance learning.
- Promoting the development of high quality materials.

Local Government Associations

- Lobby for improvements in institutional and legal frameworks for local government.
- Support for capacity building including local and international twinning.

Professional Associations

Encourage quality of education and training via accrediting courses, and supporting programmes and experience exchange.

Private Consultants

- Where appropriate, integrate capacity building activities deliberately into proposals rather than leaving as an 'add on' activity.
- Work in partnership with professional trainers and training organisations.

Development Support Organisations/ Donors and Private Sector Sponsors

Organisations in this category include bilateral and multilateral agencies. What is the most effective role that they can play? In general, support for the recommendations given above.

More specifically:

- Support the development of national capacity building strategies.
- Support measures that stimulate client organisations to be more proactive in terms of developing capacity building strategies. Examples would include insisting that a capacity building strategy is built into or integrated with development proposal with are proposed for funding.
- Increase support of intermediary organisations – ones which can work particularly in strengthening the role of other organisations which themselves provide capacity-building support.
- Use terms of reference for technical assistance which support building of local capacity.

- Encourage local contribution to payment for capacity building services such as training in also widening the possible means of paying for capacity building activities.
- Encourage and support training and education organisations to become involved in relevant research, monitoring and evaluation activities.
- Fund activities that will encourage making these findings accessible including development, exchange and dissemination of case studies, innovative capacity building materials and management tools and their adaptation to national and local cultural contexts.

The base document, 'Building Capacity for Better Cities,' was presented in many meetings in Istanbul and discussed by World Bank and international cooperation agencies, to obtain a common proposal to their incorporation into the 'World-wide Action Plan,' which gave very promising results.

The first result of the dialogue process, during the conference, was the establishment of a consortium with four centres dedicated to train professionals and do research on human settlements in developing countries. The four centres are:

- Institute for Housing and Development Studies (IHS), Rotterdam, the Netherlands.
- Development Planning Unit, (DPU), London United Kingdom.
- Asian Institute of Technology (AIT), Bangkok, Thailand.
- Lund Centre for Habitat Studies (LCHS), Lund, Sweden.

These institutions in a near future, will formally establish a coordination and cooperation work, with their objective as to develop and improve professional training programs in relation to themes of habitat problems in conjunction with other agencies and organizations of international cooperation.

The second result, is informing the Commission I of the Conference about the creation of capacities and institutional development, introduced on chapter IV of World Action Plan. Strategies to this application (A/CONF.165/L.6/Add.7, 1996:2) which establish the importance of understanding training as a whole network of efforts and associations of the different actors; remark in policies composed of institutional empowerment and capacity development of management; orient to give answer to identified priority necessities.

In the research theme, the same document advocate the promotion of knowledge and fortified information basis to define and propose sound solution alternatives within the technical, social, economic and politic dimension (A/CONF.165/L.6/Add.7/142ter, A/CONF.165/L.6/Add.5/71:26).

This, above all, brings us to reflect that for programs and projects of capacity building, both present and future researches, to be really effective, they have to consider the aspects which were as a common reference on the different development levels of the Summit.

Conclusions and Recommendations

Generally speaking, the conference was properly organised, considering there were 14,000 participants.

With the Habitat II being a world-wide conference, where important decisions are to be made which are crucial to the future of humanity, the participation of the highest government was very poor. Only 13 head chiefs were present. This reflects the degree of importance they give on human settlements.

Some of the positive aspects of the conference are summarized below:

The 15 points of the Istanbul Statement guarantee “appropriate shelter for everyone and seeks to obtain human settlements which are safer, healthful, habitable, equitable, supported and productive.”

Support to the UNCHS (Habitat) in Nairobi and expansion of the centre at regional level, is a positive step for promoting people awareness world-wide.

The ‘Best Practices’ showed creativity to solve problems in human settlements and showed options for best future. This activity must be realised frequently and with more information dissemination.

Many of the most important proposals in the conference were expounded through parallel conferences, covering a large amount of innumerable topics. However, we could only disseminate the acquired information after a few years due to its large amount and not due to the slow process of information diffusion.

Another important aspect is that the Habitat’s role in introducing themes discussed in the parallel sessions to the general assembly, where the World-wide Action Plan or the Habitat Agenda, was approved. This agenda proposes the important guidelines related to the management of supporting human settlements, the formation of capabilities and institutional development, the institutional cooperation, and putting in practice these guidelines.

The current problems of human settlements, are clearly prioritized, touched in a direct way and very well explained, as a result of the long preparation process for the Summit and through the participation of the different actors involved.

With the different levels of responsibilities acquired, the acknowledgement of and support to the role of women, the relationships between actors that facilitate their purpose and clarify their roles, and the real financial changes proposed by the World Bank and other international cooperation agencies, who have an optimistic vision on cities, demonstrates that there will be important and positive changes.

Finally, the Habitat II introduced new paradigms such as, the whole urban-rural development, supporting solutions, appropriate shelter, human development, democracy, decentralisation and local participation.

Although the Summit promised many positive changes, there are also limitations, as enumerated below:

In almost all the events, the training theme was regarded as a priority answer to solve the problems of the cities. However, the universities, being excellent centres for training, had little participation in the identification of problems and did not have a clear role even in the Habitat II.

The final document is so repetitive and the conflict solutions are very idealist.

From an academic perspective concerning Habitat II, I propose the following recommendations:

Beginning with the participation of institutions in all kinds of activities related to human settlements, there must be a percentage of the financial resources destined to the professional formation and institutional development.

These resources must be channelled through 'capacity building programs,' with headquarters at the Universities, autonomous in their handling and optimizing the human resources and infrastructure allocated to research activities.

The issue for research activities must be within the context of the cities and follow closely the dynamic changes of the cities.

The process must be given in seminars, short workshops, courses of medium length and publications of documents, videos, CD-ROM's and books that make the research more effective.

The capacity building must involve many actors (district, state, NGOs, universities, private entrepreneur, beneficiaries) in different fields, (architects, economists, lawyers, sociologists, geographers, engineers, shelter promoters, etc.) in the various levels of decision-making, planning, execution and project evaluation. This requires connection between theory and practice through a process of formation – research – extension – formation.

The result of the training should be creative solutions, with practical experiences based on the reality of cities, where the proposal, serving as references and not as a model to be applied mechanically.

As a whole, since July 14, 1996, everybody participated in the dynamic process of making cities, being managers of both problems and solutions, in an equitable system of associations among institutions, enterprises and civil society, with Capacity Building acting as the spinal column.

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