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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE
Working Party on Housing Costs

THE USE OF ALTERNATIVE FORMS OF CONCRETE IN HOUSING CONSTRUCTION

Annex 3

Summary of the Report on the use of Precast Ferro-concrete for
Housing Construction in the USSR

In the USSR precast ferro-concrete is becoming the main material used for bearing structures in large-scale housing construction. The great technical and economic advantages of precast ferro-concrete structures over monolithic structures and over all the traditional structures of wood, brick, etc., indicate that the adoption of industrial methods of building with precast ferro-concrete will enable the huge housing programme of the USSR to be carried out more quickly.

Even before the war a fairly wide assortment of precast ferro-concrete parts was used in Soviet housing construction.

At the beginning of the thirties a number of methods of prefabricating large-panelled ferro-concrete houses in factories were proposed, but the war prevented them from being carried out.

Extensive research made it possible immediately after the end of the war to start the practical introduction of this highly-mechanized system of house building.

The plan for the development of the precast ferro-concrete industry in the USSR for 1955-57 has been laid down by Government decree. This plan for increasing production of ferro-concrete to a total of 13.8 million m³ in 1957 is being successfully fulfilled.

To prepare the ground for development of the mass production of precast ferro-concrete parts in the USSR in the post-war years, work was started on a nation-wide scale to produce model plans for dwellings, public buildings and the structural elements of houses and to standardize their geometrical parameters.

Up to 1954 the dimensions and consequently the weight of prefabricated ferro-concrete parts were designed to correspond to the lifting capacity of the erecting cranes then available, which meant that most of the parts for private houses and public buildings weighed up to three tons. In 1954-55 there has been a gradual changeover to the use of more powerful erecting cranes, with a corresponding increase in the prefabrication of large sections weighing up to five tons.

The prefabrication and mechanized assembly of dwellings made of large sections has made it possible to turn building sites into assembly yards.

Any decrease in the cost of precast structures depends largely on the quantity of elements assembled and the extent to which they are prefabricated. For this reason, elucidation of the influence of these factors on the economic aspects of prefabricated building is decidedly valuable. In the first section of the report there is a review of the problems of decreasing labour consumption and time in building and of the related problems of lowering overhead costs by increasing the size and degree of finish of prefabricated parts.

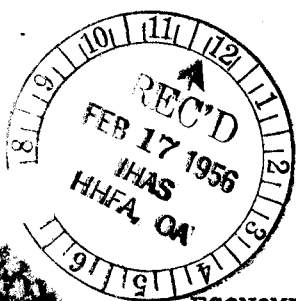
An investigation of this kind was carried out by the USSR Academy of Architecture, who took as models the three modern structural types of dwelling-houses which from the point of view of the development of technique were most typical of housing construction in the USSR and consequently of the application of the principles referred to above.

This investigation showed that when buildings were constructed of large elements weighing up to five tons the total consumption of labour per house was 40-60% less than when they are constructed of small precast elements and that building time was cut down by 20-25%; which shows the usefulness of increasing the size of the elements. The weight of the main structures of houses made of large blocks and panels is 30-40% less than that of houses with brick walls.

The second part of the report compares some structural models of floors and ceilings for dwellings according to their technical and economic indices (cost, labour expended, consumption of steel and cement, volume of concrete and weight of structure). The investigation also covered structures, some of

prestressed ferro-concrete, for spans of 3.6 and 6 m, which are the most usual in modern Soviet building practice.

The comparison between different types of structures for house floors and ceilings showed once more that monolithic ferro-concrete floors and ceilings are inferior to sectional floors and ceilings because they take more labour and cost more money, and yet there are prospects of the cost of sectional ferro-concrete structures falling. It is therefore particularly important to perfect sectional structures for houses and to investigate advanced techniques in the development of building with sectional ferro-concrete.



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28 January 1956

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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

STUDY TRIP TO BELGIUM AND THE NETHERLANDS

Note from the Belgian Government to the Secretariat

Paragraph 8 of the report of the eleventh session of the Housing Committee (E/ECE/HOU/56) reads as follows:

"The Belgian delegation, in the name of its Government and in agreement with the Netherlands' delegation, invited the members of the Committee to take part in a study tour on housing in Belgium and the Netherlands in the spring of 1956, immediately after the next session of the Housing Committee."

The Secretariat has now received the following details concerning the provisional itinerary, cost and other relevant information, furnished by the Belgian delegation in agreement with the Netherlands delegation:

Date

The trip will follow the meeting of the Housing Committee⁽¹⁾, to be held from 14 - 16 May 1956, and will last from Thursday 17 to Tuesday 29 May.

Topics for study

In Belgium the members of the Housing Committee will study the effects of Belgian housing policy, with special reference to the general subjects of study adopted for the Committee's 1955 report, namely slum clearance and house-ownership schemes, while in the Netherlands the studies will be directed more particularly towards town-planning, housing of elderly people, new methods of building, rational production of building materials, and industrialization of less developed rural areas.

Participants particularly interested in any one of these questions will have an opportunity of studying it in both countries.

(1) and of the Working Party on Housing and Building Statistics and the Working Party on the Development of Housing Policies.

Briefing meeting at Brussels

A briefing meeting will be held in Brussels to acquaint participants with the steps taken by Belgium towards slum clearance and house-ownership schemes.

A ceremony will also take place in Brussels to commemorate the tenth anniversary of the first international meeting devoted to housing problems organized by an inter-governmental institution. The Emergency Economic Committee for Europe⁽¹⁾ convened a meeting on housing at Brussels in June 1946. The studies begun at that meeting were carried on in 1946 and in 1947 and resumed in 1948 by the Housing Sub-Committee of the Economic Commission for Europe. Several members of today's Housing Committee were present at the time.

Programme

The provisional programme of visits is appended to this document, but representatives wishing to make additional visits to works sites, factories or completed buildings will be at liberty to prolong their stay in either country as long as necessary.

Enrolment

Representatives on the Housing Committee are requested to inform the Secretariat by 20 February 1956 at the latest of the number of persons who will take part in the study trip.

The names of such persons may be sent in any time before 1 April on the attached enrolment forms, but it is essential that we should be able to make the necessary reservations in Belgium and the Netherlands as soon as possible, since tourist bookings will be particularly heavy during the second fortnight in May on account of the Whitsuntide holidays.

Cost

The cost of living is comparatively high in the two countries to be visited, in Belgium even more than in the Netherlands. To meet the expenses, the government departments concerned in the two countries have agreed to make an inclusive rate of 500 Belgian francs: (10 United States dollars or approximately 44 Swiss francs) per day. This sum will cover accommodation in first-class

(1) One of the inter-governmental organizations which preceded the creation of the Economic Commission for Europe and whose functions were later taken over by the ECE.

hotels, breakfast, one meal per day (lunch or dinner) group travel within the country and all tips. It will not include drinks, which will have to be paid for at all meals. Those taking part in the trip will thus theoretically have to pay for one meal per day - lunch or dinner - although a certain amount of hospitality will very probably be offered.

The amount will be payable either at the time of departure from Geneva, or on arrival at Brussels if members so desire, on the basis of the fixed daily rate multiplied by the number of nights to be spent in the countries visited.

Transportation

Each member of the party will be responsible for the fare from Geneva to Brussels and from Amsterdam back to his own country. The journey from Geneva to Brussels should if possible be made by air. Reservations may be made in either country or at Geneva through the Secretariat.

Cost of travel from Geneva to Brussels and from Amsterdam to the country of origin may also be paid at Geneva before setting out, but each participant must make his own reservation. The cost of travel within Belgium and the Netherlands is included in the daily rate payable by each participant (see under "Cost").

Contact with housing experts in the countries visited

Invitations will be arranged so that members of the Housing Committee taking part in the trip may meet the leading experts and technicians in their field in both countries.

Visas

Arrangements will be made with the Embassies concerned to have visas for Belgium and the Netherlands issued at Geneva.

Translation and interpreter services

Those responsible for arranging the study trip will endeavour to obtain such interpreters as are necessary to ensure that all information is available to participants in the language they understand best.

Documentation

Documentary material on each of the countries to be visited will be sent to participants on enrolment, and they will be asked to mention any problems of particular interest to them. Special visits to specific places can be arranged.

Persons accompanying representatives

Members of the Housing Committee may bring their wives and any colleagues they see fit to invite.

If a sufficient number enrol, a special programme may be arranged for the ladies.

Information

Any additional information about general arrangements for the study trip will be supplied by the Secretariat on request.

ANNEX I

PROGRAMME

For the study trip by members of the Housing Committee,
Spring 1956

May 1956

14, 15 and 16 : Meeting of the Housing Committee at Geneva.

17 May : Arrive Brussels,
Tour of Brussels and surroundings.

18 May : 10 a.m.

Ceremonies to commemorate the 10th anniversary of
international meetings on housing.

Study meeting on Belgian methods of slum clearance.

Welcome by the Minister of Health and Family Welfare on
behalf of the Belgian Government.

Afternoon

Tour of new districts.

19 May : Holiday
9 a.m.

Leave for Liège.

Tour of the main building sites in the Liège area.

20 May : (Whit Sunday) Holiday
11 a.m.

Leave for Ghent, Bruges and Ostend.
Spend night at Ostend.

21 May : (Whit Monday) Holiday

Afternoon

Leave for le Zoute.
Return to Brussels.

22 May : Visit to works sites at Brussels and in the Brussels area
(in particular, the projects of the Société Nationale
de la Petite Propriété Terrienne).

Overnight

Accommodation at Antwerp

23 May : 9 a.m.

Tour of the town of Antwerp, the harbour and the main
residential districts.

- 24 May : Leave for the Netherlands.
Arrive at The Hague (accommodation at Scheveningen).
Tour of the new residential districts at The Hague.
- 25 May : Visit to Rotterdam. Inspect rebuilding of the central district; visit new residential districts and the Bouw-Centrum (building centre). Tour of the harbour by boat.
- 26 May : Visit to Amsterdam. Morning-tour of new residential districts. Afternoon free - shopping - Rijksmuseum (Rembrandt exhibition) - Municipal Museum (Van Gogh and modern art exhibitions) - tour of the canals of Old Amsterdam by boat.
- 27 May : (Sunday) Free day - holiday
Sightseeing.
- 28 May : Visit to any of the following:
1 - North-east polder on the former Zuiderzee (now the Ysselmeer) and to a cement and concrete factory.
2 - Commune of Emmen (opportunity to study on the spot the steps taken to industrialize the less developed areas in the northern part of the Netherlands).
3 - Hoge Veluwe National Park (natural reservation) and the Kroller Muller Museum (paintings, many of New York) in central Holland
- 29 May : Visit to Uithoorn, Amersfoort and if possible Hilversum.
Evening
Farewell party.

ANNEX II

ENROLMENT FOR STUDY TRIP TO BELGIUM AND THE NETHERLANDS

[A separate form to be completed for each participant]

Representative of (name of country of international organization taking part in
work of the ECE Housing Committee) _____

Name and postal address _____

State whether alone or accompanied by wife _____

Indicate whether transportation arrangement to Brussels will be made
individually or whether preference is to leave Geneva as a group by air
on 17 May _____

[Please complete and forward to the ECE Secretariat by 1 April 1956]

*ECE
meeting*

ANNEX II

ENROLMENT FOR STUDY TRIP TO BELGIUM AND THE NETHERLANDS

[A separate form to be completed for each participant]

Representative of (name of country of international organization taking part in
work of the ECE Housing Committee) Dan R. Hamady, official representative of
the United States Government

Name and postal address Dan R. Hamady, Assistant to the Administrator
International Housing Service
Housing and Home Finance Agency
1626 K Street, N. W.
Washington 25, D. C.

State whether alone or accompanied by wife alone

Indicate whether transportation arrangement to Brussels will be made
individually or whether preference is to leave Geneva as a group by air
on 17 May will like to leave Geneva with the group

[Please complete and forward to the ECE Secretariat by 1 April 1956]

March 19, 1956

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HOU/Working Paper No. 30
9 February 1956

Original: ENGLISH

ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

File ECE

STRUCTURE AND METHODS OF WORK OF THE HOUSING COMMITTEE

Note by the Secretariat

1. The Committee at its eleventh session agreed that "(a) the question of the structure and methods of work of the Committee should be placed on the agenda of the next session; (b) the Secretariat should prepare a paper setting out proposals derived from the discussion at the present session" (E/ECE/HOU/56, paragraph 6).
2. In the course of a preliminary discussion during the eleventh session "some delegations pointed out that as at present constituted, the Working Parties were in fact carrying out the role of committees and that, therefore, the distinction between the respective roles of the Working Parties and the Committee was not sufficiently clear. It was generally agreed that the time had come when there was scope for greater use of rapporteurs, and noted that this was in fact reflected in a number of decisions taken by the Working Parties with regard to the execution of aspects of their work programmes. The desirability of greater resort to small ad hoc working groups meeting during a session of the Committee or Working Parties to discuss well defined questions was also pointed out. Other delegations, however, considered that there was continuing scope for standing working parties or even sub-committees and that this was by no means inconsistent with the greater use of rapporteurs or small ad hoc working groups. It was generally agreed that the work of the Committee fell into three well defined sectors: administrative and economic questions; technical questions involving mainly liaison between the Committee and more specialized organizations, particularly the CIB; statistics." (E/ECE/HOU/56, paragraph 5).
3. The Committee's work falls into three well defined areas of activity:
 - (a) the economic aspects of housing which in the main fall within the purview of Government housing policy, e.g. discussion of these questions based on an annual survey of housing developments and housing policies, the work done in the field of housing finance and rent policy, and the quantitative analysis of the housing situation, including housing shortage and housing requirements;

- (b) statistical questions: this includes collection and presentation of housing statistics on a quarterly and annual basis and efforts to improve the coverage, clarity and accuracy of available statistics;
- (c) technical co-operation: in this connexion it will be recalled that some three years ago when the Housing Committee recommended that the International Council for Building Research, Studies and Documentation (CIB) should be formed, one thing it had in mind was that as far as possible work of a purely or largely technical character should be transferred from the Housing Committee to the CIB or other institutions of a more technical character. This did not mean that the Housing Committee was no longer interesting itself in these questions, but rather that it recognized that the means at its disposal to carry out technical enquiries were limited and that such enquiries could better be done elsewhere, mainly by the CIB, with the Housing Committee's role, on the one hand, that of proposing that particular enquiries should be made, and on the other, at a subsequent stage and when the enquiries had been completed, that of considering the conclusions emerging, particularly from the point of view of their economic implications and their relationship to government policy. In addition, the mutual exchange of visits and the work initiated on development of housing in less industrialized countries fall largely into this area of activity.

4. The tentative conclusions reached at the eleventh session of the Housing Committee concerning its structure appeared to be along the following lines:

- (a) the Housing Committee should normally convene once a year, with the primary task of initiating, where necessary, co-ordinating, allocating priorities within and approving its programme of work, including those of its subsidiary bodies. The Committee in its plenary session would also have the task of preparing an annual report and work programme for consideration by the Economic Commission for Europe, and of examining and giving effect to decisions affecting it taken by the Commission;
- (b) there should be three standing subsidiary bodies corresponding to the three main fields of work as outlined in paragraph 3:
 - (i) a Working Party on Housing Administration;
 - (ii) a Working Party for Technical Co-operation;
 - (iii) a Working Party on Housing and Building Statistics.

5. As to the methods of work of the Committee and its subsidiary bodies, the Housing Committee, the former Sub-Committee and before that the Panel on Housing Problems, have always had an extensive programme of work. It has been possible to handle this despite a small Secretariat owing to substantial contributions made by rapporteurs or groups of rapporteurs. It was generally agreed that this practice should be continued and where necessary intensified. Furthermore, it was recognized that the practice of convening ad hoc meetings of Government experts from interested countries on specific questions under consideration, either during meetings of the Committee or its standing subsidiary bodies or between sessions, based on groups of rapporteurs, had proved extremely useful in the past and should also be continued.

6. Paragraphs 4 and 5 above set out what appeared to be the general concensus of opinion of the Housing Committee on its structure and methods of work following the preliminary discussion at the eleventh session. However, the Secretariat suggest that the Housing Committee, before taking a final decision, should reconsider a suggestion made in a note on the Housing Committee Work Programme, to the effect that the standing Working Parties other than that on Housing and Building Statistics should now be abolished (HOU/81, paragraph 3). The reasons underlying this suggestion, which can be amplified in the light of the discussion at the eleventh session, can be summarized as follows:

- (a) the structure set out in paragraph 4 may leave the Committee with a largely nominal task, whereas the Committee itself should not only review and approve its work programme but also examine conclusions emerging from major reports or other activities, however, the detailed work is done; it could also deal itself with questions, particularly in the realm of housing policy, which would, on the basis of the structure suggested, have to be handled by separate bodies. On the basis of this structure there is a danger that insofar as the Committee almost inevitably does tend to undertake substantial tasks it would continue to duplicate the activities of the standing Working Parties;
- (b) the use of small ad hoc groups on specific subjects, the continuation of which is generally agreed, is likely in practice to mean duplication of effort between such groups and the standing Working Parties;

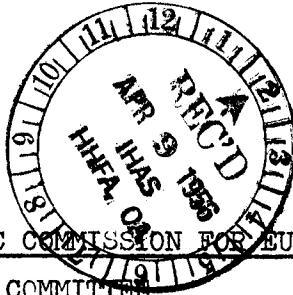
- (c) apart from housing and building statistics, the definition of the fields of competence of the standing Working Parties is necessarily vague and thus it is sometimes difficult for governments to appoint appropriate experts to attend meetings on specialized problems.

7. The Secretariat accordingly suggest that while the proposals with regard to the use of small ad hoc groups and the greater use of rapporteurs as defined in paragraph 5 above should be adopted, the abolition of the standing Working Parties other than that on Housing and Building Statistics should be considered. The Committee, at the meeting at which it considers and adopts its work programme, should also establish what ad hoc groups should meet in the forthcoming year. In this way the Committee would ensure proper control of the ad hoc groups and would be able to ensure that tasks assigned to them were completed in due time and that the groups which had finished their work were abolished. Furthermore, the Committee would as far as possible establish the dates during the following year when the ad hoc groups should be convened, with normally their meetings grouped together to avoid more than two series of housing meetings a year.

8. The arrangements proposed in paragraphs 6 and 7 can be illustrated by reference to the current work programme. Thus:

- (a) the annual survey of housing developments and policies and consideration of the report of the mission on housing in less industrialized countries would be the business of the Committee;
- (b) an ad hoc group of experts would be required when work on industrialization of house building undertaken by rapporteurs and the Secretariat was sufficiently advanced. The nucleus of such a group already exists in the rapporteurs already appointed on trends in mechanization and on standardization and modular co-ordination;
- (c) in due course an ad hoc group is likely to be required on housing management, the nucleus of which would be the rapporteurs already appointed;
- (d) in due course an ad hoc group is likely to be required on slum clearance, the nucleus of which would be the rapporteurs already appointed;

- (e) the quantitative enquiries initiated on the cost of building are being carried out largely by the CIB, which provides the necessary machinery for discussion among experts. Further machinery of this kind appears to be unnecessary but the conclusions which ultimately emerge should be considered by the Housing Committee itself;
 - (f) a group of rapporteurs has already met and will do so again shortly for the study of the use of various forms of concrete in house construction;
 - (g) a group of rapporteurs has already met and will do so again shortly for the study of contract practices in building.
9. The Committee is invited to consider and take a decision on the alternative proposals outlined above concerning its future structure. As far as can be seen there is no divergence of view as to the arrangements which should be adopted concerning the Committee's methods of work.



ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

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FURTHER WORK BY THE HOUSING COMMITTEE
ON THE FINANCING OF HOUSING IN EUROPE

Note by the Secretariat

A note was circulated to the eleventh session of the Housing Committee entitled "Resolution on the Financing of Housing adopted at the twentieth session of the United Nations Economic and Social Council", which inter alia summarized the work undertaken or in progress on this subject by the ECE ... Housing Committee (See HOU/82 attached).

The Housing Committee may wish to examine its possible role in relation to the ECOSOC resolution referred to above. In considering this matter, two further points should, it is suggested, be taken into account. First, the time has perhaps come when an attempt should be made to synthesize the extensive work already done or in hand by the Committee in the field of housing finance, in particular with a view to reaching conclusions as to the kind of action which might be taken at both the national and international level. Secondly, while it would be premature at this stage to anticipate the wishes of the less industrialized countries with regard to the financing of housing until the Committee has received and considered the report of the mission to Yugoslavia and Turkey, it is possible that some action in this field may also be required.

Preparations for a meeting of the kind envisaged by the ECOSOC resolution, taking into account also the considerations set out in the preceding paragraph of this note, would naturally be fairly extensive in character and the Secretariat would require the assistance of expert rapporteurs. In addition, it would also seem desirable to seek the advice and assistance of non-governmental organizations interested in different aspects of housing finance.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

(Eleventh session, 28 and 29 October 1955)

RESOLUTION ON FINANCING OF HOUSING

ADOPTED AT THE TWENTIETH SESSION OF THE UNITED NATIONS

ECONOMIC AND SOCIAL COUNCIL

The United Nations Economic and Social Council, at its twentieth session held in Geneva in July and August 1955, adopted a resolution on financing of housing and community programmes, the text of which is given in the Annex for the information of the Housing Committee.

With regard to the operative part of the resolution, in particular paragraphs 2 (b) and 2 (c), various aspects of the problem of financing house building have been under discussion in the Housing Committee and in the Working Party on Development of Housing Policies in recent years and continue to form part of the work programme. It may be useful in this connexion to recall briefly the main work accomplished:

- (i) The report "Methods and Techniques of Financing Housing in Europe" (E/ECE/IM/HOU/38), March 1952, is a descriptive analysis of the subject. It contains extensive material on financial institutions and separate monographs on thirteen European countries, most of the information being still valid;
- (ii) The report "European Housing Progress and Policies in 1953", (E/ECE/189), August 1954, contains two chapters on financing of housing: Chapter III on "Financial Techniques" summarizes and brings up-to-date the above-mentioned report (E/ECE/IM/HOU/38), Chapter IV on "Financial Charges" is a new contribution;
- (iii) The report "The European Housing Developments and Policies in 1954", (E/ECE/209), August 1955, contains a chapter (Part II, Section 2)

critically analyzing the main features of government policies with regard to the financing of housing and the merits and demerits of the various systems used.

With regard to future work in this field, it is proposed that the 1955 Housing Survey should contain a critical analysis of certain aspects of private financing of housing and of co-operative housing. An indication of the main points which it is suggested may be covered is given in the Skeleton Survey, Document HOU/Working Paper No. 26.

The Secretariat maintains of course close contact with the Secretariat at Headquarters, especially with regard to the possible use in connexion with the Council's resolution of the material collected in the course of the Housing Committee's work and of possible further collaboration in this field.

ANNEXFINANCING OF HOUSING AND COMMUNITY PROGRAMMES

Resolution 585 (XX)E

"The Economic and Social Council,

Taking into account General Assembly resolution 537 (VI) and Council resolutions 434 I (XIV) and 496 (XVI) as well as the resolution on financing of housing and community development adopted by the Social Commission at its eighth session, (12)

Recalling that the General Assembly, in its resolution 537 (VI), requested the Council to give urgent attention, inter alia, to assistance to Governments in developing practical methods of financing housing programmes from domestic or external sources,

Having noted the growing interest of Governments in the problems of financing of housing and community improvement programmes and in the adoption in this connexion of national policies and special measures including the establishment of housing agencies and financial institutions,

Considering further that certain methods of financing successfully used in the housing and community improvement field, including self and mutual help and co-operatives, could prove applicable in the financing of other social development programme,

1. Reaffirms its belief in the significant role that programmes of housing can play in economic and social development and also in opening avenues of employment in different countries;

2. Requests the Secretary-General:

(a) To study and assemble in collaboration with appropriate agencies information on the feasibility of financing housing programmes from external sources, for example by means of mortgage, and to include such information in the report prepared in compliance with General Assembly resolution 824 (IX) on the international flow of private capital;

(12) Official Records of the Economic and Social Council, Fourteenth Session, Supplement No. 9 (E/2247), para. 113.

(b) To convene, at the request of interested governments, as part of technical assistance activities and in co-operation with regional economic commissions where they exist, the specialized agencies, and the inter-governmental and non-governmental organizations concerned, regional meetings of experts in order:

(i) To consider the problems and practical methods of financing housing and community improvement programmes, especially for persons in low-income groups;

(ii) To prepare material describing (1) existing possibilities and appropriate sources for the financing of housing and community improvement programmes, as part of economic and social development in general, and (2) special methods designed to bridge the gap between the cost of, and the ability of low-income families to pay for, adequate housing;

(c) To review, in co-operation with regional economic commissions where they exist, developments in the field of financing of housing and community improvement;

(d) To report to the Social Commission and to the Council the results of the action taken under paragraphs (a) to (c) above;

3. Urges the Technical Assistance Board to give sympathetic consideration to assistance in organizing the regional meetings of experts as well as to requests by governments for technical assistance in the field of housing and community improvement."

Resolution adopted at the
883rd plenary meeting,
23 July 1955.

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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

USE OF STEEL IN HOUSE CONSTRUCTION

From time to time the Housing Committee has considered the comparative advantages and disadvantages of different types of material in those parts of house construction where there is a choice based on economic considerations. In addition, the ECE Steel Committee has under examination the direct and indirect demand for steel arising, inter alia, from housing programmes. This question is discussed in the provisional version of the European Steel Market in 1955, Chapter VIII, which is being circulated also to the Housing Committee and is therefore attached to this note.

As is evident, the information on steel consumption as a result of housing programmes is incomplete and in many respects approximate. The advice and assistance of the Housing Committee is therefore sought in revising and completing part of an enquiry which it is felt is likely to be of interest not only to the Steel Committee but also to the Housing Committee. In this connexion attention should be drawn to the experimental work being carried out by the International Council for Building Research, Studies and Documentation (CIB) on behalf of the European Coal and Steel Community, one of the objectives of which is to promote the use of steel in house construction wherever this is consistent with reducing building costs.

THE EUROPEAN STEEL MARKET IN 1955
(Provisional version)

CHAPTER VIII
DEMAND PROSPECTS IN SOME MAJOR STEEL-CONSUMING SECTORS

The pattern of distribution of steel in 1954 among the principal consuming groups has been shown in Chapter II. The steel-consuming industries fall very broadly into two categories, one consisting of those sectors of industry where production is increasing regularly, more or less in line with or somewhat less than the growth of steel production as a whole, and the other where it is advancing at a faster than average rate. The purpose of this chapter, after a brief survey of the industries increasing at the same rate or at a rate lower than that of steel production, is to examine more closely prospects in the more dynamic industries from a steel consumption point of view, since it is these industries which appear likely to provide the key to the future growth of steel demand.

In this connexion it is useful to recall the main factors determining or affecting domestic demand for steel. These can be classified broadly as investment in manufacturing industry and agriculture, predominantly privately owned; investment in predominantly publicly owned or publicly controlled sectors; personal consumption; and indirect exports⁽¹⁾. The prospects for indirect exports are discussed in Chapter IX.

As was noted a year ago, most of the engineering industries and construction, other than housing, are likely to continue to follow the general trend of investment, with shipbuilding in a somewhat different category. In this last industry, however, although the determining factors are somewhat different, there seems no reason to expect any major variation in activity in the next two or three years. In addition to the considerable backlog, new orders were well maintained in 1955, partly under the stimulating effect of a steady rise in freights.

Turning next to the sectors of industry particularly susceptible to governmental influence, demand for railway material and equipment has been rather stable for some years. Electric and Diesel locomotives are steadily tending to replace steam. This, together with the electrification of lines, is leading to

(1) See the European Steel Market in 1954 (E/ECE/207), pages 75 to 81.

less steel consumption per unit of power and to the carrying of heavier trains at a greater speed. Looked at over a period of years the railway park, and therefore steel consumption by the railways, is tending in the long run to diminish. Although in the immediate future there are comprehensive plans for electrification and dieselisation and for the replacement of wooden rolling-stock by metal.⁽¹⁾

As has been seen from Chapter II, investment, private or public, remains the quantitatively predominant factor influencing steel demand. Nevertheless, consumption, in fields where steel is used on a significant scale, mainly durable consumer goods, although quantitatively less important in total than investment, has proved in recent years to be one of the dynamic factors pushing up steel demand and one which is likely to have a still more important influence in the future.

It has already been shown that the proportion of total steel consumption accounted for by consumer goods rather than investment is greater in rich countries than in countries where living standards are fairly low. Since western Europe is now evolving towards an era of relatively high and steadily increasing purchasing power, this in turn is naturally leading to a marked increase in the sale of durable consumer goods of a kind hitherto regarded as luxuries or near luxuries, such as passenger vehicles and household equipment.⁽²⁾ The same factors are leading to a steady expansion in the demand for containers.

(1) "Railways and Steel" is the subject of a separate report in course of preparation by the Secretariat.

(2) The fact that for balance of payments reasons, some countries, the United Kingdom for example, have recently had to restrict demand for durable consumer goods, by credit restrictions and measures designed to limit hire purchase, may, however, cause a temporary check to the natural growth of demand for these commodities.

At first sight, housing appears to be in a somewhat different category, since a large proportion of house construction is promoted and aided by public authorities. Nevertheless, apart from this admittedly extremely important factor, the demand for household equipment and indeed for housing space itself is in considerable degree a consequence of a standard of living which is already well above the subsistence level and which is rising steadily.

The remainder of this chapter is accordingly devoted to a fuller consideration of the direct and indirect consequences of a rising demand for motor-vehicles, houses and household equipment and containers. In connexion with motor-vehicles the demand arising from oil has been treated separately, since it is not possible to disassociate this from the industrial use of oil now accounting for some two-thirds of consumption.

Direct steel demand for motor-vehicles

At the beginning of 1955 there were 87 million motor-vehicles in circulation, 5 million more than the preceding year and nearly double the figure of 1940. More than two-thirds of these vehicles were registered in the United States but seven other countries each possessed more than 1 million vehicles. The trend in the last fifteen years is shown in Table 44.

Table 44

Motor-vehicles in Circulation, 1940 to 1955

(in thousands, as at the beginning of each year and indices)

Country	1940	1953	1954	1955	Index 1955	
					1940=100	1954=100
United States	30,294	52,259	55,235	57,595	190	104
Canada	1,421	3,115	3,350	3,396	239	101
Latin America	888	2,283	2,563	2,834	319	111
Western Europe	8,436	10,816	12,105	13,986	166	115
USSR	800	1,800 ^(a)	2,600 ^(a)	2,600 ^(a)	325	-
Eastern Europe	200	330	330	330	165	-
Oceania	1,201	2,256	2,367	2,548	212	108
Asia	696	1,636	1,841	2,068	297	112
Africa	693	1,393	1,512	1,678	242	111
Total	44,629	75,888	81,903	87,035	195	106
- of which:						
passenger cars	36,200	57,567	60,262	64,435	178	107
commercial vehicles	8,429	18,246	19,028	19,751	235	104
unspecified	-	75	2,613	2,849	-	-

Source: Problèmes économiques, published by the Institut National de la Statistique, Paris, July 1955.
(a) Estimates

Motor-vehicles should properly be regarded as durable consumer goods in western Europe since almost four-fifths of total output is of passenger vehicles.⁽¹⁾ Motor-vehicle producers everywhere are planning for a considerable increase in demand in the coming years and the scale of investment in most countries is very large. Table 45 summarizes the expectations of the principal producing countries in western Europe: the United Kingdom, Western Germany, France and Italy.

Table 45

Production of Passenger Cars in Principal Producing Countries in Western Europe, 1954 and 1955, and Estimated Production in 1960

(in thousands)

Country	1954	1955	1960 (estimate)
United Kingdom	770	898	1,200 to 1,300
Western Germany	518	706	1,000 to 1,100
France	440	550	700 to 800
Italy	181	240	200 to 250
Total	1,909	2,354	3,100 to 3,450
Source: Official statistics for 1960: Motor Business, The Economist Intelligence Unit, September 1955, London.			

In the USSR the sixth Five-year Plan makes provision for production of all types of vehicles in 1960 to rise to 650,000, an increase of 46 per cent on 1955. However, in contrast to western Europe, the bulk of these will continue to be commercial vehicles.

In the United States specific plans for 1960 have not been announced. Since 1950 in that country there has tended to be a considerable fluctuation in the annual output of motor-vehicles, which is partly the result of changes in stocks

(1) This statement is not invalidated by the fact that, as can be seen from Table 44, the proportion of commercial vehicles in the total number of vehicles in circulation has increased in the last fifteen years from 19 to 23 per cent.

in the hands of the vast distribution system. Although the market appears weak at the moment, projection of experience in the last five years taken as a whole suggests that production may well rise from the peak achieved at the end of 1955, amounting to nearly 8 million vehicles, to 10 million by 1960. The level of investment appears to be rising at an even faster rate than that of production in the motor-vehicle industry, partly as a result of the extremely competitive nature of the motor-vehicle market in the United States. Thus it has been estimated that the average down payment required on General Motors products fell from 43 per cent in June 1954 to 40 per cent in October 1955 and that the average term of accounts rose from 24.4 to 28.5 months. Moreover the whole industry is heavily dependent on advertising expenditure, which is expected to increase by some 30 per cent in 1956.

Nonetheless the long-term prospects appear to be favourable even though there may be year-to-year fluctuations. The average monthly instalment on new cars is now estimated to be 17 per cent of average household income, after taxes, compared with 21 per cent a few years ago. Furthermore, already one-third of all new car buyers have two or more cars and their proportion is expected to increase by 70 per cent in the next five years.⁽¹⁾

In Europe, as has been seen, there has been a striking increase in demand in recent years.⁽²⁾ There are, however, various factors which throw some doubt on whether this rate of increase will be fully maintained. These are credit restrictions imposed by governments and measures taken to restrict consumption in certain countries. In addition the fiscal policies pursued by some governments, however well justified on general grounds, may also have a certain effect. Two further factors should be borne in mind: one is the policy pursued by certain manufacturers, although there are a limited number of notable

(1) The facts in this and the preceding paragraph are mainly taken from Steel, Clevedon, Ohio, 2 January 1956, page 125.

(2) In recent months the question has arisen, particularly in the United Kingdom, whether this may be expected to continue. The market at the end of 1955 and the beginning of 1956 was no doubt affected by a combination of a seasonal decline and some over-stocking, these tendencies being reinforced in the United Kingdom by the new restrictions on credit and hire purchase already referred to.

exceptions, in producing a large number of models so that the full benefits of standardized mass production and therefore cost and price reduction are not realized. Finally, increased congestion and the absence of adequate garage and parking facilities may in the long run impose some check on demand.

To offset these factors it appears likely, as has been pointed out in Chapter II, that the margin of income available for expenditure on other than strict necessities is likely constantly to grow, in which case the motor-vehicle would certainly attract a growing share of this increased disposable income.

In eastern Europe the situation is somewhat different since, as was seen in Chapter II, the proportion of durable consumer goods is still considerably less than in western Europe and still less than in the United States. This proportion is likely to grow, though somewhat slowly. On the other hand, the USSR, for example, continues to pursue a policy of standardization of output on a limited number of types of vehicle, which is likely to pay dividends in the long run in terms of cost and price reduction and should therefore promote the growth of consumer demand, were this growth to become Government policy.

Indirect steel demand for motor-vehicles

The effects of demand for motor-vehicles on steel consumption fall into two broad groups: primary effects, that is those directly connected with the manufacture and running of motor vehicles; and secondary effects, arising from the demand for machinery and equipment by producers of motor-vehicles and facilities used for motor-vehicle traffic. The following classification appears to be convenient:

Primary effects:

- manufacture of motor-vehicles;
- building or manufacture of facilities for motor-vehicle traffic:
 - (a) fuel supply (crude-oil production, crude-oil transport, refining, gasoline transport, petrol stations, at all stages of handling and packaging as far as necessary);
 - (b) road-building and garage-building;
 - (c) maintenance of motor-vehicles.

Secondary effects:

- demand for steel for machinery used by motor-vehicle producers;
- demand for steel for machinery used by producers of traffic facilities, i.e.
 - (a) producers of oil fuel and refinery equipment, such as tankers, tank-wagons, tank-lorries, petrol stations;
 - (b) road-building machinery;
 - (c) producers of spare parts and tools and instruments used in garages.

White oils now account for only about one-third of total refinery products. Accordingly steel requirements for crude-oil production, transport and refining now depend much more on demand for black oils by industrial users, or to a lesser extent for road transport, than for motor spirit. In making the calculations which follow, the primary and secondary effects, other than those relating to oil, are considered first, followed by calculations of steel demand for crude oil production, transporting and refining for all purposes. In view of the relatively undeveloped state of motor transport in the USSR and eastern Europe, the following calculations apply to western Europe only. In the USSR and eastern Europe motor transport will no doubt develop during the coming years and the effect on steel demand may then be proportionately higher than in western Europe.

- Turning first to the primary effects, apart from oil, as classified above
- steel required for the manufacture of motor-vehicles, including components, accounts for about 10 per cent of total steel consumption in the major vehicle-producing countries as a group, or about 4 million tons of rolled products⁽¹⁾. If motor-vehicle output continues to rise faster than steel production, as has been the case in recent years, this percentage will naturally increase;
 - few figures are available on the consumption of steel for road and garage building. In the United States, on the average, between 420 and 450 tons of steel products are required for every million dollars spent on highway construction, or about 26 to 28 tons per km of new

(1) See Table 7, Chapter II.

road.⁽¹⁾ These figures agree reasonably well with United Kingdom experience.⁽²⁾ If it is assumed that about half of the expenditure on roads is applied to the building of new roads and if the American factor cited is applied, steel consumption for new road-building in western Europe per annum would be about 250,000 tons, or 8 per cent of direct steel consumption by the motor-vehicle industry. In view of the increasing congestion in urban areas in virtually all west European countries, this figure is probably considerably under-estimated, since extensive road construction, particularly in urban areas, is in the main long overdue. Road construction in urban areas necessitates substantial use of steel compared with rural districts, particularly for bridges, underground tunnels, fly-overs, railings, street lighting, etc;

- although the building of garages is not likely to have any decisive effect on steel consumption and will probably require considerably less than the road programme, it is nevertheless true that multi-storey garages to ease parking congestion in streets will demand an increasing amount of steel;
- steel required for spare parts and the repair of motor-vehicles probably accounts throughout the lifetime of a vehicle for some 10 to 15 per cent of the weight of steel required for initial manufacture. If the lifetime of a motor vehicle is taken as five to seven years this means that maintenance accounts directly for some 2 to 3 per cent of steel consumption required in the manufacture of motor-vehicles. Steel is also required for the manufacture of the tools and equipment used in repair shops and this may well account for perhaps another 2 per cent of steel consumption used in the manufacture of motor-vehicles.

Considering now the secondary effects, statistical data are not available to enable even rough calculations to be made. However, according to an estimate made by the British Iron and Steel Federation⁽³⁾ the value of one ton of

(1) Steel Facts, New York, October 1954, and Iron Age, New York, 16 December 1954, page 71.

(2) Financial Times, London, 4, 8 and 10 February 1956.

(3) Monthly Statistical Bulletin, British Iron and Steel Federation, London, November 1954, page 9.

finished steel in the form of machinery is about £500. Thus every million pounds spent on machinery by vehicle-producers or by road-builders increases steel requirements by 2,000 tons. There seems little doubt that producers of motor-vehicles, road-builders and producers of spare parts, tools and instruments used in garages spend a very large part of their investment in the form of machinery and equipment. In the United Kingdom alone, investment by motor-vehicle manufacturers and component-manufacturers can be expected to be more than £100 million in 1955 and between £130 and £140 million in 1956.⁽¹⁾ The 1956 figure probably means a steel consumption of 150,000 tons or about 10 per cent of steel used directly in the manufacture of motor-vehicles. Although based on 1956 plans it seems probable that in this highly competitive industry the percentage is not likely to decrease in the near future.

* * *

If steel demand arising from the distribution and use of oil is excluded, and allowance is made for all the factors indicated above, as well as account taken of the incidence of road-building machinery, the percentage of steel indirectly consumed in the motor-vehicle industry may be expected to be not less than 30 per cent of the steel consumed directly in motor-vehicle manufacture, or about 1.2 million tons of rolled products. It follows that if motor-vehicle manufacture increases the actual tonnage required for indirect purposes would also increase at least proportionately.

Direct and indirect steel demand by the oil industry

In the 1930's the predominating influence in the oil industry was the demand for oil by motor-vehicles. Since the second world war this has however changed and the pattern of consumption is being increasingly dictated by the demand of industry generally for black oils rather than by white-oil requirements for motor vehicles.

(1) The Economist, London, 11 February 1956, page 429, and The Financial Times, London, 8 August 1955.

It can be expected that approximately 8 tons of steel are required for every additional 100 tons of crude oil produced, transported, refined and marketed. If European consumption of petroleum products continues to grow at the high rate of recent years, crude oil consumption in western Europe would increase by some 7 to 10 million tons per annum and thus the additional demand for steel by the oil companies would be of the order of 600,000 to 800,000 tons. In addition, a further 100,000 to 200,000 tons of steel should be added for maintenance and replacement, making a round million in total. This represents between 2 and 3 per cent of apparent crude steel consumption in western Europe.⁽¹⁾

The share accounted for by the motor-vehicle industry in this total can be calculated only in the case of distribution facilities for motor spirits. Approximately one ton of steel is required to supply every twenty-seven new vehicles put on the road. The European passenger-vehicle contains on the average between 1 and 1.2 tons of steel and the commercial vehicle 1.75 tons.⁽²⁾ If it is assumed that about one-fifth of the vehicles put into circulation are commercial, the average weight of a vehicle is about 1.3 tons. Thus the additional demand for steel created by the necessities of distribution of petrol is one ton for every 35 tons of steel incorporated in 27 vehicles, or about 3 per cent of the steel consumed directly in the manufacture of motor-vehicles.⁽¹⁾ Allowing for the fact that one-quarter of the vehicles produced in western Europe are exported overseas, the percentage falls to about 2.25 per cent of steel consumed directly in the manufacture of motor-vehicles, or about 100,000 tons; it is impossible to estimate replacement requirements but these might well double the figure. Finally, there is a substantial demand arising from commercial oil usage in the form of tank-farms, pipe-lines, burning apparatus, etc., used by the consumer as distinct from the oil company, and a secondary demand by the producers of this type of equipment. It is hoped to

(1) Based on data supplied by a number of leading oil companies.

(2) The European Steel Industry and the Wide-Strip Mill, ECE, Geneva, 1953, (1953.II.E.6), page 43.

add figures showing the quantitative significance of this if they can be obtained/.

Direct and indirect steel demand from house construction

Another key factor accounting for increased steel demand and likely to play a steadily more important part in the years to come is the demand for more and better houses suitably equipped. Four factors should be distinguished:

- steel used directly in house construction; since the demand for housing is likely to continue to increase nearly everywhere, steel consumption is bound to increase on this account alone, even if the amount of steel used per house remains the same;
- there appears to be a tendency, in some countries at least, to increase the amount of steel used for the construction of a house of a given size;
- the amount of steel used in the basic equipment of a house, i.e. doors, windows, pipes, central heating, which is likely to remain roughly constant for a house of a given size and is therefore simply a function of the number of houses built;
- the demand for kinds of household equipment which are not sheer necessities but which add greatly to the convenience and comfort of the household, such as refrigerators and washing-machines, the demand for which is partly a function of the number of houses but still more of the level of incomes.. During recent years there has been a growing margin of income available for expenditure on durable consumer goods of this kind.

Table 46 shows the consumption of steel directly used in house construction in selected countries in 1954.

Table 46
Consumption of Steel Used in House Construction in Selected
Countries, 1954

Country	Steel required per unit (tons)	Number of units built in 1954 (a) (thousand tons)	Total consumption (thousand tons)
Austria ^(b)	1.0	40.5	40.5
Belgium	1.05	44.9	47.1
Czechoslovakia	0.6	37.5	22.5
Denmark	0.55	23.3	12.8
Finland	0.34	31.0	10.5
France	1.8	162.0	291.6
Greece	1.6	44.7	71.5
Ireland	2.5	10.5	26.3
Italy	1.06	177.4	188.0
Netherlands	1.37	71.0	97.3
Norway	2.51	35.1	88.1
Sweden	0.85	58.9	50.1
Switzerland	1.0	36.0	36.0
United Kingdom ^(c)	0.41	350.5	143.7
Total	1.18 (Weighted average: 1,003 kg)	1,123.3	1,126.0
Sources: The European Housing Problem, ECE, Geneva, October 1949 (E/ECE/110); Quarterly Bulletin of Housing and Building Statistics for Europe.			
(a) As a rule data refer to new and reconstructed units and to those units made available by alteration and conversion.			
(b) Excluding Vienna.			
(c) Excluding Northern Ireland.			

The amount of steel used in house construction in various countries naturally differs according to typical national methods of construction. The data employed relate to the situation shortly after the war, when steel was in short supply, and almost certainly therefore under-estimates the amount of steel now used in house construction.

As an illustration of the possible level of steel which might be used in house construction in 1960, assuming for the moment an unchanged level of steel consumption per house, Table 47 presents an estimate of housing requirements in 1960 together with a calculation of steel requirements based on a factor derived from a weighted average of the fourteen countries in Table 46. Housing requirements, which are not necessarily the same as housing demand, have been calculated as far as possible on the basis of five factors:

- (i) the quantitative housing shortage already in existence;
- (ii) current demographic needs based on expected changes in total population and its composition according to age, marital status, etc;
- (iii) the number of sub-standard dwellings that should be demolished and replaced immediately;
- (iv) current replacement needs arising from obsolescence;
- (v) current needs arising from economic and social changes, such as a growing tendency for single persons to demand a separate dwelling; or a growing margin of income available for disposal on other than necessities, including better homes.

Points (i) and (iii) together measure the housing shortage and (ii), (iv) and (v) represent current needs. Point (v) is of a somewhat special character, however, since if such needs are met the over-all housing situation tends to improve;⁽¹⁾ the other factors relate to what is required to prevent a deterioration of the situation.

Table 47 probably represents a fair over-all picture, although the quantities shown in the second column, for individual countries, should be treated with some reserve.

(1) For a full discussion of the problems involved in the calculations of housing requirements and the evaluation of housing programmes, see European Housing Developments and Policies in 1954, ECE, Geneva, August 1955, E/ECE/209, Part II, Section 3, and The European Housing Situation, ECE, Geneva, January 1956, E/ECE/221, Appendix I.

Table 47Estimated Housing Requirements and Actual Steel Consumption in Housing, 1960

(in thousands of dwellings and thousands of tons)

	Annual rate of housing requirements (thousand dwellings)	Annual rate of actual steel consumption (thousand tons)
<u>Western Europe:</u>	<u>2,107</u>	<u>2,113.3</u>
Austria	50	
Belgium	45	
Denmark	20	
Finland	30	
France	300	
Western Germany	500	
Greece	60	
Ireland	12	
Italy	330	
Netherlands	70	
Norway	30	
Portugal	40	
Spain	70	
Sweden	45	
Switzerland	25	
Turkey	80	
United Kingdom	300	
Yugoslavia	100	
<u>Eastern Europe:</u>	<u>218</u>	<u>218.6</u>
Bulgaria	13	
Czechoslovakia	60	
Hungary	45	
Poland	100	
Europe (countries listed above)	2,325	2,331.9
USSR	2,000	2,006.0
Total Europe (countries listed above)	4,325	4,337.9

Note: The data on dwellings are very rough estimates on housing requirements or planned output: they are based on The European Housing Situation, ECE, Geneva, January 1956, E/ECE/221. The estimates of steel consumption are based on the assumption of an all-European average consumption of 1,003 kg. per dwelling, i.e. the weighted average arrived at in Table 46.

The next problem is the amount of steel used in the basic equipment of the house. Some calculations derived from United States experience, are presented in Table 48. These United States figures appear to be on the high side but have been suitably adjusted on a realistic basis for Europe.

Table 48
Consumption of Steel in the Basic Equipment of a House

Equipment	American 6-roomed house (kg) (a)	European 3- or 4-roomed house (kg)*
Doors	72	40
Windows	450	250
Heating equipment	290	160
Pipes & Tubes	540	300
Bathroom	135	75
Conduit	63	35
Stove	113	120
Utensils	63	50
Tools	9	10
Total	1,735	1,040
(a) Source: American Iron and Steel Institute, Steel, Clevedon, Ohio, 2 January 1956, page 159.		

It is impossible to say to what extent the figures shown in Tables 47 and 48 duplicate each other. On the basis of the figures in Table 47, the estimate of possible steel consumption for the whole of Europe in 1960 would be about 4.5 million tons of rolled products and manufactured articles. On the most conservative estimate at least a third must be added for elements which are probably not included in Table 47, making a total of 6 million tons of rolled products and manufactured articles. These figures are based on those ruling during a period of considerable steel shortage and there seems little doubt that by 1960 the proportion of utilization of steel should have increased appreciably but, without allowing for any increase and calculating that approximately 50 per cent of the steel used consists of rolled steel and 50 per cent of manufactured articles, the ingot tonnage equivalent would be 8.5 million tons which might represent approximately 7 per cent of European steel production in 1960, around the same percentage as at present.

Calculations of steel required for household equipment of a less indispensable character, such as refrigerators and washing machines, are much more difficult to determine; partly because a much greater element of consumers' choice enters into the determination of the demand for any given article; and partly because the amount of steel required for the manufacture of the different articles is not known precisely and in any case varies with size and type of construction. Table 49 shows the degree of distribution of refrigerators in selected countries.

Table 49
Distribution of Refrigerators in Selected Countries, 1953

Country	Number of housing units (thousands)	Degree of distribution (%)	Refrigerators (thousands)
Austria	2,100	2.2*	46
Belgium	3,050	2.6	79
France	12,300	8.5	1,045
Italy	11,950	2.2	263
Netherlands	2,400	4.3*	103
United Kingdom	14,400	7.2	1,037
Sweden	2,450	32.0	784
Switzerland	1,400	9.9	139
Total	50,000	7.0 (weighted average)	3,500
Sources: - Quarterly Bulletin of Housing and Building Statistics for Europe. - Evolution des applications domestiques de l'electricité, Unimarel, Paris.			

It is hoped in the final version to build up rough calculations for the main durable consumer goods if an approximate factor showing the amount of steel for the manufacture of a given quantity of the article in question can be determined. An illustration is given below of a calculation for refrigerators. Thereafter the threads of the argument would be drawn together.

In the countries considered there are some 50 million houses and the proportion of the total with refrigerators is some 7 per cent, amounting to 3.5 million refrigerators. If it were to be assumed - for the purpose of this illustration - that the number of houses in these countries becomes 55 million by 1960 and that the proportion of refrigerators increases to 25 per cent (it is 90 per cent at present in the United States), the total number in use would be 13.75 million, or an increase of 10.25 million. The average weight of a refrigerator in the United States, according to the American Iron and Steel Institute, is 229 lbs.; an average figure

for Europe might be put at 70 kg, thus the total steel consumption required for the increased number of refrigerators assumed to be in use is 717,000 tons.

If it is further assumed that some 20 per cent of the refrigerators in use in 1953 are replaced by more recent models, the additional steel consumption thus required would be 49,000 tons or a total for the period 1955 to 1960 of 766,000 tons. It is estimated that in the United Kingdom, 20,000 tons of steel were used in 1954 for the manufacture of refrigerators. Since the number of houses in the United Kingdom was nearly one-third of the total in the countries considered and since the proportion with refrigerators is close to the average, the build-up of steel consumption for the eight countries shown in Table 49 would be as follows:

	<u>tons</u>
1954:	60,000
1955:	80,000
1956:	100,000
1957:	130,000
1958:	170,000
1959:	220,000
<hr/>	
Total:	760,000
<hr/>	

* * *

Up to this point the discussion has been focussed on steel-using equipment in new houses, although of course that relating to durable consumer goods concerns prospective demand from all sources. An additional factor to be considered is the tendency to improve the standard of equipment, both essential and semi-luxury, in existing houses. This is likely to be facilitated by the movement towards de-control of rents or the raising of controlled rents which should result in the landlord improving the amenities.

Direct steel demand for containers

Table 50 shows the rising trend of apparent consumption of tin-plate in selected countries in the last five years, both in tonnage and as a percentage of total steel consumption.

Table 50

Trend of Apparent Consumption of Tin-plate in Selected Countries,
1950 to 1955

(in thousands of tons and in percentages)

Year	United States		USSR		United Kingdom		Western Germany	
	Tin-plate (tonnage)	As % of apparent crude steel consump- tion	Tin-plate (tonnage)	As % of apparent crude steel consump- tion	Tin-plate (tonnage)	As % of apparent crude steel consump- tion	Tin-plate (tonnage)	As % of apparent crude steel consump- tion
1950	3.673	4.3	90	0.3	421	3.0	157	1.5
1951	3.570	3.8	..	..	401	2.9	206	1.9
1952	3.256	4.0	..	..	466	2.9	208	1.4
1953	3.995	4.0	..	..	446	2.7	221	1.5
1954 (a)	3.870	5.0	..	..	504	3.1	254	1.5
1955	4.200	4.1	180	0.4	590	3.1	290	1.3
Year	France/Saar		Belgium/Luxembourg		Italy		Netherlands	
	Tin-plate (tonnage)	As % of apparent crude steel consump- tion	Tin-plate (tonnage)	As % of apparent crude steel consump- tion	Tin-plate (tonnage)	As % of apparent crude steel consump- tion	Tin-plate (tonnage)	As % of apparent crude steel consump- tion
1950	118	1.8	27	1.2	79	2.7	77	4.6
1951	169	2.1	40	1.8	83	2.4	63	3.4
1952	173	1.6	36	1.5	55	1.4	83	4.6
1953	168	1.9	33	1.5	72	1.8	95	4.6
1954	183	2.0	46	1.4	106	2.2	106	4.8
1955 (a)	210	2.0	64	2.5	135	2.2	115	4.5

Sources: Quarterly Bulletin of Steel Statistics for Europe;
The European Steel Industry and the Wide-Strip Mill (1953.II.E.6), 1953;
and Annual Statistical Report, 1954, American Iron and Steel Institute,
New York, 1955.

(a) Approximate figures only

Consumption of tin-plate has risen fairly steadily in all countries. There are, however, marked differences between countries in the proportion of total steel consumption accounted for by tin-plate. The United States and the Netherlands are at one end of the scale, the latter probably owing to its milk exports. At the other is the USSR, where consumption of food in canned form is very small. Even rough estimates of the future demand for containers would be hazardous but the general outlook is that of a constant and considerable growth.

Conclusions

√ In the final version an attempt will be made to draw together in rough quantitative form the conclusions arrived at in the course of this chapter√.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

MAY 8 1956

TIME-TABLE OF MEETINGS OF THE HOUSING COMMITTEE AND ITS WORKING PARTIES
AND ARRANGEMENTS FOR DEPARTURE OF PARTICIPANTS IN
THE STUDY TRIP TO BELGIUM AND THE NETHERLANDS

Note by the Secretariat

The proposed time-table of the forthcoming meetings of the Housing Committee and its Working Parties is given in Annex I. It should be noted in particular that the Housing Committee will wind up its session at 4.30 p.m. on Wednesday 16 May so as to permit participants in the Study Trip to Belgium and the Netherlands to leave Geneva by air later in the afternoon or by train in the evening of the same day.

Annex II contains additional information on the Study Trip to Belgium and the Netherlands.

ANNEX I

TIME-TABLE OF FORTHCOMING MEETINGS OF THE
HOUSING COMMITTEE AND ITS WORKING PARTIES

<u>Monday, 14 May:</u>	10 a.m.	- Working Party on Housing and Building Statistics
		- Working Party on Development of Housing Policies
	2.30 p.m.	- Working Party on Housing and Building Statistics
		- <u>Ad hoc</u> meeting of members of Housing Missions to Turkey and Yugoslavia
<u>Tuesday, 15 May:</u>	9.30 a.m.	- Working Party on Development of Housing Policies
	3 p.m.	- Working Party on Development of Housing Policies
		- Working Party on Housing and Building Statistics
<u>Wednesday, 16 May:</u>	9.30 a.m.	- Housing Committee
	2.30 p.m.	- Working Party on Housing and Building Statistics (adoption of report of session)
	3 p.m.	- Working Party on Development of Housing Policies (adoption of report of session)
	3.30 to 4.30 p.m.	- Housing Committee

ANNEX II

ADDITIONAL INFORMATION ON STUDY TRIP TO BELGIUM
AND THE NETHERLANDS

1. Transport of participants from Geneva to Brussels

The meetings of the Housing Committee and its working parties will end at 4.30 p.m. on Wednesday 16 May.

At 6.20 p.m. a Swissair plane (Flight SR-KL 130) will leave Geneva aerodrome (Cointrin) and will land at Brussels at 8.20 p.m.

A Swissair coach will be waiting for the participants at 5 p.m. in front of the main entrance of the Palais des Nations.

On arrival, participants will be taken to the Hôtel Metropole in Brussels where they will dine. The evening will be free.

Those proceeding to Brussels by train will leave Geneva at 7.45 p.m.; they will catch the train with sleeping cars at 9.56 p.m. at Berne and reach Brussels at 10.32 a.m. on Thursday 17 May. They will be taken direct from the station to the hotel. Participants can obtain a first or second class sleeper from Berne to Brussels.

Seats for air or train travel from Geneva will be reserved by the Secretariat of the Housing Committee and participants are requested to inform it of the mode of travel chosen by them. Some places in the plane and the train have already been reserved.

Transport in Belgium and the Netherlands will be by coach and will be taken care of by the Belgian and Netherlands authorities.

The return journey will be made from Amsterdam at the end of the study trip, either by plane or train.

Reservations for the return journey will be made on entering the Netherlands through the information service of the Netherlands Ministry of Reconstruction.

Participants will be asked to contribute their share of the cost of their stay (flat rate of 500 Belgian Frs., or \$10 or 44 Sw.Frs. per person per night spent in Belgium or the Netherlands).

2. Study programme

In Brussels the first three days will be devoted to studying the main elements of Belgian housing policy.

On 17 May participants will study Belgian methods for promoting the financing of housing by assisting individual house ownership.

18 May will be devoted to a special study of slum clearance measures.

On 19 May the improvement of rural housing will be studied in collaboration with specialist Belgian organizations.

During these three days and the following days visits will be organized to various housing schemes in Belgium.

In the Netherlands, visits will be organized as described in the provisional programme.

Participants will shortly receive a detailed programme of visits to be made in the Netherlands and Belgium.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

MAY 8 1956

STUDY TRIP TO BELGIUM AND THE NETHERLANDS

Note by the Secretariat

Addendum

I. VISAS

Delegates who select to go by train from Geneva to Brussels either via France and Luxembourg or via the Federal Republic of Germany are advised to apply for transit visas in their own country if they require them.

Belgian visas will be obtained during the housing meetings in Geneva. Steps are being taken for visas for the Netherlands to be delivered in due time either in Geneva or in Brussels.

Delegates who will require a visa for Belgium and the Netherlands are requested to furnish to the Secretariat as soon as possible the following information:

- their full names
- date and place of birth
- title or function
- date of issue and number of passport
- type of passport (diplomatic, service or ordinary)

II. MODE OF TRAVEL

Delegates are reminded to notify the Secretariat at once whether they select to leave Geneva for Brussels by air or train and whether they wish the Secretariat to make the necessary reservations.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

STUDY TRIP TO BELGIUM AND THE NETHERLANDS

Additional information concerning the Study trip to Belgium has been received by the Secretariat and is given in Appendix I. A revised itinerary of the Study trip to Belgium is given in Appendix II and supersedes the provisional programme of visits in Belgium contained in Annex I to HOU/Working Paper No. 29.

ANNEX I

STUDY TRIP IN BELGIUM

General information

Expenses

Participants are reminded that their inclusive share of the expenses of the visit will be US \$10, 500 Belgian francs or 44 Swiss francs per day, payable in Belgium on 17 or 18 May 1956.

Contrary to what has been announced for Belgium, this sum will cover all the expenses of the visit, namely lodging, breakfast and two meals a day, drinks being a private charge only at certain meals, which are indicated in the programme.

Hotel rooms

All the rooms booked have baths; but as a large number of participants only enrolled at the last minute, and on account of the Whitsun holidays, some participants cannot have single rooms to themselves in all hotels. Every participant prepared to share a room with another is asked to inform the Secretariat.

Addresses in Belgium

<u>BRUSSELS</u>	Hotel Métropole, place de Brouckère 31, Tel. 17.23.00; from Wednesday evening, 16 May to Saturday 19 May, at 9.30 h.
<u>COAST</u>	Claridge's Hotel at Knokke, Digue de Mer, 193, Le Zoute-Knokke; from Saturday evening, 19 May, to Monday 21 May at 9 h.
<u>LIEGE</u>	Hotel de Suède, Rue G. Clémenceau 9; from Monday evening, 21 May, to Tuesday, 22 May, at 8.30 h.
<u>ANTWERP</u>	Hotel Excelsior, Gare Centrale, Tel. 33.19.50; from Tuesday evening, 22 May, to Thursday, 24 May, at 8.30 h.

Programme of visits for ladies

A special programme of visits for those ladies who wish it can be arranged for the mornings of 17 and 18 May in Brussels. Information will be supplied to them directly.

ANNEX II

PROGRAMME OF VISITS IN BELGIUM

WEDNESDAY, 16 MAY 1956

A. Members leaving Geneva by
air.

18.20 h.

The Swissair coach will be at the principal entrance of the Palais des Nations at 17.00 h.

The Swissair plane leaves Cointrin airport, to land at Melsbroek airport, Brussels, at 20.20 h.

Participants will be taken by coach to the Metropole Hotel in Brussels. Dinner can be had on board the plane. Participants can also have supper at about 21.15 h. on arriving at the hotel.

Registration at the hotel. Optional visit to the Grand Place of Brussels to see the illuminations.

B. Participants leaving Geneva by
train

Departure from Geneva 19.45 h. by through sleeping-coach to Brussels. Arrival Thursday 17 May at 10.32 h. Coach from station to hotel.

THURSDAY, 17 MAY 1956

9 h. for Group A.

Free time: those who wish may visit the Royal Art Museums. For others, free morning. Guides will be available.

About 10.32 h. for Group B

Arrival at station 10.32 h. Transport by coach to the Hotel Metropole. Registration at the hotel.

11 h.

Assemble at the Hotel Metropole.

11.15 h.

Departure for group visit to the General Savings and Pensions Bank (CGER).

11.30 h. Reception at CGER. Study of financial methods to encourage individual ownership. Conversations with senior officials of CGER, and tour of the establishment.

13.00 h. Luncheon with CGER.

14.30 h. Departure by bus for tour of the city and the HBM works-sites. Route: Place Royale, rue de la Régence, Palais de Justice, avenue Louise, avenue Franklin Roosevelt, "Le Logis" garden city, Auderghem, Forêt de Soignes, Woluwé St. Pierre, Woluwé St. Lambert, Evere, and possibly the Centenary estate.

17.30 h. Reception at the Ministry of Public Works and Reconstruction, Town Planning Department, by M. Bure, Director-General of the Department: "The Organization of the Town Planning Department and Study of Development of Town Plans of Brussels and Liege".

20.00 h. Dinner with the Minister of Foreign Affairs. Celebration of the 10th anniversary of the official meetings on housing problems. Address by M. Spaak, Minister of Foreign Affairs, and M. Leburton, Minister of Public Health and the Family. Reply by a United Nations representative. Presentation of a medal to members of the Housing Committee.

FRIDAY, 18 MAY 1956

9.45 h. Departure from the Hotel Metropole.

10.00 h. Assemble at the City Hall, Brussels. Information meeting on Belgian city slum clearance methods; chairman M. Cooremans, Mayor of the City of Brussels. General talk on Government measures by M. Leburton, Minister of Public Health and the Family. Talk by

M. Merten, Deputy Mayor of the City of Brussels, on slum clearance in Brussels. Commentary on the documents exhibited.

11.00 h.

Visit to the City Hall, Brussels.

11.30 h.

Visit to buildings constructed by the City of Brussels and its subsidiary companies to replace slums.

13.00 h.

Luncheon with HBM Company "Brussels Homes".

14.30 h.

Departure for visit to Molenbeek-Saint-Jean. Reception by M. Machtens, Senator and Mayor of Molenbeek. Visit to the new Beekkant estate. Visit to Erasmus House at Anderlecht.

16.30 h.

Departure for HMB works-sites: Forest: Messidor estate; Uccle: Cobralo, and work completed by the Uccle HBM Company.

18.00 h.

Reception at the National Low-Cost Housing and Dwelling Company's offices (SNHLEB). Visit to a small exhibition. Conversations with the governing body and senior staff of the Company on building methods, research, and the lowering of building costs.

20.30 h.

Dinner at the Hotel Metropole, given by the Company to members of the Housing Committee.

SATURDAY 19 MAY 1956

9.30 h.

Preparations for departure. (Loading of luggage on coaches).

10.00 h.

Departure from Hotel Metropole for visit to new estates built by the National Small Freehold Properties Company (Société Nationale de la Petite Propriété Terrienne - SNPPT).

12.00 h.

Reception by the Communal Authorities of La Pinte, and possibly a visit to the Company's new estate.

13.00 h. Luncheon for delegates in a hotel in the Lys Valley.

15.00 h. Visit to Small Freehold houses at Huise constructed to replace slums, and the new Vrijgeweid farms at Ruddervoorde. Pass by the two Small Freehold estates of Audenaere and Zwevezele.

20.00 h. Arrival at Knokke. Registration at Claridge's Hotel, Le Zoute. Dinner (drinks extra).

WHIT SUNDAY, 20 MAY 1956

10.30 h. Departure for Ostend. Optional visit to the Ostend Casino. Reception by the Ostend Corporation.

13.00 h. Dinner at the hotel (drinks extra).

15.00 h. Departure for tour of Bruges.

19.30 h. Dinner at the hotel (drinks extra).

MONDAY 21 MAY 1956

9.30 h. Preparations for departure (loading of luggage on coaches).

10.00 h. Departure for Ghent.

11.00 h. Tour of the city.

12.30 h. Luncheon (drinks extra).

14.00 h. Visit of finished works in Ghent: "Malem Island" estate, "Neermeersen" works site, and a slum area in course of demolition.

16.00 h. Departure for Liège via Brussels, Waterloo (stop), Namur and Huy.

20.00 h. Arrival at Liège, registration at Hotel de Suède. Dinner at the hotel (drinks extra).

TUESDAY, 22 MAY 1956

8.30 h.	Preparations for departure (loading of luggage on coaches).
9.00 h.	Departure from the hotel. Visit to groups of low-cost dwellings, particularly at Seraing.
10.30 h.	Reception at the City Hall. Talk on Liège's problems.
13.00 h.	Luncheon with the City of Liège.
15.00 h.	Visit to finished works or building sites in Liège.
17.00 h.	Departure for Antwerp by Louvain and Malines.
20.00 h.	Arrival at Antwerp. Registration at Hotel Excelsior. Dinner (drinks extra).

WEDNESDAY, 23 MAY 1956

9.30 h.	Visit to an Antwerp museum - the Fine Arts Museum, Rubens House, or Plantin House.
10.45 h.	Departure from hotel in coach.
11.00 h.	Boat trip round the harbour. Departure from Quay 63. Luncheon on the boat, on the invitation of the City of Antwerp.
14.00 h.	Visit to finished dwellings in Antwerp.
19.00 h.	Return to hotel. Dinner (drinks extra). Free evening.

THURSDAY, 24 MAY 1956

8.30 h.	Preparations for departure, (loading of luggage on coaches).
9.00 h.	Departure for the Netherlands by bus.

*Just of this
paper approved
by Housing Committee
5/16/56
(See Annex
6 and 7)*

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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

MATTERS ARISING FROM THE ELEVENTH SESSION
OF THE ECONOMIC COMMISSION FOR EUROPE

Note by the Secretariat on Item 3
of the provisional agenda for the twelfth session of the Housing Committee

The following note incorporates the discussions, decisions and documents of the eleventh session of the Economic Commission for Europe, held in April 1956, in so far as they are relevant to the work of the Housing Committee.

1. Discussion on the Report of the Housing Committee

The introductory statement by the Chairman of the Housing Committee to the Commission is attached as Annex I. The annual report of the Housing Committee to the Commission, which at the request of the Committee was put in final form by the Secretariat in agreement with the Chairman and Vice-Chairman, is attached as Annex II. An extract from the summary records of the Commission containing the debate on the Housing Committee is attached as Annex III.

2. Decisions relevant to the work of the Housing Committee

The programme of work of the Housing Committee, which at the request of the Committee was put in final form by the Secretariat in agreement with the Chairman and Vice-Chairman, is attached as Annex IV. The Commission adopted its programme of work for 1956/1957, which incorporated the programme of work of the Housing Committee, in a resolution which is attached as Annex V. The Commission made it clear that the decisions taken and the trend of discussion at its eleventh session concerning future work should be taken into account by the Committees concerned.

The attention of the Housing Committee is drawn to a resolution unanimously adopted by the Commission which instructs its Committees to promote and facilitate contacts between countries of Eastern and Western Europe and to continue to devote special attention to the reciprocal exchange of information on production experience and scientific, technical and statistical information. The text of the resolution is attached as Annex VI.

The attention of the Housing Committee is also drawn to a resolution of the Commission which requests its Committees to co-operate with interested countries in seeking appropriate solutions to the problems of southern Europe's economic development. The text of this resolution is given as Annex VII.

3. Report to the Economic and Social Council

The section of the report of the Economic Commission for Europe to the Economic and Social Council relating to the work of the Housing Committee is attached as Annex VIII.

ANNEX I

INTRODUCTORY STATEMENT BY THE CHAIRMAN OF THE HOUSING COMMITTEE
AT THE PLENARY SESSION OF THE ECONOMIC COMMISSION FOR EUROPE IN APRIL 1956

"Mr. Chairman, Ladies and Gentlemen,

This is the second time I have had the honour of introducing the report of the Housing Committee which has been circulated as document 226-D. When considering the reports submitted at last year's session, the Economic Commission for Europe recommended the broadening of the Committees' activities with regard to the international exchange of technical experience. I should therefore like to dwell on the results of the Housing Committee's work for international co-operation as regards the measures taken to solve the housing problem in the various countries.

Before turning to that subject, however, I should like to lay stress on the general aims of the Housing Committee's work. These can be divided in three main groups.

1. The first group includes the collection and publication of statistics, the analysis of housing policies, the drawing up of building plans and programmes and the financing methods used in the various countries. As usual, the Secretariat has published Quarterly Bulletins of Housing and Building Statistics for Europe and, as mentioned in the report, an annual publication is now being prepared for the first time. In my opinion, the statistical methods used for compiling these publications constitute the most important result of the work carried out and completed by the Working Party on Statistics. Apart from the lack of complete data, the weakness of our previous statistical publications was that it was impossible to make a clear comparison between the figures supplied by member countries, because different countries used different statistical and terminological definitions. Thanks to the efforts made in 1955, a uniform terminology has been successfully drawn up which has been accepted by all the members of the Committee, so that it is now possible for the first time to prepare a collection of comparable statistics covering almost all European countries.

The second important result achieved in dealing with this group of problems is the quantitative and qualitative analysis of the housing situation in Europe

which has recently appeared. As an experiment we tried to make a comparative study on the European scale in 1949, but the results were unsatisfactory. It is only now that the Committee has considered the conditions sufficiently favourable for a resumption of this task, and I think that the results obtained justify the attempt. The study, it should be noticed, has for the first time been printed. This enhances its value considerably and I think that any future publications of the Housing Committee which are of general interest and not just working papers, should be published in book or pamphlet form.

Another noteworthy publication is the fourth annual issue of "European Housing Developments and Policies" which the Secretariat proposes to publish in the near future in the form of a draft to be submitted to the Committee for drawing up the final text.

In its discussions on subjects for study in this group of problems, the Committee realized the great importance of questions relating to the existing housing stock and methods of financing. It has therefore decided to include in its work programme for urgent consideration studies on housing management, slum clearance and methods of financing private and co-operative building. This decision has brought the Committee's activities relating to new construction and those connected with the existing housing stock into proper balance.

2. The second group of problems includes more technical matters such as the influence of technical factors on building costs. In this sphere the Committee is being assisted by a specialized body, the International Council for Building Research (CIB) which was set up under its auspices. Similarly, the Committee is co-operating closely with the International Union of Architects (IUA) and numerous trade and technical organizations.

To speak quite frankly, it is the examination of purely technical problems that is most likely to lead to duplication of effort, and the question of the apportionment of work between the Committee and the CIB in particular is to be gone into very thoroughly in the near future; moreover, an increase in the CIB's membership is expected with the result that the CIB will soon be fortunate enough to represent nearly all the scientific institutes and technical organizations of the whole of Europe. At the same time, the studies carried out during the past year on problems

of modular co-ordination, the use of ferro-concrete in housing construction, mechanization etc., have exemplified the care with which the Committee selects technical problems for study. This opinion is justified by the fact that these are problems whose technical solution will have very important economic and social consequences.

3. The third group of problems brings me back to the starting point of my statement. It concerns the Committee's methods of work in promoting the exchange of experience and technical co-operation between the member countries.

In addition to reciprocal exchanges of information and documentation, the Committee during the last three years has had recourse to an even more effective mode of collaboration - that is to say the organization of visits, meetings of experts and study tours. The past year has seen a vast increase in mutual contacts on technical and economic matters. A noteworthy example is the study tour in Poland organized after the spring session, and many other contacts and visits which have been organized by or through the Housing Committee. The atmosphere of sincere, genuine and efficient co-operation among the Committee's members is highly gratifying.

A new type of technical assistance has been introduced by the Committee's Mission which finished its work in Yugoslavia and Turkey at the end of March. This Mission, consisting of distinguished experts appointed by seven member countries and a representative of the Secretariat, studied the housing situation and the building industry in the two countries. It has prepared a report which will be submitted to the Committee for approval at its next session. The report analyses the situation and makes specific recommendations, including proposals for assistance by the more highly industrialized countries.

If I may be permitted to anticipate the Committee's opinion, I should like to suggest that the valuable work done by the Mission points the way to the establishment of effective methods for technical co-operation between countries.

I hope that the somewhat optimistic tone of my statement will not be interpreted as a lack of self-criticism on the Committee's part. While we are fully aware of the imperfections and defects of our work I can assure you that there are two factors which encourage our optimism - first, the goodwill and team

spirit shown by all my colleagues without exception - they represent twenty-three countries and a dozen or so specialized bodies on the Committee - and secondly the hard work, initiative and efficiency of the Secretariat without whose assistance the Committee would have been unable to achieve the results set out in the report."

ANNEX II

ANNUAL REPORT OF THE HOUSING COMMITTEE TO THE ECONOMIC COMMISSION FOR EUROPE

I. INTRODUCTION

1. The present report on the activities of the Housing Committee and of its subsidiary bodies covers the period from 31 March to 31 December 1955. The report was approved in draft by the Committee at its eleventh session. The final text was approved by the Chairman and Vice-Chairman of the Committee on its behalf.

II. ACTIVITIES

A. Development of Housing Policy

2. At its tenth session the Housing Committee held a full discussion of European housing developments and policies, based on an examination of the Secretariat's provisional version of the annual survey. After a review of the main trends in 1954, the Committee considered certain long-term problems relating to: the financing of house construction, centering mainly on the merits and possible demerits of policies at present pursued; the formulation of house-building programmes, taking into account the housing shortage, replacement needs, demographic and other factors; and government policies in relation to the existing housing stock, in particular measures to abolish slums and modernize sub-standard dwellings. The provisional report was revised and completed by the Secretariat in the light of the Committee's discussion and issued for general distribution (The European Housing Developments and Policies in 1954, E/ECE/209, August 1955).

3. Preparations for the next annual Survey were considered by the Working Party on Development of Housing Policies in the autumn of 1955. The following problems of a more long-term character were provisionally selected for fuller analysis in Part II of the report: private financing of housing; co-operative housing and its relation to government policy; and some aspects of State planning of housing in countries of Eastern Europe.

4. The European housing situation in quantitative terms was comprehensively examined by the Committee on the basis of successive draft reports prepared by the Secretariat which analysed separately for twenty-three countries the housing inventory, housing shortage, housing requirements and housing programmes, drawing as far as possible on post-war census material providing housing and population statistics, and included a short summary for Europe as a whole. The provisional report is being revised and completed by the Secretariat for early publication.

5. Arising out of the discussion on problems of the existing housing stock, on which a broad assessment was included in the 1954 housing survey, the Working Party on Development of Housing Policies gave priority to two specific questions on which further more detailed work should be carried out with the help of rapporteurs: the organization of housing management and the preparation and execution of slum clearance and associated rehousing programmes.

B. Housing in the Less Industrialized Countries

6. The housing problems in certain less industrialized countries of Europe was considered in the spring 1955 session of the Committee on the basis of a report prepared by the Secretariat. The report summarized the character and magnitude of the housing problem, discussed obstacles to, and factors potentially favouring, the development of the housing programmes and put forward some tentative conclusions and general recommendations. Arising out of this preliminary survey and as a result of a proposal adopted at the autumn 1955 session of the Committee, action is proceeding along two lines: first, the governments of the less industrialized countries concerned are taking action individually and jointly to implement some of the recommendations made in the Secretariat's report; and, secondly, the Committee is organizing a small mission of experts to visit such less industrialized countries as request it, for the purpose of setting out precisely on the basis of the wishes of the governments receiving the mission the types of international assistance required and to propose ways and means of affording such assistance.

C. Housing and Building Statistics

7. The Quarterly Bulletin of Housing and Building Statistics for Europe continued to be published regularly in 1955. Its geographical coverage has been extended and its presentation improved. Preparations are being made to launch the first issue of an annual publication on housing and building statistics for Europe.

8. The Working Party on Housing and Building Statistics reached agreement on the definition of a number of concepts and terms and continued work on others with a view to improving the degree of precision and the international comparability of European housing and building statistics. The Working Party also discussed the problems involved in the publication of a proposed bibliography on statistical studies and methods in the field of housing and building and reached agreement on the way in which this bibliography should be prepared and published.

9. The activities of the Housing Committee in the field of housing and building statistics are co-ordinated with that of the Conference of European Statisticians and of the United Nations Statistical Commission.

D. Cost of Building

10. The Working Party on Cost of Building is carrying out a series of specific projects, the general purpose of which is to assist in reducing the cost of building by policies and measures designed to encourage greater industrialization of the building industry. Detailed enquiries have been undertaken either by the Secretariat and rapporteurs working closely together or, with respect to largely specialized questions, entrusted to non-governmental professional and technical organizations.

11. The principal projects on which work is proceeding are: trends in mechanization of house-building; promotion of standardization and modular co-ordination; the use of various forms of concrete in civil construction; trends in prefabrication; analysis of the make-up of housing costs; improvement of existing building contract practices; substitution between building materials; utilization of space in current types of dwellings (a report on this subject is being prepared by the International Union of Architects); the effects of the height, width and shape of dwellings on building costs; housing needs of a family (work on the last two projects is being carried out by the Studies and Applied Research Section of the International Council for Building Research, Studies and Documentation (CIB)).

E. Inter-regional Co-operation

12. The Secretariat continued to keep in close touch with the Secretariats of the regional Economic Commissions and of other United Nations organs, and to draw the attention of the Housing Committee to relevant activities undertaken by these bodies. The Housing Committee took note of the resolution on financing of housing adopted by the Economic and Social Council at its twentieth session held in July and August 1955 (Resolution 585(XX)E).

F. Decisions of the Tenth Session of the Economic Commission for Europe

13. The Housing Committee at its tenth session took note of a paper by the Secretariat summarizing the discussion and the decisions taken at the tenth session of the ECE as they affect the work of the Committee (HOU/76). It was noted that the Commission had unanimously agreed to raise the former Housing Sub-Committee to the status of a full Committee. The implications of the Commission's relevant

decisions, in particular of Resolution 1(X) concerning the work of the ECE Committees, are embodied in the work programme. In addition, most of those regularly attending the Committee took part in a study trip to Poland in June 1955; and a study trip to Belgium and the Netherlands will be made after the spring 1956 session of the Committee. Representatives of the Union of Soviet Socialist Republics and the United Kingdom initiated talks on the occasion of the spring 1955 session on arrangements for a reciprocal exchange of visits of housing and building specialists, which have subsequently taken place. In addition, a considerable number of visits of housing and building specialists were exchanged between different countries participating in the Committee's work in the course of the year.

G. Programme of Work

14. The Committee approved its programme of work for the coming year for presentation to the eleventh session of the Commission⁽¹⁾. Arising out of the discussion of its programme of work, the Committee held a preliminary discussion of the methods of work and structure of the Committee. It decided to consider this question more fully at its next session, to be held in the spring of 1956.

III. ORGANIZATIONAL STRUCTURE

15. Mr. J. GORYNSKI (Poland) and Mr. A. JOHANSSON (Sweden) were elected Chairman and Vice-Chairman respectively for the year 1955. The Chairmen and Vice-Chairmen of the subsidiary bodies are as follows:

Working Party on Development of Housing Policies:	Chairman: Mr. van der MEER (Netherlands)
	Vice-Chairman: Mr. TRAUTMANN (Hungary)

Working Party on Cost of Building:	Chairman: Mr. DE VESTEL (Belgium)
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Working Party on Housing and Building Statistics:	Chairman: Mr. De JONGE (Netherlands)
	Vice-Chairman: Mr. VLCEK (Austria)

IV. MEETINGS HELD

Housing Committee:	Tenth session	26 to 28 May 1955
	Eleventh session	28 and 29 October 1955
Working Party on Development of Housing Policies:	Sixth session	25 May 1955
	Seventh session	24, 25 and 27 October 1955
Working Party on Housing and Building Statistics:	Fifth session	23 to 25 May 1955
Working Party on Cost of Building:	Seventh session	26, 27 and 29 October 1955

(1) See Annex IV.

ANNEX III

EXTRACT RELATING TO THE DEBATE ON THE HOUSING COMMITTEE FROM THE
SUMMARY RECORDS OF THE ELEVENTH SESSION OF THE ECONOMIC COMMISSION FOR EUROPE

Mr. HAYTA (Turkey) said that the Housing Committee too was one of the organs of the Commission whose activities were followed with the keenest interest by the Government of Turkey, which participated regularly in its proceedings. He was satisfied with the statistical bulletins and housing documents published, and took the opportunity of congratulating the Secretariat on its contribution to that work.

Recalling the Committee's adoption at its eleventh session of the recommendation by its Working Party for the Development of Housing Policies that a mission be sent to Turkey, he said that the proposed mission, under the direction of Mr. van der Meer, the Netherlands representative, had spent one week in Turkey in March 1955 studying, among other questions, the financing of low-cost housing projects by municipalities with the help of State subsidies, an insurance system for workers building houses on a co-operative basis, measures to promote private house purchase not only by the well-to-do but also by those in the lower-income groups in both urban and rural areas, mechanization of brick manufacture, the expansion of cement production, training of more skilled workers for the building industry, long-term low-interest loans to builders of low-cost dwellings, tax exemption for builders of one-family dwellings, and ways and means of financing the building programme out of both national and international resources. He had thought it advisable to enumerate some of the political, technical, social and financial problems then arising in Turkey, in order to illustrate the practical and useful results to be derived from friendly collaboration between a Member Government and the Commission's subsidiary bodies.

Mr. STAMENKOVIC (Yugoslavia) said that his country had a special interest in the work of the Housing Committee and took an active part in its meetings. With regard to the Committee's work during the previous year, he would like particularly to mention its studies on housing. The special mission to Turkey and Yugoslavia arranged by the Committee had proved highly gratifying. He wished to thank the representatives of the countries which had taken part in the mission for - and the point should be emphasized - their effective contribution to a

heightened understanding among the members of the Committee. That type of action might perhaps be extended in the future by the despatch of skilled workers and engineers to countries requiring them, by the dissemination of technical and scientific information on house-building and so on.

In conclusion, he congratulated the Committee and its Secretariat on the invaluable positive results they had achieved and hoped that their efforts would be crowned with even greater success in the future.

Mr. KOCHONOV (Byelorussian Soviet Socialist Republic) said that it was gratifying to note the intensification of the Committee's activities since it had been made an independent Committee. As its report showed, it had devoted much attention to several important problems and, in particular, had done useful work in the organization of co-operation and exchanges of technical experience in the housing field. The research carried out on the economics of the use of concrete - especially the pre-stressed material and prefabricated components - on the mechanization of building operations, on modular co-ordination and on building cost components were of interest for building practice in all European countries. His delegation considered that the Committee's work on those problems should be intensified. Reciprocal visits by parties of housing specialists would promote co-operation and would also materially assist the work of the Committee. The studies and reports on housing policy and statistics were also of definite value. He could assure the Commission that Byelorussian specialists would continue to participate in the work of the Committee's various subsidiary bodies.

His delegation endorsed the Committee's future programme of work but would like to see other matters of general interest added, such as the wider use of new insulating and soundproof materials, the economic efficiency of new technical methods of prefabricated building, new lifting gear for erecting and stacking prefabricated components and so on. Such problems deserved greater attention, because they were common to many countries in Europe, including his own.

He imagined that everyone knew that the war had played havoc with his country's housing stock, three million inhabitants having lost their houses. In Minsk, the capital, four fifths of all dwellings had been totally destroyed. In country districts, 9,200 villages had been destroyed and over 400,000 peasants' homes burnt down. The total damage to the country's housing had been estimated at 4,700 million roubles. Those figures would give an idea of the efforts that had been required for the reconstruction of that sector alone.

With the brotherly aid of the Soviet Union, the Byelorussian people had put forth a tremendous effort to rebuild its housing and other buildings essential to the development of the country's economy. The national stock of dwellings had not only been restored, but substantially increased above the pre-war level. In both urban and rural areas individual, assisted by State credits or grants-in-aid, had been responsible for extensive building. In rural areas alone, over 500,000 dwellings had been built by peasant families.

The sixth five-year plan provided for twice as much new building as the previous plan. By 1960 the stock in urban areas would have increased by 33 per cent over the figure for 1955. The larger income, both in cash and in kind, earned by collective farms had enabled them to make greater allocations for the erection or re-construction of dwellings and buildings for agricultural purposes. In that work, both collective farms and individuals enjoyed abundant State aid, both in the provision of materials and in that of technical advice and supervision. In that connexion, he regretted that the authors of the report entitled "European Housing Development and Policies in 1954" (E/ECE/209) had been misinformed in their reference to the alleged difficulties experienced by individual builders in Byelorussia in obtaining materials. The great amount of building going on in his country had necessitated the introduction of measures for the local production of such materials, and he was glad to say that, thanks to the help of other Republics of the Union, the pre-war level (1940) had already been considerably exceeded. The building materials industry was successfully tackling its new tasks, and the production of prefabricated concrete components was to be increased by 6.8 times, and that of cement by 1.8 times. There would be considerable expansion also in the production of wall materials, large bricks, concrete pipes, insulating materials etc. His delegation was also interested in the production of ferro-concrete and other important constructional materials.

In view of that large-scale housing activity in his country, the Committee's study of the various problems he had mentioned was of considerable interest to his delegation, which was willing to share, on a basis of reciprocity, its wide experience in the whole domain of housing.

Mr. SANGRONIZ (Spain) said that the decision to transform the former sub-committee into a separate Committee had been a welcome one. Housing was not merely an economic problem, but had social implications, and the production of decent housing was of real importance in stimulating productivity.

Spain, like many other countries, was making a very great effort to provide healthy housing for its increasing population, to replace obsolete and dilapidated housing and to bring it up to modern standards. He agreed with the statement in the report that private enterprise must play an important part in housing. In Spain's first plan for housing, three-fifths of the funds had been provided by private enterprise, although the State supplied indirect subsidies to cheaper housing by means of long-term low-interest loans and tax abatements. Housing with controlled rents could not be carried out without such indirect subsidies. Under a law enacted in 1954 a new national building plan had been instituted for 110,000 controlled-rent dwellings, in addition to dwellings with uncontrolled rents and new housing provided by industrial firms situated away from built-up areas. Some 60,000 million pesetas (about 1,500 million U.S. dollars) would be spent in five years. Special care was taken to see that adequate space was given to families; an average dwelling had to contain three rooms, a kitchen and the usual conveniences. Families with four children or more were given preference in obtaining such housing. No difficulty had been encountered in carrying out the plan. Furthermore, a system of regulated wages brought down building costs. That was very important in Spain, as generally only one-fifth of income was devoted to rent. House-purchase by instalments was encouraged by various legal devices, and steps were taken to guarantee payments in cases where the potential owner died before the house was fully paid for. Such plans were extremely important for raising living standards and for ensuring social stability.

By the exchange of information and experience, the Housing Committee could go far towards solving an important problem whose social implications were even greater than its economic.

Mr. SCHWOB (France) recalled that the Secretariat had advocated increasing use of the services of rapporteurs or groups of rapporteurs specializing in the study of well-defined problems and the termination of all the Housing Committee's permanent Working Parties other than the Working Party on Housing and Building Statistics. The Committee would then assume responsibility for the annual survey of housing developments and policies, and technical tasks would normally be entrusted in the future to the International Council for Building Research, Studies and Documentation.

The French delegation approved the Secretariat's proposals and hoped they would be adopted by the Committee, at any rate on an experimental basis, since, while it was true that the vitality of the Economic Commission for Europe was proved by the fact that the number of meetings of the Commission and its organs had doubled in two years, there was a risk of undue dispersal of effort.

Mr. FERENCZ (Hungary) emphasized the importance of the documentation on the housing situation in Europe, which clearly showed the progress made in that respect in countries with a planned economy, and which had also provided Hungary with invaluable data to assist it in planning its own projects, the main purpose of which was to increase the proportion of so-called "semi-comfortable" dwellings and for which, though in a position to export certain building materials, it needed to import prefabricated components. Recent flooding had resulted in the destruction of more than 3,500 dwellings and a consequent delay in the house-building programme.

The Hungarian delegation particularly welcomed the survey of the housing situation in the less industrialized countries; it had itself taken an active part in the survey carried out in Yugoslavia. He was gratified to note that the Working Party on Housing and Building Statistics had worked out the basic data on housing which would make possible a valid assessment of the situation in the various countries.

There was no doubt that a wide exchange of technical experience would simplify the solution of technical and economic problems in all countries. In that connexion, he thanked the French and Polish Governments for inviting foreign experts to study building schemes in their countries. Hungary was keenly interested in the mechanization of the building industry, the prefabrication of building components, light-weight building materials, the standardization of building materials in general and modular co-ordination. Exchanges of technical information on those subjects would help to reduce building costs and mitigate the shortage of labour from which Hungary was suffering.

The Hungarian delegation supported the Secretariat's proposals for simplifying the Committee's work; their adoption would enable the Committee to obtain expert advice and devote more attention to technical questions.

In response to a proposal by the Hungarian Government that the Industry and Materials Committee should take up questions concerning the silicate industry,

the Secretariat had taken the view that such questions were a matter for the Housing Committee. The Hungarian delegation accepted the Secretariat's view and hoped that at its next session the Housing Committee would discuss relations between the silicate and the building materials industries.

Mr. CIOBANU (Romania) said that careful consideration had been given to the Secretariat's Note on the Structure and Methods of Work of the Housing Committee (HOU/Working Paper No.30) and the conclusion had been reached that the Secretariat's opinion on the scope for greater use of rapporteurs and the desirability of greater resort to small ad hoc working groups was sound. It would not, however, be advisable to abolish the existing working parties. Representatives of Romania had attended some of the meetings of the Committee and its Working Parties during 1955 and had also taken part in the study visits to Poland, which had been extremely well organized. The Government of the People's Republic of Romania, believing as it did that housing was one of the prerequisites for raising living standards, planned to build at least 2,500,000 square metres of dwelling space between 1956 and 1960. In the villages alone more than 200,000 houses had been built with private funds during the past five years.

The Committee's programme of work should include a comparative study of pre-fabrication methods, a study of the economics of low-cost housing and a study of mechanization in building as a time-saving factor.

Mr. NOTARANGELI (Italy) said that the Housing Committee was engaged in a field of activity that was of particular interest, both economically speaking and on account of the social considerations which had everywhere led countries to grant a certain priority to the solution of housing problems and the maintenance of adequate standards of accommodation. In Italy, the need for a rational housing policy was properly appreciated in both its social and economic aspects, since it was necessary to improve the living standards of a large part of the population and to provide opportunities for immediate employment, especially of unskilled labour.

The Italian ten-year development plan took both those aims into account and, in fact, 21 per cent of the total capital to be invested in it was devoted to housing construction. Steps taken to increase activities in the housing sector had combined over the past few years with the free flow of private investment to raise the level of housing construction to an unexpectedly high pitch, above which it was unlikely to rise.

In 1955, the number of dwelling units built, amounting to 1,270,000 units, had exceeded the figures for 1954 by 18 per cent and investment in housing had constituted 25 per cent of total investment. The fact that much of the new housing built went to satisfy the needs of lower-income groups had favoured the development of public and subsidized housing. Such assistance took different forms, including the direct provision by public institutions of cheap housing, the subsidizing of building co-operatives, and schemes for providing housing financed partly by the State and partly by capital obtained through subscriptions deducted from workers' wages. The latter scheme, known as the INA-CASE, had been inaugurated in 1949 on a seven-year basis and had recently been extended for a further seven years.

Public housing schemes had had to solve not only economic problems but also technical difficulties arising from the need to reduce building costs, to rationalize planning and to introduce modern conceptions of town planning.

The existence of such problems in Italy was the reason for its special interest in the activities of the Housing Committee, more particularly since the latter was not merely engaged in statistical and long-term research work but was also concerned with the solution of certain important technical and economic problems. The Italian Government gave full support to the Committee's investigation of problems of construction costs and its action in assisting insufficiently industrialized countries to prepare schemes for large-scale housing development.

Speaking at the invitation of the CHAIRMAN, Mr. SCHEVENELS (International Confederation of Free Trade Unions) said that IOFTU's European Regional Organization had decided to support ECE's efforts to stimulate housing policy in the various countries, especially as regards the construction of low-cost dwellings in the under-developed parts of Europe. The Organization's Standing Committee had conducted an enquiry on that subject, and a decision could be expected at its July meeting in favour of the following measures: first, groups of technicians and active trade unionists in the under-developed countries who were interested in the construction of low-cost dwellings would be invited to visit the Scandinavian countries, the United Kingdom, the Netherlands and Belgium to study means of promoting the construction of workers' dwellings by the establishment, in particular, of workers', trade union and joint co-operatives; secondly, experts from the industrialized countries mentioned would pay fairly long visits to the

under-developed countries in order to help local trade unions to set up their own building co-operatives; thirdly, ICFTU hoped to collect funds for the construction of model workers' dwellings as a stimulus to the construction of similar dwellings elsewhere. In all those ways his organization hoped to assist the Commission's work.

He would also like to draw the attention of European governments to the disturbing fact that the cost of building land was rising in nearly every European country, thus cancelling ECE's efforts to cut building costs; the rise, in fact, more than offset the reduction in building costs. ICFTU strongly urged governments belonging to the Commission to tackle that problem of speculation in the price of land intended for the construction of workers' dwellings.

Mr. EWING (Secretariat), said that the Secretariat would summarize the various suggestions made in the course of the debate, so that the Housing Committee at its next session would be aware of the opinions expressed in the Commission. Several speakers had referred to a Secretariat paper on the structure and methods of work of the Housing Committee (HOU/Working Paper No.30). That paper had been prepared for the next session of the Housing Committee as a result of preliminary discussions at the previous session. It would be for the Committee itself to consider the Secretariat's suggestions and to take its own decision, but it would undoubtedly bear in mind the remarks made during the Commission's discussion.

Mr. GORYNSKI (Poland), Chairman of the Housing Committee, drawing the conclusions from the debate, said that the remarks by the Turkish and Yugoslav representatives had confirmed his own conviction that to send out experts on visits was a wise policy, which might be extended.

The Byelorussian delegation's comment on the survey of European housing developments and policies related to the survey for the year 1954 (E/ECE/209), which had been issued in the summer of 1955. The housing survey for 1955 would appear in provisional form within approximately a week, for discussion by the Housing Committee in May, and would subsequently be revised for general distribution. The Byelorussian delegation, like all delegations to the Housing Committee, would have a full opportunity to correct or comment on what was in the provisional version, before it was issued in final form.

The Byelorussian and Hungarian delegations had brought up a very important point about the study of new building materials. The Housing Committee had not yet dealt with that subject in detail, but realised that it would become increasingly important owing to the shortage of conventional building materials in several countries. The Housing Committee might well appoint a special body - either a working party or a rapporteur - to continue work on the subject.

PROGRAMME OF WORK OF THE HOUSING COMMITTEE06.1 - Priority Projects of a Continuing Nature06.1.1 - Survey of Housing Developments and Policies

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.1/26, paragraph 6).
- Description: The object of the annual survey, prepared by the Secretariat, is (a) to review the main current developments in the field of housing as a basis for an annual examination by the Committee of housing policies pursued and results achieved and (b) to consider what action might be taken to deal with problems thus analysed. The following problems of a more long-term character were provisionally selected for fuller analysis in Part II of the 1955 Survey: (a) private financing of housing; (b) co-operative housing and its relation to government policy; (c) some aspects of State planning of housing in countries of Eastern Europe.

06.1.2 - Assistance to Less Industrialized Countries

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.1/26, paragraph 11).
- Description: The object of the project is to assist governments of the less industrialized countries to develop and expedite their housing programmes. Action is proceeding along two main lines: first, the governments in the less industrialized countries concerned are taking action individually and jointly to implement the recommendations put forward in the Secretariat's report, document HOU/77; secondly, a small mission of experts is being organized by the Housing Committee for the purpose of: (a) setting out precisely on the basis of the wishes of the governments receiving the mission the types of international assistance required; (b) proposing ways and means of affording such assistance.

06.1.3 - Industrialization of House-Building

- Authority: Housing Committee (Document E/ECE/HOU/50, paragraph 7 and HOU/WP.2/46).
- Description: Detailed enquiries are being carried out by the Secretariat and rapporteurs drawn from governments and international professional and technical organizations working closely together on:

- (a) Trends in Mechanization: A survey of developments in the mechanization of building operations designed to bring out the main problems being encountered and the steps being taken to solve them.
- (b) Prefabrication: An enquiry on the main systems of prefabrication which had been successfully introduced in different countries and the various measures taken by public authorities or trade and technical associations to encourage prefabrication.
- (c) Standardization and Modular Co-ordination: A review of efforts to promote standardization and modular co-ordination as a basis in the first instance for an exchange of information, and ultimately for a unification of approach between countries.

06.1.4 - Collection and Publication of Housing and Building Statistics

- Authority: Housing Committee (Document E/ECE/HOU/53, paragraph 18, and HOU/WP.3/25).
- Description: The Committee: (i) advises the Secretariat through a standing Working Party of Statistical Experts on the preparation and issue of the Quarterly and Annual Bulletins of Housing and Building Statistics for Europe; (ii) attempts to improve the coverage and comparability of European housing and building statistics; (iii) exchanges information on statistical concepts and methodology in this field.

06.2 - Priority Projects of an ad hoc Nature

06.2.1 - Analysis of the European Housing Situation

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.1/26, paragraph 5).
- Description: Following discussions in the Committee the Secretariat is revising and completing a report for publication, containing a quantitative and qualitative analysis of the housing stock, housing requirements and shortages, recent housing developments and future housing prospects in 23 European countries, together with a short summary for Europe as a whole.

06.2.2 - Formulation of House-Building Programmes

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.1/26, paragraph 13).

- Description: Arising out of a preliminary study of the factors which should be taken into account in the drawing up of housing programmes (Section 3 of Part II of the report on "The European Housing Developments and Policies in 1954", document E/ECE/209), rapporteurs are preparing proposals for analyzing more fully the concepts and methodology used in different countries.

06.2.3 - Housing Management

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.1/26, paragraph 7).
- Description: An enquiry is being carried out by rapporteurs with the help of the Secretariat designed to lead to an exchange of experience on management methods and the organization or improvement of maintenance techniques.

06.2.4 - Slum Clearance Policies

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.1/26, paragraph 7).
- Description: An enquiry by rapporteurs and the Secretariat on methods of preparing slum clearance and rehousing programmes, including the identification of sub-standard dwellings, and the experience of organizations engaged in executing such programmes.

06.2.5 - Cost of Building

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.2/46).
- Description: Two enquiries are being carried out by rapporteurs from international technical organizations with the help of the Secretariat on the nature and make-up of housing costs with a view to identifying the areas in which there appears to be scope for an appreciable cost reduction and therefore for more detailed enquiries into:
 - (a) the percentage breakdown by main factors of the total cost of building dwellings of selected types and construction;
 - (b) the effects of the height, width and shape of dwellings on building costs.

06.2.6 - Concrete in House Construction

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.2/46, paragraph 7).
- Description: A comparative technical and economic study of the use of various forms of concrete in house construction, the purpose being to exchange experience on and demonstrate the relative advantage of different systems in use.

06.2.7 - Substitution Between Building Materials

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.2/46, paragraph 16).
- Description: Reports are being prepared by the Secretariat for the Steel and Timber Committees, on substitution between steel, timber and other materials, which when completed will also be submitted to the Housing Committee for discussion.

06.2.8 - Contract Practices

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.2/46).
- Description: The Committee is exchanging information on existing contract practices in building, the object being to improve present methods where appropriate.

06.3 - Other Projects

06.3.1 - Housing Needs of a Family

- Authority: Housing Committee (Document E/ECE/HOU/50, paragraph 7 and HOU/WP.1/26, paragraph 13).
- Description: A comparative study of attempts made in various countries to ascertain the desires and needs of the population for housing, with particular reference to the examination of methods and techniques of sampling, investigation or experimentation, is being carried out by the Studies and Applied Research Section of the CIB, for eventual submission to the Housing Committee.

06.3.2 - Utilization of Space in Current Types of Dwellings

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.2/46, paragraph 12).
- Description: The Committee decided to keep the question of the Utilization of Space in Current Types of Dwellings on the agenda until the report by the International Union of Architects (UIA) on this subject had been completed and could be examined by governments.

06.3.3 - Building Codes and Regulations

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.2/46, paragraph 16).
- Description: The Committee will keep under review, as and when necessary, progress made towards the revision and unification of building codes and regulations.

06.3.4 - Town and Country Planning

- Authority: Housing Committee (Document E/ECE/HOU/56, paragraph 7 and HOU/WP.2/46, paragraph 16).
- Description: The Committee decided to defer until further notice the consideration of possible studies of certain aspects of town and country planning, other than specific points arising out of projects already within its programme.

ANNEX V

RESOLUTION RELATING TO THE PROGRAMME OF WORK FOR 1956/1957

Unanimously adopted by the Commission

"THE ECONOMIC COMMISSION FOR EUROPE

Having examined the Reports of the Committees on their activities and the Programme of Work for 1956/1957,

Noting that in the course of the Eleventh Session a number of points were made by the various delegations regarding the Programme of Work,

Draws the attention of the Committees to the points made as contained in the relevant parts of the records of the Eleventh Session,

Invites the Committees to consider these points when reviewing their programme of work."

ANNEX VI

RESOLUTION CONCERNING THE DEVELOPMENT OF CONTACTS
BETWEEN COUNTRIES OF EASTERN AND WESTERN EUROPE

Unanimously adopted by the Commission

THE ECONOMIC COMMISSION FOR EUROPE,

Considering that further strengthening of mutual trust and the development of economic co-operation would benefit the States Members of the Commission,

Recalling the recommendation to the Committees, contained in resolution 1 (X), that they devote more attention to the exchange, on a reciprocal basis, of production experience and scientific, technical and statistical information,

Instructs its Committees to continue to devote special attention in their work to the exchange, on a reciprocal basis, of production experience, scientific, technical and statistical information, and the development of mutually advantageous trade;

Instructs its Committees, within their terms of reference, to promote and facilitate contacts between countries of Eastern and Western Europe as follows:

Reciprocal and mutually advantageous visits of specialists in industry, transport, agriculture and trade;

Increased exchange, on a reciprocal basis, of scientific, technical and statistical information and technical literature and of the technical publications of Member Governments;

International meetings and conferences of scientists and experts on technical and other matters to discuss the questions of science, technology and production;

Increased co-operation for the purpose of facilitating visits and other forms of contact between businessmen wishing to discuss trade problems, and of furthering the exchanges of scientists and technicians;

Co-operation between the governments concerned in dealing with problems connected with international exhibitions and fairs;

Tourism both collective and individual, in particular by the recommendations of measures which would facilitate it;

Suggests that Committees should devote a special section of their annual reports to the twelfth session of the Commission to results achieved in pursuance of resolution 1 (X) and of this resolution;

Requests the Executive Secretary to submit to the twelfth session of the Commission a full report, based on this information, of the results achieved in pursuance of resolution 1 (X) and of this resolution.

ANNEX VII

RESOLUTION ON THE ECONOMIC DEVELOPMENT OF SOUTHERN EUROPE

Unanimously adopted by the Commission

"THE ECONOMIC COMMISSION FOR EUROPE,

Having noted that the Expert Group on the Economic Development of Southern Europe set up under resolution 4 of the ninth session has completed its work by submitting the report E/ECE/233 and related documents,

Having examined that report,

Expressed to the Expert Group and to the experts of the Secretariat and of other Organizations who assisted in preparing the report, its keen satisfaction with their work,

Draws particular attention to the recommendations concerning specific projects contained in chapter 6,

Expressed its readiness to assist in facilitating the economic development of the countries in question and, in particular, in exploring all ways and means of carrying out the above-mentioned specific projects, and

Considering furthermore that the problems connected with the economic development of the countries of southern Europe should be followed closely,

Requests the Executive Secretary and all subsidiary organs of the Commission to collaborate, at the request of the countries in question, in seeking appropriate solutions to the problems of southern Europe's economic development within the framework of European co-operation and economic expansion."

ANNEX VIII

EXTRACT RELATING TO THE WORK OF THE HOUSING COMMITTEE FROM THE
REPORT OF THE COMMISSION TO THE ECONOMIC AND SOCIAL COUNCIL

"...

(254) The eleventh session of the Commission provided the first opportunity to pass under review the activities of the Housing Committee as an independent body. In the course of the discussion of the work accomplished by this Committee in its new status several delegations pointed out that the Commission's decision embodied in the resolution 3(X) had been a wise one. Representatives attested to the value to governments of the Committee's activities in such fields as the collection and publication of statistics, the analysis of housing policies and its studies undertaken by rapporteurs and in conjunction with such professional organizations as the International Council for Building Research, of a number of technical matters bearing upon the industrialization of house-building.

(255) The Committee's mission, consisting of eminent experts from seven countries, which had been set up to undertake an on-the-spot study of the housing situation and the building industry in Turkey and Yugoslavia was described as a new type of technical assistance to the less developed countries, which was yielding practical and useful results and might well be extended in the future. It was understood that this mission had prepared a report containing proposals for assistance by the more industrialized countries to the two countries visited which would be submitted to the Committee for approval at its next session. The growing practice in the Committee to further reciprocal exchanges of information and documentation and to supplement them by the organisation of visits such as the study tour to Poland in May/June 1955 evoked favourable comment. Several delegations expressed the hope that this type of activity would be carried forward in the year to come.

(256) Several suggestions were made with regard to the future activities of the Committee. In particular it was suggested that in the future attention should be paid to new types of insulating and sound-proof materials, to new methods of prefabrication and to different aspects of the mechanization of building.

(257) Two countries (Byelorussian SSR and Spain) which had not previously sent delegations to the Housing Committee stated that it was their intention to do so in the future.

(258) A number of delegations used the examination of the Report of the Committee as an opportunity for giving an account of the housing situation in their respective countries.

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HOU/Working Paper No 35
15 May 1956

English only.

ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

List No1 of Working Papers in the HOU Series and
HOU Sub-series issued from 1 January up to 15 May 1956.

Document Number	Language	Short title of documents
<u>I. Plenary Series.</u>		
Symbol: HOU/ Working Paper No29	E. F. R.	Study Trip to Belgium and the Netherlands: Note from Belgian Government to Secretariat.
No30	E. F. R.	Structure and Methods of Work of Committee: Note by Secretariat.
No31	E. F. R.	Further Work by Committee on Financing of Housing in Europe: Note by Secretariat.
No32	E. F. R.	Use of Steel in House Construction.
No33	E. F. R.	Time-Table of Meetings of Committee and its Working Parties and Arrangements for De- parture of Participants in Study Trip to Belgium and the Netherlands: Note by Se- cretariat.
No33, Add.1	E. F. R.	Addendum to Text.
No33, Add.2	E. F. o)	Further Addendum to Text.
No34	E. F. o)	Matters Arising from 11th Session of Economic Commission for Europe: Note by Secretariat.
<u>II. Working Party on Development of Housing Policies.</u>		
Symbol: HOU/WP.1/ Working Paper No1	E. F. R.	Enquiry on Slum Clearance Policies and Pro- grammes: Note by Secretariat.
No2	E. F. R.	Request from Greek Government: Note by Secre- tariat.
No3	E. F. R.	European Housing Trends and Policies in 1955: Note by Secretariat.
No3, Add.1	E. F. R.	Addendum to Text.

o) Russian text not yet distributed.

Document Number	Language	Short title of documents
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II. Working Party on Development of Housing Policies (contd.).

Symbol: HOU/WP.1/
Working Paper
No 4

E. F. R.

Housing in Less Industrialized Countries of
Europe: Note by Secretariat.

No 4, Add.1 and 2

E. F. R. °°)

Addenda to Text: Draft Reports of Expert
Housing Missions to Yugoslavia and Turkey.

III. Working Party on Cost of Building.

Symbol: HOU/WP.2/
Working Paper
No 1

E. F. R.

Alternative Forms of Concrete in House Con-
struction: Note by Secretariat.

IV. Working Party on Housing and Building Statistics.

Symbol: HOU/WP.3/
Working Paper
No 4

E. F. R.

Activity of Conference of European Statisti-
cians: Note by Secretariat.

No 5

E. F. R.

Draft Annual Bulletin of Housing and Building
Statistics for Europe.

No 6

E. F. °)

Comparison between Standard Definitions and
National Definitions: Note by Secretariat.

No 7

E. F. R.

Work Programme and Method of Work: Note by
Secretariat.

No 8

E. F. °)

Technical Problems of Collecting Current
Statistics on Housing and Building: Note
by Secretariat.

°) Russian text not yet distributed.

°°) Add. 2 will be issued later.

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5 October 1956

Original: FRENCH

ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

SLUM CLEARANCE POLICIES AND PROGRAMMES

(Item 2 of the provisional agenda for the thirteenth session)

Note by the Secretariat

Following a decision of the Working Party on Development of Housing Policies at its seventh session in October 1955 to conduct an enquiry on slum clearance policies and programmes (HOU/WP.1/26, paragraph 7), the general lines of an enquiry were drawn up by the Secretariat in consultation with the rapporteurs, Mr. Bløcher (Denmark) and Mr. Vanderveken (Belgium). The enquiry, together with model replies from Belgium and Denmark prepared by the rapporteurs, was circulated as HOU/WP.1/Working Paper No. 1. Mr. Vanderveken has prepared a preliminary report on the basis of the information submitted by governments in reply to the enquiry, which is appended.

The rapporteurs intend to revise and complete the report in the light of further study of the available material and of the discussion by the Committee and of further information received from governments. The Secretariat suggests that the final version of the report might be included in Part II of the next annual housing survey which normally deals with selected long-term problems. In this connexion, reference should be made to item 8 (a) of the provisional agenda concerning the main points proposed for discussion in the Report on "European Housing Trends and Policies in 1956" (E/ECE/HOU/63).

ANNEX

PRELIMINARY REPORT ON SLUM CLEARANCE POLICIES AND PROGRAMMES

prepared by Mr. Vanderveken (Belgium), Rapporteur

It has been impossible to make a comparative study of the widely differing situations in each of the countries concerned in this enquiry since very few replies were received and details were occasionally lacking.

As we found earlier (The European Housing Developments and Policies in 1954, ECE, Geneva, August 1955 (E/ECE/209)), the existence of slums in Europe is closely linked with urbanization, and "differences in the extent of the problem in the various countries are often related to the time when industrialization and consequently urbanization took place" (E/ECE/209, page 15). Thus it is at very different times that the need for legislation on insanitary dwellings makes itself felt and as a result of the competent authorities' vigilance being aroused by social considerations. The measures taken will depend on the property system and the administrative pattern of the countries concerned.

The campaigns which the local, regional and national public authorities wage against insanitary dwellings take several forms. At first, action is hesitant and of limited scope being mainly concerned with safety considerations (constructions likely to collapse), public health (sources of infection and insanitary buildings) or fire prevention.

During the next stage efforts are made to unify and co-ordinate the still very heterogeneous regulations that have been promulgated.

At the present stage, which is that reached by the developed countries, we can discern the emergence of national legislation, the aim of which is to render slums socially harmless (by closing them), to open up the sore they cause (by demolishing them) and finally to extirpate the evil by the roots (by the reconditioning of whole blocks and rational town-planning).

The countries which were involved in both world wars have made tremendous efforts to repair war damage to their housing stock and now that reconstruction is all but finished, the emphasis in most countries is apparently on better-quality housing, a trend which will certainly help to bring about the eventual disappearance of the evil with which we are concerned.

1. Definition and Criteria of Slums

As yet there is no official definition of what constitutes a slum to be found in any legislative texts.

There are many countries (Belgium, Denmark, Ireland, the Netherlands, Norway, the United Kingdom etc.) where there are health regulations or general housing laws that mention insanitary dwellings - i.e. dwellings which, as such, have more or less distinct shortcomings each detrimental to the occupants' health (dampness, poor natural ventilation and light) or else which lack amenities (no running water or sanitation, faulty drainage of waste water etc.) to an extent forming a constant source of annoyance, not to say danger, to family life.

This is one aspect of insanitary conditions, for a building which is insanitary from the point of view of its occupants is often detrimental to other buildings nearby, however picturesque it may be.

Ideas about slums have, moreover, developed considerably and vary from country to country, depending on the degree of social development.

Minimum standards as to what constitutes a sanitary dwelling have been formulated but often vary from one region to another, even within a single country. In France, the prefect of each département is responsible for issuing health regulations which lay down, in particular, the standards to which dwellings must conform; a set of model rules for helping prefects to lay down minimum requirements is, however, available at national level.

Insanitary dwellings are not slums if they can be made completely habitable without undue expense (Belgium, Denmark, the Netherlands, Norway, the United Kingdom) - i.e. a building is a slum when it is so insanitary that it can no longer be used as a dwelling and should be demolished and replaced by a new dwelling suitable for healthy occupation.

There is certainly a strong trend in evidence which will eventually lead to a legal definition of slums. Already the term is used to describe insanitary housing not capable of improvement. Meanwhile, however, personal appraisals by experts or the concurring views of several people (authorities) continue to be used to decide what are slums and what not. In our view, the wide range of existing slums will never be known until a general census of housing stock is held and kept up-to-date and cards containing the relevant technical and social information are prepared for each dwelling - in other words until houses are card-indexed on a health basis. Some efforts are already being made in this direction. Local or regional authorities that have and apply regulations on

building, sanitation, the expropriation of slum areas and the formulation of general or individual town planning schemes, as they already do in a few countries, are in this way engaged in long-term preventive action. This, however, does not absolve them, any more than the other authorities, from taking curative action in the form of immediate and more or less systematic intervention to prevent slums from spreading, pending their final eradication.

The problem must be clearly understood if it is to be overcome. However, the concept of insanitary housing, which mainly refers to the danger which bad housing constitutes from the point of view of the occupants' health and that of their neighbours, is vaguer than the idea of unfitness for habitation (as it is generally coming to be known in France), which allows a wide use of objective criteria, such as dilapidation, decrepitude, dampness, poor ventilation and lighting etc., all of which affect the structure of the building and therefore its use as a dwelling. Similarly, there has been discussion recently in the Netherlands about replacing the term "slum" by "dwelling unfit for habitation".

Any controversy on this point will be resolved once a general effort is made to provide what is really the basic requirement for slum clearance - a permanent inventory of housing needs. Belgium is taking energetic action along these lines under the Leburton Law of 27 June 1956.

II. Character and Magnitude of Slums

The social evil which slums represent varies in scope and the efforts that are made to limit it depend on the characteristics it presents.

In the countries concerned in this enquiry, statistics on the age and, therefore, the decrepitude of buildings are not accurate and general enough, although efforts are frequently made to identify insanitary housing, especially in large towns. The age of a building, although informative, must be considered together with the quality of the materials used in its construction and its technical and architectural design. In Denmark it has even been proposed to limit the life of buildings but in our view this is impracticable unless the condemning authority is willing to exercise permanent and methodical supervision.

As a rule, the identification of slums is the responsibility of the health authorities. In Belgium anyone can bring slums to the attention of the competent authorities (the Burgomaster) or the Health Inspector.

Denmark has copied the practice of several towns in the United States and set up Boards of Inspectors including representatives of the various authorities concerned (health and legal authorities, district magistrates, a structural engineer etc.). This method undoubtedly provides a safeguard against arbitrary decisions due to excessive power being vested in a single person.

Other countries take different precautions. In the Netherlands it is an ad hoc group of experts which decides whether a house is unfit for habitation.

In France only the legal authorities can authorize slum clearance ex officio while in the United Kingdom the local authorities must consult with a health expert before declaring housing unfit for habitation.

In most countries local authorities exercise more or less continuous supervision over housing from the health point of view, with the assistance of sanitary or other inspectors (Belgium, Ireland, Norway, the United Kingdom). Supervision is preventive, being aimed at preventing the appearance of slums. In this it is not always successful, otherwise there would now be no need for the curative method of demolishing buildings which it is no longer practicable to recondition or to adapt to the new requirements of social life.

Supervision of this kind, if well organized, can show whether excessive age can be offset by appropriate reconstruction, in which case houses which are structurally out of date may still be usable (Denmark).

There are still in existence some of the hutments and other temporary or emergency forms of housing which sprung up like mushrooms after the War, as a rule on war-damaged sites. The replacement of these makeshift dwellings, which really are slum dwellings, is a main aim of slum clearance in, for example, Belgium, Czechoslovakia, the Federal Republic of Germany and Norway. They will in any case have to go when decisive action is taken on slums or even sooner, if possible.

It will be readily apparent that continuous supervision of housing is a preparatory step towards general censuses at suitable intervals. Supervision and censuses are therefore complementary instruments in the hands of the district (commune) and urban authorities, who form the basic operational units in this field.

Occasionally, for instance in Belgium, the Netherlands and the United Kingdom, supervision is also exercised by regions covering a number of towns and districts. In this way the statistics obtained are much more valuable and can make the census method more fruitful. And by comparing the figures for one region with those for another, it also becomes possible in this way to provide the rudiments of a general census which is not of course comprehensive but is based purely on particular data relating to the different housing categories. The present classifications (good or poor quality housing, housing which may or may not be capable of improvement, slums to be closed or demolished) would thus be widened and the actual situation reflected more faithfully.

III. Slum Clearance Methods and Administrative Procedure

In most countries it is on the district (commune), as the basic administrative unit, that it falls to put slum clearance measures into effect. The local authorities have an operational responsibility and can act directly because they are on the spot.

Where they do not see the need to act on their own initiative, they are compelled by law to assist in carrying out measures planned in regional or national bodies. In Belgium for example, under a very recent law, if the Burgomaster as head of the commune, fails to act, the central authorities (the State) may henceforth act instead of him. A time limit is prescribed and the decision has the force of law, seeing that anyone responsible for a building being occupied after it has been declared unfit for habitation is liable to imprisonment. It is an offence to be wilfully an accessory to continued occupation of the building, for instance by continuing to collect rent.

The first step is to supervise housing from the standpoints of health and sanitation. A building permit should not be granted unless everything has been done to ensure that the house will be healthy, practical and comfortable and unless it conforms to a whole series of requirements, with regard to strength and durability.

If this were done, it would often make it possible to slow down or even prevent the appearance of insanitary housing; and if, as is already the case in several countries, there could also be some permanent machinery for checking as to how buildings were ageing and how they were being used and for suggesting the necessary improvements and conversions, the evil would certainly stop spreading or at least no more isolated slum-dwellings would appear.

This is all the more so since at this same initial stage the countries concerned take town and country planning very seriously. The general aim of modern legislation is the maintenance of general health and the economic utilization of land under optimum conditions by controlling land distribution, development and building, and the apportionment of economic and urban functions.

* * *

The individual owner, whether he is an owner-occupier or rents out the slum-dwelling, is usually asked by the administrative authority, if he has not shown any initiative, to carry out the necessary repairs, in which he will be encouraged if he can count on financial assistance. The public authority, acting in the general interest, grants fairly substantial aid. The conditions governing the grant, the form, and its amortisation and final settlement, are governed by law.

However, difficulties always occur because opposing interests are involved. The public authority (commune, state, country) then intervenes and takes to itself the right to act in various ways, for instance by declaring the building insanitary, by condemning it and prohibiting occupation after a prescribed time-limit or by issuing a demolition order if the building is a public danger, likely to collapse or a danger to an inhabited area.

These means of action are valuable merely as parts of a whole; they are ineffective and have no real value unless the administrative pattern thus evolved is backed up by laws allowing expropriation on the grounds of public interest subject to fair compensation beforehand.

However, before having recourse to this necessarily delicate, complicated and slow procedure, public authorities try to get round the difficulties and overcome the resistance to the compulsory purchase of slum property by granting non-repayable compensation for voluntary demolition or a low-interest loan to a landlord intending to rebuild his slum property.

Of course, this does not completely solve the problem. Some countries have had to give various kinds of compensation to the tenants who have to be moved or rehoused, for one cannot just move people out of insanitary dwellings without worrying about the assistance they are to be given; the people in question, although poor, are as a rule educable and have to be "rehabilitated" (moved into old buildings) until they are given a new home (old or new building). Countries which can act on this large scale usually have many sanitary or public health inspectors and experts and various other arrangements, in which the public authorities participate or under their control, for carrying out this important task of social assistance or social rehabilitation.

Occasionally there is a residue of asocial families, for whom special measures are contemplated in countries that are faced with this delicate problem.

A number of different measures and means of action must be applied methodically if slums are to disappear. In particular, an enquiry is necessary into the social attitudes of the occupants of insanitary dwellings. The psychology of the beneficiaries must be taken into account, and especially the slum-dweller's unwillingness to leave his old surroundings, for reasons of convenience, or to move into a new home far away from his old one. If this attitude is due to the new rents being considered excessive, the public authorities can help with payment, as is done in Belgium where people who move out of insanitary dwellings can get loans for the purpose of buying furniture.

In France, assessment factors are used to determine the personality of slum dwellers "scientifically"; the factors are grouped under different headings and rated, and by adding the ratings together one can see which families are supposedly normal, which educable and which abnormal.

In other countries, such as Belgium, the general view is that the basic constituents of the social conditions in question can be determined by using indices. The state of health of the occupants, their moral outlook and background and even disturbances in income may give special clues to the individual and collective behaviour of slum families. The enquiry should therefore be based on a standard list giving the main individual and social data required.

IV. Public aids to slum clearance

In the industrially developed countries with large towns, the public authorities are all concerned with slums. Financial aid, at first sporadic and intermittent, became more frequent and was placed on a permanent footing and was finally provided for by law.

Nowadays this financial aid takes different forms such as loans, repayable advances, non-repayable grants or aid from public funds either directly by drawing on budget subsidies (treasury) or indirectly by underwriting loans given by State-controlled public institutions.

The methods used vary with the financial structure of the country concerned; the number of forms they assume depend on its degree of economic development and administrative organization.

Generally speaking, they entail financial assistance on the part of the public authorities (State, province, district) to building organizations, credit institutions and private individuals. Districts that wish to clear slums can obtain a direct subsidy from the State. In the same way, the State may refuse to underwrite loans given by the State-controlled companies unless an undertaking to devote some of the underwritten funds to slum clearance (at least 30% in Belgium) is forthcoming.

Finally, various grants are made for reconditioning, moving and demolition and loans can be given for the purchase of furniture on moving to a sanitary dwelling.

One essential contribution which the public authorities can make goes right to the roots of the problem.

The possession of land was not originally controlled and insanitary dwellings appeared in the course of time but slum clearance, while it raises the question of respect for and protection of private property, also raises that of the difficulties placed by private property in the way of progress and public well-being.

The public authorities have therefore had to use expropriation, a technique which began when urban development made it imperative to buy land for improving existing communications and building new ones, building up new areas and making roads through congested areas. Buildings which were mostly old-fashioned and defective qua houses had to be demolished at the same time.

This technique of expropriation, which some countries have just begun to use, is apparently perfected in other countries (Belgium, Denmark, Switzerland, United Kingdom) despite differences in details due to the administrative organizations of the countries concerned.

In Belgium and Denmark, insanitary areas can be legally expropriated by the local authorities and a recent Belgian law gives similar powers to State-controlled building companies which acquire the buildings and then demolish the slums and use the land either for building new housing or for town planning. France also has a special statutory procedure for expropriation on the grounds of insanitary conditions. In the Netherlands, Sweden and the United Kingdom, expropriation is still resorted to on the initiative of the district authorities although the State or occasionally other bodies are also empowered to act.

Compensation is always fixed by experts, except that disputes as to what constitutes fair prior compensation come before the appropriate courts.

Slum-dwellings can also be purchased if the landlord is willing to sell, but if, as is often the case, he is drawing a large income from rent he is usually unwilling.

Whatever method is used, property speculation looms up on the horizon. It is an obstacle which must be overcome as it runs counter to rational town planning policies, of which slum clearance is only one aspect. This explains why some statutory authorities are trying to restrict property speculation by forming a building reserve long before they have to tackle town planning.

V. Conclusion: Some general comments

Defective housing which becomes insanitary and finally a slum, comes, and remains, on the scene wherever new housing does not keep pace with the quantitative requirements resulting from the natural increase in population (excess of births over deaths), increasing immigration into towns (flight from the land, industrial and trade labour requirements) and the lack of a reserve stock of housing of different types, such that at each phase of its life-history a family can find suitable accommodation, fulfilling the needs of true family life.

The deep-rooted causes of the shortage need not be emphasized, since they are bound up at one and the same time with economic vicissitudes, war damage and social upheavals which we cannot analyse here.

Private enterprise alone, despite the encouragement it receives in some countries (United States of America), has not been able to cope with building requirements, the return on invested capital apparently being too low, while rent control, which a progressive public opinion forced through in some countries, has complicated the problem of building repairs and maintenance.

The shortage of buildings, which persists despite all the measures taken means that there is a permanent stock of decrepit houses, which, if not maintained regularly, rapidly degenerate into slums.

The age of houses, their increasing inadequacy by modern standards of comfort and the constant discrepancy between what is for sale and what is wanted or thought necessary by young households are all factors influencing quality requirements.

The lack of different types of housing prevents families from choosing well-equipped living spaces to suit the different phases of their life-history: young married couples, average households (with two or three children), large families (with four or more children) old married couples and single people (widows, widowers, spinsters and bachelors).

The difficulties are not long in appearing.

The family becomes part and parcel of the initial home. If their economic level is low or they are not socially educated, the dwelling may gradually become unsatisfactory and turn into an overcrowded slum or a slum caused by bad occupation.

In addition to this direct reason formed by a quantitative and qualitative lack of housing, there are indirect reasons for the appearance of slums:

(a) The temporary nature of housing used by mobile labour unwilling or unable to settle down. Examples of this are shanty towns and hutments and sheding which are supposed to provide accommodation;

(b) The need to stay in a particular place in order to earn the family's bread and butter. This is a very important factor in rapidly expanding towns.

This is how garrets and dead-end housing appeared, being occupied by people who, accustomed to live at a low level, finally identified themselves with the environment. The same applies to scattered slums in the outskirts of towns.

Rural slums are caused by several factors. Construction is often poor and essential comforts or amenities are lacking. A family settling in the country will be satisfied at the beginning with any type of accommodation even though it can never provide them with a suitable or adequate home, especially where living and economic conditions are unfavourable.

Rules could be drawn up which, if universally applied, would help to prevent the spread of slums. And the Housing Committee might tackle this problem.

In any case, the emphasis should be on more and better construction, on quantity and quality. But there must first be permanent supervision of building development in the light of the requirements of technical progress. Existing housing should be maintained, repaired, improved and adapted or, if unrepairable, demolished and replaced. (It is true that this runs up against a certain traditionalism which opposes the use of modern techniques, particularly in building).

There is a school of thought in favour of revising the currently held idea that builders should aim to build for as long as possible, for a conservative attitude to property does not encourage the construction of short-life houses for immediate requirements.

At the stage now reached in town planning, more and better building is possible only if the dwellings are suitably sited and due regard is had to the various services which go to make our towns, districts and regions a judiciously integrated whole with an organically balanced life.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

(Item 8 of the provisional agenda
for the thirteenth session)

HOUSING COMMITTEE WORK PROGRAMME

Note by the Secretariat

1. At its thirteenth session the Housing Committee, following normal practice, should consider and adopt its programme of work. The programme would then be incorporated in a document drawn up in standard form, taking into account decisions of the thirteenth session, for submission to the twelfth session of the Economic Commission for Europe⁽¹⁾. The purpose of the present note is to summarize the existing work programme and draw attention to what is being done to carry it out. In addition, it should be recalled that the Committee, at its twelfth session, agreed that "the Working Party on Development of Housing Policies and the Working Party on Cost of Building should be abolished, subject to each of them holding a final meeting immediately before the next session of the Committee. The purpose of these meetings would be to report to the Committee on the work which had been accomplished and on that which was still in progress" (E/ECE/HOU/59, para.4). This note is also, therefore, submitted to the final meetings of the Working Parties on Development of Housing Policies and on Cost of Building respectively, as a basis for discussions which should give effect to the Committee's decision.

Working Party on Development of Housing Policies

2. The Working Party on Development of Housing Policies, formerly the Working Party on Programmes and Resources, was set up by a decision of the then Housing Sub-Committee in May 1948. Its tasks, set out in some detail, related to work on problems of "housing needs and programmes" and of "requirements and availabilities of materials, equipment and skills". Five principal lines of activity may be discerned:

- (a) One of the first post-war efforts was to focus attention on the enormous scale of housing needs and the consequent problems arising in the building

(1) The Secretariat will endeavour to prepare a draft of this document during the thirteenth session of the Committee.

industry. European housing needs were broadly estimated and related to actual and possible housing programmes in the report "The European Housing Problem" (E/ECE/110), published in 1949. This was followed up recently by an attempt to draw up a more accurate balance-sheet of the European housing situation on the basis of post-war housing and population census material, in the report "The European Housing Situation" (E/ECE/221), published early this year.

(b) There was a substantial exchange of information in the early years on economies in the use and substitution of building materials, important examples being found in the report already referred to, "The European Housing Problem", and in a report jointly prepared with the ECE Timber Committee, "Economies in the Use of Timber in Building" (E/ECE/102), published in 1949. A number of other papers were prepared and examined at the time on the supply position of the main building materials and on measures for relieving the shortage of certain building materials. When the supply position improved generally, emphasis switched to a consideration of a more rational utilization of conventional building materials and the application of new materials or a new application of conventional building materials in house building, a line of action which appeared more suitable to and was therefore taken over by the Working Party on Cost of Building. There is no indication at present, apart from specific production problems in some of the less industrialized countries and shortages of certain kinds of house equipment such as bathroom and kitchen installations in some of the eastern European countries, that the supply of building materials and components presents a serious obstacle to carrying out house-building programmes which cannot be resolved through normal trade.

(c) Considerable work was done on some principal problems of government housing policy essentially of an economic and social nature, such as investment in housing and building, financing of house building and the related problem of rent policy. Some ground was broken in studying investment in housing and building, but difficulties have been encountered relating to the availability and comparability of information and methodology. More systematic work on this question will be required in the future and will be facilitated at least partly by what is being done by the Working Party on Housing and Building Statistics. A comprehensive report on "Methods and Techniques of Financing Housing in Europe" (E/ECE/IM/HOU/38), was published in 1952.

Subsequent work in this field has brought this information up to date, analysed other aspects of the problem, such as private and co-operative means of financing housing, and in particular has examined critically the main features of government policy with regard to the financing of housing and the merits and demerits of the various systems used. European rent policies have been fully discussed on several occasions, first on the basis of a report published in 1953 and subsequently of chapters in the annual housing surveys.

(d) One of the Working Party's main functions in recent years has been to examine housing policies pursued and results achieved in the preceding year and to consider what action might be taken to deal with problems thus isolated. The basis for such a discussion is an annual survey prepared by the Secretariat which reviews the main current developments in Europe in the field of housing. The fourth survey, relating to 1955 (E/ECE/259), was published a few months ago. Most of these annual surveys, after full discussion by the Working Party, have given rise to more intensive enquiries on specific problems which are now in hand by rapporteurs, such as slum clearance policies and programmes, housing management and the formulation of house-building programmes on a scientific basis.

(e) A project taken up more recently by the Working Party relates to problems of housing development in the less industrialized countries of Europe. At the request of the governments concerned which showed interest the Secretariat prepared a preliminary report (IM/HOU/64) to find out in the first instance whether there was a specific housing problem in the less industrialized countries and if so broadly the lines of action which were possible both on the national and international levels. This was followed up later with a fuller report on four southern European countries (HOU/77) which arrived at broadly three sets of recommendations : first those which individual governments in less industrialized countries could themselves consider; secondly, certain types of action which these countries might usefully take co-operatively and in agreement with each other; and, thirdly, the possible contribution which the Housing Committee could make to assist these countries in developing and expediting their housing programmes. The most recent stage of this work has been to organize, at the request of Yugoslavia and Turkey, a small mission of housing and building experts to study the situation on the spot for the purpose of setting out precisely on the basis of the wishes of

these two Governments the types of international assistance required and to propose ways and means of affording such assistance. Comprehensive reports by the Expert Housing Missions were circulated a few months ago (E/ECE/HOU/61).

Working Party on Cost of Building

3. The Working Party on Cost of Building, formerly the Working Party on Technical Problems, was set up by the then Housing Sub-Committee in May 1948. Its tasks, also set out in some detail, related to work in the field of "building technology and economy in construction" and to the sharing and exchange of "technical information". Four principal lines of activity may be discerned:

(a) It played a major part for some years as an initiator and organizer of international co-operation first in the field of building documentation and later in building research and studies. Recognizing that international co-operation in these fields depended in the first instance on the existence of appropriate facilities on the national level, it recommended to governments the setting up of national building documentation centres and national building Research Organizations. A "Directory of Building Research and Development Organizations in Europe" (Sales No.1951.IV.5) was prepared and published in 1951. Two Conferences, one on Building Documentation in 1949 and the other on Building Research in 1950, followed by intensive preparatory work and specific recommendations of the Housing Sub-Committee, led first to the creation of the International Council for Building Documentation (CIBD) in 1950 and subsequently to the transformation of that Organization into the International Council for Building Research, Studies and Documentation (CIB) in 1953. With the joining this year of a number of building research and documentation organizations from eastern European countries a major gap in the participation in the CIB has been closed.

(b) Various attempts have been made to throw some light on the measurement of building costs and productivity. An ambitious early attempt was made by rapporteurs to carry out a pilot study on the use of man-hours on site in a number of European countries, using questionnaires. The report ultimately prepared pointed out that owing to "the serious nature of the limitations discussed above, the main result of the present study is not to be found in the analysis of the figures but rather in a lack of basic information available which this pilot study reveals, and in the lessons learned in the method of

study pursued" (IM/HOU/WP.2/12). More recently, after a preliminary survey of information available in different countries, the Working Party recommended that an attempt should be made to establish and provide quantitative information on the principal elements making up house-building costs. A draft of a proposed enquiry worked out by the technical secretariat of the CIB Studies Section in co-operation with experts of the Housing Committee has now been circulated for consideration at the forthcoming Committee session (HOU/Working Paper No. 40). Attention should also be drawn to the attempt being made by the Working Party on Housing and Building Statistics to improve the statistical basis for comparing building costs.

(c) The part which governments can play in helping to reduce house-building costs has been kept under review. A preliminary study of measures to reduce housing costs and of the development of the building industry, "The Cost of House Construction" was published in May 1953 (E/ECE/165).

(d) The Working Party on Cost of Building has also carried out, with the aid of rapporteurs, a number of specific and partly technical enquiries on different aspects of the problem of reducing building costs. A number of them derive from the recommendations in the "Cost of House Construction" (pages 39 and 40). Subsequently some detailed work, notably on methods of defining the housing needs of a family and strength, stability and safety factors, has been taken over by the CIB. Work has continued under the direct aegis of the Working Party on, for example, building codes and regulations, mechanization and prefabrication, and contract practices in building. Another important enquiry carried out under the aegis of the Working Party resulted in the publication of a report on "The Utilization of Space", published in 1951 (IM/HOU/25/Rev.1). Consideration is being given to bringing this report up to date and extending its coverage.

The current work programme of the Committee

4. The items which remain in the work programme of the Housing Committee fall under four broad headings:

- (a) activities relating essentially to the economic aspects of housing policy;
- (b) activities relating to governments' technical policies, with particular reference to reducing the cost of house construction;
- (c) the housing problems of less industrialized countries;
- (d) housing and building statistics.

International co-operation between research organizations and on purely technical matters is carried out by non-governmental organizations and in particular the CIB, which, as recalled earlier in this paper, was set up on the initiative of the Housing Committee. Following a request by the eleventh session of the Commission, however, a paper has been prepared for discussion at the thirteenth session of the Committee reviewing the whole field of technical co-operation in housing (HOU/Working Paper No. 38). It may be concluded from this note that arrangements are in the main satisfactory, although attention is drawn to possibilities of improving the exchange of information in documented form, in particular in the field of what is known as active documentation; and to ways and means of improving the usefulness of group visits carried out under the aegis of the Committee.

5. The existing programme of work is discussed under the four headings in the preceding paragraph and reference is made where appropriate to papers submitted for consideration by the thirteenth session of the Housing Committee. First, however, certain decisions on the structure and methods of work of the Committee taken at its twelfth session should be recalled. At that time it was agreed that:

- "(a) the Committee should continue to work in close collaboration with specialized non-governmental international organizations, and in particular with CIB;
- (b) full use should be made of expert rapporteurs made available by governments;
- (c) meetings of ad hoc groups of experts on specific subjects should be convened where appropriate;" (E/ECE/HOU/59, para.4)

6. For the convenience of the Committee, the projects in the present work programme are below referred to according to the four headings in para. 4, but grouped under the project titles adopted for the purpose of submission to the eleventh session of the Economic Commission for Europe (E/2868, pages 43 to 45):

- (a) activities relating essentially to the economic aspects of housing policy

Survey of housing developments and policies
An annual survey is prepared by the Secretariat as a basis for annual discussion by the Committee of housing developments and policies. Normally this paper is in two parts, the first of which is concerned to review developments in the preceding year, and the second of which is to analyse in more detail rather more long-term problems which are however of current interest.

It is suggested that this should continue to be one of the main features of the Committee's work programme, and that it should be the subject of a preliminary discussion in the autumn session and a full discussion in the spring session each year. For the current year see HOU/Working Paper No. 43.

Arising in the main out of Part II of the annual survey, a number of specific projects fall within this sector of the Housing Committee's work programme.

Those are:

Financing of housing

See HOU/Working Paper No. 50.

Formulation of house building programmes

See HOU/Working Paper No. 49.

Analysis of the European housing situation

A report was published early in 1956 on The European Housing Situation (E/ECE/221). It would seem appropriate to revise and bring up to date this report in two or three years' time.

Housing management

See HOU/Working Paper No. 48.

Slum clearance policies

See HOU/Working Paper No. 41.

Housing needs of a family

A comparative study of attempts made in various countries to ascertain the desires and needs of the population for housing, with particular reference to the examination of methods and techniques of sampling, investigation or experimentation, has been carried out by the Studies and Applied Research Section of the CIB. An interim report has been submitted to the thirteenth session of the Housing Committee (see HOU/Working Paper No.40).

Town and country planning

The Committee decided to defer until further notice consideration of possible studies of certain aspects of town and country planning, other than specific points arising out of projects already in its programme.

(b) activities relating to governments' technical policies, with particular reference to reducing the cost of house construction

An enquiry into the percentage breakdown by main factors of the total cost of building dwellings of selected types and construction

See HOU/Working Paper No.37.

Governments' technical policies, with particular reference to reducing the cost of house construction. The Committee has requested a comprehensive enquiry to be carried out into this subject, with the assistance of rapporteurs.

See HOU/Working Paper No. 45. The work is largely designed to bring up to date that which resulted in the publication of "The Cost of House Construction" (E/ECE/165) in May 1953. Inter alia the work on this new report would draw upon a number of more detailed projects at present in the programme of the Housing Committee, namely, trends in mechanization;

prefabrication; standardization and modular co-ordination (see HOU/Working Paper No.46); concrete in house construction; substitution between building materials; contract practices in building; thermal insulation and use of new materials (see HOU/Working Paper No. 44); the utilization of space in current types of dwellings (see HOU/Working Paper No.47); and building codes and regulations.

(c) the housing problems of less industrialized countries

Work in this field is being carried out by an ad hoc working party set up by the twelfth session of the Committee. See HOU/Working Paper No. 88.

(d) housing and building statistics⁽¹⁾

Statistical bulletins

The Working Party on Housing and Building Statistics gives assistance to the Secretariat in the preparation of the Quarterly and Annual Bulletins. It should be noted that the Quarterly Bulletin has been issued now for four years, that its presentation has been improved and its coverage extended. A draft of the first Annual Bulletin is expected by the end of this year. Bibliographies on studies and on statistical methods relating to housing and building are also published from time to time as a supplement to the Quarterly Bulletin.

Concepts and definitions

- Standard definitions. Agreement on standard definitions has already been reached on the following terms: dwelling, room, household, occupant, completion of dwellings, residential and non-residential building, types of building activity (new building, reconstruction, repairs, extensions, conversions), floor space (useful and living), volume (gross). The remaining items for which standard definitions have still to be drawn up are: work authorized, work begun, work under construction, built-up area, rural and urban areas, building and civil engineering sectors (HOU/WP.3/Working Paper No.10).

(1) Since the past activities of the Working Party on Housing and Building Statistics have not been discussed earlier in this paper a somewhat fuller commentary has been given compared with the other fields of activity.

- Comparisons between national definitions and established standard definitions: the object of this work is to enable publication of statistics in the Quarterly and Annual Bulletins, at least for the main items, on a subject basis.
- Capacity of dwellings for family occupation: a paper on this subject has been prepared by the International Union of Family Organizations and government comments on the method proposed have been requested (HOU/WP.3/Working Paper No. 13).
- Data on housing finance: an examination of the scope, availability and comparability of statistics relating to the financing of house construction, with a view to their inclusion in the Statistical Bulletins (HOU/WP.3/Working Paper No.12).
- Index of activity of the construction industry: this question will be considered at the forthcoming meeting of the Working Party (HOU/WP.3/Working Paper No.11).
- Index of building costs: in the first instance an examination designed to improve the basic statistics used in computing the various types of indices of building costs and building prices (HOU/WP.3/Working Paper No.11).
- Value of building: this question will be considered at the following meeting of the Working Party (HOU/WP.3/Working Paper No.11).
- Problems of collection of current building statistics: an exchange of experience between countries on methods used and problems of collection.
- The study of such concepts as index of rent and those related to man-power statistics.
- Housing needs and shortages: study of statistical problems arising in connexion with the calculation of housing requirements and housing shortage, including sample surveys of the housing situation.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

HOUSING COMMITTEE WORK PROGRAMME

Additional Note by the Secretariat on Item 8
of the agenda for the thirteenth session

In HOU/Working Paper No. 42, the Secretariat explained that "at its thirteenth session the Housing Committee, following normal practice, should consider and adopt its programme of work. The programme would then be incorporated in a document drawn up in standard form, taking into account decisions of the thirteenth session, for submission to the twelfth session of the Economic Commission for Europe." As envisaged in the footnote to this statement, the Secretariat has prepared the appended draft for circulation during the Committee's session. Amendments will be drafted in the light of the discussions for adoption during the meeting.

In this connexion the Committee's attention is drawn to a resolution by the Economic and Social Council (630(XXII)AI) which, inter alia, recommends the co-ordination of work programmes of United Nations bodies and requests the regional economic commissions to concentrate their activities on major economic, social and human rights problems as may be appropriate. The Secretariat has taken this resolution into account in drafting the enclosed work programme of the Housing Committee. The following in particular should be noted:

- (i) As in the past projects that are closely related have been combined under a single appropriate heading. Thus, for example, the various specialized enquiries on mechanization and prefabrication, standardization and modular co-ordination, make-up of housing costs, and the use of various forms of concrete in house construction, have been combined under the heading "Industrialization of House Building"
06.1.3.
- (ii) Projects that will be completed or virtually completed by the end of the current year are not listed in the programme of future work. Thus, for example, the analysis of the European housing situation was completed with the publication of the Report, ECE/221. Reports on

"Housing Management" and "Formulation of House Building Programmes" are in the course of being completed and, it is proposed, a short summary of these reports should be published as Part II of the next Annual Housing Survey (see 06.1.1).

- (iii) Projects on which the CIB are carrying all or the bulk of the work need no longer be included in the Committee's work programme. Examples are: "The Effects of the Height, Width and Shape of Dwellings on Building Costs", "Methods and Techniques of Surveying the Housing Needs of the Family".
- (iv) Finally, the category "Other Projects" has been omitted; certain projects should it is considered be dropped, since no work is envisaged in the immediate future, and the priority of others changed. Thus, for example: "Building Codes and Regulations" and "Town and Country Planning" have been dropped; "Utilization of Space in Current Types of Dwellings" has been listed as a priority project of an ad hoc nature.

ANNEX

PROGRAMME OF WORK OF THE HOUSING COMMITTEE

06.1 - Priority Projects of a Continuing Nature

06.1.1 - Survey of Housing Progress and Policies

The object of the annual survey, prepared by the Secretariat, is (a) to review the main current developments in the field of housing as a basis for an annual examination by the Committee of housing policies pursued and results achieved and (b) to consider what action might be taken to deal with problems thus analysed. Part I of the next Survey will describe and discuss the main housing trends and the principal changes in housing policies in 1956. The following problems of a more long-term character were provisionally selected for fuller analysis, with the aid of rapporteurs, in Part II of the Survey: (a) housing management, including the organization and techniques of maintenance; (b) formulation of house-building programmes, especially the concepts and methodology used in different countries.

06.1.2 - Housing Problems of Less Industrialized Countries

The object of the project is to assist governments of the less industrialized countries to develop and expedite their housing programmes. Action is proceeding, in co-operation with TAA as necessary, along three main lines: first, the Committee has agreed to sending small expert missions to less industrialized countries which request them, for the purpose of studying the housing situation on the spot. Secondly, in the two countries visited by expert housing missions in 1955, namely Turkey and Yugoslavia, the Governments are taking concrete steps to implement the recommendations, in particular with regard to creating a central housing agency and a national building research organization. Thirdly, questions of practical collaboration between the southern European countries are being examined; one being the prospect of developing the production of building materials, components and equipment on the basis of a more rational division of labour between the countries concerned; and the other the possibility of developing regional arrangements for the promotion of building research, including the dissemination of up-to-date technical information. An ad hoc Working Party has been established to deal with these problems.

06.1.3 - Industrialization of House Building

A comprehensive enquiry is being carried out by rapporteurs and the Secretariat on governments' technical policies, with particular reference to the industrialization of house building and the reduction of the cost of house construction. The report will discuss the nature and the make-up of housing costs in the different countries; analyse the organization of demand, including such questions as the scale of continuity of demand, contract practices in the building industry, and the standardization of house plans, materials and components; and examine the structure of the industry and the organization of production, including such questions as prefabrication and mechanization, standardization and modular co-ordination and research and the application of research in practice.

06.1.4 - Collection and Publication of Housing and Building Statistics

The Committee through its Working Party of statistical experts: (i) advises the Secretariat on the preparation and issue of the Quarterly and Annual Bulletins of Housing and Building Statistics for Europe; (ii) continues to seek agreement on standard definitions of housing concepts and terms with a view to improving the degree of precision and international comparability of European housing and building statistics; (iii) exchanges information on national studies and statistical methods relating to housing and building. Work in this field is co-ordinated with that of the Conference of European Statisticians and of the United Nations Statistical Commission.

06.2 - Priority Projects of an Ad Hoc Nature

06.2.1 - Financing of House Building Programmes

The next stage of the Committee's work in the field of housing finance is to attempt, with the aid of rapporteurs, to set the different elements of financial policy in relation to housing within a single framework and, where possible, to draw conclusions. A greater part of the Committee's session in the autumn of 1957 will be set aside for discussion of these problems.

06.2.2 - Problems of Existing Housing Stock

An enquiry is being carried out by governmental rapporteurs on the policies pursued and methods of preparation with regard to slum clearance and re-housing programmes including the identification of sub-standard dwellings, and of improvements to existing dwellings. The purpose of the project is to exchange experience on the organization and execution of such programmes and to draw conclusions where possible.

06.2.3 - Utilization of Space in Current Types of Dwellings

The report circulated in 1951 on "The Utilization of Space in Current Types of Dwellings in Fourteen European Countries 1948/1949" is to be brought up to date on an all-European basis.

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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

DECEMBER

OUTLINE OF REPORT ON
EUROPEAN HOUSING PROGRESS AND POLICIES IN 1956

1 Note by the Secretariat

(Item 8(a) of the provisional agenda for the thirteenth session)

A first, provisional version of a survey on European Housing Progress and Policies in 1956 will be presented to the first session of the Housing Committee in 1957. Following normal practice, it will consist of two parts, the first a review of the main trends in the preceding year and the second a discussion of a number of longer-term problems of current interest. The purpose of the present note is to suggest the main points which might be included in the survey for 1956, with a view to obtaining the Committee's views and subsequently assistance in the supply of information for the preparation of the report. Apart from discussing the content of the next survey, it would be valuable if as many delegations as possible were to be prepared to expound briefly during the session what they regard as the main features of the housing situation and policy developments in their country in the current year.

An outline is set out below of what it is suggested should be included in Part I of the survey. On this occasion, Part II might consist of reports in their final form on one or more of the following questions which are at present under examination by the Committee through the medium of rapporteurs:

- Slum clearance policies and programmes
- Housing management
- The formulation of house-building programmes

Finally, with regard to the obtaining of information for Part I of the report, the Secretariat proposes, as hitherto, to rely to the maximum extent possible on published data. It would greatly facilitate the Secretariat's work, however, and undoubtedly improve both the completeness and the authoritative character of Part I if each government were to agree to provide by 31 January 1957 a short memorandum sketching out the main developments in its country, under agreed headings which would correspond to the outline of Part I. It would be understood that governments would draw attention to authoritative published information

wherever possible, and that it would be unnecessary to provide statistical information already supplied for or appearing in the Quarterly Bulletin of Housing and Building Statistics. These memoranda would not of course be intended for circulation but simply as information for use by the Secretariat in preparing the survey. Finally, the memoranda should naturally draw attention to any developments not covered by the outline, if governments thought this desirable.

Outline of Part I

Chapter 1: The main housing trends in 1956

(a) House construction: an analysis by countries and for Europe as a whole of trends in residential building activity, illustrated by a table showing the number of dwellings completed from 1954 to 1956, in thousands and per thousand inhabitants. An attempt would be made wherever possible to distinguish between rural and urban housing and to supplement the data on dwelling units by information on the number of rooms, partly as a measure of the total volume of building and partly as an indication of the trend in the distribution of new dwellings, by size. This section would also deal with changes in the relative importance of different classes of building owner and discuss the underlying reasons for these changes. It should be possible to prepare a table comparing trends on this question in 1956 with the position in the last three or four years.

(b) Non-residential building: with a view to placing house construction in its proper setting, there would be a brief discussion of trends in other forms of construction.

(c) Man-power: a table would be presented showing the main trends in employment and unemployment in the building industry. Where relevant, there would also be a discussion of measures taken during the year to even out fluctuations in building employment, such as measures to favour winter building and the use of building permits.

(d) Building materials: a table would be presented showing the trend of production and prices of the principal building materials. Attention would be drawn to any major trends emerging on the utilization of building materials or shifts from one material to another.

(e) Financing of housing: the principal trends in credit policy affecting building and in housing financial policy would be recorded and analysed briefly.

(f) Rent: a table would be presented on the trend of average rents in relation to the cost of living and building costs. Significant changes in rent policy would be recorded and their effects briefly analysed.

(g) Building costs and productivity: a table would be presented summarizing trends in building costs or, if not available, prices. Where possible, information would be presented indicative of trends in building productivity.

Chapter 2: Principal changes in housing policies

Apart from the detailed aspects of housing policy recorded and discussed under the appropriate headings in the preceding section, there would be a general discussion of the major trends in housing policies as a whole in 1956. Data would also be presented here on announcements made of forward plans or programmes. Examples of some of the issues which might be discussed in this section are: in Belgium, the new housing legislation; in France, the "loi-cadre" for a long-term house-building programme; the steps taken in the Federal Republic of Germany, the Netherlands and Yugoslavia to favour owner-occupancy; the second housing law in the Federal Republic of Germany laying down the lines of housing policy in the coming years; the major changes in subsidy policy in the United Kingdom and Sweden; and the new five-year plans designed to expand considerably dwelling construction in the eastern European countries.

Chapter 3: Rural housing

It may be useful to introduce this year a discussion of the principal features of rural housing policy. While on this first occasion some background information would presumably require to be presented, the main objective would be to record changes or developments in rural housing policy in 1956.

Chapter 4: The location of dwellings

Another innovation suggested on this occasion is a discussion of the problems of the location of new dwellings, i.e. the distribution of dwelling construction as a result of and as a possible instrument of regional policies. The negative aspect of this would be the grave problems presented by the continuing growth of large cities, particularly capital cities. The positive aspect would be measures taken to deal with this problem. One of the most important questions to discuss in this connexion would be the development of new towns. This is not a new feature of housing policy but has taken shape rapidly in recent years. Examples

of successful development of new towns appear to be the several new towns which have grown up since the war in the United Kingdom; Nowa Huta in Poland; the neighbourhood of IJmuiden in the Netherlands; and the new towns in the USSR, particularly those associated with the reclamation of virgin land. Within this section of the survey it would be appropriate to discuss the principal features of policy designed to arrest the growth of land prices and to facilitate the acquisition of land for housing development.

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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

REPORT ON INSULATION OF DWELLINGS AND USE OF NEW MATERIALS

(Item 8 (e) of the provisional agenda for the thirteenth session)

I. At its twelfth session, held at Geneva on 16 May 1956, the Housing Committee instructed the Secretariat to prepare a factual report on the work being done by other international organizations in the field of thermal insulation (E/ECE/HOU/59, paragraph 10). This decision was taken in pursuance of suggestions made by the Coal Committee of the Economic Commission for Europe (ECE) which, at its thirty-seventh session, held in March 1956, after considering a report by the Secretariat entitled "Trends in Fuel Consumption for Household and Domestic Uses in Europe" (E/ECE/245), decided that it might be suggested to governments that they study measures for achieving fuel economy through better thermal insulation of dwellings⁽¹⁾. Mention must be made also of the desire expressed by different governments at the eleventh session of the Economic Commission for Europe for the inclusion in the Housing Committee's programme of work of the study of new building materials and the use of new heat insulating and soundproof materials in dwellings⁽²⁾.

The Secretariat suggests to the Housing Committee that part of the new report on governmental technical policies and possibilities of reducing the cost of building should be devoted to the question of new materials, particular attention being paid to the reduction of the weight of the structure and to better thermal insulation⁽³⁾.

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- (1) The relevant passage is as follows: "A number of international bodies, such as the ECE Housing Committee, as well as numerous technical bodies, are interested in promoting international co-operation in the development of European housing policies. Fuel economy by means of better insulation should be studied in these organizations and, in individual countries, measures should be taken in co-operation with the building authorities to encourage efficient insulation. The Committee suggested that the ECE Housing Committee might consider this question." (E/ECE/HOU/59, paragraph 10)
- (2) see "Extract relating to the debate on the Housing Committee from the summary records of the eleventh session of the Economic Commission for Europe" (HOU/Working Paper No.34, Annexes III and VIII).
- (3) HOU/Working Paper No.45

Accordingly, this document deals only with the question of insulation, since, if the Committee so desires, the study on new materials could be treated in greater detail, thus making it possible to go farther towards meeting the wishes expressed by governments.

In order to make a check of the studies already carried out on insulation and heating, the Secretariat has made initial contact with the international and national bodies specializing in such questions. Given the particular nature of the problem, it is not always easy to ascertain which bodies have carried out studies on insulation, and the Secretariat therefore requests governments to suggest any additional bodies which might usefully be contacted.

II. International bodies concerned with the thermal problems of dwellings

A. It must be pointed out that the Housing Committee (then the Sub-Committee) had invited attention to similar problems as early as 1948. At the first session of the Working Party on Technical Problems, held on 22 and 23 July 1948, it was decided to ask governments to provide information on heat insulation and requirements and on economies in the use of coal (E/ECE/HOU/WP.2/3, subparagraphs 2 (i) (d) and 2 (iii)).

At its second session, held on 2 and 3 February 1949, it was decided that in view of the change in the general coal situation since the Working Party's first session a questionnaire was no longer necessary on economies in the use of coal (E/ECE/HOU/26, paragraph 11). Moreover, at the first session, the Netherlands representative had been requested to prepare a report on thermal problems. This question, which had been included in the consideration of technical measures to increase production and to ensure the best utilization of materials, equipment and labour, was deferred in view of the need at that time for the Sub-Committee to turn its attention to more general questions of great urgency.

B. On the other hand, in April 1956 the Coal Committee of ECE published a study entitled "Trends in Fuel Consumption for Household and Domestic Uses in Europe" (E/ECE/245). This report analyses in particular the "Factors affecting energy consumption in the domestic sector" (Part I, section A). On page 6 of the report it is stated that "It would seem that standards of insulation are of greater significance so far as dwelling habits are concerned. Although precise comparisons are not easy to make, it is reasonable to assume that

insulation standards in a northern country like Sweden are more advanced than further south. In a country where cold weather necessitates more indoor living than in warmer climates, it is natural that relatively more of the national income should be spent on housing.

"Since the Second World War there has been a development towards better insulation of houses in a number of countries, by the increased use of double windows and by a shift to new types of outer walls with better thermal insulation (lightweight concrete, timber houses insulated with mineral wool, etc.). In Norway and Sweden such a development has been actively supported by different measures of housing policy."

"This report is not the proper place in which to discuss the insulation of buildings and its relation to building costs, but it seems that, although a policy in this matter in one country cannot be applicable in another with different climatic conditions and different habits, more attention should be given to fuel economy by means of better insulation".

The Coal Committee of ECE is also dealing with certain problems which - especially those on heat-recording meters (COAL/UWP/Working Papers Nos. 3 and Add.1, 4, 7, 8 and 9) and on district heating (COAL/UWP/Working Papers Nos. 3 and Add.1, 7, 8 and 9) - may complete the studies contemplated by the Housing Committee.

C. However, the main effort in international co-operation in the field of heating and its subsidiary problems appears to have been made by a European group of specialists in such matters, known as the Informal Study Group on Heating and Ventilation, which was set up in London in 1951 on the occasion of the Building Research Congress. When the International Council for Building Research, Studies and Documentation (CIB) was constituted in 1953, the Informal Study Group was recognized by CIB's research section. At present there are ten members: Austria, Belgium, Denmark, Federal Republic of Germany, France, Netherlands, Norway, Sweden, Switzerland and the United Kingdom. The studies undertaken by the Informal Group, though not specifically directed towards the same ends as those in which the Housing and Coal Committees are particularly interested, are of great interest.

At the first meeting, held in London in September 1951, there were preliminary discussions on methods of calculating heat losses from buildings.

The ensuing paper, entitled "Report summarizing certain aspects of heat loss calculations" was discussed at the Group's second meeting, held at The Hague in September 1954. A certain number of concepts were defined, such as: design temperatures; heat loss from dwellings by ventilation; and occupancy factors and gains. There was a wide-ranging discussion on the following subjects: co-efficient of surface conductance; thermal conductivity; intermittent heating; heat meters; and chimneys.

In May 1956, the Group held its third meeting at Stuttgart and Holzkirchen where the following questions were discussed: Basic outside design temperature; measurement of climatological factors affecting comfort; calculation methods for intermittent heating; airchange rates in built-up areas; flues; heat loss and durability of underground pipes; water temperature in central-heating systems; radiator testing; warm-air heating systems for dwellings; fuel consumption of central heating systems and stoves; measurement of the moisture content in building constructions; thermal conductivity; and heat transmittance.

Mr. R. Cadiergues has suggested that the next session be held in Paris in the autumn of 1957.

The following members took part in the first three sessions:

Mr. F. Bruckmayer (Austria), Mr. H. Marcq (Belgium), Mr. P. Becher (Denmark), Mr. H. Reiher (Federal Republic of Germany), Mr. R. Cadiergues (France), Mr. D. van Zuilen (Netherlands), Mr. H. Hagen (Norway), Mr. B. Adamson (Sweden) and Mr. J.B. Dick (United Kingdom).

The institutes represented at these sessions were the following: Centre d'études, de documentation et de recherches pour l'industrie du chauffage, Liège, Belgium (Mr. G.M.H. Burnay); Institut für Technische Physik, Stuttgart Degerloch, Federal Republic of Germany (Mr. W. Schüle); Comité scientifique et technique de l'industrie du chauffage et de la ventilation, Paris, France (Mr. J.J. Tirel); Central Technical Institute T.N.O., Section for Heat Problems, Delft, Netherlands (Mr. A. Adam); Research Institute for Public Health Engineering T.N.O., The Hague, Netherlands (Mr. E. van Gunst); National College for Heating, Ventilating, Refrigeration and Fan Engineering, London, United Kingdom (Mr. N.S. Billington); Building Research Station, Garston, Watford, Herts, United Kingdom (Mr. A.W. Pratt).

The Informal Study Group on Heating and Ventilation works in close co-operation with CIB.

D. For its part, the International Council for Building Research Studies and Documentation (CIB) has on a number of occasions shown its interest in questions of the thermal insulation of dwellings. In its report on "International Co-operation in Building Research and Applied Research", the Experimental Research Section of CIB points out that "thermal insulation problems are similar to sound-proofing problems", but that in Western Germany the necessary laboratory research on the former was successfully concluded years ago. The results of the research are embodied in German Standard Specification No. DIN.4108 "Wärmeschutz im Hochbau" (Thermal Insulation in Buildings), the observance of which is compulsory in all building projects. This standard specification is also obtainable from the Beuth-Vertrieb, G.m.b.H., 16 Friesenplatz, Cologne.

Dampness and condensation in buildings are closely related to thermal insulation (CIB/7, part I, page 6).

The report also draws attention to the fact that "importance is attached in Germany to keeping heating costs down to a minimum since they represent a heavy burden in addition to rent. The problem may be of less importance in other countries where heating costs are lower, because fuel is cheaper, and negligible compared with rent".

The Section on Studies and Application of Results of Research of CIB included in its programme of work the "Comparative study of the technical arrangements and the regulations in force in the various countries in regard to the thermal insulation of housing accommodation; effects on costs of building and operation" (CIB/28, page 67, paragraph 2).

For information, mention may also be made of studies not directly linked to the problems that concern the Housing Committee, such as the proposal made by the Studies Section at the second meeting of its Officers, held in London on 28 September 1954, to undertake a study on the determination of technical factors governing the choice of fuel for domestic heating plant (CIB/ST.II/9/I(54)).

It should, however, be noted that consideration of this item was deferred on the advice of the Section's Officers (CIB/ST.II/4(54) and CIB/ST.II/PV.2(54)).

E. Mention must also be made of the two studies, international in scope, on thermal testing carried out by the International Union of Testing and Research Laboratories for Materials and Structures (RILEM).

(1) Measurement of thermal conductivity of materials.

A preliminary, approximate method of testing was approved by the RILEM Committee on Thermal Testing. A joint examination was undertaken by thirteen European laboratories of samples of six different materials with the object of enabling each laboratory to test the new standard apparatus, and to compare the results of the determinations. The method was published in RILEM Bulletin No.19.

(2) Measurement of the coefficient of transmission of heat through walls.

A method now being investigated was proposed by the RILEM Committee and was published in its Bulletin No.21.

RILEM considers it important, before any international study of the thermal problems of dwellings is embarked upon, that standard methods for making the determinations be agreed upon, because the diversity of existing methods, which in fact differ only in their operational details leads to some wide divergences in the results.

F. In 1953, the Working Party on Technical Problems of the European Coal and Steel Community (ECSC) drew up a summary of the situation as regards studies on thermal insulation for the six countries members of the Community. In that study, insulation is regarded as one of the factors determining the health condition of dwellings, and is included in the standards relating to the practice of hygiene⁽¹⁾. It is also stated that in the Federal Republic of Germany the provisions of DIN 4108 are in force.

In the Netherlands, a collection of regulations relating to standards has appeared under the symbol V. 1068; this publication, however, is not yet in final form, and may be amended.

As regards France, only a few regulations are known to exist, mainly those of the "Répertoire des éléments et ensembles fabriqués du bâtiments" (REEF), which are in force only in reconstruction operations (under State control).

Regulations are lacking in other countries.

The ECSC report, however, draws attention to the fact that the regulations drawn up in the different countries diverge in rather a lot of respects, not only as regards their scientific bases, but also as regards the requirements for buildings:

(1) "Exigences minima à déterminer pour les logements à construire dans le cadre de l'action de la Haute Autorité", by Mr. van der Meer, Report No. 6053, 1953, page 16.

"... For instance, in Zone 1 (of Western Germany) Standard Specification No. DIN 4108 requires for the thermal insulation of outer walls a heat resistance of at least 0.45 ($\text{m}^2\text{h}^\circ\text{C}/\text{kcal}$); the Netherlands regulation requires 0.67. On the other hand, in the Netherlands the windows of dwellings are usually fairly large, although under the Netherlands regulations their maximum surface area is subject to some limitation; if it is desired to exceed that maximum (bearing in mind the present fashion of large windows), special conditions relating to windows must be complied with".

All this brings out clearly the lack of international co-ordination and the difficulties met with by such a body as ECSC required to build dwellings in different countries.

III. National bodies concerned with the thermal problems of dwellings

At national level, very many studies have been carried out in the different countries. Their highly specialized nature usually makes it impossible to relate them to the problems in which the Coal Committee is interested. Generally speaking, most of the studies have been confined to an attempt to determine the insulating power of different materials and their thermal conductivity.

A few, incomplete, bibliographical data have reached the Secretariat from some institutes in the following countries: Belgium, France, Netherlands, Sweden and the United Kingdom. This information is at the disposal of delegations. Other countries are requested to provide the Secretariat with similar information.

IV. In conclusion, few studies seem to have been made at international level, and none approaches the problem from the standpoint of saving fuel through better thermal insulation of dwellings. Moreover, there is a considerable variation in the national regulations in force in the different countries concerning the insulation of dwellings, both in scientific bases and in the underlying conception of housing requirements.

At national level, many studies have been made by the different specialized bodies, but at the present stage of the Secretariat's enquiry it is still difficult to see how far those which are accessible correspond to the problems raised by the Coal Committee of ECE and will help the Housing Committee in formulating international recommendations.

If the Housing Committee is interested in the matter, and wishes to pursue the investigation, a broader enquiry could be made which would approach thermal problems from the more specific angle of saving fuel by means of better insulation of dwellings. The highly specialized nature of the subject seems to suggest that a technical body would be better qualified than the Housing Committee to undertake such a study efficiently. The Secretariat therefore suggests to the Housing Committee that it ask the International Council for Building Research, Studies and Documentation (CIB) if it would be prepared to assume responsibility for such an enquiry, which could probably be conducted with the co-operation of the international group of experts known as the "Informal Study Group on Heating and Ventilation".

Parallel to the technical studies and experimental research to be undertaken in order to study the effect of better insulation of dwellings on the consumption of fuel for heating, a comparative analysis of the different national regulations in force could be made. After that preliminary technical work had been carried out by a qualified international body, it would probably be desirable for the Housing Committee to take up the question again in order to propose practical recommendations to governments with a view to fixing minimum conditions for the insulation of new buildings planned in their respective countries.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

GOVERNMENT POLICY AND THE COST OF BUILDING

Note by the Secretariat

The Working Party on Development of Housing Policies, in considering Part I of the provisional version of the housing survey for 1955, agreed that "there should be a separate attempt to make a systematic and comparative analysis of measures taken by governments to reduce or limit increases in the cost of house building. Experience in the United States of America should also be included. The report could be modelled after that on the Cost of House Construction (E/ECE/165) issued in May 1953, but modified as necessary and brought up to date". (HOU/WP.1/28).

The earlier report referred to can be envisaged as defining the general scope of the work, which should concentrate on measures designed to reduce costs that are under the direct or indirect influence of governments, within the framework of the movement towards the industrialization of building. As in the case of the earlier report, it would seem desirable to limit the scope of the enquiry, eliminating such factors as the wider framework of housing policy, including rent and subsidy policy and financing (see E/ECE/165, Introduction 5). It would seem that the new report should take as its terms of reference what may be defined broadly as government technical policies, in particular relation to the cost of building. Compared with the earlier report, there would be three important differences: first, the main emphasis could now be not so much on the kind of things which should be done as on what has been and is being done; secondly, there could be much better all-European coverage; and thirdly, much more systematic and complete information can now be expected to be obtained for almost all countries.

The Committee invited three rapporteurs to prepare, together with the Secretariat, the report. These are Mr. P. Arctander (Denmark), Mr. J. Gorynski (Poland) and Mr. A. Marini (France). It has not been possible for all three rapporteurs and the Secretariat to meet at the same time but there have been discussions at different times by the rapporteurs among themselves and correspondence between the rapporteurs and the Secretariat. As a result an outline of the report has been prepared by the rapporteurs and the Secretariat; this is attached as an Appendix⁽¹⁾. It will be seen that this outline describes the approach adopted in greater detail and then sets out systematically the proposed scope of the report.

It is suggested that each Government should prepare a memorandum describing recent developments in its country, as far as possible conforming to the headings set out at the end of the outline. Throughout, it is desirable that figures should be given, in money cost, man-hours or time of completion of buildings, to illustrate the effect of the different measures taken. In order to keep each memorandum down to a reasonable length and to avoid duplication of effort, Governments should feel free to refer to readily accessible published information if they so desire and at the same time to refer to replies they may already have sent in or may be sending in response to the following enquiries:

HOU/Working Paper No. 37 on the make-up of housing costs

HOU/WP.2/Working Paper No. 1 on alternative forms of concrete in house construction

HOU/WP.2/Working Paper No. 2 on mechanization of building and on prefabrication

These memoranda would not of course be circulated to the Committee but would be regarded as raw material for the rapporteurs and the Secretariat in the preparation of the report.

Since this report is bound to be wide in scope, it is suggested that the greater part of the meeting of the Housing Committee scheduled for the early summer of 1957 should be devoted to a discussion of it. Moreover, it may be convenient to break the discussion down so that small groups of experts on different aspects of the problem could meet during the week, coming together for a discussion in which a synthesis would be attempted, and conclusions could be drawn in full Committee towards the end of the week.

(1) Although the rapporteurs and the Secretariat have not been able to meet, this outline can be regarded as broadly agreed by the rapporteurs, but each of them may have minor points to make and is regarded as free to so at the Committee.

APPENDIX

SCOPE AND OUTLINE OF THE ENQUIRY

The specific objectives of the enquiry may be defined as to see:

- (i) how far governments have established or attempted to establish technical policies capable of providing industrial conditions for house production, or have taken other steps with the same general objective;
- (ii) the extent to which governments and the building industry have found these steps successful or promising (or perhaps dependent on other steps not yet taken);
- (iii) the extent to which difficulties have been encountered in introducing such measures and the nature of these difficulties.

In considering the general scope of the enquiry, the following points should be borne in mind:

Genuine cost reductions: A reduction of house-building costs, in the sense of the term as used in the present enquiry, is not obtained when any aspects of the quality or performance of the house have been sacrificed, such as area, installations, heat or sound insulation or finishings, (even though a reduction in the standard of one or more of these items may be necessary on other grounds). A true reduction of costs is obtained only when a dwelling with (at least) the same performance in all relevant aspects is produced at a lower real cost. Alternatively, it may well be that the standard of a dwelling may be reduced by a certain amount with a still greater reduction of real cost. The reduction of costs will have to be obtained through a reduction in the quantity used of building materials and components, manual labour, mechanical labour or management and overheads, without a corresponding increase in the other elements.

A question of new organization rather than of new technique: Until recently the question of building-cost reduction has, naturally enough, been considered as purely a technical question. Solutions have been looked for in the way of new building materials or methods, or "wonder" building systems which often promise to reduce costs by 20 or 30 per cent although affecting only a few structural elements of the buildings and generally costing no more than 20 to 30 per cent in all of the total costs. During the last few years, however, it is increasingly being realized that future cost reductions in house building can be

expected to result less from innovations in building technique than from a development of the organization of house production through all its phases. Various measures are being tried in many countries in an effort to create a climate favourable to a more rational, and consequently cheaper house production. In some countries there appears to be a real attempt to establish a coherent national technical policy affecting house building. Taken as a whole, the measures already referred to, and enumerated below, in fact mean the beginning of the industrialization of house production.

The industrial conditions: The industrialization of house production has often been referred to as the one and only possible solution to the world-wide overwhelming need for more, better, and cheaper houses. At the same time industrialization has been thought of - with reference to other industries - as identical with the factory production of more or less complete dwellings, and consequently as something belonging to a very distant future. The production under factory conditions of the complete product is, however, only one condition, and by no means always a necessary one, for the industrialization of building. The essential characteristics of industrial production, as opposed to manufacture, are:

- (i) continuity of production,
- (ii) standardization of products,
- (iii) integration of all links in the entire production,
- (iv) organization of work, and control, through all phases,
- (v) mechanization gradually to replace manual labour where possible,
- (vi) abbreviation of the production cycle,
- (vii) research and organized experimenting integrated with production.

During recent years a beginning can be traced in every one of these fundamental features of industrialization in one European country or another, with the addition of a particular feature not generally known in other industries, the transfer of operations from site to workshop or factory.

Government influence: In most other branches of production little or no governmental interference has been necessary to assist the introduction and evolution of industrial production methods. In house production governmental assistance, or at least a long-term national building policy, is a necessity for industrial methods to develop. First of all, the housing market in Europe today depends upon government financial assistance in forms and degrees which naturally vary from country to country. Since the market is the basis for the

first industrial condition referred to above, governments have already therefore a major influence upon industrial development in the building industry. Furthermore, most of the other industrial conditions stated, such as research, standardization and integration, can in the present European stage of development be established only under government guidance. No single individual or firm engaged in house production can reasonably be expected to bring about more than some of these conditions even for a sector of total house production. The few apparent exceptions are not genuine exceptions since they, too, in the last resort depend upon various government measures, and they are also too few and too special to form the basis of a general industrialization of house production. The industrialization of house production is, therefore, essentially a question of government support and even of initiative towards the establishment of industrial conditions as provisionally outlined above.

A coherent set of measures: It is already well known that certain of the measures referred to, such as standardization, mechanization and research, can yield considerable results in the way of cost reductions. In addition, of course, isolated gains can still be expected from purely technical inventions, independent of industrial development, although the possibilities in this respect are necessarily limited after many hundred years of development and refinement of the same building technique which still dominates, the so-called "traditional". It is believed, however, that substantial and general reductions of house production costs can be expected to result only from the combined introduction of a complete set of measures, referred to above as industrial conditions.

The headings of the detailed outline of the enquiry, which will also, it is hoped, be adopted by Governments in preparing the memoranda requested, are set out below.

PART I

THE QUANTITATIVE SETTING

Statistical information on building costs or, if not available, prices should be provided along the lines of Chapter 4 of "European Housing Progress and Policies in 1955" (E/ECE/259, Table 12). This might be supplemented as far as possible by quantitative information, available for certain countries, on the trend of productivity of building labour over the last two or three decades.

Finally, if the enquiries envisaged on the make-up of housing costs (see HOU/Working Paper No. 37) yield useful results, the information obtained could be presented in suitable form in this part of the report.

PART II

ORGANIZATION OF DEMAND

1. Scale and continuity of demand (this covers a whole variety of questions, from the extent to which there is a national house building programme established for a substantial period ahead and in reasonable detail, to the measures to ensure demand on the individual firm at a sufficient economic level and on a continuous basis).

2. How demand is fed to the building industry (methods of contracting - see HOU/Working Paper No. 53).

3. Standardization of house plans and of materials and components (see also in this connexion HOU/Working Papers Nos. 46 and 47 respectively).

ORGANIZATION AND METHODS OF PRODUCTION⁽¹⁾

1. Structure of the industry (the main question which arises here concerns the number of firms in the building industry, the break-down by convenient size groups, the turnover of the different groups, the distribution of trades within groups, the types of orders and types of work handled by each group and the average size by value of orders within each group).

2. New materials, particularly within the context of weight saving and of giving the same performance at less cost (e.g. better insulation materials - see also HOU/Working Paper No. 44).

3. Planning, co-ordination and integration of the industry (one of the main questions to be dealt with here is the extent to which measures have been taken to link up the different elements in a housing project: programme, execution, management, etc. - see HOU/Working Paper No. 53).

4. Organization of work on site and mechanization of traditional building (this section would include a discussion of the use of scientific management on the site, site planning, programme and progress schedules, use of more trained supervisory and technical staff).

(1) It may be convenient, in order to limit the scope of the work, to avoid dealing with methods of payment and labour incentives, conditions of work, including welfare arrangements, and labour and professional training. Although these questions are highly relevant under this heading, they fall more directly within the field of competence of the ILO.

5. Non-traditional construction but carried out mainly on the site ("traditionnel évolué").

6. Prefabrication, partial and complete.

RESEARCH AND THE APPLICATION OF RESEARCH

Without going into much organizational detail, it would be useful to describe briefly, and still more to evaluate, government efforts or substantial private efforts to support building research, development and the application of research in practice, including documentary arrangements.

PART III

GENERAL CONCLUSIONS AND RECOMMENDATIONS

/To be prepared at a later stage/.

TAB 8 (F)

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HOU/Working Paper No. 46
5 November 1956

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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

STANDARDIZATION AND MODULAR CO-ORDINATION
IN THE BUILDING INDUSTRY

Item 8 (f) of the provisional agenda for the thirteenth session

At national level, most European countries seem to recognize the value of studies on standardization and modular co-ordination. There are very few which do not have official institutes or their equivalents, or activities relating thereto. The conclusions drawn in its report on the cost of house construction, the Working Party on Cost of Building pointed out that "It is essential that governments should promote the development and application in practice of standardisation. The choice of standards, the reduction in number, the development of modular systems and the effective application of decisions taken should be the object of renewed efforts. In view of the problems involved, consideration should be given, where this is not already the case, to the setting up and supporting of independent institutions [which] should be in a position to decide, after consultation with professional organizations and the building industry, the most rational and economical standards" (E/ECE/165/Rev.1, May 1953, page 42, paragraph 9).

It was at its fifth session that the Working Party on Cost of Building decided to include in its programme the study of modular co-ordination and the analysis of the standardization policies of the various governments. The United States of America, Poland and the International Council for Building Research, Studies and Documentation (CIB) agreed to act as rapporteurs and to keep in touch with the International Organization for Standardization (ISO) (IM/HOU/WE2/30/Rev.1, paragraph 9 (a)).

After that meeting, the Secretariat, in collaboration with the rapporteurs, prepared a Note which provided a basis for many discussions (IM/HOU/WP.2/33). The note gave a preliminary explanation of the meaning of certain ideas of direct interest to the Working Party, and pointed out in particular that most countries have defined modular expressions - modular co-ordination, modular products,

(1) IM/HOU/WP.2/33, page 4.

tolerance and the like - in similar terms, and that it was only in practical applications that differences became apparent. "Standardization and modular co-ordination are a collection of co-ordinated technical measures designed to facilitate off-site production of building materials and improve the utilization of materials on the building site. It is essentially an attempt to harmonize the needs of buyers (architect, contractor etc.) and sellers (manufacturers of building materials)"⁽¹⁾. The Note went on to analyse the economic benefits that could generally be expected of modular co-ordination, and to summarize the efforts being made in the different countries. Finally, the Secretariat put forward possible lines of action.

At the sixth session of the Working Party on Cost of Building, held on 27 and 28 October 1954, the Secretariat's Note was discussed, and the representatives of the United States of America, Poland and the Union of Soviet Socialist Republics made statements on current modular co-ordination practice in their respective countries⁽²⁾. "In the course of the discussion it was noted that progress in the study and application of modular co-ordination varied considerably; in a number of countries work was still mainly at the experimental stage, while in others the application of modular co-ordination in practice was far advanced. It was considered that the realization of the full benefits of modular co-ordination required increased prefabrication and industrialization" (IM/HOU/WP.2/38, page 4, paragraph 8).

The United Kingdom was asked to nominate an additional rapporteur to join the Group already appointed by the Housing Committee, viz., Mr. Gorynski, Mr. Marini and Mr. Wagner.

A report on modular co-ordination in the building industry was then distributed, in two parts. The first was drafted by the representative of Poland, who described the progress made in modular co-ordination in countries using the metric system and more particularly in Poland and the Soviet Union (HOU/WP.2/41). The second part, which was submitted by the United Kingdom rapporteur, dealt mainly with the situation in that country (HOU/WP.2/41/Add.1).

At the seventh session of the Working Party on Cost of Building, held on 26 and 27 October 1955, the report on modular co-ordination in the building industry was discussed, and the rapporteurs and other representatives described

(1) IM/HOU/WP.2/33, page 3.

(2) IM/HOU/WP.2/36.

the main lines along which the studies undertaken under the auspices of international organizations generally, and under those of the European Productivity Agency (EPA) in particular, were developing.

In order to enlarge the scope of the Housing Committee's work, the Soviet Union, the Eastern Zone of Germany, CIB and the International Union of Architects (UIA) were asked to provide further rapporteurs, and collaboration with ISO was recommended (HOU/WP.2/46, page 5).

All the foregoing activities and documents clearly show the interest taken by governments in standardization and modular co-ordination. However, the stage reached in such work at national level has hitherto obliged the Housing Committee to restrict its activities to recording the achievements of the various countries, without being able to think of making a more direct contribution to international co-ordination. As has been seen, the resolutions adopted at

the Housing Committee's meetings have been aimed at increasing the scope of activities and encouraging the countries on a broader basis of the countries which are interested in these questions.

The work already undertaken by the Housing Committee might be intensified by seeking closer international co-operation in the activities of the various countries studying the questions of standardization and modular co-ordination, such as CIB, EPA, ISO and UIA.

Outline of the activities of the international bodies studying modular co-ordination

(1) The European Productivity Agency (EPA) has undertaken an international study on the fixing of a basic module in building, with the collaboration of the specialized institutes of eleven countries of western Europe - Austria, Belgium, Denmark, Federal Republic of Germany, France, Greece, Italy, Netherlands, Norway, Sweden and the United Kingdom - together with Canada and the United States of America. Eleven national reports were drawn up, and provided the basis for the study on modular co-ordination in building. This study analyses and summarizes the national reports, bringing out the difficulties which lie ahead and the possible means of overcoming them. The recommendations drawn up concern all those connected with building, namely: architects, engineers, manufacturers of materials, contractors, workers, owners and tenants. The report will also be used as a working guide for the technicians in charge of the second phase - that of the erection of test buildings - in each country.

The idea is to build dwellings over a two-year period, in accordance with the modular system proper to each region, while attempting to achieve an initial similarity of method. This approach, by way of practical studies, will enable a constructive comparison to be made between the advantages of the different systems, and will probably draw the studies together, towards the adoption of a standard module. One of the outstanding obstacles is the question of the 10 cm and 4" norms, which, despite their relative similarity, are still different modules. On the other hand, some countries are reluctant to adopt a precise modular system. There is definitely, however, some cohesion between the viewpoints of the continental countries, progress often being held up by theoretical rather than practical objections. The foregoing considerations seem to prove the usefulness of the second phase of test buildings undertaken by EPA.

The attention of members of the Committee must, however, be drawn to the facts that on the one hand it is still too early to look for any lessons from the second phase, and that on the other the EPA study corresponding to the first phase merely brings together the national monographs and describes the theories propounded therein, without attempting a general European synthesis or concluding with the adoption of a single international module.

(2) Ever since its inception, the Studies and Applied Research Section of the International Council for Building Research, Studies and Documentation (CIB) has had on its programme of work a "Comparative survey of the actual efficiency (and of the steps taken to ensure such efficiency in the various countries) of standardization and the use of norms; actual effect on housing costs". This survey is closely linked with the aims of the EPA Project entitled "Modular Co-ordination in Building", with the second programme of experimental building schemes of the European Coal and Steel Community (ECSC), and with the specialized enquiries on which the Working Party on Cost of Building of the Housing Committee itself is at present engaged (CIB/ST.II/0/7 (56), page 3).

In order to co-ordinate so far as possible the efforts of the Studies Section with those of the other international organizations, and particularly with the work of EPA, CIB called an international informative meeting, which was held in Paris from 20 - 23 February 1956⁽¹⁾. The main purpose of the meeting was to enable the members of the Studies Section of CIB and the rapporteur appointed by the Housing Committee to be informed of the progress of the EPA project.

(1) See the summary records of the Paris meeting of the Studies Section of CIB (20 - 23 February 1956, document CIB/ST.II/PV3/1-6 (56)).

Mr. Nicklin, who was principal rapporteur for the session of Working Party V, on modular co-ordination and standardization, presenting a progress report, said:

"Despite some differences in the methods used for applying modular systems in the different countries from which reports have so far been received, I am glad to be able to state that there is a surprising degree of conformity: allow me to single out the following important points:

(a) there is no doubt that the introduction of any modular system whatever is an essential prerequisite for the standardisation of sizes of building components, with a view to greater economy;

(b) a module of 10 cms has already been adopted in a great many countries, and is compulsory in some;

(c) apart from the introduction of a basic module, some countries tend to use grids for plans based on multiples of the basic module, first to ensure sufficient flexibility during the preparation of a project, and secondly, to answer the need for standardising components prefabricated on

these grids (examples: multiples of 30, 40 and 60 cm in the building industry).

The function of the CIB being primarily to provide a channel for the exchange of information between the experts working on this subject on behalf of other organisations, it was desirable to leave it to the Officers of the Studies Section to follow trends in standardisation problems, while maintaining close liaison with the governmental international organisations involved. The Chairman of the Section would decide what action might be taken.

Although nothing more precise could be said for the moment, it looked as if the CIB would be able, in the near future, to take part in experiments more directly industrial in scope" (CIB/ST.II/PV 3/6(56), pages 8 and 10).

"Apart from this bibliographical and liaison work, so essential for any later contacts between the specialists of the various countries, the Studies Section of CIB has been called upon to play a more active part in the second programme of experimental building schemes which the High Authority of the ECSC has decided to introduce in the six countries of the Community" (CIB/ST.II/0/7(56), pages 12 and 13).

"The nature of this second programme will make it possible to discover fields for the concrete application of certain aspects of the standardisation of components or processes used in the building of dwelling units.

"The Section also plans to conduct a study of this topic on a more general plane by offering its technical collaboration in action undertaken by the principal governmental international organisations concerned with housing and building problems" (CIB/ST.II/O/8(56), page 3).

(3) The International Organization for Standardization (ISO) set up, in 1947, a Technical Committee, ISO/TC 59, to study, among other matters, questions of modular co-ordination. Its Secretariat was provided by the Association française de normalisation (AFNOR). Its scope was defined as follows:

- (a) Terminology;
- (b) Modulation;
- (c) Materials used exclusively for building omitting those being considered by other ISO Technical Committees⁽¹⁾;
- (d) Co-ordination of interchangeability of dimensions of components and equipment.

A Sub-Committee (ISO/TC 59/SC.1) was set up to study item (b), and another (ISO/TC 59/SC.1) to study item (d). In 1954, the Secretariat of Technical Committee ISO/TC 59 was invited to participate as an observer in the implementation of EPA project No. 174, "Modular Co-ordination in Building", and a meeting was held in Paris on 13 May 1954 to lay down the work to be undertaken. The Study Co-ordination Group set up for that purpose paid a study visit to the United Kingdom in October 1954 (ISO/TC 59 (Secretariat 22) 42). The Modular Co-ordination Study Group continued its work in 1955, and held a number of meetings in Paris and Munich, at one of which the Secretariat of Technical Committee ISO/TC 59 proposed that a study of the limits and tolerances applicable to the building industry should be included in its programme of work. This study will be begun in 1956. The Secretariat of Technical Committee ISO/TC 59 attended unofficially the Congress of the International Union of Architects held at The Hague in July 1955 (ISO/TC 59 (Secretariat 23) 43).

The membership of Technical Committee ISO/TC 59 is as follows: Australia, Austria, Belgium, Brazil, Czechoslovakia, Denmark, Federal Republic of Germany, Finland, France, India, Israel, Italy, Netherlands, New Zealand, Norway, Poland, Portugal, Romania, Sweden, Switzerland, Union of Soviet Socialist Republics and United Kingdom. The following countries are represented by observers: Bulgaria, Canada, Chile, Greece, Hungary, Ireland, Japan, Mexico, Spain, Union of South Africa, United States of America and Yugoslavia.

(1) The ISO Technical Committees concerned are ISO/TC/71 - Concrete and Reinforced Concrete; ISO/TC/74 - Hydraulic Binders; ISO/TC/77 - Products in Asbestos Cement.

(4) The Research Sub-Committee of the Housing Committee of the International Union of Architects (UIA) studied the question of modular co-ordination, and the conclusions reached were submitted to the Working Party on Cost of Building of the Housing Committee⁽¹⁾ in December 1954, particular stress being laid on the lengthy exchange of views held on the question. It found in the first place that as the question stood at present, the problem did not consist solely in the adoption of a single international module, and that modular co-ordination should not be expected to provide uniform dimensions for the traditional type of plan or to provide architects with an easy way of drawing up plans. The aim should rather be, through the adoption of modular dimensions which could be used in the prefabrication of parts, to enable the best to be got out of industrialization in the building industry. Consequently, whether systems of modulation were based on the axes or on the interstices, they would be valid only if they actually made it possible to prefabricate parts with dimensions which were multiples of a basic module, both for the fabric as a whole and for the fixtures. "This requirement would appear to be compatible with the harmony of the human body," and it would be possible to select as multiples of the module the terms in the Fibonacci series, namely, 1, 2, 3, 5, 8, 13, 21 etc. The final choice of dimension for the basic module would be made with due regard to the ratio between the dimensions thus obtained and human measurements.

It should also be mentioned that the question of modular co-ordination was one of those in the enquiry made by the International Congress of Architects, held at Hague in 1955.

Conclusions

An examination of the activities undertaken by the international bodies interested in standardization and modular co-ordination shows that they are complementary and that a noticeable effort to achieve international co-operation has already been made. However, although each body takes a reasonably comprehensive view of its task, its field of activity does not always cover all the countries of Europe. Moreover, the very size of the problem and its economic and social repercussions would seem to demand the attention of the appropriate government bodies at national level and that of an inter-governmental body at the international level. The Housing Committee had already emphasized the value of international collaboration in this field at its sixth session⁽²⁾. It must be

(1) See Note by the International Union of Architects, IM/HOU/WP.2/37.

(2) Among other things, stress was laid on "The importance of achieving uniformity in modular co-ordination in the various countries, particularly for a useful exchange of experience; and the adoption of the same module in order to facilitate international trade in building materials and components" (IM/HOU/WP.2/38, paragraph 8).

recognized, however, that the stage reached in the technical studies precludes for the moment any idea of drawing up international agreements, and that for some time to come the Housing Committee's rôle ought to be limited to promoting international co-operation among the specialized technical bodies. Nevertheless, since the studies on modular co-ordination must necessarily lead to the introduction of national norms, the governments of the various countries will have to see that the necessary measures and the suggested recommendations are put into practice. Such general application at European level will be achieved only if the body responsible for bringing about international unification is properly qualified for the task. The International Council for Building Research, Studies and Documentation can doubtless play a major part by collaborating in the technical work and its international co-ordination. When these studies have reached the stage at which conclusions can be drawn, the Housing Committee, made up as it is of representatives of governments, would seem to have the necessary qualifications and authority to embody them in a European international agreement. It must be realized forthwith that standardization and modular co-ordination will probably entail in Europe the modification of many economic and social factors which it will be impossible for governments to overlook, and which will go far beyond the scope of the technical bodies themselves.

An analysis of the progress of the studies on modular co-ordination shows that they are bound to go through a number of complementary, parallel stages, both at national and at international level. At national level, these stages are:

- (1) the development of the idea of standardization and of awareness of its usefulness, reflected in the establishment of specialized national bodies;
- (2) the adoption by industry of the theoretical recommendations advanced, and the practical application of methods of standardization.

At international level, they will take the form of:

- (3) the exchange of information and the comparative study of national methods through international bodies seeking to standardize practical experience;
- (4) the drawing up and adoption by governments of certain basic rules of standardization essential to the development of international trade, followed by the conclusion of international agreements on standardization and modular co-ordination and the establishment of bases for trade likely to promote the economic and social development of the countries of Europe.

It seems that at the moment, at the national level, phase (1) is almost completed and phase (2) is represented by isolated attempts by industry in specialized and restricted fields. At the international level, a determined start has been made on phase (3), but not for the whole of Europe. Phase (4) does not seem to have been embarked upon.

An analysis of the different phases of the development of studies on standardization shows that in each case a number of bodies is helping to carry the work forward, but that their success depends especially upon the following considerations: in phase (1), the development of the idea of standardization and the establishment of qualified national bodies depends, speaking generally, on the work of the specialized professional and industrial associations; the success of phase (2) depends essentially on the strength, vitality and work of the national institutes of standardization or similar bodies set up in the different countries.

At the present time, progress in phase (3) has been mainly done in the countries of the ECE, ECU and EIA. Supplementary action, however, is necessary to extend to all European countries the technical studies on standardization already completed or already in progress, a step which would enable recommendations and conclusions valid for the countries taking part in the work of ECE to be drawn up. This work of unification and technical international co-operation could successfully be undertaken by CIB. The success of phase (4) would seem to depend essentially on the competence of the Housing Committee and on the value of the conclusions drawn from the preceding phase. However, as has already been emphasized, it would be advisable for the Committee, before taking action, to await further progress in the technical activities.

In view of the great interest which dimensional co-ordination holds for the economic and social development of Europe, the Housing Committee ought perhaps to recall its earlier recommendations to governments for promoting the study of such questions, and to urge governments to support forthwith the international studies already begun. Moreover, with the object of enabling all countries, and particularly those of eastern Europe, to take part in its work of international co-operation, the Housing Committee might invite CIB to consider carefully whether it could assume responsibility for completing, unifying and arranging the

exchange of the technical studies for all European countries with a view to drawing conclusions of general validity for all of them. These supplementary activities should naturally be undertaken with due regard for the work already carried out by other international bodies, especially EPA, ISO and UIA, while at the same time not losing sight of the need for a similar plan of work to facilitate international comparability. If CIB accepted this task, it would be useful to agree now to allow time for the preparation of the report, stipulating that the conclusions would finally have to be submitted to the Housing Committee to enable the latter to consider the governmental measures desirable to ensure the application of any recommendations made.

Stone

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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

UTILIZATION OF SPACE IN CURRENT TYPES OF DWELLING

Item 8 (g) of the provisional agenda for the thirteenth session

1. At the seventh session of the Working Party on Cost of Building, held at Geneva on 26 and 27 October 1955, the Housing Committee of ECE decided "to keep the question of the utilization of space in current types of dwellings on the agenda until the report by the UIA on this subject had been completed and could be examined by Governments" (HOU/WP.2/46, paragraph 12). It must be pointed out, however, that the work of the International Union of Architects (UIA) in this field has been considerably delayed, and that the publication of several country reports has not yet been completed. This delay is probably due to the internal problems with which UIA has had to contend, which were described at the Working Party's last session by the UIA representative, who "drew attention to some difficulties relating to the limited resources at the UIA disposal, which might prevent more rapid progress to be made in the work. In the course of the discussion there was an expression of wide support for the work which the UIA was doing in this field and the hope was generally expressed that means would be found to surmount the difficulties of a financial character" (HOU/WP.2/46, paragraph 11). However, the work entitled "L'habitation 1945-1955. Programme, Projet, Production", prepared by UIA and published by Bouwcentrum, Rotterdam, should be examined, to see how far it might meet the Housing Committee's wishes and coincide with the objective laid down by the latter when it expressed its intention of making an enquiry into the utilization of space in current types of dwelling.

2. It would be useful, to start with, to define the Housing Committee's intentions, bringing out some points of interest as the development of the question is unfolded.

As early as July 1948, the Working Party on Technical Problems of the Housing Sub-Committee had at its first session taken up the "consideration of technical measures to increase production and to ensure the best utilisation of materials, equipment and labour", regarding the determination of design considerations (architectural problems) as of first importance (E/ECE/HOU/WP.2/3, para-

graph 2 (i)). The representative of the United States agreed to submit a report on the subject, and at the Working Party's second session, held in February 1949, "outlined his plans for the study on design considerations" (E/ECE/HOU/26, paragraph 9). In order to obtain the necessary information for this study, the rapporteur drew up a questionnaire to be submitted to governments, in which it was stated that "the purpose of the study on Design Considerations is to present in graphic form a comparison of the utilisation of space in typical dwelling units of the different European countries" (HOU/WP.2/6, Appendix 1, paragraph 1). The Appendix goes on as follows: "Nearly all countries in Europe have established minimum room sizes and ceiling heights for dwellings, and information as to these room sizes and ceiling heights has been made available in statistical form in studies carried out by the former Emergency Economic Committee for Europe. This information may, however, be misleading, since the typical dwelling unit actually being built may and probably does contain at least some rooms of greater size than those provided for under regulations as to minimum size. Moreover, this statistical information does not show actual organization of space in dwellings. Hence, it may be possible that two dwellings having the same number of rooms and approximately the same room sizes may differ greatly as to actual covered ground area, due to the manner in which individual units of space (i.e. rooms) are organized in the overall plan. In this connexion, one thinks of the use of the elongated plan as compared with the square type plan, or the use of hallways giving access to various rooms in the dwelling unit, or even the organization of space in work areas such as the kitchen or utility rooms" (loc.cit., paragraph 2).

3. But it is in the document entitled "A Comparative Study of the Utilisation of Space in Current Types of Dwellings in 14 European Countries (1948-1949)", issued in June 1953, (IM/HOU/25/Rev.1), that the Housing Committee has most clearly defined its objectives, in the following terms:

"01. The primary objects of the Housing Sub-Committee in initiating an investigation on Design Considerations were, firstly, to collect and collate factual information on the standards of accommodation adopted in current dwelling types in the various countries of Europe, and secondly, to make a critical analysis of the utilisation of space within those dwellings, and present and disseminate the information in such a form that Governments might derive benefit from studying the practice and experience of others, and gauge their own practice in relation to that adopted in other countries.

02. It is not intended that this study should be regarded as a prelude to an attempt to lay down a common standard of accommodation applicable throughout Europe, and this point should be made abundantly clear at the outset; nor does the information presented allow comparisons to be made as to the actual housing standards in various countries. Owing to the variety of plans used within a particular country and the changes in design taking place, it is not possible to find a plan typical of a given country. The plans used in the study were selected by the Governments as current types of dwellings actually built in the years 1948-1949".

4. At the Housing Committee's tenth session, it was proposed that the Comparative Study be "revised, brought up to date and reissued" (E/ECE/HOU/53, paragraph 19). For this purpose, UIA was invited to make known to the Housing Committee the results of its forthcoming Congress (E/ECE/HOU/53, paragraph 20). UIA's communication will be circulated to members of the Housing Committee as soon as it is received (HOU/80, 12 August 1955). As was pointed out at the beginning of the present document, UIA's studies having not yet been completed, the Housing Committee decided at its last session to wait, keeping the question on the agenda for its forthcoming sessions (HOU/WP.2/46, paragraph 12).

5. A preliminary examination of the UIA publication entitled "L'habitation 1945-1955. Programme, Projet, Production", published by the Bouwcentrum (Rotterdam), suggests that the private nature of the work prompted the authors, in order not to restrict its commercial circulation, to consider the housing problem in the broadest terms. The report contains four chapters, sub-divided as follows:

- (a) Programme: General remarks. Analysis of requirements. Legislation. Financing. Production programme. Comparison of regulations with material and spiritual needs.
- (b) Design: Individual plans: single-family dwellings; apartment buildings: dwellings with not more than four storeys of accommodation; dwellings with more than four storeys of accommodation; dwelling units, special forms of dwelling, district housing plans. Rationalization: standardization, modular co-ordination, standard houses, model plans and functional components: single-family dwellings; apartment buildings: standard components and fittings. Equipment: cupboards, kitchens, wash-houses, sanitary installations, technical installations, finishing.

- (c) Production: Traditional production: General standard components for equipment, components for standardized building. Building methods. Series production. Economic analysis. Drawing up of orders and contracts. Influence of production methods on architecture.

(e) Introduction, discussion and resolutions of the Fourth Congress

This approach has certainly the advantage of giving the reader a comprehensive view of the situation in the countries studied, but the very scope of the work made it impossible to go thoroughly into the aspects selected. Moreover, in most cases the authors view the general housing problem from the standpoint of the architect and the building specialist. The selection of plans and documents seems to have been made with an eye mainly to satisfying that group. The Housing Committee would perhaps wish to see attention paid to aspects likely to be of more specific interest to governments, and an expert analysis undertaken of the problems raised by a comparative study of the utilisation of space. That would enable practical recommendations to be submitted to governments, a course which the authors of the UIA study could not contemplate. It must also be noted that UIA reports are issued in French, English, German and Spanish; it seems that no provision has been made for a Russian translation. As to the selection of the countries studied, the President of the Fourth Congress of UIA has informed the Secretariat that up to the present the reports of the Federal Republic of Germany (4), Netherlands (2), Norway (1) and Poland (3) have already come out. The reports of the following countries are in preparation: Belgium (5), Czechoslovakia (9), France (6), Switzerland (8) and the United Kingdom (7). The reports of the following countries are available, but have not yet been prepared for publication: Bulgaria (10), Denmark (11), Hungary (12), Italy (13), Sweden (14), Turkey (15) and Yugoslavia (16). The study does not seem to cover the following countries: Albania, Austria, Eastern Zone of Germany, Finland, Greece, Iceland, Ireland, Luxembourg, Portugal, Romania, Spain and the Union of Soviet Socialist Republics. The President of the Congress hoped that numbers 5 - 11 inclusive would appear in January 1957, and numbers 12 - 16 inclusive in July 1957.

6. It might be worth while tracing the development in recent years of the concept of the utilisation of space. In the report entitled "A Comparative Study of the Utilisation of Space in Current Types of Dwellings in 14 European Countries (1948-49)" it was stated that there were "... certain elements in a house which are generally recognized as essential for normal family life, and it appears from

the general analysis of the evidence received from Governments, that in dwelling units being built throughout Europe to-day, there is a high degree of consistency in the basic requirements of dwellings. The main differences relate to the allocation of space for various purposes, and the internal disposition of the rooms and their size" (IM/HOU/25/Rev.1, Section 03). Moreover, the Secretariat has already drawn the attention of the Housing Committee to the fact that "the concept of a 'typical dwelling' requires clarification and it might be desirable to ask each Government to try to describe briefly what might be called the 'dwelling plans situation', such as for example the standards of accommodation laid down and the kinds and potential occupants of dwellings to which these standards apply" (HOU/80, paragraph 4).

7. Moreover, at the last meeting of the Housing Committee of UIA, held at Geneva, an attempt was made to draw up internationally acceptable definitions of certain basic ideas which mean different things in different countries. The UIA Committee pointed out that "owing to the diversity of units and methods of measurement employed, the statistics of the various countries are not comparable. Moreover, the ideas of useful floorspace and living floorspace are now out of date, and have no relevance in modern plans based on the idea of flexibility that makes no distinction between habitable rooms and service space. The UIA Housing Committee, anxious both to make it possible to draw valid comparisons and to adapt the unit and method of measurement to the different plans employed, urges that in all international enquiries the idea of 'space at the disposal of the occupants of a dwelling' should be used". The Committee proposes that this new concept should be defined internationally for each dwelling by four numerical symbols, which would allow rapid comparison of the utilisation of space in the different countries. It recommends that this simple system should be "introduced alongside existing national systems, all of which pursue different aims (accountancy, taxation, administrative regulations, financing etc.), but which never isolate the human and social factor of occupancy" (resolution of the UIA Housing Committee, Geneva 1956).

8. On the one hand, therefore, there is a high degree of consistency in the basic requirements of dwellings (IM/HOU/25/Rev.1, page 4), and on the other it is very difficult to discover valid bases for comparing the utilisation of space in the different countries. These two facts are equally obvious both in the work of the Housing Committee and in the studies carried out by UIA. The apparent

contradiction seems to arise from the development itself of the social structure of modern communities and their modes of architectural expression. A valid comparison of the utilisation of space in the different countries is becoming increasingly difficult to make because the new idea of architecture tends towards the adoption of flexible plans which by their nature can be adapted to different requirements but make less and less distinction between habitable rooms and service space. The specialized room, intended for one purpose only, is tending to develop into a multi-functional room. Thus the "drawing room" intended solely for receiving visitors is changing into the "living room" designed to meet the requirements of "bodily and mental recreation". And the living room itself is sometimes used for different purposes at different times of the day; for example, it may serve as the living room during the day-time and as a bedroom at night. The same trend is seen in the kitchen. The functions of cooking, eating and of "bodily and mental relaxation", which were formerly clearly differentiated by the provision of separate rooms - kitchen, dining room and living room - tend to merge into one another and to be carried on in one large room that can be adapted to the needs of the moment. The comparison of the utilisation of space in the different countries will therefore become increasingly difficult unless the studies undertaken are based on the concept of fundamental, functional use based on the needs which housing is called upon to satisfy. A comparison based on absolute floorspace is often no longer possible, since the various areas are no longer intended to fulfil a single function, but rather to meet different requirements according to the time of day.

9. It seems plain, therefore, that the differences between countries in the matter of the utilisation of space spring much more from manners and regional customs than from fundamental human needs. Generally speaking, it can be said that the functions are more or less permanent, being based on fundamental needs, and that only the way in which housing space is utilised changes, being determined by manners, regional customs and local physical conditions. Thus the concept of function emerges as the common denominator providing the simplest basis for comparisons between the different countries. It may therefore be asked whether any study of the utilisation of space and the national regulations relating thereto ought not, perhaps, to begin with a detailed analysis of the basic functions which determine the use of the dwelling space built, starting from the fundamental requirements which housing is called upon to satisfy.

10. The new report could go on to put forward definitions of the ideas used in the field of housing, thus continuing the principle of the report of June 1951⁽¹⁾, but without losing sight of the need for taking account of the fundamental purposes of the various concepts defined. It seems to be a matter of some urgency that the study of the utilisation of space should provide such definitions and recommend that close contact be established with the bodies interested in such questions. Only within the framework of such a study can the architectural, technical and social and economic factors affecting housing be considered in the aggregate, and integrated to form a practical synthesis expressed in terms of plans. Much effort has already been put into attempts to formulate valid definitions. Among others, the studies carried out by the Working Party on Housing and Building Statistics may be mentioned. At its recent meetings, this body has been studying a report on the "Concepts and Definitions in Housing and Building Statistics" (HOU/WP.3/21), in which a number of definitions were proposed, including those of dwelling, room, household (institutional, private, single-person (composed of persons living alone)), occupant, completion of dwellings, residential and non-residential buildings, new buildings, reconstruction repairs, extensions, conversions, housing stock (HOU/WP.3/25). The following definitions were also proposed: gross floorspace, useful floorspace, living floorspace, gross volume (HOU/86)⁽²⁾. At its last meeting in Geneva, UIA also proposed many definitions, among them: built floorspace, useful floorspace, living floorspace, weighted floorspace, built volume. It must be pointed out, however, that all these definitions are usually expressed in terms of the special requirements of the parties concerned, and close co-ordination of the work on definitions being done by the Working Party on Housing and Building Statistics with that of the Working Party on Cost of Building on the utilisation of space would seem desirable, with the object of establishing precise definitions adaptable to the various uses of architecture, statistics and technical housing policy. Certain ideas inherently similar are sometimes expressed quite differently. For example, the Working Party

(1) IM/HOU/25/Rev.1.

(2) See also the Quarterly Bulletin of Housing and Building Statistics for Europe, United Nation, Vol.III, No.4 and Vol.IV, No.1, and document IM/HOU/25/Rev.1.

on Housing and Building Statistics proposes that the definition of useful floor-space shall be: "Useful floorspace is the floorspace of dwellings measured inside the surrounding walls, excluding cellars, non-habitable attics and, in multi-family houses, all common spaces", whereas UIA's proposed definition is: "Useful floorspace is the total area of the different levels composing a dwelling, excluding walls and partitions, both inside and outside".

11. Another aspect which should be taken into account in studying the utilization of space is the comparison of laws and regulations in force in various countries and governing the utilization of space.

12. In conclusion, it seems desirable that the Housing Committee should consider taking steps to prepare a new report on the utilization of space. It is only natural that, given their governmental character, the Committee's objectives should differ appreciably from those pursued by a professional organization such as UIA. However, it is obvious - as was recognized at the last session - that UIA's work in this field is of definite interest to the Housing Committee, and that co-ordination of the work is desirable. None the less, complementary studies ought to be carried out to enable the Committee to draw up practical recommendations on those problems which are of particular interest to governments. The Secretariat therefore suggests to the Housing Committee that it appoint one or more rapporteurs to define the exact scope of the study and to prepare a new report in which the work done by UIA would be taken into account. The main lines of the new study on the utilization of space in current types of dwelling which have been considered in this note may be summarized as follows:

- (a) A detailed analysis of the basic requirements which housing is called upon to satisfy, and an indication of the fundamental functions governing the use of dwelling space built, common to all countries, together with as clear a description as possible of those peculiar to each;
- (b) The establishment of definitions based on the function of the various concepts used in housing and the co-ordination of such work with that of the Working Party on Housing and Building Statistics;
- (c) A comparative study of the model plans of different countries on the basis of the method used, in preparing the first report on the utilization of space, care being taken to ensure close co-ordination with the work undertaken by UIA in this field;

- (d) A comparative study of the laws and regulations in force in each country and governing the utilization of space;
- (e) Practical recommendations to help both governments and building specialists.

This study should obviously cover more countries than the first report, and an attempt should be made to include all those represented on the Housing Committee.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

HOUSING MANAGEMENT

(Item 3 of the Provisional Agenda for the thirteenth session)

Note by the Secretariat

Following a decision taken by the Working Party on Development of Housing Policies at its seventh session in October 1955 (HOU/WP.1/26, paragraph 7), the general lines of an enquiry on housing management were drawn up by the United Kingdom rapporteur, in agreement with the USSR rapporteur, and put into final form by the Secretariat. The enquiry and the model reply from the United Kingdom have been circulated as HOU/WP.1/Working Paper No.5 and Add.1., respectively.

✓ The United Kingdom rapporteur has now prepared the appended preliminary report, containing material supplied by the following countries: Austria, Belgium, Czechoslovakia, Denmark, the Federal Republic of Germany, the Netherlands, Norway, Poland, the United Kingdom and Yugoslavia. Information received from the United States of America has not been used, since the report deals solely with housing management problems in Europe. The data from the USSR was received too late to be included.

It is intended that the report shall be revised and completed in the light of the discussion by the Committee and of further information which may be received from Governments, including the information supplied by the USSR. Attention should be drawn to the Secretariat's suggestion that the final version of the report might be included in Part II of the next annual housing survey, which normally deals with selected long-term problems. In this connexion, reference should be made to Item 8(a) of the Provisional Agenda concerning the main points proposed for discussion in the report on "European Housing Trends and Policies in 1956" (HOU/Working Paper No. 43).

Report on
HOUSING MANAGEMENT
prepared by the United Kingdom rapporteur

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PART I

REVIEW FORMS OF ORGANIZATION

The Organization of Housing Management

While the basic functions of housing management are much the same for all types of housing, namely, to let houses, to keep them in a satisfactory habitable condition and to collect the rents, the form of management varies according to the ownership of houses, the numbers of houses administered in single groups, national social policies, the purpose for which houses are provided (whether, on commercial terms, for employees, co-operatively or for a social purpose), etc. The balance of these factors produces in each country a general pattern of management arrangements; such patterns are, generally speaking, variations on a general pattern, though in some countries there are characteristic national developments. For instance in Yugoslavia, the principle of social management is being applied to the field of housing; in Norway, the co-operative housing principle is very widely followed; and in the United Kingdom and Poland local authorities have an unusual importance in the housing field.

These general factors (ownership, social policy, housing purpose, etc.) produce more combinations of arrangements than may be readily dealt with in a simple and logical form. Some selection and grouping of considerations must be made and the following review is accordingly based on types of ownership and purpose, under the general headings of privately-owned houses; housing by employers for employees; co-operative housing; and social housing (housing associations, and municipal and other social housing). There is inevitably a certain amount of overlap between these various categories.

A. Privately Owned Houses

1. Owner-occupiers and other small owners

The national housing stocks of many countries, especially in western Europe, contain substantial proportions of privately owned houses. Particularly noteworthy are Austria, Denmark, the Federal Republic of Germany and the Netherlands, where more than four fifths of the stock is in private hands. While it is not clear just how many owner-occupiers and other small owners there are in these countries, it appears that this class of ownership accounts for a major proportion

of all dwelling units. Other countries where there are substantial numbers of small proprietors, especially in rural areas, are Norway and Yugoslavia. In the United Kingdom the majority of houses are privately-owned, but only a minority (though a substantial one) are owner-occupied. In Poland there is a substantial minority of privately-owned dwellings, but as most of these are in blocks of flats it appears that there is not a high proportion of owner-occupiers.

Owner-occupiers and other small owners usually carry out all management functions personally, without recourse to professional assistance, and where there is a large proportion of houses owned in this way it would seem that the field of opportunity for professional management must inevitably be limited, with limiting effects on specialist training and professional qualification.

One interesting development in the field of owner-occupation is, however, the emergence of individual ownership of dwellings in blocks of flats. With this system some regulation of communal repairs and services is necessary, with proper apportionment of costs to the individual owners, and in the Federal Republic of Germany these matters are dealt with by a manager, whose appointment is prescribed by a law of 1951. This problem is dealt with in Norway and other countries, by co-operative housing arrangements.

2. Other privately-owned dwellings

Other privately-owned houses (leaving on one side those provided by employers for their employees) are in the hands of property and investment companies, institutional and other investors, or private individuals who own more houses than they can manage on a personal basis, or who do not live where they can conveniently manage them.

A property company will, of necessity, employ a full-time staff, and will, if it controls a sufficiently large number of houses, have the opportunity to employ specialists. While such companies may individually control substantial numbers of dwellings, they do not, as a class, seem to occupy a dominating position in the field of privately-owned housing. They are found in the United Kingdom and Austria, but it is not clear to what extent they exist elsewhere.

Direct investors in privately-owned housing (other than owner-occupiers and other small owners who can deal with their property on a personal basis) have, however, to find some method of collecting rents and organising the repair and

maintenance of their property. In the United Kingdom this need is met by a well-established body of professional agents, who undertake to manage property within their locality on behalf of any client who may wish to employ their services. The service is perhaps not unlike that offered by a doctor, solicitor or other professional person, in that it is available to all, but generally on a local basis. Any number or type of houses may be accepted for management by such an agent, who may combine this activity with surveying, valuation, buying, selling or any other transaction in real property. These agents enjoy a professional status, and provide a valuable channel through which housing investments of any size or type may be competently managed. This profession also operates in Austria, in the Federal Republic of Germany, and in the Netherlands, where it serves the needs of both individual and institutional investors. In Denmark, the same function seems to be carried out in certain cases by solicitors, who may be appointed to manage large privately-owned blocks of flats; alternatively a housing manager may be appointed, or the work may be entrusted to a landowners' association.

3. General

Traditionally private owners of rented property have had absolute control of their property and of its management. They could fix rents at their discretion, let accommodation to whom they wished, and terminate tenancies at will. Because of housing shortages, these rights have in recent times been somewhat curtailed by State action throughout most of Europe. In the United Kingdom the majority of houses have since 1939 been subject to rent control under which the tenant has had security of tenure, so long as he paid the rent. In Czechoslovakia the National Committees have wide powers to place tenants in vacant accommodation belonging to private and other types of owner, and undertake most management functions, while in Yugoslavia the general policy of social management, or self-government, is being applied to large privately-owned blocks of dwellings as well as to public or co-operative housing, though not to owner-occupied houses.

In the United Kingdom, and presumably elsewhere, local authorities may use compulsory powers subject to judicial and Ministerial review to intervene in the administration of privately owned rented dwellings to require the repair, closing or demolition of houses which are not providing satisfactory living accommodation.

B. Housing by Employers

This type of housing occurs in most countries though generally in a minor role. The owners are private or state enterprises and government departments or establishments. The management may be carried out either by the employing body itself or through the agency of a housing association. In Czechoslovakia and Poland the undertakings themselves deal with this work; in the Federal Republic of Germany, Krupps have their own housing department and other industrialists co-operate in support of industrial housing societies. Some of the Belgian housing societies are linked with particular enterprises but in the case of Genk-Winterslag the houses, which are occupied by mineworkers, are managed by the staff of the mine. In Austria some of the housing provided by non-profit-making housing associations is for employees of particular private firms and a similar arrangement occurs in the United Kingdom where a certain number of undertakings operate through housing associations, whereby the same Government subsidy can be received as is available to similar types of local authority houses. Well-known examples of housing by industrial employers are the 20,000 houses (in units of 1,000 to 2,000) built by the Coal Industry Housing Association for employees of the National Coal Board, the 3,500 houses built by the Bournville Village Trust of which 40 per cent are for employees in an associated cocoa and chocolate factory and about 1,000 dwellings built by Unilever for their employees at Port Sunlight; in the last instance the houses are provided and managed by the employer direct. There is also a certain amount of housing for employees of Government departments in the United Kingdom, in units from 6 to 500 dwellings, mainly for families of married members of the armed forces, workers at ordnance factories and research establishments, etc. In the two last mentioned examples trained housing managers are employed but there is, generally speaking, no rent collection as rents are deducted from pay or the accommodation is regarded as part of wages.

In Denmark trading and industrial enterprises providing housing undertake management themselves but in Yugoslavia the principle of social management is extended to this class of housing, among others.

C. Co-operative Housing

This type of housing seems to cover rather similar ground to social housing, namely to provide low-cost housing without special regard to the occupiers' type of employment, or other status. (It may be broadly true that co-operative housing caters for a slightly higher income group.) This appears to be the case in Czechoslovakia and in Poland although in the latter country the local authorities (Peoples Councils) provide a larger amount of social housing and also, to some extent, deal with the management of co-operative houses. In the Polish co-operatives the management function is broadly social in its scope, the Warsaw Housing Co-operative (WSM) being noteworthy in this respect.

In Austria, 248 out of 361 public utility housing enterprises are co-operatives, with an average of 100 houses each. These enterprises may only build houses of 100 m² or less, they must be financially self-supporting and the work of their management staffs is subject to inspection by inspectors appointed by their general national association. In Yugoslavia social management is the rule with co-operative housing as with any other group of more than a few houses. House committees take all decisions and the only staff normally employed are caretakers who also collect rents.

It seems that non-profit-making housing organizations in Denmark may also be similar in type to Co-operatives. These organizations usually see to their own management through a manager or by direct action by the board in the case of small organizations, or by employing a solicitor. Where however the organizations are affiliated to a parent organization (in much the same way as in Norway), the parent will undertake management on payment of fees. In addition any organization may call on the services of a society specially organized to undertake housing management.

In Norway housing co-operatives have recently sprung into a fairly prominent position, accounting for about one third of the houses built since the war, although they were not previously very important.

Groups of co-operative houses (in Norway) range in size from four to several hundred dwellings. The leading Oslo society, OBOS, has daughter societies owning from 16 to 536 houses and one of 800 is planned, although 300 is considered ideal. The houses are rather small, arranged both in flats and in one and two-family houses,

but not restricted to any social stratum. There is some provision for old people. In OBOS the mother society allocates housing, on a basis of strict seniority and receives rent payments through a bank (never by collection in the dwellings) and employs a specialist staff of inspectors and tradesmen to control repair work. In addition administrative workers and legal advisers are employed on management work, the costs being met by fees paid by daughter societies.

D. Social Housing

This heading deals with low cost, rented housing provided for lower income groups by various public or semi-public agencies. The providing agency stands in the position, generally speaking, of an owner-landlord as distinct from a co-operative which is jointly owned and self-governed by its members.

In this field of social housing the state may take a leading part but more commonly the work is left to independent or semi-independent bodies, both public or semi-public, usually acting under state regulation or legislation. The semi-public agencies are dealt with below under the heading "Housing associations and societies" and the public agencies as "Local authorities and other agencies". Broadly similar management functions and arrangements are in force, however, for both types of housing.

1. Housing associations and societies

These societies are accorded an important role in Belgium, where they are associations of various governmental bodies, other public organs and private interests. (Some are however organized as co-operatives, and others are linked to coal mines and other industrial undertakings.) There are 325 local societies, affiliated to, and controlled by, a National Society. Some 120,000 dwellings are being provided, in groups of from 20 to several hundred dwellings. About one quarter are in flats. Certain classes of applicant have priority claims for accommodation - large families of modest means, former political prisoners or deportees, hut or slum dwellers (since 1953 30 per cent of capital expenditure has to be for slum replacements) and in mining areas, the families of mine workers, with priority for underground workers. These priorities are imposed by law or regulation. In the absence of priority applicants dwellings are allotted by the Board of Management of a society on the basis of housing need.

Societies generally undertake their own management, controlling lettings, fixing and collecting rents and, in blocks of flats employing caretakers to clean courtyards and other communal spaces, and to supervise communal cleaning of stairs, corridors, etc., by tenants. Where the size of a society's housing operations justifies it the management staff specializes along the lines of administrative and social matters, accounting and the technical aspects of repair and maintenance. Extensive works are put out to tender. The management staff of a Society is controlled by commissioners appointed by the board of management. Accountancy is dealt with along commercial company lines subject to directives of the National Society which also exercises a general supervision of its affiliated societies.

Belgian societies also extend a social welfare service to their tenants; social assistants visit dwellings to see what is required in the way of repairs, good order and regularity of behaviour, to arrange transfers of tenants and to smooth out difficulties generally. Sometimes a social worker is appointed to deal with the problems of families in need of guidance and maintain contact with appropriate institutions. In some societies a visiting nurse watches the health of families and makes any necessary arrangements with public health bodies.

Housing associations in the United Kingdom, apart from those providing employee housing and some small self-build co-operative groups may properly be regarded as providing social housing. Some are philanthropic in nature, catering for very low income groups or special groups such as old people, while in Scotland and Northern Ireland the Scottish Special Housing Association and the Northern Ireland Housing Trust supplement the general housing activities of local authorities in areas of special need. Dwellings provided by housing associations may be subsidized to the same extent as local authority housing and for this purpose have to conform to the same standards. The associations employ full time management staff but the service provided varies according to the type of society, extensive welfare services being provided for old people and other special groups. Associations usually build single family dwellings outside London (bungalows for old people) but blocks of flats in London.

In the Netherlands 1034 housebuilding corporations (of which only twenty-nine are co-operatives) share with municipalities the burden of housing problem families, slum dwellers and other families which stand at a social disadvantage (especially

including old people, since 1945). Housing of this sort is supported by state subsidy, rents being set low to start with and gradually increased to a normal level; there may be rent reductions for tenants in special need. Nearly all societies carry out their own management, but as four fifths of them manage less than 500 dwellings each, and of these half manage less than 20 dwellings, many societies cannot afford to employ suitable staff, especially as management expenses are limited by Government regulations, and the voluntary services of committee members are relied on. Dutch house building corporations not only carry out ordinary administration but also provide a welfare service through women housing inspectors, who in most cases have psychiatric-social training.

Out of the 361 Austrian public utility housing enterprises, 113 companies or societies may also be mentioned under this heading (the remainder being co-operatives). These bodies provide small dwellings, generally from 50 m² to 80 m² and limited to 100 m². Together with the co-operative societies these companies employ management staffs numbering in all about 800 and are subject to inspection and guidance by inspectors appointed by their national general society.

2. Municipal and other authorities

The provision of housing by local authorities as a direct form of social assistance to families which cannot adequately house themselves is widespread, supplementing the work of co-operative and other societies in most countries and taking a leading role in social housing in Poland, and also in the United Kingdom where a broader band of society is catered for.

In the United Kingdom there are more than 1,750 elected councils of cities, towns and other localities which not only carry out a wide range of local duties but have also, by law, to make up housing deficiencies in their districts, to eliminate slums and rehouse slum dwellers. If a specialist housing manager is not appointed other officers of a council will share housing management work between them but the majority of councils with more than 800 to 1,000 houses to deal with appoint managers. Some of the larger cities own tens of thousands of dwellings while the London County Council owns 165,000 dwellings. In such cases large management departments with expert staffs are formed.

The housing manager of a local authority deals with day to day administration in accordance with policies adopted by the Housing Committee of his Council, important questions being considered by the full Council also. The housing

manager advises the council on outstanding questions and carries their decisions and policies into effect. While local authorities now house a broad range of society, their tenants necessarily include a proportion of families needing special help, such as problem families and old people, and the provision of a broad social aid to smooth out the difficulties of life is one function of management.

Another important function is rent-fixing, as state subsidies are paid for local authority houses and the law governing rents allows these to be applied differentially, so that poorer tenants may be charged lower rents; many schemes of this sort have been adopted. Allocation of tenancies is generally by need, current Government policy securing, in practice, a high priority for slum dwellers. Councils have complete control of their properties, the tenants having no security of tenure but Councils, and their staffs, are subject to democratic pressures and publicity which are a safeguard against arbitrary administration.

In Poland the People's Councils control no less than 44 per cent of urban dwellings and the proportion is continually increasing; they also concern themselves with the state of repair of private rented property and some co-operative housing. Houses managed by the Councils are grouped by zones but large estates have their own management unit. The Council appoints an administrator to each unit who organizes maintenance, cleanliness and order, lettings and rents, and secures conformity with regulations relating to air raid precautions, constructional standards and public health. He controls a staff of concierges and his personal responsibility extends to paying any fines which may be imposed for non-compliance with regulations.

The work of the National Committees in Czechoslovakia is an example of housing activities similar to those of the People's Councils in Poland, but run as a part of a national system. The National Committee works through local housing offices to control groups of houses, each under a housing administration. A typical unit is staffed by a manager, an accountant, rent collector, cashier, maintenance man, porters, etc. Local National Committees select tenants on the basis of housing need, with whom administrations then negotiate leases. The administration collects rents, supervises occupation, and is responsible for central heating, lifts, recreation rooms, clubs, nurseries, playgrounds and other facilities inside and

outside its buildings. Tenants elect a delegate to represent them in contacts with the administration. Housing offices supervise the work of housing administrations, appoint and train staffs and carry out improvements.

Control by National Committees of new tenancies extends to co-operative and privately-owned houses.

Social management is obligatory in all municipally owned housing in Yugoslavia, as it is in all publicly-owned accommodation. The principle involved is tenants' self-government by house committees.

Municipalities in the Netherlands make a contribution to the housing effort similar to that of house-building corporations (having built about one-eighth of houses constructed since 1900) and manage their property along similar lines, already described.

In Austria, Denmark and Norway municipal housing forms only a minor part of the national effort but whereas in Austria it is increasing somewhat in importance it is becoming less important in Norway. The municipalities of Oslo and Bergen have not built houses since before the war and are now transferring their dwellings to other forms of ownership, by co-operatives and joint stock companies. In Oslo a company with a staff of eleven is to look after forty-one co-operatives so formed.

PART II

REVIEW OF GENERAL ASPECTS OF HOUSING MANAGEMENT

A. Management Functions

The basic functions carried out in respect of all rented housing are allocation of tenancies, assessment and collection of rents and other charges, maintenance and repair, preservation of good order and office administration.

Most of these functions are carried out by managements, although allocation of tenancies and rent fixing are in some instances taken out of their hands and performed by other authorities. For instance, the National Committees in Czechoslovakia allocate vacant accommodation, while municipal rent boards (or the Minister of Housing in the case of the first lettings of houses built with the aid of Government loans) in Denmark determine what rents should be paid for new and re-let accommodation.

Certain other management functions beyond this basic list may be carried out in some cases but not in others. These may be regarded as comprising accommodation services and personal services. Accommodation services include the care of communal facilities (gardens, courtyards, laundries, creches, social rooms, etc.) the operation of central heating systems, sweeping chimneys of blocks of flats, and so on. In Czechoslovakia, housing offices arrange the clearing of dustbins and removal of rubbish which, in the United Kingdom, is carried out by local authorities for the benefit of all householders. Personal services as part of housing management are usually provided in connexion with social housing, e.g. the visiting of families which are in difficulties or in a chronically socially defective position, health visiting, liaison with welfare agencies on behalf of tenants in need of help, the sympathetic organization of transfers between dwellings and especially of slum dwellers moving into new accommodation, etc. Personal services of this sort are provided in Belgium by housing societies by municipalities and house building Corporations in the Netherlands, and in the United Kingdom by local authorities and by certain housing associations of a philanthropic nature.

It appears to be broadly true, therefore, that where an occupier provides himself with housing by his own efforts and with the minimum of outside aid management services relate to the condition of the accommodation and are not of the social welfare type. This is generally the case with co-operatives which embody a principle of self-help through mutual aid, and which, at least in West

European countries, are by no means confined to the lowest income groups. It may be noted that in Poland some of the co-operatives, that of Warsaw in particular, provide services which overlap into the social field. Privately owned rented housing may also be regarded as a class where the occupier provides himself with accommodation and the contract with the owner is of a commercial nature and not concerned with social considerations.

B. Control of Management Questions

The traditional position is that the owner of property takes all necessary decisions as to letting of property, termination of tenancies, amount of rent, etc. but in practice this position is often modified; from the review of housing management arrangements according to type of ownership, etc. carried out in Part I, it will be seen that a building owner can be subject to a variety of influences and that sometimes effective control lies elsewhere. In Czechoslovakia the National Committees maintain control of local housing from a national level, local operations being carried out under supervision and within terms of reference originating from the centre. This degree of central control is, however, fairly exceptional. Elsewhere, autonomous housing bodies are subject to some degree of Governmental supervision, or work within a framework of law. In Austria the public utility housing bodies are required by the Public Housing Law of 1940 to give an account of their activities and are subject to inspection by officers of their own national Federation. In Belgium housing societies control their own property but must conform to regulations imposing various priorities on the allocation of accommodation. In the Netherlands the Government limits the amount which may be spent on management of houses owned by housebuilding corporations while maintenance, levels of rents and tenants' responsibilities are also subject to Government supervision.

In Denmark the Landlord and Tenant Act lays down that the rent payable by a tenant shall be agreed by a municipal rent board. The Act also lays on the landlord responsibility for maintenance except as regards certain internal fittings, but this may be varied by agreement. As a temporary measure during the housing shortage the Act gives tenants security of tenure. Non-profit housing organizations submit audited accounts to the Minister of Housing who supervises their financial policy as revealed in their accounts.

Local authorities in the United Kingdom are more nearly in the traditional position of owners subject to no outside control, since the Minister of Housing and Local Government and other central housing authorities can only offer advice

on management subjects. Councils have however to administer their houses within broad terms laid down by legislation and are responsible to their electors.

Private owners might be expected to be nearest the traditional position but in many cases their rights are also limited. Tenants of the majority of privately owned rented houses in the United Kingdom pay controlled rents and enjoy security of tenure, whereas the tenants of local authority owned houses do not. A private owner may, moreover, be required by the local authority to carry out works to keep a house in a reasonable state of repair. In Poland the People's Councils manage the majority of privately owned dwellings which are in blocks of apartments.

Not only is control by the building owner modified by demands from superior or outside bodies, however, but in some instances control from below, or within, is exerted through tenants' participation or self-government. In the Netherlands the executive committees of housebuilding corporations include representatives of the tenants who may undertake the actual work of management in societies which are too small to employ many staff. Co-operatives usually operate on a basis of members' self-government through an elected board which determines all questions and employs staff (except insofar as these things may be left to a parent organization, if any) within general terms laid down by housing or company law.

The principle of social management in Yugoslavia deserves special study. This practice is being extended from economic activities to all apartment housing except small apartment houses in which the owners live. Tenants become joint-managers of the property they live in. The general framework is laid down by Federal law but it is left to republican and local governments to formulate systems suitable for local conditions. The general rule is that tenants elect from among themselves one house committee (of from three to seven members) for each apartment block, but one committee may deal with two or more small adjacent blocks where certain premises or facilities are used in common. To cast a vote in the election of the committee a tenant must be 18 years old or more and be the leaseholder of an apartment. The house committee insures the building against fire, decides what repairs should be carried out to the general structure and to individual apartments, grants leases, and employs caretakers who also collect rent. The committee also regulates the general use of the building and facilities in common use, apportions charges for such use and smooths out difficulties arising in that connexion.

One housing association is formed in each urban area from representatives of all house committees in the municipality to help in the solution of common problems through the agency of a housing board and technical services. The effect of social management has been to reduce the costs of maintenance in publicly owned property, and to raise the rate of maintenance expenditure in privately owned property where controlled rents and high maintenance costs had discouraged the owners from undertaking repairs.

Social management is confined to about 35 per cent of accommodation in urban areas, the great majority of Yugoslav dwellings being privately owned and managed, in rural areas.

C. Allocation of Tenancies

Before accommodation can be let the names of applicants must, of course, be reviewed and this indicates the necessity of keeping an up-to-date list or register of such applicants by the body responsible for allocation. In co-operative societies, such as OBOS in Norway, which are organized on the basis of parent and subsidiary societies, it will probably be the parent organization (as the 'open' part of the system, capable of continual growth) which will carry out this operation. In the case of OBOS allocation of members to a daughter society, which means in effect the allocation of accommodation to members on the waiting list, is governed by seniority of application. This is an appropriate criterion in a system which is not operated on a social basis.

In Czechoslovakia the National Committees have the right to instal tenants in vacant accommodation belonging to other owners, as well as in their own properties, selecting tenants according to their need.

While the Board of Management of a Belgian housing society will allocate their own houses (keeping a register for this purpose, in order of application) the choice of tenants is largely influenced by various priority claims conferred by law on particular classes of applicant, e.g. large families, former political prisoners or their legal successors, dwellers in slums or huttled camps, and, in mining areas, mineworkers, with priority for underground workers. Beyond these specified categories the general criterion is housing need.

Need is also the general test of selection for social housing in the United Kingdom. In England and Wales local authorities work under the terms of Section 85(2) of the Housing Act, 1936, which states "The authority shall secure that in the selection of their tenants a reasonable preference is given to persons who

are occupying insanitary or overcrowded houses, have large families or are living under unsatisfactory housing conditions". This rule determines the general policy without being unduly detailed and rigid. The Minister of Housing and Local Government issues, from time to time, general advice to local authorities on management problems and in this he is advised by the Central Housing Advisory Committee, a statutory body drawn from many interested and expert sources. Their Housing Management Sub-Committee has issued a number of reports on management since the war⁽¹⁾ with frequent references to the principles and methods which should be employed in selecting tenants. These publications take a firm stand against allowing such factors as seniority of application, or long residence in the area, to be given undue weight. A number of aspects of need are discussed and assessed, e.g. overcrowding, ill health, lack of a separate home, and other unsatisfactory housing conditions. The effect of current Government policy is to encourage local authorities to give priority to the rehousing of slum dwellers but the other factors are taken into account.

Non-profit housing in Denmark must be let to low-income families with preference for families with many children, old-age pensioners, disabled persons and the chronically sick. The allocation of privately-owned rented accommodation is, in certain towns, subject to the approval of a special municipal dwelling allotment committee but a landlord's proposal has to be agreed if the prospective tenant complies with requirements concerning the size and composition of his household and the duration of his residence in the municipality. In co-operative societies, however, the rule is that vacant dwellings are allotted in order of application.

D. Use of Accommodation

An important function of management of social housing is to secure that accommodation is fully and properly used, but to avoid overcrowding. With this end in view the larger Belgian housing societies undertake the organization of transfers of tenants; this task, amongst others, falls to social assistants. Considerable importance is attached to this in the United Kingdom also as it is considered that apparently severe housing shortages may sometimes be greatly eased if accommodation is rationally used. The Housing Management Sub-Committee of the Central Housing Advisory Committee has dealt with this in its reports "Selection of tenants, Transfers and Exchanges" and "Transfers, Exchanges and Rents".

In the former report an example is quoted of a local authority which built

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- (1) - Management of Municipal Housing Estates, 1945.
- Selection of Tenants and Transfers and Exchanges, 1949.
- Residential Qualifications, 1955.

three small dwellings for old people and were then, by a series of exchanges, able to satisfy the needs of twenty-two families who were previously inadequately housed. Local authorities are able to arrange such transfers because they retain full control of their houses, unlike the owners of rent controlled houses, whose tenants have security of tenure. The great majority of transfers are, however, carried through amicably. Voluntary transfers and exchanges are facilitated if they do not run contrary to the policy of full use.

The latter report goes into the subject more fully and recommends, amongst other things, that local authorities should allow exchanges between their own tenants and those of other authorities. The Sub-Committee has expressed the view, however, that a tenant should be allowed to have one vacant bedroom without the house being regarded as under-occupied.

The preservation of good order is also a matter of first importance if living standards of good tenants are not to be depressed by the bad example afforded by tenants who cannot run their houses properly. The Housing Management Sub-Committee has published a report "Unsatisfactory Tenants" (1955) which draws attention to the social welfare agencies which local authority housing managers may call on to help them in dealing with "problem families" and criticises the idea of segregating such families into colonies. It is recommended that they be placed in older property which sets a standard of rent and life which they can reasonably hope to attain. They should not be concentrated together in such property. The guiding principle of the report is that every effort should be made to re-habilitate and educate such families, not only on humane grounds but for reasons of economy also, as the cost of keeping an evicted family in welfare institutions is very high.

Problem families always cause more trouble than their numbers would suggest and in order to preserve a sense of proportion on this subject it should be mentioned that the report estimates that the number of tenants obliged to leave council houses in England and Wales in each year as a result of notice to quit represents only about 0.1 per cent of tenancies.

Social housing organizations in the Netherlands also regard their housing work as including an important element of social education and employ visitors with psychiatric-social training for this purpose, calling in the aid of social welfare institutions where necessary.

A landlord is, in Denmark, responsible for good order in the house and failure to comply with his directions constitutes a ground for determination of a tenancy.

E. Rents and Other Charges

The fixing of rents, having regard to subsidies received and other considerations, is an important management function which may however be taken out of the hands of management by governmental or legal control.

In Poland rents are fixed at a level which does not permit of full repair and other management service without government subsidy. In 1955 revenue from tenants of dwellings managed by People's Councils covered 63 per cent of management costs only. Rents are fixed by reference to the area, category and position of an apartment, and its fittings and facilities, and also by reference to the employment of the tenant. A professional person or business man pays the full rent, members of craft co-operatives, small independent craftsmen and disabled persons engaged in retail trade pay half rent, and workers, state employees, other wage earners, retired persons, invalids and students pay a modified pre-war rent. Because rents fixed in this way do not cover the costs of operations and upkeep, other charges have been introduced. A private owner administering his own building has to present accounts to his tenants in regard to these charges, which are based in this case on actual expenditures. In houses managed by People's Councils tenants pay, monthly, an amount fixed by the Council; heating is an additional charge. With extra charges, however, rent only amounts to 5 per cent at the most, of the income of wage-earners, retired people, small craftsmen, etc.

Tenants of Belgian housing societies pay on two scales, prescribed by the Royal Decree of 21 December 1954, according to the date the foundations of the building were approved: if before 10 May 1940, the rent is between 200 per cent and 300 per cent of the rent at 1 August 1939; if after, the rent must be between 3.25 per cent and 4.25 per cent of the total cost of the property, including land. The National Society approves the fixing or alteration of rents collected by its approved societies.

There are however reductions of rent for families supporting more than three children. These reductions may be of 10 to 25 per cent of the rent of houses built before 1940, and 20 to 50 per cent of those built after. A law of 7 December 1953 transfers the cost of these reductions to the State, for the encouragement of slum clearance. A housing society must, however, cover its running costs (as well as capital repayments) from rents received.

Local authorities in the United Kingdom are free to fix rents at any reasonable level they wish and may reduce rents if they think the circumstances of a tenant justify their doing so. They must, however, make their annual income from rents plus government subsidies balance capital repayments and interest payments on the cost of providing the houses, plus management expenses and other outgoings; and if necessary they must make up any deficiency in their housing revenue account (balanced annually) by payments from their general income from local government taxes (the rates). If therefore they reduce rents to poorer tenants they must either charge more to others or find the amount of the reductions from the rates. It is within these terms that Councils have freedom to fix rents and a number are now operating Differential Rents Schemes, whereby rents are adjusted according to the income of the tenant. The various ways in which rents can be adjusted were discussed by the Housing Management Sub-Committee of the Central Housing Advisory Committee in its report "Transfers, Exchanges and Rents".

Where, however, a housing association enters into an agreement with a local authority whereby the association receives the Government subsidy which would have been paid to the Council if they had themselves built the houses, the rents to be charged are subject to the approval of the authority and the Minister.

In the Netherlands a number of dwellings and hostels for aged persons have been built by private non-profit making bodies since the war, the rents of which may be reduced where the tenant has only a low income. The resulting losses are borne equally by the state and the municipality. Housebuilding corporations and municipalities build houses for slum replacement with the aid of Government subsidies. Rents are fixed at a lower level at first and gradually raised to normal levels. Rent reductions may also be given to old people of low income living in dwellings provided by these bodies. Nevertheless the general level of rents is subject to the approval of the Minister of Reconstruction and Housing.

F. Housing management Staff

Except in such cases as that of social management in Yugoslavia and small co-operatives in the Netherlands where committee members undertake management functions, or the use of solicitors' or property agents' services in some other west European countries, the direct employment of full-time staff to carry out the day-to-day administration of housing is customary. The greater the number of houses that are controlled as a group the better will be the chances of employing specialist staff of good quality.

In the United Kingdom it is generally accepted that a local authority rent collector may be expected to collect about 130 to 140 rents a day if he is, at the same time, to act effectively as the first line of contact between management and tenants. Where 800 to 1,000 houses are controlled by a single council, it is thought reasonable to employ a housing manager, though not all authorities owning this amount of housing do so. Large authorities not only carry specialists staffs to deal with administration but also find it advantageous to employ maintenance staff. Even small authorities frequently employ one or two workmen to carry out minor repairs, larger jobs being put out to contractors. It is found, however, in the Federal Republic of Germany that technical staff are not usually employed as they cannot compete with private contractors. It is there, also, that full-time administrative staff are thought to be justified only where 1,000 dwellings or more are administered. Smaller co-operatives, with full-time staff employ them mainly on dealing with new construction. Full or part-time caretakers appointed for larger private estates also collect rents and carry out minor repairs. The largest of the housing administrations set up by the National Committees in Czechoslovakia are able to carry a maintenance organization for urgent minor repairs; the typical administration is run by a manager, and a chief accountant, assisted by a collector of rents and other charges, a person in charge of maintenance, a cashier, a book-keeper, porters, furnacemen, cleaners, etc. A housing administrator in Poland, however, controls a staff of concierges.

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In Norway 4,605 former municipal flats in Oslo are to be administered under new arrangements by a central company serving forty-one co-operatives. A staff of eleven is to be employed, including a director, an office manager and a maintenance clerk. The Oslo society OBOS employs, under the direction of a managing director, seven secretaries, each of whom manages about 4,000 dwellings owned by some twenty subsidiary societies. These general administrators are assisted by seven technical inspectors - a carpenter, a mason, an electrician, two plumbers, two painters - to advise what works are necessary and to control their execution. Work is done by outside firms, as OBOS does not employ workmen.

In Austria a total of 800 staff of all kinds are employed by the 361 public utility housing enterprises, to manage some 115,000 dwellings. In Yugoslavia the use of house committees in socially managed apartment houses reduces the need to employ full time staffs; caretakers are employed who also collect rents.

In the social housing sector where the management service may extend into the field of general welfare, specialists trained in particular aspects of welfare work may be employed. In the Netherlands women housing inspectors with psychiatric-social training assist those socially weak families, tenants of municipalities and housebuilding corporations, which need special support to help them cope with the problems of life; this is part of a definite policy of social education for such families. In Belgium visiting nurses and social auxiliaries are employed for the benefit of tenants of housing societies as regards health and general social welfare needs while in large groups of 1,000 to 2,000 dwellings one or two social assistants are employed.

Rent collection

In the United Kingdom and the Netherlands rents are normally collected weekly in cash by collectors who may be employed in other management duties as well, and in socially managed dwellings in Yugoslavia by caretakers or other persons appointed by the house committees.

The weekly collections from local authority houses in the United Kingdom normally include local government taxes (rates) and water charges (the water rate). The gross sum is called the "inclusive rent" while the true rent, paid by itself, would be called the "exclusive rent". This practice of paying additional charges with the rent is common in small privately-owned rented houses also, the landlord making himself responsible for paying the charges in bulk.

As an alternative to house-to-house collection, Belgian housing societies hold an account in the Post Office into which tenants make payments. Arrears of rents are collected by the managements as far as possible, with recourse to legal processes as a last resort. In the report "Unsatisfactory Tenants" local authorities in England and Wales are advised to tackle avoidable arrears at the earliest possible moment while the debt is still small enough for the tenant to feel that it is within his powers to pay it off - say after two weeks' arrears have accrued. It is further recommended, as part of the welfare aspect of the work, that family circumstances in such cases should be investigated so that only wilful defaulters are treated rigorously.

Rents are paid monthly to Norwegian co-operative societies through a bank - never collected at the house. Collection in Denmark is by direct payment to the management office, or through a bank or savings bank, or by postal order, but not apparently, by door to door collection. The Minister of Housing recommends that

rents of non-profit housing should be paid through a bank, savings bank or by postal order to avoid the possibility of fraud. Where central heating is provided all tenants make a weekly payment on account, and once a year any excess cost is apportioned to the tenants. Failure to pay rent or other charges constitutes ground for determination of a tenancy.

In Czechoslovakia a tenant pays to the lessor of his apartment a rent fixed by the National Committee. If this is not paid promptly the lessor may impose a fine of 1/1000th part of the amount due, per day.

G. Responsibility for Maintenance and Repairs

In Austria the landlord must keep the structure of a building (and, in apartment houses, its communal spaces and facilities) in good order and repair, while the tenant looks after the fittings and internal decoration of the accommodation of which he has the private use. This is a fairly typical situation and may arise in practice even though a general policy has been embodied in law to make the landlord responsible for an extended range of duties, especially where rent controlled houses are concerned. This has been the trend in Denmark and in the Federal Republic of Germany. In the former country the general rule under the Landlord and Tenant Act is that tenants are responsible for such items as locks and keys, window glass, water and gas taps, w.c. and other basins, baths, switches and refrigerators. But special agreements are commonly reached whereby tenants assume responsibility for all internal repair. An investigation into 72,000 flats belonging to non-profit housing organizations showed that the landlord was responsible only for external work in 63,000 dwellings and in 1,000 dwellings had no maintenance duty at all.

In Poland the administrator will undertake works to the roof and other exterior or communal parts of a building, repair burst pipes and carry out repairs within dwellings where defects arise which are not the fault of the tenants. Tenants are responsible for all work caused by their own action and for interior decoration and small repairs to woodwork, windows, etc.

In the Netherlands the responsibilities of a tenant of a dwelling provided under the Housing Act are laid down by the Government, in detail. They include internal decoration, window replacements, locks and hinges, good order of gutters, sinks, w.c's etc., attention to water taps and frozen pipes, minor electrical work, chimney sweeping once a year, maintenance of gardens and clipping of hedges.

Maintenance of communal spaces is also charged to tenants, except where gardens are kept up by the municipality as being of benefit to the general public. Government supervision of maintenance of this type of housing over a number of years is considered to have kept the dwellings in a satisfactory condition.

The general rule as regards dwellings owned by Belgian housing societies is that the societies undertake large repairs, maintenance of walls and roofs, common services and grassed areas, while tenants undertake internal decoration and attention to fittings, installations and movable parts within their own apartments.

The tenants of the Norwegian co-operative society OBOS are financially responsible for their own internal decorations and repairs, while external repairs are paid for from the subsidiary society's repairs fund. Small repairs are met by the tenants by direct payment but general redecorations and other larger items are paid for out of an internal maintenance fund held on behalf of each tenant by the subsidiary society. This fund is built up by payments of kr 5 a month, included in the rent. The fund cannot be touched for the first three years of tenancy and only thereafter with the permission of the Board. If work which has to be done exceeds the amount held in a tenant's fund he must find the excess in cash. If a tenant moves his fund is used to redecorate the apartment; if it is not sufficient the remainder is taken from his deposit. In municipal housing in Oslo and Bergen the municipalities carry out repairs and redecoration and have found that tenants' demands are greater than in comparable private projects, while the flats are treated with less care. It is these facts, coupled with the fact that rents cannot easily be raised, while tenants who often do not need municipal aid are well protected against eviction, which has led to the decision to convert municipal housing to other forms.

In the United Kingdom also the tenant of municipal housing is not generally responsible for any but minor repairs, but the position in each district depends upon the policy adopted by the local council. Some councils prefer to carry out all decorations themselves on a periodical standardized basis. Others permit tenants to carry out their own interior decorations while the majority make the tenants responsible for all interior decoration. The attitude of the last two categories of council is influenced not only by considerations of economy but also by the idea that a tenant should be able to arrange his home to suit himself, although extreme or eccentric ideas are not particularly encouraged. The idea of the tenant's reasonable freedom in this matter occasionally gives rise to

difficulties, as for instance, when a local authority wishes to deal with space before dwellings as a communal lawn but tenants wish to have their own front gardens. Local authorities are not subject to any rules in this general field but work out their practice against the background of local custom and opinion.

Privately owned rented accommodation in the United Kingdom has been largely subject to rent control and the general position shows itself again, that the landlord is responsible for structural matters while the tenant has generally come to expect that internal decorations and small repairs are his responsibility. The position is not clearly determined, however, and the practice may vary from house to house. Structural repair as a whole must however remain the landlord's responsibility as local authorities wield extensive compulsory powers to require works to be carried out to render houses sanitary and habitable and it is the landlord who has to obey Orders made under this legislation.

H. Costs of Housing Management

Where management expenses, including costs of repairs and maintenance, are capable of being expressed as proportions of rent the figures show some variation. This may be due to the rather more extensive services provided in connexion with social housing compared with some other types of housing and is also influenced by the degree to which rents are reduced by subsidization.

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In Denmark the management expenses for houses managed by solicitors are laid down in a scale - from 2 per cent to 3 per cent of rents and heating contributions handled. Generally the rate is fixed at 4 per cent. The 1954 accounts of non-profit housing organizations show that management expenses were, on average, 4.6 per cent of rents, exclusive of heating contributions. The average proportions are higher in Copenhagen than in rural districts, higher in flats than in small houses, and higher in houses managed by management societies than in houses managed by the organizations themselves. It would appear that the proportions of rent quoted for Danish management do not include repairs and maintenance.

In the Netherlands the Government lays down standard rates of management expenses and maintenance costs for social housing. These are respectively about 2.5 per cent to 5 per cent and 15 per cent to 35 per cent of gross rent, averaging about fl 12.75 and fl 81 per house per year.

In Austria the expenses for new houses sold as flats for owner-occupation are estimated to be $1\frac{1}{3}$ per cent of building cost, amounting to 160 schillings a year for a 2-roomed flat, compared with an average range of 100 to 180 schillings per year for new dwellings as a whole. It is estimated that management charges vary between 5 per cent and 10 per cent of the rent.

Detailed figures given for a sample of nearly 8,000 houses controlled by fifteen Belgian housing societies show that management expenses as a proportion of rent amount to about 9 per cent for both older and newer houses. Societies owning only houses built before 1940 had to pay 28 per cent of their rent income on repairs, whereas societies owning only houses built since 1940 had to pay less than 4 per cent, on the average. Societies owning both old and new houses paid on the average 21 per cent of rent income for repairs. In aggregate, therefore, the societies with older houses paid 38 per cent of their rent income for management and repair, those with newer houses paid only 12 per cent and those with both new and old paid 30 per cent.

These figures are not dissimilar from those for local authority houses in the United Kingdom. The financial statistics of an extensive sample of such houses in England and Wales reveal that average management expenses were about 11 per cent of rent income in the sample of 1,852,322 houses during the financial year 1954-1955. Repairs were 27 per cent of rents, so that aggregate management and repairs expenses were an average of 38 per cent of rents. It must be remembered, however, that these were not full economic rents but were substantially reduced by Government and local authority subsidies.

In Poland aggregate management expenses exceed income from rents, owing to the method employed to fix rents, often at a very low level. It is difficult, therefore, to determine a proportion between these two considerations. In Yugoslavia high repair costs combined with rent control reduced the amount available for repairs below what is desirable and rent increases have been enacted to redress the position. In this case also, therefore, it is at present difficult to relate costs to rents.

In the Federal Republic of Germany it was estimated in 1924 that 4 per cent of rent was a suitable proportion to use for management costs but it is recognized that this is now quite inadequate. Presumably this proportion did not include repair costs. Maintenance costs allowed for houses let for the first time before 1948 may, under statutory price control, reach 25 per cent of rent, subject to

a maximum of 4 DM/m^2 of habitable floor space. This is a higher proportion than customary due to lack of adequate maintenance during and since the war.

I. Staff Training and Qualification

Housing management is not everywhere regarded as a separate profession for which specific advanced training is necessary. Practical training by actual service in the employment of a housing body is the basis of competence in this branch of work, and in the Netherlands and Norway only this practical training is provided. This is generally the case in Denmark also but directors and managers of non-profit housing organizations may attend annual courses arranged by their Federation. Solicitors who undertake management will necessarily be legally qualified while the employment of chartered accountants is required for the preparation of accounts.

In the Federal Republic of Germany the larger housing societies undertake the practical training of their younger employees and some of the Technical High Schools and Universities arrange special lectures and seminars. The national organization of non-profit making housing societies arranges courses and classes for members, who can prepare for a final examination. In Austria professional housing managers must obtain licences which are issued by the public authorities after an examination and on proof of reliability. Courses are provided by professional institutions and some commercial schools, working up to an examination.

In Czechoslovakia the housing offices of the National Committee train persons engaged in the technical aspects of management and in Poland administrative personnel may attend annual courses, lasting from three to four weeks, arranged by the Ministry of Communal Economy or the People's Councils.

In the United Kingdom the housing manager has achieved general recognition as a professional specialist for whom it is appropriate to provide advanced training in addition to practical experience. There are examinations in Housing Management for which a number of local authorities, housing societies and other bodies provide organized training and the Society of Housing Managers arranges training in the offices of members. Qualifications include B.Sc. in estate management (London and Cambridge Universities) the professional examination of the Royal Institution of Chartered Surveyors (Housing Management Section), the Housing Manager's Certificate of the Royal Institution of Chartered Surveyors, and the examination of the Institute of Housing. Where there is sufficient demand, evening classes in subjects relating to housing management can be provided by most evening institutes or technical colleges.

The specialist and professional status recognized by these arrangements has probably been made possible by the existence, mainly in the hands of local authorities, of a large number of groups of houses of sufficient size to justify the appointment of specialists. There are more than 1,760 housing authorities in the United Kingdom, the great majority of which own more than the number of houses (800 to 1,000) for which the appointment of a full-time manager is justified.

* * *

GENERAL CONCLUSIONS

1. Legislation is an important instrument in many countries for determining management policies in relation to repairs and maintenance and, as regards social housing, the selection of tenants.
2. Comparisons of the cost of repairs and management, taken as proportions of rent, are unreliable when undertaken without the fullest information as to the basis on which rents are fixed and the costs which are charged as management or repairs.
3. There appears to be scope, in many countries, where large blocks of property are in single ownerships, for the employment of trained housing managers possessing a recognized qualification.
4. Where the scope of housing management includes liaison with sources of social assistance it is possible that many problems, such as the avoidance or collection of arrears of rent, are more easily solved.
5. There is a wide variation in the amount of attention which is paid to management aspects and it might well be that greater attention to the subject would, in many countries, produce worthwhile results.

* * *

POINTS FOR DISCUSSION

Allowing for the fact that housing management is a fairly complex function very few matters have been indicated as presenting real difficulty to member countries at the present time. The Danish contribution did however mention that an exchange of experience would be welcomed concerning:

- (a) contravention by tenants of tenancy agreements.

(b) the size of management expenses in non-profit housing. The Norwegian contribution also mentioned:

(c) difficulties in the management of municipal housing. In this connexion the United Kingdom considers it would be useful to discuss:

(d) the extent to which costs of management and of maintenance are lower in the case of certain types of housing association, particularly those with a co-operative basis, where the tenants are partially responsible for management.

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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

FORMULATION OF HOUSE-BUILDING PROGRAMMES

ANNEX IV

LONG-TERM PROGRAMMES: POLAND

1. The planning of house-building in the light of the organization of economic planning

In national economic planning in Poland a distinction is made between annual plans, long-term plans and "remote plans". Hitherto, the first two kinds of plan in particular have been developed and applied.

Economic long-term plans⁽¹⁾ fix general targets that are mutually co-ordinated in the development of the national economy, particularly in the sector dealing with the growth of the national income and its distribution between the consumption and capital accumulation sectors, the greater part of the latter of which is accounted for by investment; in addition, such plans fix the size and aims of the investment programme. The annual economic plans are then drawn up on the basis of the long-term plans, the investment and production programmes foreseen for the different sectors of the national economy being treated more thoroughly with the aid of a more detailed analysis of the relevant economic factors and by taking into consideration the results of the plans for previous years.

Experience has shown that the period covered by the long-term economic plans is often too short to enable the most important economic problems to be solved and the main lines of the development of certain essential sectors of the national economy to be laid down in the way in which they ought to be laid down; hence the decision to establish "remote plans" covering a period of 15 to 20 years, the preparation of which calls for lengthier studies. At the present

(1) Three-year Reconstruction Plan (1947-1949), Six-year Plan (1950-1955) and the current Five-year Plan (1956-1960).

moment, in accordance with the relevant directives on the development of certain key branches of production - metallurgical works, mines, electric power - work covering a very long period has already been started. Similar studies have also been undertaken in other sectors of the economy - for instance, inland waterways. The plans are drawn up by the State Economic Planning Committee in collaboration with the different ministries and regional authorities, the latter being responsible for local requirements. The scientific institutes and centres of the Polish Academy of Sciences also participate in the methodological and preparatory work. The national economic plans are voted and adopted in the form of Laws promulgated by the Diet. The regional plans - for the "województwa" [provinces]-communal plans and the plans drawn up for some of the larger towns are voted by the appropriate People's Councils.

House-building plans are prepared within the general framework of the economic and investment plans and, like these, cover both annual and longer periods; in particular they are linked with the plans laid down for the development of the building industry, which ensure that the building enterprises proper will be able to carry them out. In the course of this co-ordination, many questions must be analysed and decided: investment and supplies for equipping the building enterprises, the supply of building materials, availability of labour, the determination of the course and rhythm of the application of technical advances, and hence all the problems of productivity, the reduction of the cost of building and the like.

In towns and workers' urban housing estates, the house-building plans cover the whole of socialized building, i.e., the building of larger housing schemes (workers' housing estates) undertaken by the Central Administration for Town Building (ZOR), dispersed building, carried out by other State undertakings and the People's Councils, and co-operative building. Investment credits for building workers' housing estates include provision for the corresponding social services. The plan also includes - apart from socialized building - building by private individuals helped by State subsidies. Certain sections of the housing budget also contain provisions concerning the scope of private building carried out without State aid.

The planning of house-building in rural communities covers building associated with the socialized farming sector. Here progress is very much slower than in urban building.

In house-building, as in other sectors of the economy, the need is felt for a "remote" plan covering a period equivalent to two or three long-term plans. The Housing Institute has made preliminary studies and settled the methodology for preparing such a plan.

2. General principles of the Six-year and Five-year Plans

Under the Six-year Plan, the house-building targets were 723,000 living rooms in the socialized sector and 785,000 living rooms in towns, including private building. The first aim was to provide dwellings for workers entering newly-created industries and to help to improve the housing conditions of the population. Quantitatively speaking, the targets were hit, for house-building in towns and workers' urban housing estates provided 817,000 living rooms, of which 768,000 were allotted to occupants under the socialized building programme. Nevertheless, the housing situation during the implementation of the Plan must be assessed critically. The number of dwellings built - despite the substantial increase in building by comparison with the pre-war period - proves very inadequate when matched with the demand created by a very rapid natural increase in population and by the influx of hundreds of thousands of people into the towns and industrial centres. Outside the main centres where building is concentrated, the average density of occupancy for the country as a whole has risen to about 1.6 to 1.7 persons per room.

Whereas the Six-year Plan provided for the rapid industrialization of the country, the essential aim of the Five-year Plan is to ensure an increase in industrial and agricultural production which will make possible an immediate and substantial rise in standards of living. The expansion of house-building too must be one of the factors making for the improvement of living conditions. While the national income will rise by nearly 50 per cent during the Plan, investment will be some 45 per cent higher than in the five preceding years (1951-1955) at constant prices. It will amount to nearly 318,000 million zlotys. At the same time, the volume and aims of investment will be modified. The share of investment allotted to industry will be reduced from 48.3 per cent to 43.9 per cent, whereas that allotted to agriculture, to social and cultural improvements and to house-building will be increased, housing's share for the period of the Plan being 14.4 per cent, against 10.7 per cent for the period 1951-1955. This increase will make it possible to expand house-building, and it is planned to place a total of

1.2 million new living rooms at the disposal of occupants in urban districts during the Five-year Plan. This programme will check the adverse trend mentioned above and enable a start to be made on improving the housing situation. Parallel to the increase in socialized building, the plan provides for an expansion of building by private individuals both in towns and, particularly, in rural areas, for which the State will give aid in the form of materials and credits. House-building in rural areas is not included in the figure of 1.2 million living rooms mentioned above.

3. Method of drawing up the house-building programme under the Five-year Plan (1956-1960)

Work on the plan was begun at the end of 1953 and the beginning of 1954, and was directed by the State Economic Planning Committee within the general framework of the Five-year Plan. That part of the work dealing with planning methods, the assessment of requirements and the drafting of the proposals made in the programme of building and the distribution of the latter over the various regions of the country, was carried out by the Housing Institute. After comparison with the general investment picture, the proposals were given a first reading by the State Economic Planning Committee in the light of the needs put forward by the regional authorities and those advanced by the economic authorities. Independently of this analysis undertaken at the planning stage, and before the submission of the plan to the Diet, the problems of house building under the Five-year Plan were widely ventilated in public.

There follows an account of certain methodological problems bound up with the planning of the house-building programme, of the more detailed projects of the Five-year Plan in this field, and, in particular, of questions relating to:

projects for the standardization of dwellings;

the analysis of the extent of requirements and that of the building programme; and

the relationship between the investment programme and the problems arising out of the execution of the building plan.

(a) Projects for determining the extent to which housing requirements will be met (standardization of dwellings)

In view of the difficult housing situation and the prime necessity for a quantitative increase in building, the occupancy norms for living space and volume per inhabitant in force during the preceding period of socialized building were maintained.

These norms are based on the following allowances:

- Living space: 7 m^2 per person,
- Useful space: 11 m^2 per person,
55 to 60.5 m^3 per person,
84 to 92.4 m^3 per living room,
1.53 occupants per room.

An increase in the value of the new dwellings could be contemplated only from the angle of improving the quality of building: certain improvements in the installations and finishing, without a corresponding increase in building costs.

As regards the installations, the dwellings will have the essential services: water, drains, bathrooms, electricity. Many of the new dwellings to be built - more than half - will also have gas laid on and central heating.

Since it is likely that one-or-two-storey houses will be fairly numerous both in the socialized sector and in private building, and that some of them will be situated in centres where there are no central communal services, special directives have been drawn up regarding the equipment and density of building, and, where appropriate, the size of site for single-family houses.

The living room is the basic unit in the long-term building programme. Nevertheless, the provisions governing the preparation of projects allow the dwelling also to be used. Taking as a basis the size of households living in the new workers' housing estates, the following strict directives have been given for the largest schemes:

- | | |
|---|--|
| about 10 per cent of dwellings must have ... | one room, with kitchenette in an alcove ⁽¹⁾ |
| about 43 per cent of dwellings must have ... | one room and a kitchen |
| about 37 per cent of dwellings must have ... | two rooms and a kitchen |
| about 8 to 10 per cent of dwellings must have | three rooms and a kitchen |
| up to 2 per cent of dwellings must have ... | four rooms and a kitchen |

In these schemes, the average size of a dwelling will be 2.5 rooms.

According to the statistical data for recent years, the average size of dwelling used to be slightly larger, comprising 2.8 rooms.

(1) Alcoves with kitchenette are not regarded as "rooms".

(b) Analysis of the extent of requirements and that of the building programme

The method of assessing requirements is largely bound up with their size and intensity and with the extent to which they can be met by building. The smaller the prospects of doing so, the less the importance which seems to be attached to an accurate assessment of the aggregate requirements, attention being concentrated on the most urgent problems.

The pre-war housing situation in Poland left much to be desired, and it was considerably aggravated by war damage. The need to meet the constantly growing requirements precluded the development of more accurate methods of assessing housing requirements and planning building programmes.

During the Six-year Plan, the house-building programme was mainly based on the assessment of requirements connected with the construction and expansion of industrial plants and to the concomitant increase in the labour force. This assessment, in which representatives of different economic sectors took part, provided the basis for allocating the dwellings actually built by ZOR and for fixing the volume of other building.

This method was responsible for all the mistakes made in the assessment of real dwelling requirements connected with the development of industry (difficulties in determining requirements; even in the case of the large enterprises, particularly because it often happened that more than one member of a family worked for the same enterprise), and led to the under-estimation of the requirements of the population employed in the public services and in small enterprises.

In drawing up the Five-year Plan, the work was based on a more thorough assessment of regional requirements, account being taken of the following factors affecting dwelling requirements in the towns and workers' urban housing estates:

- increase in the population due to natural growth;
- increase in the population due to population movements;
- requirements for renewing the housing stock as a result of age and of demolition for town-planning purposes;
- improvement in the housing conditions of the worst-housed members of the population.

The analysis of requirements due to the increase in the labour force in the key branches of the economy - primarily in heavy industry and transport - was

retained as a guiding factor. The following are the estimated requirements in urban dwelling:

The natural increase in the urban population during the period of the Five-year Plan has been estimated at about 1.1 million (assuming that the average rate of increase will be about 18‰, or slightly less than during the Six-year Plan). In the first version of the Plan, it was estimated that population movements due to the demand for manpower would affect about 400,000 persons; however, this figure was subsequently considerably reduced as a result of major modifications in the Plan. In 1954, the net increase in the urban population due to population movements was estimated at 102,000; in 1955, it had fallen to about half that figure. As to the requirements for renewing the housing stock, it is believed that during the Five-year Plan these will be higher than in recent years, since it will be essential to ensure the more regular replacement of decrepit buildings. It is likely that in the towns wastage due to dilapidation will amount to some 120,000 rooms during the whole of the plan period, in other words, that about 0.33 per cent of the housing stock may be affected each year. As a preliminary estimate of requirements for renewing the housing stock, the figure of 150,000 rooms has been accepted, albeit with some hesitation.

In order to meet the known new requirements - assuming that the density of occupancy will be 1.53 persons per room - between 900,000 and 1 million living rooms will have to be built. This figure already reflects some improvement in housing conditions compared with current conditions, for the proposed density of occupancy of the new dwellings (1.53 persons per room) has been fixed at a lower figure than the present one (1.7). Ten per cent less building than the target figure would suffice to maintain the existing level. Each room built over and above the foregoing figure would represent a further improvement and would reduce the density of occupancy of the dwellings.⁽¹⁾ Compared with requirements, however, these prospects are not very significant.

(1) It should also be noted that in the aggregate volume of house-building provided for in the Five-year Plan (1.2 million rooms), 5-8 per cent of the new buildings will probably be situated on housing estates not enjoying urban rights. Hence, for the administrative areas of the towns to which the above estimated requirements relate, there will be a corresponding decrease in the number of living rooms built.

The distribution of building over the different regions of the country covers 19 regional units - the 17 "województwa" and the two largest towns of Poland - Warsaw and Lodz - which are also separate municipal "województwa". The housing situation in 100 towns of more than 20,000 inhabitants and in all the towns of Upper Silesia was also analysed. The increase in manpower reflecting the rate of development of an industrial centre, the concomitant influx of population and the natural growth of the latter provide the basis for fixing the regional distribution.

(c) Relationship between the investment programme and the problems arising out of the execution of the building plan

As has been mentioned, the final extent of the investment programme for house-building under the Five-year Plan was fixed on the basis of an assessment of the general economic outlook as regards the rhythm of development of the different sectors of the national economy and of the economy as a whole. This assessment was supplemented by the work of the planning authorities and by a more accurate analysis of the possibilities of developing the production of building materials, the latter covering not only house-building proper but also all the work of the building industry.

The fact that the building-materials industry could not meet the constantly growing demand resulting from the expansion of building caused, and is still causing, serious difficulties.

The shortage of building materials is one of the main factors which has restricted the large, but still inadequate, increase in building in towns and rural communities. That is why the Five-year Plan fixes for the building-materials industry a number of targets entailing a considerable increase in output: of cement, to 6.8 million tons - a 78 per cent increase over 1955; and of bricks, to 399,000 million - an increase of 56 per cent. The production of silicates, plaster blocks, slag blocks, aerated concrete blocks and large stone wall slabs will also be stepped up. The building materials situation must also be improved by making the greatest possible use, especially in rural building, of local materials, such as slag, stone, reeds, clay and so on. Expansion of the production of materials for equipment and installations is also provided for.

The second factor limiting the expansion of building is manpower. Since the plan lays down that the drift of rural manpower to the towns must be checked in

the interests of agriculture, an increase in productivity is essential. The Five-year Plan envisages an increase of 40 to 45 per cent in productivity in building, to which end the industry's primary task is to increase prefabrication and its own mechanization and industrialization, all of which calls for an expansion of the prefabricated components industry and the supply of equipment and machinery to the building industry. Accordingly, the percentage of profits allocated to investment will be increased under the Five-year Plan to 4.7 per cent in the case of building enterprises, as against 3.6 per cent during the five previous years.

These problems are of particular importance in the house-building sector, which will be expanding more rapidly than any other branch of the building industry. In 1960, more than 300,000 living rooms are to be built (whereas only 165,000 rooms were handed over for occupancy in 1955).

(d) Means of guaranteeing the social effects of the house-building plan

The house-building programme raises a number of extremely practical problems, both economic and social: the satisfaction of the new housing requirements of the growing urban population; the improvement of the housing conditions of that part of the population which is worst off in this respect; and the renewal of decrepit housing stock and the provision of new dwellings for its occupants.

The accomplishment of these tasks will largely depend on the way in which the dwellings are distributed and on the allocation of new dwellings to those whose needs are greatest.

In socialized building, where rents are very low, housing policy based on the norms of density of occupancy will ensure that the requirements are equitably and justly met.

The People's Councils will have increasing responsibility for ensuring the fair distribution of new dwellings, for they are better placed to estimate the requirements of the local population than the different enterprises through whose intermediary most new dwellings were distributed during the Six-year Plan.

As to the private building sector, which is not affected by the regulations governing the occupancy of dwellings, the financial policy followed, and the system of social control of the use of building credits and other forms of aid, will regulate the social effects of the house-building plan.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

(item 8(b) of the provisional
agenda for the thirteenth session)

FINANCING OF HOUSING

Note by the Secretariat

At its twelfth session the Housing Committee "took note of HOU/Working Paper No.31 which drew attention to a resolution on financing of housing in Europe adopted by the Economic and Social Council and discussed the possibilities of further work by the Committee in the field of housing finance. It agreed in principle that an ad hoc meeting of experts on the financing of housing should be called in the course of 1957 and decided to consider further at its next session the scope and organization of such a meeting on the basis of detailed proposals which should be drawn up by the Secretariat in consultation with experts in housing finance. The Secretariat was asked to take into account the desirability of a continuation of the work on co-operative housing which had been initiated in European Housing Trends and Policies in 1955 (HOU/WP.1/Working Paper No. 3 and Add.1), particularly in relation to financial problems. The following agreed to assist the Secretariat in this matter: Mr. Salaün (France), Mr. Seip (Norway), Mr. Andrzejewski (Poland) and Mr. Jenks (United States). It was also suggested that an expert from another eastern European country, an expert from a southern European country and an expert from the International Co-operative Alliance should, if possible, be associated with this work." (E/ECE/HOU/59, paragraph 8). Subsequently, Mr. Di Lorenzo (Italy) has agreed to serve as the expert from a southern European country.

It has not been possible to have systematic discussions with the rapporteurs and to evolve agreed proposals. The following proposals are put forward by the Secretariat, taking into account, however, such discussions as have been possible with some of the rapporteurs. The starting point of the work envisaged by the Committee should be that already carried out by the Housing Committee in recent years. The first step was the report on "Methods and Techniques of Financing Housing" (E/ECE/IM/HOU/38) published in February 1952. The purpose of this

report was "to describe and compare financing techniques as they were up to about the middle of 1951. The position differs too widely from country to country for such comparisons to do more than provide a possible explanation of differences in policy: no attempt has been made to assess the efficacy of the policies pursued. The report has therefore been confined to an attempt to outline certain financing problems which appear to be common to most, if not all, of the countries studied; to stress certain difficulties which appear to arise and to describe in some detail the methods employed in a particular country where they appear to be outstandingly effective or original" (E/ECE/IM/HOU/38, page 2). This report was subsequently summarized briefly and brought up to date in the paper on "European Housing Progress and Policies in 1953".⁽¹⁾ Attention should be drawn in particular to this summary on the principal financial measures used by the state, at the central or local level, to promote or assist the building of dwelling houses. These methods are:⁽²⁾

- (a) building for the account of public authorities for letting;
- (b) granting of loans;
- (c) capital subsidies;
- (d) annual subsidies;
- (e) guarantees;
- (f) tax concessions;
- (g) other methods for channelling private capital into house building.

In the annual report for 1953 there was also a discussion of financial charges, with particular reference to the division in the long run of current housing expenses between the state and the municipalities, on the one hand, and those occupying the houses on the other. This discussion was concentrated in particular on a comparison of interest rates on public housing loans, private mortgage loans and the long-term rate of interest; and on the amount of housing subsidies granted in various countries.⁽³⁾

The next step was a critical examination in the 1954 housing survey of some current problems in the financing of housing.⁽⁴⁾ The principal feature was a

(1) E/ECE/189, Section III, Geneva, 1954.

(2) E/ECE/189, pages 25 to 29.

(3) E/ECE/189, Section IV.

(4) E/ECE/HOU/54.

discussion of the two main trends in subsidy policy, one concerned to promote a generally low level of rents for new dwellings and the other to establish particularly low rents for special social groups. In the same survey there was a discussion of the role of private investment in association with public financial assistance; and of financial conditions and incentives for controlling the size of publicly assisted dwellings.⁽¹⁾

In the 1955 survey a chapter was devoted to the private financing of housing which dealt inter alia with the categories of private builder, sources of capital for housing finance, and interest and amortization rates and the access to subsidies and loans.⁽²⁾ Another chapter in the same survey dealing with co-operative housing and its relation to government policy raised a number of questions of a financial nature.⁽³⁾

The next stage in the work of the Housing Committee in the field of housing finance would appear to be three-fold:

- (i) to bring up to date where necessary the work already done, referred to briefly above;
- (ii) to tackle problems not already considered;
- (iii) to attempt to set the different elements of financial policy in relation to housing within a suitable over-all framework and to draw where possible conclusions.

It is suggested that the greater part of the meeting of the Housing Committee in the autumn of 1957 should be set aside for a discussion of problems of housing finance. This discussion should perhaps be organized by subjects and suggestions are made below as to possible subjects which might be considered. Responsibility for the preparation and organization of the discussion on each subject might be left in the hands of a rapporteur. Meanwhile, as part of the preparation for the meeting envisaged, the Committee may wish to invite each country to prepare a brief memorandum summarizing the principal elements of its policy with regard to the financing of housing; with a view to keeping each of these memoranda within a reasonable length, it may be convenient if Governments would refer to existing

(1) E/ECE/HOU/54, Part II, Section 2.

(2) E/ECE/259, Chapter V.

(3) E/ECE/259, Chapter VI.

Housing Committee documents already prepared on different aspects of the problem and also, where they think fit, to readily accessible published material. The memoranda might be drawn up as far as possible on the basis of agreed headings; they would be of course for use by the rapporteurs and would not be circulated.

The principal subjects which might be regarded as the basis of the meeting envisaged are set out below. Some of these have already been discussed to a greater or lesser extent in the documents referred to earlier in this note; some, on the other hand, have not previously been tackled:

- (i) subsidy policy, including inter alia a discussion of general subsidies versus special subsidies according to needs, and the problem of towards whom the subsidy is directed, the builder or the occupiers;
- (ii) ways and means of controlling the size, quality, occupancy and rents of houses in receipt of public financial assistance by one means or another;
- ✓ (iii) the different methods of assisting an owner-occupier to build a house;
- (iv) tax exemption as a device for promoting house construction;
- (v) financing of housing during the period of construction;
- (vi) financial measures to ensure the availability of land at reasonable prices;
- ✓ (vii) the relative merits and demerits of different housing institutions, including those concerned particularly with the financing of housing;
- (viii) selected aspects of financing co-operative housing, i.e. requirement of down payment, resale price of a co-operative dwelling, organization of savings system associated with co-operative housing.

Since the proposals in the present paper are somewhat tentative in character, it is suggested that the Committee may wish to refer them to the rapporteurs for examination during the session and before taking final decisions.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

Ad hoc Working Party on Problems of
Housing Development in Less Industrialized Countries

IMPLEMENTATION OF RECOMMENDATIONS OF THE EXPERT HOUSING MISSION

Memorandum by the Delegation of Turkey on Item 3 of the Agenda

The Ministry of Public Works, taking into consideration the well-placed recommendations in the report of the Mission, has decided to set up a central agency for housing and a separate organization for building research and is preparing the necessary legislative bills for the realization of both.

The Housing Organization will:

- (a) Undertake research and determine standards in the planning of homes and housing projects in villages, towns and cities in terms of architecture, construction and community planning;
- (b) Determine housing requirements, quantitatively and qualitatively through evaluation of statistics concerning housing;
- (c) Prepare short and long-term housing programmes suitable to the conditions of the country; make allocations of funds, material and equipment, workers and technical personnel necessary for the implementation and supervision of such programmes;
- (d) Determine and administer the loans and financial arrangements to be undertaken by the central government for housing purposes; prepare and supervise the statutes for the allocation of all types of housing loans;
- (e) Determine and propose, after appropriate research, and in accordance with the country's structure and conditions, the laws and regulations necessary for the solution of the housing problem.

The Building Research Organization will:

- (a) Engage in research on: locally produced or imported construction materials, mechanical equipment or installations and components;

construction systems and types of buildings; quality and suitability of structural and architectural design in terms of local characteristics or conditions in the various regions of the country; functions and floor areas in house plans; determination of workmanship, norms and standards; and general improvement of dwelling design;

- (b) Ascertain the application of results obtained through research and supervise such application;
- (c) Publish results of research, arrange exhibits and hold meetings, and establish an office for the dissemination of information.

The Ministry of Public Works has requested from the Technical Assistance Administration of the United Nations two experts to advise them during the organization and actual operation of these two organizations. It has recently come to our knowledge that the inclusion of these two experts in the 1957 programme has been decided by the National Committee on Technical Assistance.

Within the framework of the Ministry of Public Works, preliminary research projects have already been started. Timber is one of the building materials the supply of which is a serious bottleneck in the Turkish building industry. The Ministry, taking this fact into consideration, has set up a committee for preparing standards for the reduction of timber consumption per dwelling. This committee works in co-operation with the Ministry of Agriculture and other ministries concerned with the project.

Turkey has so far not concluded bilateral arrangements to start and develop an international co-operation on problems of housing within the framework of the ECE Housing Committee. The Ministry of Public Works, however, following the expressed suggestion of the Expert Housing Mission that more extended visits to Turkey on the part of foreign specialists and visits abroad on the part of Turkish experts and trainees should be encouraged, has contacted various authorities for this purpose. It should be reported in this connexion that Mr. F. Bath, who was in Turkey in March 1956 as a member of the ECE Housing Mission, made an arrangement through the British Foreign Office for a visit to the United Kingdom of two officials from the Ministry of Public Works who are connected with the Turkish Housing Programme. The Ministry of Public Works has appreciated this proposal and is communicating with Mr. F. Bath towards its realization.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

Ad hoc Working Party on Problems of Housing Development
in Less Industrialized Countries

IMPLEMENTATION OF RECOMMENDATIONS OF THE EXPERT HOUSING MISSION

Memorandum by the delegation of Yugoslavia on Item 3 of the agenda

The more favourable conditions planned for the coming years, primarily further development of industry and of the economy as a whole, will facilitate the solution of the housing problem in this country. This is essentially a matter for the Yugoslav organs responsible, but the activity of the ECE Housing Committee on the international level is and will undoubtedly be of great help in the development of our housing plans.

It would be impossible to classify the measures undertaken in housing in the past few months according to those directly inspired by the recommendation of the Housing Committee, i.e. the Expert Mission which visited Yugoslavia, and those undertaken as a result of the initiative of Yugoslav institutions. It is therefore more convenient that this report should describe all steps recently undertaken irrespective of whether they have been directly or indirectly influenced by the Housing Committee recommendation. Its influence was in any case very substantial. Broadly speaking, these measures are along the same lines as those recommended by the Housing Committee.

A. Measures on the National Level

The prospective plan of economic development in Yugoslavia is in the course of completion. As part of that plan, a tentative programme of housing is worked out by the Federal Planning Board and the Institute of Economy of Serbia and Slovenia. The first discussion on the draft programme will start in a few days within the Housing Commission of the Standing Conference of Towns of Yugoslavia. Afterwards, other interested institutions will be consulted, so that the programme might be co-ordinated with other prospective plans (particularly that for the building industry) and sent to the Federal Parliament for approval. The draft plan, which it is expected will be approved, foresees an increase of approximately 250 per cent in volume during the next five years compared with the programme

realized in the past few years. The improvement of methods of construction, exploitation of dwellings from the point of view of investment, modernization of the building industry and other factors influencing the housing situation are also provided for.

B. Federal and Republican Organs dealing with Housing

In accordance with the Law on State Administration, which was introduced at the beginning of this year, a Federal Council for Communal Matters was established in the second half of July 1956, for the purpose of recommending to the Federal Executive Council (Yugoslav Government) measures to be taken in the field of housing (town services, communal economy and town planning). All interested organizations are represented on the Council: the Standing Conference of Towns, the Federal Building Chamber, the Association of Architects, as well as the republican councils for communal and town-planning matters. Besides co-operating with these organizations, the Council will obtain support from the Administrative Body for Communal and Town Planning matters, which is in the course of formation. It is of primary importance that similar councils with separate secretariats and administrative bodies should be established in all the republics. The introduction of these social and administrative bodies on the federal and republican levels will offer an important contribution towards the improvement of housing, communal and town planning policies in the future.

Legislative activity

Even before the establishment of the federal and republican Councils for Communal and Town Planning Matters recent activity in this field has been noteworthy. Special action has been taken by the Standing Conference of Towns of Yugoslavia and is worth mentioning.

1. Congress on Housing in Ljubljana

In the second part of May a Congress on Housing was held in Ljubljana, attended by about 1,200 delegates representing all the larger towns and such interested organizations and institutions as: the Federal Executive Council, the Legislative Secretariat, the Standing Conference of Towns, the Association of Engineers, Architects and Town Planners, the Yugoslav Women's Organization, the Chamber of Building and Industry, Institutions for public hygiene, etc. More than twenty reports were read before the Congress. On the basis of these reports and through very active discussion in the working parties and in the plenary session, the housing situation was fully analysed. The conclusions of the

Congress also contain general recommendations on measures to be taken for the solution of the housing problem. These are not compulsory, but are a kind of programme of orientation for the future housing policy in Yugoslavia, to be taken into consideration by the City Councils and the organizations and bodies on the federal and republican levels dealing with the problem of housing. In the field of housing the Congress reflected a tendency which has manifested itself in our economic and social development in the past few years, namely a development of democratic methods in solving different problems with a wide participation of interested organizations and citizens. An exhibition of recent achievements and developments in housing was at the same time organized in Ljubljana. The exhibition illustrated the housing situation and provided an exchange of experience on methods for a speedier solution of housing problems in the future.

2. Discussion on Housing in the Federal People's Assembly (Parliament)

On the basis of documents from the Congress in Ljubljana and material prepared in advance, the Federal Executive Council (Government) submitted to the Federal People's Assembly a special report, explaining the principles of the future housing policy. A discussion of this report on housing will be held in October within the Federal People's Assembly and it is expected that the conclusions arrived at will serve as a basis for further legislation and other measures.

Draft legislative acts have already been prepared. This activity on the highest level should not only lead to the creation of principles for the future housing policy, but should facilitate the elaboration of different regulations and the undertaking of other practical steps. In the complex of housing problems, the most important are those relating to: investment in housing; development of housing co-operatives; house ownership, the principle of which is outlined in legislative acts (land ownership in cities); improvement of the system of house management; improvement of construction, etc. The forthcoming Parliamentary discussion and its conclusions will influence the housing programme for 1957 and beyond and will influence subsequent discussions on the general economic plan which is shortly to be submitted to the Federal People's Assembly.

3. National Documentation and Research Centre

Some improvement in this direction has been achieved by the establishment, within the Federal Building Chamber, of a Centre for the Improvement of Building. This is financed by building enterprises. The Centre has already become an active factor in the improvement of building, by entrusting many institutes in the country with the solving of certain problems of building activity; these concern, for example:

- typification of dwellings and structural elements and of equipment of dwellings and standardization (lime, stone, wire for pre-cast concrete, sorrel cement, strength of brick walls, standards for concrete);
- the setting up of a permanent exhibition of building materials and constructions;
- studies and recommendations on building materials (wood and wood products, steel, aluminium, hollow bricks, light-weight concrete, lime, soil machinery and the stabilization of soil, roads, etc.);
- constructions using pre-stressed concrete and burnt-clay products, concrete with bauxite cement, steel;
- building site and workshop mechanization (general mechanization): instructions and regulations, handbooks, technical and economic analyses, etc.;
- research for the setting up of semi-industrial pilot plants and laboratories is planned (e.g. about 100 million dinars will be spent on the pilot plant for brick-works near Belgrade).

In this way the Centre provides co-ordination and directs the activities of different institutes and research centres towards the same objectives. The Centre for Documentation and Research of the Federal Building Chamber recently became a member of the CIB. This will help the Centre to develop international co-operation and will facilitate the use of experience from abroad for improving construction methods in this country. In 1957 the Centre will dispose of a fund of about 600 million dinars, most of which will be spent on the improvement of house building.

Besides this Centre, which is responsible for the solution of technical and construction problems, it has been decided in principle that a new Institute for Town Planning and Communal Problems should be formed, with the particular task of studying the social, economic and political aspects of these problems. The initiative for the establishment of this Institute was taken by the Standing Conference of Towns. The new Institute will co-ordinate its work with that of the Federal Council for Communal and Town Planning Matters. Responsibility between the new Institute, the afore-mentioned Centre in the Federal Building Chamber and other existing institutes dealing with "technical" problems will need to be decided upon. It is expected that the Institute will soon be put into operation, depending upon the availability of the necessary staff.

It should be stressed that the establishment of Councils for Communal and Town Planning Matters in the various republics raised the question of establishing research bodies on the same level (Slovenia, Serbia, Bosnia and Herzegovina, etc.). Certain steps have been taken in this direction.

4. In several republics (Serbia, Slovenia, Bosnia and Herzegovina) a standard type of one-family flat has been evolved. For the moment its use is recommended but not compulsory. The republics of Slovenia and Bosnia are working out certain technical and economic standards whose application will be compulsory for all who intend to apply for a loan for house-building from social funds (housing fund). As far as the standardization of plans of construction and building elements is concerned, we are still at the beginning. At the moment, only a proposal for the basic module has been worked out (M-10 cm); when it obtains legislative force the system of modular co-ordination will have to be developed further.
5. It is intended to try a method used in Belgium for training workers, which, if successfully applied to Yugoslavia, will greatly contribute towards a rapid increase in qualified labour.
6. Regarding the determination of principles for mechanization and prefabrication, certain studies are going on, but this work is still in the preliminary stage.
7. The first serious step in developing an industry for the production of basic building materials (bricks and tiles, pre-cast concrete, prefabricated elements, light-weight concrete, etc.) was taken this year. Considerable credits were given for modernizing brickworks and for developing an industry of concrete bricks and elements. However, much has still to be done to intensify the production of light and hollow bricks, prefabricated concrete and particularly light-weight concrete and products of plaster (gypsum). In order to achieve this we need technical assistance from the more advanced countries, mainly in three forms: specific and detailed documentation, visits of experts and favourable conditions for obtaining licences, technological processes (know-how) and equipment (machinery).

C. International Co-operation and Aid

This report is made in accordance with the recommendation of the Housing Committee's Expert Mission (see E/ECE/HOU/61, July 1956, Section IV B: Recommendations Designed to Lead to International Aid). The report covers, besides measures taken on the basis of recommendations of the Housing Committee, assistance received from the United Nations (Technical Assistance Administration and the International Labour Office), France, the United Kingdom and the United States; and a summary of possibilities of technical co-operation through bilateral agreements (Czechoslovakia, France, Italy, Poland and the USSR).

1. Possibilities for Yugoslav experts of acquainting themselves with the housing policy and organization of other countries

In this field the following has taken place:

- (a) four Yugoslav experts visited Sweden in 1955 as guests of the Swedish Government;
- (b) participation of Yugoslav representatives in the Housing Committee's study tour of Poland (1955) and of Belgium and the Netherlands (May 1956);
- (c) A group of three Yugoslav experts went to Belgium in September 1956 for two weeks;
- (d) a group of Yugoslav experts was invited by the Bauakademie of Eastern Germany, in order to study the housing policy there (a delegation was to go to Eastern Germany in the second part of October).
- (e) a certain number of fellowships are being planned through the auspices of the Technical Assistance Administration, France, the United Kingdom and the United States.

2. Study tours

In order to study the problems and organization of: town planning, designing, construction, and of the industry of building materials and elements, architectural engineers, technicians and foremen are to participate in study tours along the following lines:

- (a) In 1957 Yugoslavia is to send to Belgium, both on a remunerative basis and with fellowships, a certain number of Yugoslav architectural engineers, technicians, foremen and qualified workers for periods varying between three to eight weeks and six months. The programme is now being finalized.
- (b) Through the TAA and the ILO and bilateral technical assistance from France, the United Kingdom and the United States. The 1956 programme concerned about fifty-two fellows sent abroad for training for a period of from one to four months on subjects directly or indirectly connected with housing (designing, construction, industry of building materials and elements, etc.). In the 1957 programme the number of fellows is to be doubled (103 fellows, two to four months or a total of 293 months). This programme, still in draft form, has yet to be discussed.
- (c) Two Yugoslav architects visited the Netherlands in 1956 for four months as guests of the Government, to work as designers and study constructing techniques.

(d) An exchange of experts might be arranged on the basis of bilateral agreements between Yugoslavia and Czechoslovakia, France, Italy, Poland and the USSR, and a programme is being prepared in this connexion.

3. Training courses for accelerating the qualification of building workers with the help of foreign instructors

An agreement has been reached with Belgium that from 1 March 1957 a training centre will be organized in Yugoslavia with instructors from Belgium. The five courses, held simultaneously and covering masonry, carpentry, steel reinforcement, water supply and central heating, will last three months.

Each course will be attended by fifteen Yugoslav workers. Some of them, after completing the course, will themselves become instructors. It is important that Yugoslavia should accept this method of training and continue work in this way. These trainees will afterwards be sent to Belgium to work, where they will receive additional instruction in the form of evening or week-end courses. Later, when courses are conducted by Yugoslav instructors, it is planned that two or three instructors shall come from Belgium as supervisors. The ILO will be requested to supply financial aid for this purpose.

4. Foreign experts have not yet been sought for advice on the modernization of the brick and prefabricated concrete industry. This item, however, should feature in the programme.

5. There are some difficulties in obtaining licences and technological processes. A typical example is the Swiss licence for the production of "Durisol". The licence and almost complete equipment for a plant was purchased but certain difficulties subsist in the full utilization of capacity.

6. Technical Documentation

This question should be divided into three parts:

(a) Complete technical documentation on housing. Such documentation has been received in duplicate from France. Belgium will be sending fifteen complete copies of documents following a request from Yugoslavia. In addition, a certain number of books have been received from France and some leading French periodicals, together with other information, are arriving regularly.

Books have been received from Bulgaria, Italy, Norway, Poland, Romania and the United Kingdom.

In return for documents on Yugoslav technical regulations and standards many documents on housing (legislative acts, regulations, conditions, etc.) have been received from the United States.

Several complete sets of documents have been received from Sweden. Publications and periodicals are coming in regularly.

(b) Catalogues on machinery, equipment and materials have been received from Italy and the United States.

(c) The possibility of buying books, periodicals and other publications in dinars has so far been arranged with France, the USSR, the United Kingdom and the United States.

7. Aid for the establishment of a Yugoslav Study Centre

Apart from the request forwarded to the TAA for laboratory equipment and a fellowship for the organization, function and method of operation of a housing study centre, little has been done in this direction.

Activity in this field should be enlarged in two directions:

- wider possibilities for the training of our research staff abroad;
- considerable enlargement of technical assistance programmes covering laboratory equipment for our research institutes.

8. Training of qualified workers by placing them to work in foreign countries

A general agreement with Belgium has been reached on this matter.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

Ad hoc Working Party on Problems of Housing Development
in Less Industrialized Countries

IMPLEMENTATION OF RECOMMENDATIONS OF THE EXPERT HOUSING MISSION

Addition to Memorandum by the Delegation of Yugoslavia on Item 3 of the Agenda

8. Training of qualified workers by placing them to work in foreign countries

An agreement has been reached with the Belgian authorities providing for some 200 to 300 or more Yugoslav workers to spend a certain period of time during the next season with different Belgian firms and in some factories producing building materials.

We are unofficially informed that the ILO is trying to arrange similar programmes in Switzerland (100 workers) and Western Germany (200 workers).

Such co-operation with other countries should be encouraged.

9. Arrangements completed or in progress for co-operation in the field of housing have been described earlier in the paper. It should be pointed out in this connexion that Yugoslavia has bilateral agreements on technical assistance and collaboration with Czechoslovakia, France, Italy, Poland and the USSR, which relate to:

- the training of fellows
- the provision of experts
- research and technical documentation
- licences and patents
- machines, equipment, instruments, etc.

These possibilities have not yet been used in the field of building but programmes are in the course of preparation.

The following suggestions for further international co-operation with the help of the Housing Committee might be considered:

- (i) Yugoslav experts would like to become acquainted with principles and techniques of housing policy and construction systems in the more industrialized countries. It would be desirable if the Housing Committee could recommend this form of collaboration. Suitable arrangements could then be sought through TAA on a bilateral basis for organizing study tours for Yugoslav experts;

- (ii) similar arrangements are required for Yugoslav experts dealing in practice with economic and technical problems relating to housing. Yugoslav economists, town planners, architects, construction engineers and producers of building material should be enabled to familiarize themselves with modern ideas and techniques through such study tours. Recommendations and perhaps assistance from the Housing Committee would be desirable. Concrete possibilities for the organization of such tours will be followed up through TAA or with governments on a bilateral basis. Possibilities should be explored of organizing the training of such groups of experts by employing them in countries where house-building is highly modernized. The Belgian-Yugoslav agreement is an illustration of how this form of training might be organized in other countries. The same applies to the training of foremen and qualified workers;
- (iii) Yugoslavia needs expert service particularly on the organization and modernization of a building materials industry: bricks and other products, prefabricated concrete, light concrete, light products of organic industrial and agricultural waste, etc. We hope that the Committee will support our request to TAA and ILO for aid in the realization of this programme;
- (iv) as far as documentation is concerned, it would be useful if one or more complete sets of technical documentation (books, periodicals, technical regulations, standards, typification of plans, etc.) were provided as has been done by France, Belgium, Sweden and Italy. This would enable us to keep in touch with progress in other countries;
- (v) Centre for studies, research and documentation: The Centre was established within the Federal Building Chamber. Its task is to co-ordinate and finance the work of our institutes and laboratories. This year the Centre became a member of the CIB. Further efforts will be made for improving the Centre's operation so that in the future it may be able to carry out some work of regional importance, if regional arrangements between neighbouring countries are worked out as envisaged.

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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

METHODS OF CONTRACTING IN HOUSE BUILDING

Note by the Secretariat to be considered under Item 8 (d)
of the provisional agenda for the thirteenth session

1. A report on "Methods of Placing Building Contracts", prepared by rapporteurs from Switzerland⁽¹⁾, was submitted to the sixth session of the Working Party on Cost of Building in October 1954 (IM/HOU/WP.2/32). The report consisted of a preliminary discussion of the possible merits and demerits of public tendering, selective tendering and contracts by direct negotiation; a brief discussion of the relation between the different parties to a building contract; and some tentative general conclusions.
2. The Working Party decided that the work should be continued, the preliminary report revised and completed in the light of the discussion at the meeting and additional information to be obtained; and invited France and the United Kingdom to nominate additional rapporteurs (IM/HOU/WP.2/38, paragraph 7)⁽²⁾. At its seventh session in October 1955 the Working Party invited a rapporteur from Sweden (Swedish Committee for Building Research) to join the Group of rapporteurs (HOU/WP.2/46, paragraph 16)⁽³⁾. In this connexion attention is drawn to HOU/Working Paper No.45 on the scope and methods of preparing a new report on the role of Governments in reducing the cost of building decided upon by the Housing Committee at its last session, in which it is suggested that a chapter should be devoted to a discussion of contract practices in the building industry. It is suggested that the work which has already been done and the additional

-
- (1) Mr. E. Fisher, Contractor; Mr. J. Honegger, Architect; Mr. G. Schindler, Architect and Civil Engineer; Mr. L. Tronchet, President of the Swiss Federation of Building and Timber Trade Workers; and Mr. J. Vouga, Architect.
 - (2) These two countries subsequently nominated Mr. Aron and Mr. H.J. Rayner respectively.
 - (3) Mr. Léon Robert was subsequently confirmed as the rapporteur from Sweden.

information which it is proposed should now be collected should be used in the chapter on building contract practices in the report referred to above.

3. At the time the preliminary report was prepared there were official or semi-official committees in several countries enquiring into various aspects of existing contract practices, with a view to suggesting revisions to and modernization of existing rules. This was the case for example in the Federal Republic of Germany, France, Italy, the Netherlands, Switzerland and the United Kingdom. It would be useful if the findings of these enquiries could be made available for the further work which may be done by the Housing Committee. Moreover, in the preliminary report there was reference to but no discussion on the practices in use in eastern European countries. It would be desirable in this connexion if one or more experts from these countries could join the group of rapporteurs. In addition, a number of points were raised during the discussion of the preliminary report or have subsequently emerged from the information collected and these should be dealt with in any new report. It is accordingly suggested that the Housing Committee should consider inviting each government to prepare a memorandum under appropriate subdivisions of the subject. Such memoranda would be, of course, for the use of the rapporteurs and the Secretariat, and not for circulation to the Committee. The Secretariat has tentatively set out below some of the main headings under which information might be submitted, but the Committee may wish in the first instance to ask the group of rapporteurs to meet during the session to consider the details and agree on a short list of main headings.

4. The problem appears to have two main aspects: first, how to place a building contract at the lowest cost compatible with good quality of work and with some assurance as to the completion of work on time; secondly, in doing this, how to encourage the various disciplines to be "cost conscious", i.e. use every opportunity to introduce where possible and economical new building materials or the new application of conventional building materials and modern building methods. In addition to reporting and analysing practices in various countries, the purpose of the enquiry should naturally be to arrive at conclusions and recommendations which could be endorsed by the Housing Committee. The main headings under which it is suggested governments might prepare their memoranda are as follows:

- (i) Principal methods of placing house building contracts, including their main features, grouped as far as possible under (a) public tendering; (b) selective tendering; (c) contract by direct negotiation; (d) others; and distinguishing their use in the public and private sectors of house building;
- (ii) Methods of payment to contractors and sub-contractors during the period of construction: how often or at what stages of the work are payments made and how are they calculated; bonuses for completion ahead of time; provisions relating to fluctuation in materials' prices and wages and bonuses for savings made on an agreed figure. The effects of these methods on the efficiency of house building and the relations between the various parties would appear useful for analysis;
- (iii) The nature and degree of pre-contract preparation and the importance of avoiding subsequent variations in the orders, mentioning inter alia:
 - (a) the amount of detail and precision generally furnished in clients' plans;
 - (b) the use of standard dwelling-type plans, model specifications, standardized and perhaps modularly co-ordinated building materials and components;
 - (c) the use of standard contract forms or clauses;
- (iv) In what way are contractors and sub-contractors encouraged to increase their investment in mechanical plant and in general raise building productivity and lower building costs, introduce new building methods, and use new building materials and components or apply traditional building materials in a new way. In this connexion it may be useful to mention possibilities for the contractor to deviate in his bid from the client's announced plans and later in the execution of the contract; it would also be useful to discuss contract procedures which assure continuity of building over a longer period of time to a satisfactory contractor, a current example of which may be found in France and another in the Netherlands;

- (v) What is the general relationship, in particular what is the practice with regard to early and pre-contract collaboration, between the various disciplines involved, namely the client, architect, surveyor, civil engineer, general contractor, sub-contractor and specialist consultant; in this connexion it may be useful to mention where this is the case "group" contracting involving several of these parties in a single contract;
- (vi) Methods of estimating requirements of materials, labour and general expenses such as "bills of quantity" prepared by specialists known as "quantity surveyors" in the United Kingdom; in other western countries this is generally done by the owner and his client; in most eastern European countries it is based on established schedules on, for example, prices of materials, wages, transport costs, the use of mechanical plant, etc., which are adjusted as necessary from time to time;
- (vii) Guarantees with regard to proper standards of workmanship;
- (viii) Provisions other than financial incentives (see (ii) above) to ensure completion of work on time, including penalties for delays in the completion of the contract;
- (ix) What are the main sources of differences and disputes arising out of contracts and are there established or recommended procedures for settling them;
- (x) What are the main drawbacks of present practices, particularly in so far as they appear to hamper building cost reduction; what solutions are being considered, especially as a result of recent official or semi-official investigations.

5. It is suggested that the memoranda that would be prepared by governments should be sent to the Secretariat by 31 January 1957. In so far as information has previously been provided by governments in connexion with the work already done this need not of course be repeated, but it would be convenient if reference could be made to any memoranda already sent in; and where appropriate to passages in the preliminary report (IM/HOU/WP.2/32) and to any comments subsequently submitted. The Secretariat's attention should also be drawn in the memoranda to details available in published reports regarded as of an authoritative character.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

PROPOSED TIME-TABLE OF FORTHCOMING MEETINGS OF THE
HOUSING COMMITTEE, ITS WORKING PARTIES AND RAPPORTEURS

- Monday, 26 November:
- 9 a.m. - Rapporteurs on statistics concerning investment, cost and index of production /Rapporteurs are: Mr. Denöffe (Federal Republic of Germany) and Mr. Hirdes (Netherlands)/.
 - 10 a.m. - Working Party on Development of Housing Policies,
 - 11 a.m. - Rapporteurs on statistics concerning concepts and definitions /Rapporteurs are: Mr. Hirsch, Mr. Hrebec and Mr. Vlcek (Austria), Mr. Kirstein (Denmark), and Mr. Macovei (Romania)/.
 - 3 p.m. - Working Party on Cost of Building.
 - 3 p.m. - Rapporteurs on statistics, concerning concepts and definitions (continued).
- Tuesday, 27 November:
- 9.30 a.m.- ad hoc Working Party on Problems of Housing Development in Less Industrialized Countries.
 - 9.30 a.m.- Rapporteurs on statistics concerning concepts and definitions (continued).
 - 3 p.m. - Rapporteurs on preparation of special meetings on financing of housing in 1957 /Rapporteurs are: Mr. Salaün (France), Mr. di Lorenzo (Italy), Mr. Seip (Norway), Mr. Andrzejewski (Poland), Mr. Jenks (USA), and the International Co-operative Alliance/.
 - 3 p.m. - Rapporteurs on statistics concerning concepts and definitions (continued).
- Wednesday, 28 November:
- 9.30 a.m.- Housing Committee.
 - 9.30 a.m.- Rapporteurs on statistics concerning investment, cost and index of production (continued).
 - 3 p.m. - Housing Committee.
 - 3 p.m. - Rapporteurs on statistics concerning investment, cost and index of production (continued).

- Thursday, 29 November:
- 9.30 a.m. - Housing Committee
 - 3 p.m. - Working Party on Housing and Building Statistics.
 - 3 p.m. - Rapporteurs on contract practices in house building [Rapporteurs are: Mr. Aron (France), Mr. Léon Robert (Sweden), Mr. Fischer, Mr. Honegger, Mr. Schindler, Mr. Tronchet, Mr. Vouga (Switzerland) and Mr. Rayner (United Kingdom)]
- Friday, 30 November:
- 9.30 a.m. - Working Party on Housing and Building Statistics (continued).
 - 10.00 a.m. - Rapporteurs on report on measures to reduce the cost of building [Rapporteurs are: Mr. Arctander (Denmark), Mr. Marini (France) and Mr. Gorynski (Poland)]
 - 3 p.m. - Working Party on Housing and Building Statistics (continued).
 - 3 p.m. - Rapporteurs on report on measures to reduce the cost of building (continued).
- Saturday, 1 December:
- 9.30 a.m. - The Housing Committee should be convened for one hour to adopt its report.
 - 10.30 a.m. - Working Party on Housing and Building Statistics (continued).

Glance

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HOU/Working Paper No 55
27 November 1956

English only.

ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

List No2 of Working Papers in the HOU Series and
HOU Sub-series issued from 16 May up to 27 November 1956 (1).

Document Number	Language	Short title of documents
<u>I. Plenary Series.</u>		
Symbol: HOU/ Working Paper No33, Add.2	R. o)	Study Trip to Belgium and the Netherlands: Note by Secretariat.
No34	R. o)	Matters Arising from 11th Session of Economic Commission for Europe: Note by Secretariat.
No35	E. only	List No1 of Working Papers Issued from 1 Ja- nuary up to 15 May 1956.
No36	E. F. R.	Study Trip to Israel.
No37	E. F. R.	Enquiry of Make-up of Housing Costs.
No38	E. F. R.	Technical Co-operation: Note by Secretariat.
No39	E. F. R.	Proposals for Future Lines of Action.
No40	E. F. R.	Effect of Height, Width and Shape of Dwel- lings on Building Costs and Methods of Surveying Housing Needs of a Family: Note by Secretariat.
No41	E. F. R.	Slum Clearance Policies and Programmes: Note by Secretariat.
No42	E. F. R.	Housing Committee Work Programme: Note by Secretariat.
No42, Add.1	E. F. R.	Additional Note by Secretariat.
No43	E. F. R.	Outline of Report on European Housing Pro- gress and Policies in 1956: Note by Se- cretariat.
No44	E. F. R.	Report on Insulation of Dwellings and Use of New Materials.

o) English and French texts already distributed.

(1) For the list of documents issued in the E/ECE/HOU series and E/ECE/HOU sub-series
see document E/ECE/HOU/INF/8.

For the list of documents issued in the HOU series and HOU sub-series see docu-
ment HOU/89.

Document Number	Language	Short title of documents
<u>I. Plenary Series (contd.).</u>		
Symbol: HOU/ Working Paper No45	E. F. R.	Government Policy and Cost of Building: Note by Secretariat.
No46	E. F. R.	Standardization and Modular Co-ordination in Building Industry.
No47	E. F. R.	Utilization of Space in Current Types of Dwelling.
No48	E. oo)	Housing Management: Note by Secretariat.
No49	E. oo)	Formulation of House-Building Programmes: Note by Secretariat.
No49/Annex IV	E. F. R.	Annex IV: Long-Term Programmes: Poland.
No50	E. F. R.	Financing of Housing: Note by Secretariat.
No51	E. F. R.	Draft Annual Report of Housing Committee to Economic Commission for Europe: Note by Secretariat.
No52	E. F. R.	Implementation of Recommendations of Expert Housing Mission: Memorandum by Delegation of Turkey.
No52, Add.1	E. F. R.	Addendum to Text: Memorandum by Delegation of Yugoslavia.
No52, Add.2	E. oo)	Further Addendum to Text: Addition to Memorandum by Delegation of Yugoslavia.
No53	E. F. R.	Methods of Contracting in House Building: Note by Secretariat.
No54	E. F. R.	Proposed Time-Table of Forthcoming Meetings of Committee, its Working Parties and Rap-porteurs.

II. Working Party on Development of Housing Policies.

Symbol: HOU/WP.1/ Working Paper No5	E. F. R.	Enquiry on Housing Management: Note by Secretariat.
No5, Add.1	E. F. R.	Addendum to Text: Reply by United Kingdom.

oo) French and Russian texts not yet distributed.

Document Number	Language	Short title of documents
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III. Working Party on Cost of Building.

Symbol: HOU/WP.2/
Working Paper

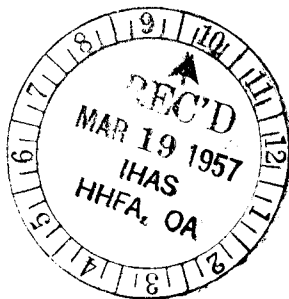
No2	E. F. R.	Enquiry on Mechanization and Prefabrication of House Building: Note by Secretariat.
No2, Add.1	E. F. R.	Addendum to Text: Reply by Federal Republic of Germany.

IV. Working Party on Housing and Building Statistics.

Symbol: HOU/WP.3/
Working Paper

No6	R. °)	Comparison between Standard Definitions and National Definitions: Note by Secretariat.
No8	R. °)	Technical Problems of Collecting Current Statistics on Housing and Building: Note by Secretariat.
No9	E. F. R.	Consideration of Housing Statistics by Conference of European Statisticians: Report by Secretariat.
No12	E. F. R.	Financial Statistics on Housing: Note by Secretariat.
No12, Appendix II	E. °°)	Appendix II: Inclusion of Statistical Data on Financing of House-Building in Quarterly Bulletin of Housing and Building Statistics: Note by Delegation of Federal Republic of Germany.
No13	E. F. R.	Capacity of Dwellings for Family Occupation: Note by Secretariat.

°) English and French texts already distributed.
°°) French and Russian texts not yet distributed.



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6 March 1957

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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

STUDY TRIP TO AUSTRIA

Note by the Secretariat

At the thirteenth session of the Housing Committee an invitation was extended by the Austrian delegation for a group visit by participants in the Committee to take place in Austria in 1957. Details were to be circulated in due course (E/ECE/HOU/64, paragraph 19). Pertinent information about the Study Trip has now been received from the Austrian Government and is given in the annexes as follows:

Programme	Annex I
General information	Annex II
Registration form	Annex III
List of agencies of the Austrian National Bank	Annex IV ⁽¹⁾

713. It should be noted that the Austrian authorities request that those desiring to participate in the Study Trip should complete the registration form in duplicate and return it before 31 March 1957 to the Federal Ministry for Trade and Reconstruction, Section XII, Government Building, Vienna I.

(1) This list, which is mentioned at the end of Annex III, will shortly be circulated as HOU/Working Paper No. 57/Add.1.

ANNEX I

PROGRAMME

Housing Study Trip to Austria, 1 to 8 June 1957

Sat. 1 June

- From Geneva to Bregenz by rail; arrive 12.28 p.m.;
Welcome by a representative of the Federal Government.
- 1 p.m. Lunch at Bregenz;
Distribution of background material for the tour.
- 2.30 p.m. Introductory talk on reconstruction in Austria.
- 3 p.m. Leave for Götzis;
Visits en route there and back to reconstructed buildings and new blocks of flats and housing estates.
- 4 p.m. Short talk on the building materials industry in Austria;
Visit to the HILTI Brickworks at Götzis and employees' housing scheme.
- 7 p.m. Reception;
Overnight at Dornbirn.

Sun. 2 June

- 10 a.m. Leave for the Tyrol;
Lunch en route;
Visit to the village of Grins rebuilt after destruction by fire.
- 3 p.m. Visit to the children's village at Imst;
Visit to the rural housing estate at Silz-Haiming.
- 6 p.m. Arrival at Innsbruck.
- 7 p.m. Dinner, evening free.

Mon. 3 June

- 9 a.m. Short lecture on reconstruction of places of artistic interest in the Tyrol;
Visit to the Burg and Hofkirche.
- 10 a.m. Tour (subject to changes in the time-table) of reconstructed buildings; the "sky-scrappers" near the University bridge; the Heiligjahr estate; places of interest in the municipality of Innsbruck.

Mon. 3 June (contd.)

12 noon Lunch and reception at Innsbruck.

2 p.m. Leave Innsbruck;
Visit to workers' housing estates and other housing schemes en route;
Visit to the cement works at Kirchbichl.

8 p.m. Arrival at Salzburg.
Dinner, evening free.

Tues. 4 June

9 a.m. Visit the Pressolit Concrete Works at Gartenau;
Visit en route to reconstructed buildings of interest and new blocks of flats and housing estates.

1 p.m. Lunch at Salzburg;
Afternoon optional: Conducted tour of Salzburg; or further visits to housing arranged.

7 p.m. Reception and Mozart memorial ceremony.

Wed. 5 June

8 a.m. Leave Salzburg.

11 a.m. Visit to the pre-stressed concrete works at Eferding.

1 p.m. Lunch.

3 p.m. Tour of Linz;
Choice of visit either to the VOEST employees' housing scheme or to the "New Home" housing estate;
Visit to the Bruckner Memorial at St. Florian.

7 p.m. Reception.

Thur. 6 June

8 a.m. Leave Linz by ship for Ybbs;
During the trip:
(a) Lecture on methods of State promotion of housing;
(b) Lecture on reconstruction of dwelling-houses and ownership of housing;
Discussion period.

11 a.m. Visit to the premises of the Ybbs-Persenbeug power plant on the Danube.

Thur. 6 June (contd.)

12 noon Lunch at Ybbs.
2 p.m.⁽¹⁾ Continue by boat from Ybbs through the Wachau (weather permitting).
4.30 p.m. Arrival at Krems.
6.30 p.m. Arrival by bus in Vienna;
Dinner, evening free.

Fri. 7 June

9 a.m. Visit to reconstructed historic government buildings of artistic interest.
10 a.m. Visit to buildings along the Kais and the Ring, ending at the Opera House.
1 p.m. Lunch and reception.
3 p.m. Visit alternatively:

I

Hochhaus IV, Belvederegasse,
Stadthalle
Kindergarten at Auer-Welsbach-Park,
Hugo-Breitner-Hof, or
Per Albin Hanson building estate.

II

Reconstruction of Wiener Neustadt,
Visit to the Theresianische Akademie and
the rural housing estate.

7 p.m. Dinner on the Kahlenberg (as guests of the Federal Ministry of Housing).

Sat. 8 June

9 a.m. Lecture summing up the study tour.
10 a.m. Tour of the most notable reconstructed buildings.
1 p.m. Lunch.
Afternoon: Provisional programme:
Tour of the city;
Visit to the technical installations at the State Opera House;
Tour on foot through Old Vienna, etc.

Special visits may be arranged for participants who remain in Vienna over Whitsun.

(1) Alternatively:

2 p.m. Leave Ybbs by bus.
4.30 p.m. Arrival at Vienna (Rest of day free).

ANNEX II

GENERAL INFORMATION ON HOUSING STUDY TRIP TO AUSTRIA

Transport

Participants will travel on the Bavaria Express (the fastest express between Geneva and Munich) as far as Bregenz. The journey from Bregenz to Vienna will be made in stages by bus (with an intermediate trip by Danube steamer).

Direct travel by air from Geneva to Vienna has not been contemplated because:

1. there is a great difference in the character of housing activity in western and in eastern Austria;
2. experience shows that it is better if closer contact with the central authorities is made at the end of a tour of this kind, and
3. return travel is most easily arranged from Vienna, as a centre of communications.

Programme

Attempts will of course be made to provide alternatives to the Programme set out in Annex I to meet any wishes expressed on the registration form. The theme of the programme is "Reconstruction in Austria" and it should provide a survey of the various kinds of housing reconstruction going on in Austria. It is also planned to give participants a chance to visit places of artistic and historical interest. On 6 June there will be a rare opportunity of viewing construction of a run-of-stream power plant.

Cost

Although the journey across the length of Austria works out more expensive for the host country and additional expenses are to be expected owing to the Vienna Festival, it is proposed to make an all-inclusive charge for the tour. Participants will therefore be asked to pay about US \$90 for the official tour from noon 1 June to noon 8 June, covering the cost of main meals (beverages not included); bed and breakfast; service and local taxes; and transportation between Bregenz and Vienna.

Registration

A registration form is attached as Annex III. Participants are requested to submit it in duplicate before 31 March 1957, since, especially in Vienna, owing to the Festival, reservations will have to be made if accommodation difficulties are to be avoided. Participants wishing to remain in Austria over Whitsun, particularly in Vienna, would be well advised to say so on the registration form.

ANNEX III

REGISTRATION FORM

Housing Study Trip to Austria

To be submitted in duplicate to the Federal Ministry for Trade and Reconstruction,
Section XII, Government Building, Vienna I, before 31 March 1957.

(Type or print).

First name and surname
(please underline surname)

Designation and academic standing.

Nationality

Profession

Official agency, organization or firm

Permanent address Country.

Arrival at Bregenz. by (car, rail)

Accompanied by

Address immediately before leaving

To be reached at this address from to

Luggage to be forwarded; number of pieces approximate weight

. kg.

I have a special interest in the following:
(Strike out whatever does not apply)

General housing policy

Questions of financing

Legal bases of dwelling house construction

Building costs

Production of building materials and methods of building

Pre-fabrication, mechanization and other technical matters

Other aspects

Language preferred for lectures

I can understand the following languages:
(in order of fluency)

Are you prepared to act as rapporteur as suggested in
HOU/Working Paper 38, page 6? Yes/No

Do you want a visa to be obtained? Yes/No

Do you wish contacts with governmental departments and housing institutions to be
arranged? (Any special wishes)

.

Are you interested in arranging for scientific or commercial contacts?

.

If so, with whom?

Is a separate programme desired for ladies participating? Yes/No

Are you interested in going to the theatre, etc.?
(Any particular wishes)

Do you intend to stay in Austria after the official end of the tour? Yes/No

Do you wish reservations to be made for this purpose?
(this is advisable over Whitsun and during the Festival) Yes/No

Return journey from to

The equivalent of US \$90 (the charge for the tour) should be paid to the nearest agency
of the Austrian National Bank (see Annex IV, to be issued shortly) before 15 May 1957.

.
(Place and date) (Signature)

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6 March 1957

ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

STUDY TRIP TO AUSTRIA

Note by the Secretariat

Addendum

ANNEX IV

FOREIGN CORRESPONDENTS OF THE NATIONAL BANK OF AUSTRIA

Accounts are kept in the national currency of the country concerned, in the name of the:

"NATIONAL BANK OF AUSTRIA, HEAD OFFICE, VIENNA"

<u>Place</u>	<u>Foreign Bank</u>	<u>Address</u>	<u>Telegraphic address</u>
<u>BELGIUM</u>			
Brussels	Banque Nationale de Belgique	5, Boulevard de Berlaimont	Bankionale
	Banque de Bruxelles S.A.	2, Rue de la Régence	Bruxellat
	Banque de la Société Générale de Belgique	3, Rue Montagne du Parc	Generale
	Kredietbank S.A.	7, Rue d'Arenberg	Creditbank
	Banque Lambert Siège Central	11, Rue des Colonies	Reports
<u>DENMARK</u>			
Copenhagen	Danmarks Nationalbank	Holmens Kanal 17	Nationalbanken
	Den Danske Landmandsbank	Holmens Kanal 12	Landmandsbank
	A.S. Kjøbenhavns Handelsbank	Holmens Kanal 2	Handelbank
	Privatbanken i Kjøbenhavn AS.	4, Borsgade	Privatbank
<u>FEDERAL REPUBLIC OF GERMANY</u>			
Frankfurt-am-Main	Bank deutscher Länder	Taunusanlage 4/5	Notenbank
	Berliner Handels-Gesellschaft	Taunusanlage 10	Handelschaft
	Commerz- und Credit-Bank A.G.	Neue Mainzer Strasse 32-36	Commerzcredit
	Deutsche Effecten- und Wechsel-Bank	Friedrich Eberstr. 30	Effectbank

<u>Place</u>	<u>Foreign Bank</u>	<u>Address</u>	<u>Telegraphic address</u>
<u>FEDERAL REPUBLIC OF GERMANY</u> (Continued)			
Berlin	Gebrüder Bethmann	Bethmannhof	Bethmann
	Rhein-Main Bank AG.	Gallus Anlage 7	Rheinmainbank
	Berliner Handels-Gesellschaft	W 15, Uhland- strasse 165/166	Handelschaft
	Berliner Bank AG.	Hardenberg- strasse 32	Bankkredit
Berlin/ Charlottenburg			
Brunswick	Braunschweigische Staatsbank	Dankward strasse 1	Staatsbank
Düsseldorf	Commerzbank-Bankverein	Breite Strasse 25	Bankverein
	Deutsche Bank AG. West	Königsallee 45	Deutschbank
	Rhein-Ruhr Bank AG.	Breite Strasse 10/16	Rheinruhrbank
	Bank für Gemeinwirtschaft Nordrhein-Westfalen A.G.	Breite Strasse 13-15	Bankwirtschaft
Hamburg	Commerz- und Disconto-Bank AG.	Ness 7-9	Commerzbank
	Hamburger Kreditbank AG.	Jungfernstieg 22	Kreditbank
	Norddeutsche Bank AG.	Alter Wall 37-53	Deutschbank
	Vereinsbank in Hamburg	Alter Wall 20-30	Vereinsbank
Hof/Saale	Karl Schmidt, Bankgeschäft, Komm. Ges.	Schliessfach 80	Schmidtbank
Karlsruhe	Badische Bank	Schliessfach 268	Badenbank
Munich	Bayerische Hypotheken- u. Wechsel-Bank	Theatinerstrasse 11	Hypothekenbank
	Bayerische Staatsbank	Promenadestrasse 1	Staatsbank
	Bayerische Vereinsbank	Kard.-Faulhaber- Strasse 14	Vereinsbank
	Süddeutsche Bank AG.	Lenbachplatz 2	Deutschbank
Stuttgart	Städt. Girokasse Stuttgart	Königstrasse 5	Girokasse
<u>FRANCE</u>			
Paris	Banque de France	2, Rue de la Vrillière	Banfra
	Banque Nationale pour le Commerce & l'Industrie	16, Boulevard des Italiens	Nacicom
	Banque de Paris et des Pays-Bas, S.A.	3, Rue d'Antin	Paribas

<u>Place</u>	<u>Foreign Bank</u>	<u>Address</u>	<u>Telegraphic address</u>
<u>FRANCE</u> (continued)			
	Banque des Pays de l'Europe Centrale S.A.	12, Rue de Castiglione	Landerbank
	Comptoir National d'Escompte de Paris S.A.	14, Rue Bergère	Comptonia
	Crédit Commercial de France	103, Avenue de Champs Elysées	Francial
	Crédit Lyonnais	19, Boulevard des Italiens	Credionais
	Société Générale pour favoriser le développement du Commerce et de l'Industrie en France	29, Boulevard Haussmann	Francipera
<u>ITALY</u>			
Rome	Ufficio Italiano dei Cambi	Quattro Fontane 123	Cambital
	Banca d'Italia	Via Nazionale 91	Bankitalia
	Banco di Roma	Via del Corso 307	Bancroma
Milan	Banca Commerciale Italiana	Piazza della Scala 6	Comitbanca
	Credito Italiano	Via Tommaso Grossi 10 (Piazza Cordusio)	Credit
Bolzano	Banca Commerciale Italiana	Via della Mostra 2	Comitbanca
Genoa	Banca Commerciale Italiana	Via XXV Aprile 5-7	Comitbanca
Naples	Banco di Napoli	P.O. Box	Napolbanco
Palermo	Banco di Sicilia	Via Roma 185	Sicilbanco
Trieste	Credito Italiano	Piazza della Borsa 9	Credit
Turin	Credito Italiano	Via Arsenale 23	Credit
<u>NETHERLANDS</u>			
Amsterdam	De Nederlandsche Bank N.V.	127-129 Rokin	Netherbank
	Amsterdamsche Bank N.V.	595 Herengracht	Amsterda
	De Twentsche Bank N.V.	138/150 Spuistraat	Tubantia
	Nederlandsche Handel-Maatschappij N.V.	32 Vijzelstraat	Trading
	Pierson & Co.	206/214 Herengracht	Piersonco
Rotterdam	Rotterdamsche Bank N.V.	119 Coolsingel	Bank

<u>Place</u>	<u>Foreign Bank</u>	<u>Address</u>	<u>Telegraphic address</u>
<u>NORWAY</u>			
Oslo	Norges Bank	Bankplassen 4	Hovedbank
	Bergens Privatbank	Kirkegaten 23	Privatbank
	Christiania Bank og Kreditkasse	Stortovet 7	Kreditkassen
	Den Norske Creditbank	Kirkegaten 21	Creditbank
Trondheim	A/S Forretningsbanken	Trondheim	Forretningsbank
<u>SWEDEN</u>			
Stockholm	Sveriges Riksbank		Riksbanken
	Skandinaviska Banken	Gustav Adolfstorg 22-24	Skandinavbank
	Stockholms Enskilda Bank	Kungsträdgårdsgatan 8	Nitton
	Svenska Handelsbanken	Arsenalsgatan 11	Handelsbank
Göteborg	Sveriges Kreditbank	2, Norrmalmstorg	Odalbank
	Göteborgs Bank	Göteborg 1, Box 1527	Gotabank
<u>SWITZERLAND</u>			
Zürich	Schweizerische Nationalbank	Postfach Fraumünster	Directional
	Schweizerische Bankgesellschaft	Bahnhofstrasse 45	Bankunion
	Schweizerischer Bankverein	Paradeplatz	Schweizerbank
	Schweizerische Kreditanstalt	Postfach	Kredit
Basle	Schweizerische Volksbank	Postfach	Volksbank
	Schweizerischer Bankverein	Postfach	Schweizerbank
	Schweizerische Kreditanstalt	Postfach	Kredit
<u>UNITED KINGDOM</u>			
London	Bank of England	E.C.2	Ingotism
	The American Express Company	6, Haymarket S.W.1	Amexco
	Barclays Bank Limited, Chief Foreign Branch	168, Fenchurch St. E.C.3	Barclaban
	Commercial Bank of Scotland Ltd.	60/62, Lombard Street, E.C.3	Combank

<u>Place</u>	<u>Foreign Bank</u>	<u>Address</u>	<u>Telegraphic address</u>
<u>UNITED KINGDOM</u> (continued)			
	District Bank Limited, Foreign Dept.	76, Cornhill E.C.3	Manforex
	Hambros Bank Limited, Head Office	41, Bishopsgate E.C.2	Hambro
	Lloyds Bank Limited, Overseas Department	6, Eastcheap E.C.3	Colforloyd
	Midland Bank Limited, Overseas Branch	122, Old Broad Street E.C.2	Cinnaforex
	National Provincial Bank Ltd., Overseas Branch	1, Princes Street E.C.2	Natproban
	N.M. Rothschild & Sons	New Court, St. Swithins Lane, E.C.4	Rothschild
	Swiss Bank Corporation	99, Gresham Street, E.C.2	Swisbanco
	Westminster Bank Ltd., Foreign Office	41, Lothbury	Westbank
<u>UNITED STATES OF AMERICA</u>			
New York	Federal Reserve Bank of New York		Fedreserve
	Bank of America (Home Office)	40 Wall Street	Bankamerica
	Bankers Trust Company	16, Wall Street	Banktrust
	The Chase Manhattan Bank	18, Pine Street	Chamanbank
	Chemical Corn Exchange Bank	165, Broadway	Chemsam
	Colonial Trust Company	Rockefeller Centre, Avenue of the Americas	Intimate
	The First National City Bank of New York	55, Wall Street	Citibank
	Guaranty Trust Company of New York	140, Broadway	Fidelitas
	The Hanover Bank	Seventy Broadway	Hanover
	Irving Trust Company	One Wall Street	Irvingbank
	Manufacturers Trust Company	55, Broad Street	Mantrust
	J. P. Morgan & Co.	23, Wall Street	Morgan
	The New York Trust Company	100, Broadway	Nytrustco

<u>Place</u>	<u>Foreign Bank</u>	<u>Address</u>	<u>Telegraphic address</u>
	<u>UNITED STATES OF AMERICA (continued)</u>		
	J. Henry Schroder Banking Corporation	57, Broadway	Schrobanco
	The American Express Company	Broadway	Amexco
Boston	The First National Bank of Boston	Boston 6	Massnat
Philadelphia	The Philadelphia National Bank	421, Chestnut Street	Philabank

DOLLAR AND STERLING CLEARING ACCOUNTS

In the case of the countries referred to below, payments are not made in the national currency of the country concerned, but through clearing accounts in U.S. dollars or sterling. These clearing accounts are kept under the names given below at the Head Office of the National Bank of Austria or on its behalf at the banks specified:

		<u>Name in which the account stands</u>	<u>Telegraphic address</u>
Bulgaria	National Bank of Bulgaria, Sofia	Dollar Clearing Account	Nationalbank
Czechoslovakia	Státní banka Československá Prague	Dollar Clearing Account	Stabanka
Greece	Bank of Greece, Athens	Dollar Clearing Account	Bangrece
Hungary	National Bank of Hungary, Budapest	Dollar Account	Banko
Iceland	Landsbanki Islands, Reykjavik	Sterling Clearing Account	Nationalbank
Poland	Narodowy Bank Polski, Departament Zagraniczny, Warsaw	Accounts "K" and "R"	Narbank
Portugal	Banco de Portugal, Lisbon	Dollar Account	Bangal
Romania	State Bank of the People's Republic of Romania Bucharest	General Account People's Republic of Romania	Bancastat
Spain	Instituto Español de Moneda Extranjera, Madrid	Dollar Clearing Account	Omoex
Turkey	Istanbul Branch of the Central Bank of the Republic of Turkey, Istanbul	Dollar Clearing Account	Merkezbank
USSR	State Bank of the USSR, Moscow	Dollar Clearing Account No. 5	Gosbank
Yugoslavia	Head Office of the National Bank of the People's Federal Republic of Yugoslavia	Dollar Clearing Account	Narodnabanka

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ECONOMIC COMMISSION FOR EUROPE
HOUSING COMMITTEE

PROPOSED TIME-TABLE OF FORTHCOMING HOUSING MEETINGS

Following its usual practice, the Secretariat proposes below a time-table of forthcoming meetings of the Housing Committee, its Working Party on Housing and Building Statistics and rapporteurs. It is considered that the Committee should be able to complete its business in three days, thus allowing participants in the Study Trip to Austria to leave Geneva on the morning of Saturday, 1 June. The Secretariat has made below some suggestions but it is naturally for the Committee to agree on the order in which the items on the agenda should be taken up.

<u>Monday, 27 May:</u>	10 a.m.	-	Working Party on Housing and Building Statistics
	3 p.m.	-	Working Party on Housing and Building Statistics
	3 p.m.	-	Rapporteurs on financing of housing /rapporteurs are: Mr. Datzkov (Bulgaria), Mr. Salatin (France), Mr. di Lorenzo (Italy), Mr. Seip (Norway), Mr. Andrzejewski (Poland), Mr. Burroughs (United States) and Mr. Robert (International Co-operative Alliance)/
<u>Tuesday, 28 May:</u>	9.30 a.m.	-	Working Party on Housing and Building Statistics
	9.30 a.m.	-	Rapporteurs on utilization of space in dwellings /rapporteurs are: Mr. Blackshaw (United Kingdom), and others to be nominated from Belgium and the USSR/
	3 p.m.	-	Working Party on Housing and Building Statistics
	3 p.m.	-	Rapporteurs on preparation of report "Government Policies and the Cost of Building" /rapporteurs are: Mr. Arctander (Denmark), Mr. Marini (France) and Mr. Gorynski (Poland)/
<u>Wednesday, 29 May:</u>	10 a.m.	-	Housing Committee: - Item 1: Adoption of Agenda - Item 2: Election of Officers - Item 3: Matters arising from the twelfth session of the Economic Commission for Europe - Item 4: European housing trends and policies in 1956
	2 p.m.	-	The Working Party on Housing and Building Statistics should be convened for one hour to adopt its report

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

WORK ON FINANCING OF HOUSING

Note by the Secretariat

The purpose of this note is to take stock of the work in progress on financing of housing and to inform the Committee of preparations for discussions which will be held at its forthcoming session at the end of May 1957, and subsequently at the session to be held in November 1957.

It will be recalled that at its eleventh session, in October 1955, the Committee took note of a resolution on the financing of housing adopted at the twentieth session of the United Nations Economic and Social Council (E/ECE/HOU/56, paragraph 10). At its next session, in May 1956, the Committee examined its possible role in relation to this resolution, taking into account the extensive work which it had already carried out or had in hand on this subject. The Committee agreed in principle that one of its sessions in 1957 should be devoted mainly to a discussion of problems of housing finance. It appointed rapporteurs to aid the Secretariat in working out a detailed proposal on the scope and organization of such a meeting (E/ECE/HOU/59, paragraph 8). Following consultations between the rapporteurs and the Secretariat, the Committee at its thirteenth session, in December 1956, agreed on the main points required to prepare a meeting of the kind envisaged. The main purpose of this work, it was agreed, should be to attempt to set the different elements of financial policy in relation to housing within a suitable over-all framework and to draw, where possible, conclusions (E/ECE/HOU/64, paragraph 10).

The initial reason for putting the financing of housing on the agenda of the fourteenth session was that preparations for discussion on the other main subject selected for consideration by the Committee in 1957, government policies and the cost of building, was behind hand, as explained in HOU/Working Paper No. 56. In addition, however, consultation between the rapporteurs, certain delegates and the Secretariat has shown that there is a widespread view that there may be some advantage in discussing in two stages a subject as comprehensive and complex as housing finance. Accordingly it is now envisaged that a number of provisional reports should form the basis of a discussion at the May session of the Housing Committee. These reports

should be regarded in a sense as a number of chapters in the comprehensive report which should eventually emerge from the work in progress. The main discussion of the whole subject of housing finance should, it is suggested, be that at the May session. Thereafter the Secretariat and the rapporteurs would prepare a full but still provisional report for a further discussion by the Committee at its autumn session, when definite conclusions should emerge.

An outline of the work being prepared by the Secretariat and the rapporteurs is given in the Annex to this note. It is expected that the following papers will be available for the discussion at the May session:

"The economic and financial problems of housing" (I.A) and "Housing subsidies" (II) : Provisional reports by the Secretariat.

"Private financial institutions in housing" (I.D) : A provisional report by Mr. Salatin (France).

"Position of housing in over-all financial framework" (I.B) : discussion papers by Mr. Andrzejewski (Poland) and Mr. Seip (Norway) outlining the nature and extent of the final report each will prepare for the autumn session and indicating the information already available and the further information required.

"Current sources of capital" (I.C) : discussion papers similar to the above, by Mr. Datzkov (Bulgaria) and Mr. di Lorenzo (Italy).

Supplementary papers on "Financial aspects of co-operative housing" prepared by Mr. Robert of the International Co-operative Alliance and on "Selected aspects of housing finance in the USA" prepared by Mr. Burroughs of the Housing and Home Finance Agency.

ANNEX

SUMMARY OUTLINE OF WORK ON FINANCING OF HOUSING

I. CAPITAL

A. The economic and financial problems of housing

An attempt to put housing in the perspective of post war economic, financial and social policy. Development of economies. Competing needs. More productive investment competing with housing. Economic features of housing. Effect of cost of building and rent control. Growing state aid. Disincentive to private investment. General conclusions concerning merits and demerits of financial and economic policy being pursued as regards housing.

B. Position of housing in over-all financial framework

Actual position of housing in investment and employment. Trend and outlook. Relation between housing and general economic development. Bring out differences between countries and seek explanations of differences.

C. Current sources of capital

Analyse sources of capital, e.g. public (bonds and taxation) and private (institutional and personal). Compare countries and explain differences.

D. Private financial institutions in housing

Kind, relative importance and efficiency. Where they get their funds. Prospects of increasing their contribution. Flow of savings, mortgage insurance, collateral security in addition to mortgage, taxation disabilities, etc.

II. HOUSING SUBSIDIES

A. Principles of housing subsidy which have proved effective

Relative to housing need, financial need, cost of building and success in stimulating activity.

B. Housing subsidies in practice - their merits and defects

The categories of housing subsidies, e.g. low-cost loans, capital grants, annual subsidies, etc., as they exist in the different countries. Compare countries and draw conclusions as to degree of effectiveness. The criteria will be generally those at A. In the chapter on relation of subsidies to financial need, the cost of housing to the individual could be considered and unassisted housing included for comparison purposes.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

(Item 4 of the provisional agenda
for the fourteenth session)

EUROPEAN HOUSING TRENDS AND POLICIES IN 1956

Note by the Secretariat

It will be recalled that the Housing Committee at its thirteenth session, in November 1956, agreed on the major points to be examined in the housing survey for 1956, including the selection of certain problems of a longer-term character which are at the same time the subject of current public discussion and should therefore be more fully analysed (E/ECE/HOU/64, paragraphs 7 to 9).

The report "European Housing Trends and Policies in 1956" will accordingly contain the following four chapters:

Chapter I: "Housing Trends and Policies in Europe in 1956". Following normal practice, this chapter, which in the past was contained in Part I of the annual housing survey, will consist of a factual account of the main housing trends and policies in Europe in 1956.

Chapter II: "Some Aspects of the Rural Housing Problem". The selection of this question is a reflection of the growing awareness on the part of governments of the need for dwelling construction and improvement of housing conditions in rural areas. This chapter introduces some aspects of the rural housing problem, and the Committee may wish to follow it up with more intensive work.

Chapter III: "Formulation of House-Building Programmes". It will be recalled that the Committee decided to defer to its next session a discussion of the rapporteurs' preliminary report on this subject, (E/ECE/HOU/64, paragraph 17). The report, revised by the rapporteurs, is contained in this chapter.

Chapter IV: "Housing Management". A preliminary report on this subject, prepared by the rapporteurs, was examined by the Committee at its last session. The report will not be recirculated for discussion at the forthcoming session but, as agreed by the Committee, will appear as Chapter IV of the definitive version of the 1956 survey (E/ECE/HOU/64, paragraphs 5 and 6).

Chapters I to III, as soon as they are ready, will be circulated as separate addenda to the present document, in order that participants may have more time to study them before the Committee session.

Following normal practice, the Secretariat will revise and complete the provisional text of the annual survey in the light of comments made by the Committee and will issue the final version for general circulation in the summer of 1957.

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ECONOMIC COMMISSION FOR EUROPE

HOUSING COMMITTEE

(Item 4 of the provisional agenda
for the fourteenth session)

EUROPEAN HOUSING TRENDS AND POLICIES IN 1956⁽¹⁾

CHAPTER II

SOME ASPECTS OF THE RURAL HOUSING PROBLEM⁽²⁾

In almost all European countries post-war house-building and housing policies have been focussed on towns and urban areas. Governments are becoming increasingly aware, however, of the need for developing dwelling construction and improving housing conditions in rural areas.⁽³⁾ These areas, as can be seen from Table 1 showing population figures, account for more than half of the population in the majority of European countries. The purpose of this chapter is to outline the scope of the rural housing problem in European countries, within the framework of its proper economic setting, and to examine those special features which characterize rural housing policies. The approach is of necessity rather general in character, since the problem of rural housing in many countries is dealt with, some of which differ substantially in degree of industrialization and in the nature of their economic systems. Therefore the tentative conclusions made should be considered within the context of the situation in each particular country.

(1) Provisional version. See HOU/Working Paper No.60 for details concerning the preparation and circulation of this survey.

(2) The following symbols have been used in the tables:

.. = figure not available
- = nil or negligible quantity
* = Secretariat estimate.

(3) There does not exist a uniform definition of a "rural area" and it is rather difficult to define this concept in precise terms; such factors as the type of economic activity and the general social pattern should be taken into account. For this reason a more pragmatic definition is generally adopted relating to the number of inhabitants of rural agglomerations. It is evident, however, that such a definition is only tentative and that the relation between the number of inhabitants and the rural character of the community is very different in the case of a highly industrialized country (e.g. the United Kingdom) and one where agriculture is predominant, say, Yugoslavia or southern Italy.

Table 1
Rural and Urban Population in European Countries
(as percentage of total population)

Country (a)	Census date	Rural population	Urban population
Yugoslavia	1948	83.8	16.2
Turkey	1955	71.5	28.5
Portugal	1950	68.8	31.2
Romania	1956	68.7	31.3
Norway	1950	67.8	32.2
Finland	1950	67.7	32.3
Bulgaria	1956	66.5	33.5
Hungary	1949	65.5	34.5
Switzerland	1950	63.5	36.5
Greece	1951	63.2	36.8
Spain	1950	63.0	37.0
Italy	1951	58.7	41.3
Ireland	1951	58.5	41.5
Poland	1955	57.0	43.0
USSR	1956	56.6	43.4
Sweden	1950	52.5	47.5
Czechoslovakia	1947	51.2	48.8
Austria	1951	50.8	49.2
Netherlands	1947	45.4	54.6
France	1954	44.1	55.9
Belgium	1947	37.3	62.7
Denmark	1950	32.7	67.3
Western Germany	1950	28.9	71.1
Eastern Germany	1956	28.4	71.6
United Kingdom	1951	19.7	80.3

Note: The distinction between urban and rural areas varies from country to country.

Sources: - Demographic Yearbook 1955, United Nations, New York, 1955.
 - Eastern Germany: Statistisches Jahrbuch 1955.
 - Italy: Annuario Statistico Italiano, Istituto Centrale di Statistica, Rome.
 - Poland: Statistical Yearbook 1956, Warsaw 1956.
 - Romania: Revista de Statistică, 2, 1956, Bucarest.
 - USSR: Year Book of Labour Statistics 1956, International Labour Office, Geneva 1956.
 - Turkey: Monthly Bulletin of Statistics, Ankara.

(a) Listed according to order of magnitude of rural population.

Location of post-war house construction

In all countries house-building during post-war years has been concentrated mainly in towns and urban areas, as illustrated by Table 2 which shows, for the last three years, house construction per 1,000 inhabitants broken down according to areas. The main reasons for this trend are obviously the high rate of war destruction in towns and the rapid industrialization process going on in Europe, particularly in eastern countries. Therefore, the problem of rebuilding and expanding towns was a more urgent task for most governments in the immediate post-war period. As a consequence less attention was paid to rural housing conditions and in many regions of Europe these have continuously deteriorated.

Table 2

Number of Completed Dwellings per Thousand Inhabitants^(a),
in Selected European Countries, 1953 to 1955

Country	1953			1954			1955		
	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural
Austria	5.5	6.3	4.7	5.8	6.7	4.9	6.0	6.9	5.1
Denmark	4.8	6.7	1.8	5.3	7.2	2.2	5.4	7.3	2.4
Finland	6.9	7.6	6.5	7.4	10.0	6.1	7.9	11.7	6.0
Italy	3.1	4.4	2.2	3.7	5.3	2.6	4.6	6.6	3.2
Poland ^(b)	7.7	13.2	4.0	7.8	12.8	4.3	9.4	15.1	5.5
Sweden	7.3	11.4	5.0	8.2	12.6	5.6	7.8	11.5	5.7
Switzerland	5.9	7.2	3.1	7.3	8.8	4.2	7.7	9.5	3.9
USSR	5.8	9.9	3.1	6.3	10.4	3.6	7.0	10.7	4.6
Western Germany	10.5	12.6	5.3	11.0	13.2	5.5	10.9	13.1	5.6
Yugoslavia	2.2	5.1	1.7	2.0	5.7	1.3	1.7	5.9	0.9

Sources: National official statistics and the Demographic Yearbook 1955,
United Nations, New York, 1955.

(a) Population: mid 1954, estimated.

(b) Number of rooms per thousand inhabitants.

Now that the most urgent housing needs are being met in urban regions and emphasis is being laid on increasing agricultural productivity, the attention of governments is again being directed to the problem of rural housing.

Housing conditions in rural areas

In many countries rural housing appears to be mainly a problem of quality rather than of quantity. Indeed, migration from country to town has, in some countries at least, lessened the stress of the rural housing shortage. This movement of population is largely responsible for the paradoxical existence of a considerable number of vacant dwellings in some parts of rural districts and extensive overcrowding in major towns. Such, for example, is the case in parts of France. In many countries the rural population has been depleted during recent decades, in either absolute or relative terms. This trend does not, however, necessarily indicate a fall in housing needs, since in some cases the actual number of newly created households may have increased. Elsewhere, particularly in some of the less industrialized countries, the rural housing problem is also obviously one of quantity. Tables 3 and 4 supply data on the size and facilities of dwellings and on their density of occupation, both in urban and rural areas.

It appears that with few exceptions almost all countries show, in terms of number of rooms at least, larger dwellings in rural than in urban areas. In addition the rooms tend to be bigger. As far as facilities are concerned (i.e. running water, gas, electricity and bath), urban housing is decidedly better equipped. The wide extent of rural electrification of housing in a great number of countries should, however, not be overlooked. However, the provision of this particular amenity apparently depends in the first instance on how far it is likely to benefit farming activity; thus in the case of areas specializing in livestock breeding mainly for meat production, rural housing is more likely to be short of electricity. Only in very few countries does rural housing appear to dispose of a more or less reasonable supply of running water. Although rural dwellings are bigger (expressed in number of rooms) compared to urban ones, as already noted above, overcrowding seems to be widespread owing partly to large households. The greater size of the rooms and the larger number of children in rural families may, however, somewhat reduce the real extent of the discrepancy between the figures shown for the two types of areas.

Table 3

Number of Existing Dwellings, by Size and Facilities, in Selected European Countries

Country		Year	Total number of dwellings (in 000's)	Percentage ^(a) of dwelling units with the following number of rooms:				Percentage of dwelling-units with:				
				1 to 2	3 to 4	5 to 6	7 and more	Running water (b)		Gas ^(c)	Electricity	Bath ^(d)
								inside	inside or outside			
Austria: ^(e)	total	1951	2,138.0	73.7	18.0	← 3.3 →		34.2	63.3	30.6	90.7	10.6
	urban		1,173.0	..	..	..	..	44.8	86.9	55.4	97.2	15.2
	rural		965.0	..	..	..	..	21.3	34.6	0.5	82.7	4.9
Belgium: ^(f)	total	1947	2,816.0	25.5	44.6	22.0	7.9	48.5	56.1	..	95.3	8.4
	urban		1,871.9	27.9	44.1	20.5	7.5	60.9	..	..	95.9	10.8
	rural		944.1	20.6	45.9	24.8	8.7	23.6	..	..	94.2	3.5
Czechoslovakia: ^(g)	total	1946	3,129.6	68.8	26.6	3.3	1.3	..	35.5	9.1	85.0	..
	urban		1,234.3	66.2	27.9	4.2	1.7	..	55.8	22.2	94.1	..
	rural		1,895.3	70.6	25.7	2.7	1.0	..	22.3	0.5	79.1	..
Denmark:	total	1950	1,291.0	..	..	..	..	..	..	..	..	..
	urban		844.4	6.9	65.8	22.0	5.3	..	..	38.8	99.2	38.4
	rural		446.6	..	..	..	..	..	..	..	96.0	..
Finland:	total	1950*	988.9	59.7	32.5	6.0	1.8	..	..	..	..	..
	urban		363.4	67.8	26.7	4.5	1.0	..	..	..	..	..
	rural		625.5	55.0	35.8	7.0	2.2	..	..	..	..	..
France: ^(h)	total	1954	13,401	40.1	← 59.9 →			58.3	..	67	93	10.4
	urban		..	..	..	..	..	75.4	..	77.5	96	14.9
	rural		..	..	..	..	..	33.8	..	50	89	3.9
Greece:	total	1940	1,740.1	67.6	24.6	5.9	1.9	..	..	1.4	14.2	4.0
	urban		630.8	60.3	26.4	9.6	3.7	..	..	3.8	32.7	10.5
	rural		1,109.3	71.7	23.7	3.8	0.8	..	..	..	3.7	0.3
Hungary: ⁽ⁱ⁾	total	1954	2,540.0	..	..	..	..	..	..	..	..	..
	urban		1,015.0	..	..	..	..	..	43.5	20.4	85.8	23.8
	rural		1,425.0	..	..	..	..	..	..	..	..	..
Ireland: ^{(j)(k)}	total	1946	662.7	15.7	52.9	21.2	10.2	29.3	38.7	..	..	15.3 ^(m)
	urban		239.5	25.3	41.8	20.5	12.4	67.3	91.8	..	..	35.5 ^(m)
	rural		423.2	10.4	59.2	21.5	8.9	7.9	8.6	..	..	3.9 ^(m)
Italy:	total	1951	11,662.8	..	..	..	..	38.8	68.6	15.0	82.7	12.3
	urban		..	..	..	..	..	72.0	..	..	91.7	28.6
Netherlands: ⁽ⁿ⁾	total	1947	2,049.7	10.4	29.2	44.1	16.3	80.2	..	67.2	92.4	..
	urban		1,830.9	9.5	27.7	45.7	17.1	86.6	..	74.4	94.8	..
	rural		218.8	17.3	42.5	30.9	9.3	26.5	..	7.5	72.1	..
Norway: ^(j)	total	1946	855.6	27.0	51.4	16.4	5.2	65.3	..	..	82.9	16.2
	urban		244.3	22.9	61.4	13.3	2.4	95.3	..	29.4*	100.0*	31.8
	rural		611.3	28.7	47.4	17.6	6.3	53.3	..	..	76.1	10.0
Poland:	total	1950	5,873	..	..	..	..	..	..	..	..	..
	urban		2,445.4	58.6	36.3	← 5.1 →		..	..	..	..	..
Spain:	total	1950	6,291.6	20.7	42.3	26.1	10.9	..	34	5.3	79	9
	urban		2,816.6	18.5	38.9	30.4	12.2	..	..	..	..	..
	rural		3,475.0	22.6	45.1	22.5	9.8	..	..	..	..	..
Sweden:	total	1945	2,101.8	37.6	47.1	11.6	3.7	66.9	68.7 ^(o)	22.1	93.7	27.6 ^(p)
	urban		1,180.8	45.1	43.6	8.7	2.6	88.5	90.5 ^(o)	39.4	99.6	43.4 ^(p)
	rural		921.0	28.0	51.6	15.3	5.1	39.3	40.8 ^(o)	-	86.2	7.2 ^(p)
Switzerland: ^(q)	total	1950	1,300*	..	..	..	..	..	..	..	..	..
	urban		681.9	22.5	55.5	16.1	5.9	98.9	..	62.7	100.0	69.5
	rural		25.8	15.1	41.2	29.9	13.8	77.5	..	3.0	95.1	17.3
United Kingdom: ^(k)	total	1951	14,093.6	7.4	40.9	43.9	7.8	81.4	93.0	..	..	62.4 ^(r)
	urban		11,133.4	7.4	40.4	44.9	7.3	83.3	95.0	..	..	64.5 ^(r)
	rural		2,960.2	7.4	42.9	40.0	9.7	73.2	79.0	..	..	53.6 ^(r)
Western Germany:	total	1950	9,437.6	13.5	54.2	23.6	8.7	..	78.0	42.6	98.4	19.7
	urban		3,733.1	17.1	62.4	16.9	3.6	..	95.6	77.3	99.1	29.6
	rural		5,704.5	11.2	48.7	28.0	12.1	..	66.3	19.5	97.9	13.2
Yugoslavia:	total	1954	3,597.0	..	..	..	..	..	..	..	..	..
	urban		929.6	80.4	13.2	← 6.4 →		..	28.8	..	87.3	17.0
	rural	1951	2,571.2	..	..	..	..	..	..	..	18.5	..

See notes and sources overleaf.

Notes to Table 3

Note: A dwelling-unit is usually defined as a structurally separated room or suite of rooms used or intended for habitation by private households (consisting of one or several persons) and having a separate access to the street or a common passage-way. Non permanent structures used for habitation are usually included. Rooms include bedrooms, dining-rooms, living-rooms, habitable attics and servants' rooms; usually also kitchens and other habitable spaces separated by walls. As a rule rooms used for business purposes only are excluded.

The distinction between urban and rural areas varies from country to country.

- (a) In cases where the percentages do not add up to 100, the total includes dwelling-units with the number of rooms unknown.
- (b) Unless otherwise stated, figures in the left column relate to piped water supply within dwelling-units, whereas the other figures relate to piped water supply inside or outside dwelling-units.
- (c) Means, in most cases, cooking-gas laid on from main or tank, as a permanent feature of the structure.
- (d) Unless otherwise stated, "bath" means private bathroom or bathing accommodation shared with other dwellings.
- (e) Dwelling-units by number of rooms: counting rooms with less than 15 m² floor-space as half-rooms.
- (f) Occupied dwellings only, the total number of existing dwellings being 2,867,789, of which: 1,902,108 in urban areas and 965,681 in rural areas.
- (g) Bohemia, Moravia and Silesia only, the total number of dwellings in the whole of Czechoslovakia amounting to 3,613,000.
- (h) Census of population results, 1/20 sample. Only principal dwellings are taken into account, secondary and vacant dwellings being excluded. The total number of existing dwellings is: 14,382,840.
- (i) In 1940: Total number of dwelling-units amounted to 879,028 in urban areas and to 1,519,384 in rural areas. The corresponding number of residential buildings was 400,973 in urban areas (of which 32 per cent with running water and 54 per cent with electricity), and 1,236,887 in rural areas (of which 3 per cent with running water and 19 per cent with electricity. Source: Statistical Yearbook 1955. United Nations, New York, 1955, pages 554 and 555.
- (j) Data are for households.
- (k) Water supply: data are for households with exclusive use of piped supply inside building (figures in left column), and for households with exclusive use of, or sharing, this facility.
- (m) Private bath only.
- (n) Occupied dwellings only. Including all non-farm dwellings in urban areas and only farm dwellings in rural areas.
- (o) Inside building.
- (p) Excluding shower rooms and Finnish baths.
- (q) Kitchens not counted as rooms. Urban areas: 113 towns with over 5,000 inhabitants and fifty suburban communes. Rural areas: 25,814 units in sample including 253 rural communes.
- (r) Figures are for Great Britain and relate to households.
- (s) Urban areas: 346 localities. Rooms: 13.2 corresponds to dwelling-units with three rooms; 6.4 to units with four or more rooms.

Sources: - Statistical Yearbook 1955, United Nations, New York, 1955, pages 554 and 555, with the following exceptions:

- Austria: Dwellings by number of rooms: Ergebnisse der Häuser- und Wohnungszählung, vom 1 Juni 1951, Österreichisches Statistisches Zentralamt, Heft 11, Vienna, 1953.
- Belgium: Breakdown "urban" and "rural": "Recensement Général de la Population, de l'Industrie et du Commerce au 31 décembre 1947", Tome III, Brussels, 1950.
- Denmark: Number of dwellings ("Total"): Housing Statistics, November 1950, Statistical Department, Copenhagen. Data for "Rural" by deduction.
- France: Bulletin Statistique, Secrétariat d'Etat à la Reconstruction et au Logement, Paris, Nos. de mai et d'août 1956.
- Hungary: Urban: Statistical Yearbook of Hungary, 1956, Budapest 1956.
Total: The European Housing Situation, ECE, Geneva, January 1956 (E/ECE/221).
- Italy: Total (gas and water inside or outside): Compendio Statistico Italiano 1956, Central Statistical Office, Rome 1956; Rest: The European Housing Situation, ECE, Geneva, January 1956.
- Poland: Statistical Yearbook of Poland 1955, Warsaw, 1956.
- Spain: Data for facilities: Censo de Edificios y viviendas de 1950, Instituto Nacional de Estadística, Madrid, 1954.
- Yugoslavia: 1954: Statistical Yearbook 1956, Belgrade, 1956.

Table 4
Number of Dwellings, by Density of Occupation, in Selected
European Countries

Country		Year	Total number of dwellings (in 000's)(a)	Percentage of dwellings with the following number of persons per room:(b)					
				1.5 or less	Over 1.5	Over			
						2	3	4	5
Belgium ^(c) :	total	1947	2,816.0	97.5	2.5	2.5	0.5	0.2	0.1
	urban		1,871.9	97.8	2.2	2.2	0.5	0.2	0.1
	rural		944.1	96.9	3.1	3.1	0.6	0.2	0.1
Czechoslovakia ^(d) :	urban	1946	908.6	..	..	29.2	11.0	4.7	..
Denmark:	urban	1950	844.4	95.6	4.4	0.7	..	..	..
France:	urban	1946	6,972.9 ^(e)	76.8	23.2	9.4	..	..	..
	rural		5,511.7 ^(e)	65.9	34.1	20.2	..	..	..
Greece:	urban	1940	630.8	44.7	55.3	29.4	17.2	9.8	5.3
	rural		1,109.3	30.4	69.6	49.9	26.5	14.5	8.1
Ireland ^(f) :	urban	1946	239.5	72.9	26.6	13.5	4.8	2.0	1.0
	rural		423.2	79.7	19.8	7.6	1.4	0.4	0.1
Netherlands ^(g) :	urban	1947	1,837.2	88.2	11.8	5.4	1.9	0.9	0.4
	rural		219.1	67.4	32.6	15.8	4.5	1.7	0.9
Norway ^(f) :	urban	1946	244.3	88.2	11.8	2.7	0.4	0.1	-
	rural		611.3	..	..	6.2	..	..	..
Sweden:	urban	1945	1,180.8	84.5	15.5	4.1	..	..	..
	rural		921.0	82.9	17.1	6.1	..	..	..
Switzerland ^(h) :	urban	1951	681.9	91.0	9.0	1.6	..	..	..
	rural		25.8	83	17	6	..	..	..
Great Britain ⁽ⁱ⁾ :	urban	1951	11,788.2	93	7	2	..	..	..
	rural		2,693.3	94	6	2	..	..	..
Western Germany ^(j) :	urban	1950	5,858.6	..	..	8.8	2.5	0.7	..
	rural		8,775.2	..	..	11.6	3.6	1.2	..

Notes: See next page.

Sources: - Statistical Yearbook 1955, United Nations, New York, 1955, except for:
- Belgium: Recensement Général de la Population, de l'Industrie et du Commerce au 31 décembre 1947, Tome III, Brussels.

Notes to Table 4

- Note: For definitions, see note to Table 3. For policy purposes, dwellings are usually considered as over-crowded when they have more than two persons per room. Children and adults are counted as equal units. Differences in density of occupation may be compensated to some extent by larger dimensions of the rooms in densely occupied dwellings.
- (a) Totals do not always correspond to those of Table 3, usually because unoccupied dwellings and/or dwellings with unknown density of occupation have not been included here.
 - (b) Calculated in relation to the number of occupied dwellings. In cases where the percentages given in the first two columns do not add up to 100 the figure includes dwellings with unknown density of occupation.
 - (c) Columns "1.5 or less" and "Over 1.5" should read "2 or less" and "Over 2". The breakdown corresponding to that shown in this table, available only for the "total" is 92.5 for "1.5 or less" and 7.5 for "Over 1.5".
 - (d) Bohemia, Moravia and Silesia, excluding Prague.
 - (e) Number for which density of occupation was reported.
 - (f) Data are for households.
 - (g) Urban: includes all non-farm dwellings; rural: farm dwellings only.
 - (h) Kitchens not counted as rooms. Rural areas: 25,814 units in sample including 253 rural communes.
 - (i) Data are for households. Estimates from 1 per cent sample of the 1951 census returns.
 - (j) Data are for "housing parties" (owners, tenants and sub-tenants, together with family members).

Statistical information on the age of dwellings, broken down by areas, is scarce, but it would appear that in many countries rural houses, particularly those of a permanent character, are older than dwellings in urban areas. In this connexion it should be noted that unlike urban housing, rural housing does not benefit from periodic transformations due to town-planning measures.

This broad analysis of rural dwelling-stock supplies an impression of the general scope of the rural housing problem, at least in qualitative, if not in quantitative, terms. In order to be correctly understood the rural housing question must be placed in its proper perspective, i.e. within the framework of agriculture and the rural situation in general.

The dependence of rural housing on the solution of basic agricultural problems:

The interest of governments in rural housing and in rural life in general is certainly not new,⁽¹⁾ and its scope has broadened over the years. The first steps taken in this field, as in the case of urban housing, were indeed exclusively related to an improvement of sanitary conditions. Later, interest became more general as a consequence of such broader problems as migration from the countryside to towns, a feature which, in some cases, assumed such proportions as to represent a danger to the national economy and created an urgent rural problem. The degree of interest at present taken by governments in the rural housing problem is obviously more or less proportionate to the extent to which this migration is considered harmful to the general national economic development and equilibrium. Owing to the considerable degree of under-employment in many agricultural areas in Europe, certain governments are not alarmed by the marked movement from country to town and, therefore, the incentive to improve rural housing conditions is less pronounced than in the more industrially advanced countries where this migration becomes a real danger, amongst other things to the supply of food; although there is not necessarily a decrease in agricultural output when people leave the countryside.

(1) It should be recalled that several reports prepared for The European Conference of Rural Life, held in 1939 under the auspices of the League of Nations, dealt extensively with the problem of rural housing.

This movement may even lead to an improvement in production per head; but not necessarily to an increase in income, as this depends on the kind of agricultural product concerned and its market.

Rural crisis is reflected in lack of equipment for agriculture, of which housing is an important item. Indeed, it is generally recognized that bad housing conditions are one of the main reasons for leaving the countryside; it incites particularly women and the younger people to migrate to towns, where they expect to find not only better housing but also a whole series of amenities and social activities. Countries which need to keep people in rural areas to ensure adequate food supplies or to lessen the congestion in their towns, are showing an ever-increasing interest not only in rural housing but in rural life in general, and are taking or contemplating measures designed to develop such conditions as will compete with those offered by urban life.

Poor housing conditions themselves, and the rural problem as a whole, are to a large extent a consequence of the relatively low productivity and income from agriculture, i.e. of the agricultural problem. There exists an apparent link between the equipment of agricultural and rural areas in general and the maintenance of an equilibrium between rural and urban regions. This equipment includes: land, motorization, organization (e.g. co-operatives), trade and transforming industries, suitable buildings and housing. It would appear that when making a comparison between agricultural populations as a percentage of total active population and income of the agricultural sector of the economy, the United Kingdom alone has an income as great for agriculture as for other sectors of the economy (i.e. about 100) while the ratio for the other countries ranges from about 80 to 30. The earnings of agricultural workers, who in many countries account for a considerable proportion of the agricultural labour force and constitute a category which is often very badly off as far as housing conditions are concerned, are almost everywhere lower than those of industrial workers⁽¹⁾. Owing to the relatively plentiful supply of agricultural labour

(1) For 1954 the average earnings of male agricultural labourers expressed as a percentage of those of male wage earners in manufacturing are as follows: Denmark 63; Finland 56; France 64; Ireland 59; Italy 64; Norway 75; Sweden 65; United Kingdom 57; (Source: Report by a Group of Experts; "Social Aspects of European Economic Co-operation", International Labour Office, Geneva, 1956, page 146.

there has been little incentive to apply labour-saving techniques in agriculture. An improvement in rural housing conditions depends to a very large extent on the improvement of agricultural conditions, especially in such countries or regions where agriculture is a predominant economic activity.

Some features of the rural housing problem and policies

If governments generally are aware of the existence of the rural housing problem, there does not appear to exist any well-defined or uniform policy for the development of rural conditions. This is hardly surprising when the differences in the scope of the problem and in the relative economic structure and development of the various countries are taken into account. The rural economic situation, unlike the more uniform development of industry, differs substantially between countries and even between regions within a country. Nevertheless, the rural housing problem seems to be distinct from that of urban areas owing to a series of factors which are more or less common to all countries. Some of these factors appear to be as follows:

- (a) the lack of centralization of rural housing in many areas, which obviously prevents the erection of large building sites and considerably increases the cost of building and improvement (this factor is naturally less important in such areas as Sicily and the Danube basin, where large villages are common);
- (b) the absence, in certain countries, of adequate organization and legislation capable of fully recognizing the real and specific problems involved in rural housing;
- (c) measures indirectly relating to rural housing, such as electrification, adequate sewage systems, etc., are as important in improving conditions as are the specific and direct measures. The financing of such services is, however, a particularly difficult question for rural communities, which are generally small, with limited public finances;
- (d) rural housing requires not only the erection or improvement of dwelling-space, but also of additional premises in the case of farms or housing.

for either agricultural or industrial workers;

- (e) the categories of people in need of aid are more varied in rural areas than in towns. In many countries provisions in legislation exist to help agricultural workers, who are often very badly housed. It appears to be customary in most countries for employers to provide their workers with housing facilities. This constitutes a special feature which should be taken fully into account. There is a tendency, however, towards the disappearance of the hired help housed in the farm itself and for agricultural workers to be housed independently, especially in the case of bigger farms and of workers with higher wages. This trend is apparently incited by living conditions in towns. Certain categories other than agricultural labour also require assistance; these are, especially in the highly industrialized countries, industrial workers residing in rural areas, rural craftsmen, and to some extent independent farmers, though the latter are sometimes much better off.
- (f) technical problems: many farm workers have developed a certain skill in, for example, the application of cement and this may have an influence on rural housing development.

Some tentative conclusions

1. In almost all European countries there is a rural housing problem, either in quantitative or in qualitative terms, or in both. The scope of the problem depends on the relative size of the rural population and on the economic structure and development of the country. Economic targets may conflict with social targets, particularly in countries with a low agricultural productivity and extensive under-employment in this sector of the economy;

2. Improvement of the situation depends mainly on the economic development of agriculture and the rural economy within the over-all economy, but almost everywhere there is a need for aid, financial or otherwise, from the government. The improvement of agricultural conditions themselves,

however, depends to some extent on better housing, and in countries where the migration to towns is considered harmful the improvement of rural housing and rural conditions is an urgent need. There is a general policy which recognizes the importance of the agricultural sector in the over-all economy. One of the features is the parity price policy which guarantees farmers a certain income. This policy should be combined with an increase in productivity and in some countries income guarantees are already conditional upon rising efficiency. This trend can be achieved, among other means, by encouraging the transfer of workers who are not indispensable. In this connexion, it should be noted that people can be transferred from agriculture to other occupations without necessarily leaving their homes.

3. For the bulk of the rural population in many European countries financial resources are such that normal-standard houses would appear to be out of the question for a long time to come. Consequently, it would appear necessary to continue to rely to a considerable extent on the initiative and self-help of the farmer and other rural dwellers. In this connexion there is considerable scope for developing a policy of aided-self-help by making available simple technical advice through the dissemination of a limited number of standard plans and, while encouraging the fullest utilization of local materials, by advancing small loans on easy terms for the purchase of materials and components which cannot be obtained locally;

4. It would appear that the conditions for improvement in certain areas are now available, given the large extent or development of: rural electrification; water supply; transport means which allow for a better integration of rural areas within the economy; the creation of activities complementary to those of a purely agricultural nature, thus providing for a more balanced economic and social life.

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HOUSING COMMITTEE

(Item 4 of the provisional agenda
for the fourteenth session)

EUROPEAN HOUSING TRENDS AND POLICIES IN 1956

(Provisional Version)

PREFATORY NOTE

This report is the fifth in a series of annual surveys of European housing trends and policies prepared by the Secretariat of the ECE at the request of the Housing Committee. The present version should be regarded as provisional and primarily as a background for the annual discussion on European housing trends and policies which takes place at the spring session of the Housing Committee (to be held this year from 27 to 31 May).

In its present form the document consists of four chapters.⁽¹⁾ Chapter I is a review of housing trends and policies in Europe during the past year. It is based partly on regular statistical material available, largely supplied by governments, and published in the Quarterly Bulletin of Housing and Building Statistics for Europe; partly on comprehensive memoranda prepared and sent to the Secretariat by governments; and partly on published information. It should be noted that data is lacking for certain countries and that in other cases the material was made available very recently, so that there has been insufficient time to digest it thoroughly. The final version of the document can be expected, therefore, to be substantially expanded. This is particularly the case with Chapter I, where in addition to a fuller discussion of certain of the topics treated there, it is hoped to include material on housing in relation to other forms of construction activity and on building materials and components. Chapters II, III and IV deal with three special topics which are the

(1) See also HOU/Working Paper No.60.

subject of current discussion on a rather longer-term basis, along the lines of the "Part II" which has appeared in previous surveys. The second chapter, on "Some aspects of the rural housing problem", should be regarded essentially as an introduction to the subject. Chapters III and IV, on "The formulation of house building programmes" and on "Housing management", respectively, are the work of rapporteurs. (2)

Following normal practice, the Secretariat will revise and complete the text of the annual survey in the light of comments made by the Committee and will issue the final version for general circulation in the summer of 1957. It is hoped that governments will make available to the Secretariat in writing before or during the session comments of a detailed or statistical character, so that the discussion at the session can be concentrated on the substance of the issues raised in the report.

(2) See in this connexion, as regards Chapter III, document HOU/Working Paper No.60/Add 2 and as regards Chapter IV document HOU/Working Paper No.60, which states why the latter chapter is not being circulated again to the present session of the Committee.

CHAPTER I
THE TREND OF HOUSE CONSTRUCTION AND CHANGES IN HOUSING POLICIES
IN 1956⁽¹⁾

SECTION 1. The Trend of House Construction

During 1956 some 3.9 million dwellings were completed in Europe (including the whole of Turkey and the whole of the USSR), compared with about 3.7 million in 1955, as can be seen from Table 1.

The rate of increase of total house construction in Europe between 1955 and 1956 was only half as great as in the previous year, 4 per cent compared with 8 per cent. It is estimated that rather more than 1 million dwellings out of the total of 3.9 million made possible a net improvement of the housing situation in Europe. It can also be seen that the average number of dwellings completed per thousand inhabitants in Europe was about 6.5 compared with 6.3 in 1955 and 5.9 in 1954.⁽²⁾

Table 1 also shows that despite an increase in total house construction in Europe as a whole there was a fall in several countries, particularly those where house construction has been at a high level during recent years. Output fell in Belgium, Denmark, Finland, Norway and the United Kingdom, mainly as a result of credit restrictions and changes in subsidy policy.⁽³⁾ In Hungary the drastic fall can be accounted for mainly owing to political events towards the end of last year. In Poland the fall can be accounted for largely by the re-organization of the administration of house construction and the building industry in progress.⁽³⁾

(1) The following symbols have been used in the tables:

- .. = figure not available
- = nil or negligible quantity
- * = Secretariat estimate.

(2) Albania, Austria, Eastern Germany, Greece, Portugal and Turkey are not included owing to lack of sufficient information. If figures for these countries were included the over-all figures would be somewhat lower, since the level of construction is fairly low in most of these cases.

(3) See Section 2 of this chapter.

Table 1
Dwellings Completed from 1954 to 1956
(in thousands and per thousand inhabitants)

Country	1954	1955		1956	
	(in 000's)	(in 000's)	Per 1,000 inhabitants (a)	(in 000's)	Per 1,000 inhabitants (a)
Albania ^(b)	108.1	117.0	..	..	..
Austria	40.5	41.6	6.0	..	..
Belgium	44.9	44.6	5.0	42.8*	4.8
Bulgaria ^(c)	1,109.2	1,790.6	..	1,682.1	..
Czechoslovakia	38.2	50.6	3.9	62.7	4.8
Denmark	23.3	24.0	5.4	19.8	4.5
Eastern Germany ^(c)	1,800.0	1,600.0	..	30.0 ^(d)	1.7
Finland	31.0	33.2	7.8	31.9*	7.5
France	162.0	210.1	4.9	240.0	5.5
Greece	46.3	..	..	..	..
Hungary	27.2	31.5	3.2	12.0*	1.2
Ireland	11.0	9.5	3.3	10.6	3.6
Italy	177.4	215.9	4.5	230.0	4.8
Netherlands	68.5	60.8	5.7	68.3	6.4
Norway	35.4	32.1	9.4	27.3	8.0
Poland	79.0	94.0	3.4	89.0	3.3
Portugal	(17.0)	(18.8)	..	(22.4)*	..
Romania	54.9	55.9	3.2	56.0*	3.2
Spain	87.2	112.2	3.9	121.8	4.2
Sweden	58.9	57.7	7.9	57.1*	7.9
Switzerland	36.1	39.4	7.9	39.4*	7.9
Turkey	(54.2)	(58.5)	..	(52.1)*	..
USSR	1,351.0	1,512.0	7.7	1,613.0	8.0
United Kingdom	353.9	324.0	6.4	307.3	6.0
Western Germany	542.9	541.7	10.6	561.0	11.0
Yugoslavia	34.2	29.7	1.7	30.0*	1.7

Source: Quarterly Bulletin of Housing and Building Statistics for Europe, ECE, Geneva.

Notes: - Data refer in the main to new and reconstructed units and those units made available by alteration and conversion, which represent only 1 to 5 per cent of new and reconstructed dwellings.

- Figures given between brackets are for urban areas only and are based on an incomplete coverage.

(a) Based on population data for mid-1955.

(b) Expressed in thousand m²; figures refer to house construction by state and co-operatives only, thus excluding private construction.

(c) Expressed in thousand m².

(d) Thousand dwellings.

In France and Italy housing output rose significantly from the low levels of the post-war period. There was also an increase in Czechoslovakia, the Federal Republic of Germany, Ireland, the Netherlands, Portugal (urban areas), Spain and the USSR. It remained at much the same level in Sweden, Switzerland and Yugoslavia.

The rate of construction per thousand inhabitants remains highest in Western Germany, followed by Norway, Sweden, Switzerland and the USSR, the last four all at roughly 8 dwellings per thousand inhabitants. House construction remained at a particularly low level, 2 dwellings per thousand inhabitants, in Eastern Germany, Hungary and Yugoslavia.

In considering the adequacy of the rate of house construction in 1956 in relation to requirements, assessed on an objective though admittedly far from comparable basis, it may be convenient to compare what was achieved with requirements as analysed in "The European Housing Situation".⁽¹⁾ Table 2 summarizes the minimum housing requirements on a reasonably objective basis, together with the main factors taken into account in assessing these requirements.⁽²⁾ It should be stressed, of course, that comparability in requirements is quite out of the question owing to the completely different economic, social and geographical situation in the different countries. Furthermore, it should be remembered that housing requirements as calculated are normally based on the assumption that the housing situation, whatever it may have been in 1953 should be at least maintained. In a number of countries at that time the situation was far from satisfactory.

It appears that only in Sweden and Switzerland was the rate of construction in 1956 such as to contribute to a real improvement of the housing situation. The high rates of construction which were attained in Bulgaria, Czechoslovakia, Finland Spain and the USSR will have to be maintained for many years to come in view of the housing shortage in these countries. In several other countries the rate of construction does not appear to be adequate. In Austria output was 42,000 dwellings compared with a rate of 50,000 which ought to be maintained at least until 1962. In France, the rate rose to 240,000 dwellings, but 300,000 should be constructed per annum for the next twenty years to eliminate the housing shortage. In Greece output was of the order of 45,000 dwellings, compared with a figure of 60,000 required until 1970 to achieve an average density of occupation of 1.6 persons per room.

(1) The European Housing Situation ECE, Geneva, January 1956 (E/ECE/221).

(2) For a fuller discussion of how requirements were estimated, see The European Housing Situation, *ibid.*

Table 2
Minimum Housing Requirements

Country	Needs	Main factors taken into account	Country	Needs	Main factors taken into account
Austria	50,000 dwellings/yr up to 1962	- Increase of married couples - Current replacement - Elimination of quantitative housing shortage	Norway	20,000 dwellings/yr	- Increase in the number of married couples - Current replacement needs - The estimate is on the low side since the influx of population to urban districts is not taken into account. At the rate of 35,000 dwellings/yr the housing shortage would disappear in 1958
Belgium	45,000 dwellings/yr	- Married couples increase - Current replacement needs			
Bulgaria	650,000 m ² clear living space/yr	- Population increase - Current replacement needs	Poland	120,000 dwellings/yr until 1960	- Population and married couples increase - Current replacement needs - To obtain a density of occupation, in urban areas, not less than 1.5 persons/room by end of 1960
Czechoslovakia	60,000 dwellings/yr for next 15 yrs	- Married couples increase - Current replacement needs			
Denmark	20,000 dwellings/yr for next 10 yrs	- Households increase - Current replacement needs	Portugal	40,000 dwellings/yr	- Marriages increase - Replacement needs
Finland	30,000 dwellings/yr for next 10 yrs	- Increase of households - Existing housing shortage	Spain	70,000 dwellings/yr	- Population development - Current replacement needs
France	300,000 dwellings/yr for next 20 yrs	- Married couples increase - Internal migration - Current replacement needs - Existing housing shortage	Sweden	35,000 dwellings/yr	- Increase in number of married couples - Current replacement needs - To obtain a density of occupation equal to that previously in Norway and Denmark
Greece	62,500 dwellings/yr or 1 million new dwellings for the period 1955 to 1970	- Changes in population - Current replacement needs - To obtain density of occupation of 1.6 persons/room	Switzerland	17,000 to 19,000 dwellings/yr or 25,000 to 30,000 dwellings/yr	- Natural annual increase in population - Current replacement needs - If net immigration were to rise again to the level of the early 1950s
Hungary	40,000 to 50,000 dwellings/yr	- Increase of married couples - Current replacement needs - Internal migration	Turkey	80,000 to 90,000 dwellings/yr	- Population increase - Current replacement needs
Ireland	10,000 new dwellings/yr	- Current demographic needs - Replacement needs - To obtain a density of occupation of 0.9 in 10 yrs	USSR	1,350,000 dwellings/yr over next 10 yrs	- Increase of married couples - To obtain an average density of occupation of 1.7
Italy	336,000 dwellings/yr from 1955 to 1964	- Population increase - Replacement requirements - Existing housing shortage - To obtain in 1964 a density of occupation of 1.15	United Kingdom	300,000 dwellings/yr for next 10 yrs	- Population increase - Current replacement needs - Existing housing shortage
Netherlands	65,000 to 75,000 dwellings/yr for next 15 yrs	- Increase in number of households - Replacement needs - Existing housing shortage	Western Germany	500,000 dwellings/yr for at least 10 yrs	- Increase of households - Current replacement needs - Existing housing shortage
			Yugoslavia	110,000 dwellings/yr during next 15 yrs	- Assuming a target by the end of 1969 of separate dwellings for all married couples and for one-fourth of widowed, divorced and unmarried people over 30 yrs of age (i.e. by 1957, 250 dwellings/1,000 inhabitants)

In Hungary the requirements are 40,000 to 50,000 dwellings per annum, whereas only 12,000 dwellings were constructed in 1956. In Italy the target is 340,000 dwellings a year from now until 1964, compared with an output of 230,000 dwellings in 1956, itself a significant increase on recent years. In Poland 120,000 dwellings per annum are required until 1960 to achieve a density of 1.5 persons per room, compared with an output of only 90,000 in 1956. In Turkey requirements are at least 90,000 dwellings per annum, compared with 50,000 built in urban areas. In Yugoslavia output should be some three-and-a-half times as high as 1956 for the next fifty years to create substantially improved housing conditions.

Even in the countries where the rates of construction are most favourable in relation to requirements, Sweden and Switzerland, it should be noted that in the case of the former the density of occupation is higher than in Denmark and Norway and that there is a need to build larger dwellings; and that in the case of the latter there is a great need for dwellings at rents within the range of the lower income groups.

As to the immediate prospects, based on statistics available of the number of dwellings authorized, started or under construction, the rate of house-building in Denmark, France, the Netherlands and Sweden (on the basis of data for urban areas only) is increasing, the respective figures being 23,000 dwellings under construction at the end of 1956 in the case of Denmark, 350,000 dwellings authorized in 1956 in the case of France, 88,000 dwellings authorized in 1956 in the case of the Netherlands, and 31,600 dwellings begun (in urban areas only) in 1956 in the case of Sweden. On the other hand, residential building is likely to fall in Norway, where 22,400 dwellings were under construction at the end of 1956; in Switzerland, where 23,000 dwellings were under construction in communes with more than 2,000 inhabitants; in the United Kingdom, where 285,000 dwellings were started; and in Western Germany, where 548,000 dwellings were authorized. In these four countries the corresponding figures for the end of 1955 were substantially higher.

In eastern Europe a considerable expansion of house-building is planned for the coming years, as can be seen by comparing the average annual output of residential building from 1951 to 1955 with that planned for the period 1956 to 1960 and the share of housing in total gross fixed investment between these two periods as shown in Table 3.

Table 3

Planned House Construction in the Next Five Years,
Compared with the last Five Years, in Selected Eastern European Countries

Country	Coverage	Unit	Average annual output 1951 to 1955	Plan 1956 to 1960		Share of housing in total gross fixed investment (%)	
				Total	Annual average	Actual 1951 to 1955	Plan 1956 to 1960
Albania	State and co-operatives	1,000 m ²	90.1	..	..	10 ^(a)	11.5 ^(a)
Bulgaria	Total	1,000 m ²	1,039.5	..	..	..	..
	State		351.8	..	..	..	..
	Private		687.7	..	..	..	..
Czechoslovakia	Total	1,000 dwellings	39.6	300.0	60.0	.. ^(b)	..
	State		29.2	250.0	50.0	12 ^(b)	16.4
	Private ^(c)		10.4	50.0	10.0	..	..
Eastern Germany	Total	Million m ²	1.8	13.0	2.6	14	13.5
	Total	1,000 dwellings	38.8	..	..	14	13.5
	State		19.0	..	..	..	..
	Other		19.8	..	..	..	..
Hungary	Total	1,000 dwellings	22.0	200.0	40.0	6.5	10.0
	State		9.6	..	..	..	..
	Private		12.4	..	..	..	..
Poland	Total	1,000 rooms	204.0	..	..	..^(d)	.. ^(d)
	Urban		138.9	1,200.0	240.0	10.5 ^(d)	14.5 ^(d)
	Rural		65.1	..	..	..	..
Romania	Total	1,000 m ²	1,504.2	..	..	..	..
	State		302.2	2,500.0	500.0	4	5.5
	Private		1,202.0	..	..	..	..
USSR	State	Million m ²	21.1	205.0	41.0	15 ^(d)	15 ^(d)
	Private		7.8	85.0	17.0	..	..
Yugoslavia ^(e)	Total	1,000 dwellings	32.7	350,000	70	21.6	20 to 25
	Urban		13.3	200,000	40	..	..
	Rural		19.4	150,000	30	..	..

Sources: - Quarterly Bulletin of Housing and Building Statistics for Europe, United Nations, Geneva, 1957, Vol. IV, No. 4.
 - Economic Survey of Europe in 1956, United Nations, Geneva, 1957 (E/ECE/278), Chapter II, page 4, Table 2.
 - Data directly supplied by Government - Czechoslovakia : Share of Housing (Plan 1956 to 1960)
 - Yugoslavia

- (a) State only.
 (b) 1948 to 1955.
 (c) With or without state subsidies.
 (d) State and co-operative farms.
 (e) Plan 1957 to 1961.

Dwelling construction on state account will increase in Czechoslovakia by about 70 per cent. In Eastern Germany total house output is being planned almost to double, and the same applies to Hungary. Urban housing construction will be raised by about 70 per cent in Poland. In addition to construction by the state, it is expected that the subsidies granted by the state to co-operatives and private persons will be greatly increased and the supply of building materials more ample. It is planned to increase state house construction in Romania by about 70 per cent. In the USSR house construction on state account is almost to double. A plenary session of the Central Committee of the Communist Party, held in December 1956, decided that the possibility of allocating additional funds for housing should be investigated; as a result, the amount of living accommodation to be built in the sixth five-year period will be higher than that originally envisaged. An equally sharp rise in the amount of living accommodation built by private persons at their own expense with the assistance of loans from the state and from collective farms is expected to result from the provisions made in the sixth five-year plan for increasing loans advanced by the state and raising output of building materials in localities where houses are needed. These target figures for house-building mean that in 1960 the volume of construction will be at least twice as large as it was in 1955. Residential output may increase by more than 100 per cent in Yugoslavia, where dwelling construction in urban areas will even increase to a greater extent. In Bulgaria it is planned, in order to encourage the construction of dwellings by co-operatives and private persons, to double in 1957 the credits made available by the state in 1956. It should be noted that some of these planned figures are still provisional and are subject to changes at a later stage. It is clear from these figures, however, that the eastern European countries intend to improve housing conditions considerably.

Building costs and prices

Building prices and building costs⁽¹⁾ continued to rise in almost all countries for which data are available, as shown in Table 4.

(1) Building prices are as a rule based on an "index house" and are essentially weighted averages of wages and material prices, i.e. input prices. They do, therefore, not reflect changes in the productivity of building operations (on which reliable data is still not available) or in the quality and size of the houses actually built. Building cost indices show actual building cost and represent series of output prices.

Table 4

Index Numbers of Building Prices and Costs in Western Europe, 1951 to 1956^(a)

Country	1951	1952	1953	1954	1955	1956	1956				Percentage increase 1955/1956 ^(b)
							I	II	III	IV	
Building prices:											
Austria (December 1949)											
- Total	151	166	166	170	177	191	184	191	191	198	8.2
- Materials	155	169	168	168	171	182	172	185	186	186	8.8
- Wages	144	162	163	173	185	202	198	198	198	214	8.1
Denmark (1948)											
- Total	133	140	134	135	140	146	144	146	147	149	5.7
- Materials	137	141	130	130	135	140	138	140	141	142	3.6
- Wages	125	138	142	148	153	160	157	159	162	164	6.5
Finland (1951)											
- Total	100	103	101	101	103	112	105	108	112	113	7.6
- Materials	100	104	101	98	96	101	99	101	103	103	6.2
- Wages	100	103	99	105	113	123	112	119	129	131	12.9
France (IVth Qtr. 1953)											
- Total	..	..	..	99	103	116	111	115	119	120	13.2
Ireland (1953)											
- Total	..	101	100	98	100	..	..	..	..	..	..
- Materials	..	106	100	97	99	..	..	..	..	..	..
- Wages	..	92	100	100	103	..	..	..	..	..	..
Italy (1948)											
- Total	112	119	120	124	126	128	126	128	130	130	4.0
- Materials	107	113	110	113	114	113	112	111	114	114	1.8
- Wages	122	131	141	147	152	160	155	161	162	163	5.8
Norway (1948)											
- Total	110	127	129	127	134	139	139		140		2.9
Portugal (1st Qtr. 1949)											
- Total	93	93	88	87	89	90	90	90	90	90	2.3
- Materials	92	92	86	84	84	85	85	86	86	85	1.2
- Wages	97	96	96	97	101	103	103	102	103	105	2.9
Sweden (1 January 1950)											
- Total	133	138	135	134	138	143	142	143	144	144	2.9
- Materials	144	146	138	136	140	145	145	145	146	146	2.1
- Wages	119	129	133	133	135	138	135	140	140	140	3.7
Western Germany (1949)											
- Total	111	118	114	115	123	128	125	128	128	129	3.2
- Materials	111	121	113	114	124	125	124	126	126	125	- 0.8
- Wages	115	124	126	129	139	148	144	150	150	150	4.2
Building costs:											
Belgium (1st semester 1950)											
- Total: Index house	114	108	101	101	103	108	106		110		5.8
Cost per m ²	114	106	99	92	93	99	97		101		8.1
Netherlands (1948)											
- Total	92	96	92	96	107	..	114	116	118	..	8.3
Switzerland (1948)											
- Total	97	103	101	99	101	104	103		105		2.9
United Kingdom (1949)											
- Total	117	126	123	123	130	136	134	136	136	136	2.3

Source: Quarterly Bulletin of Housing and Building Statistics for Europe, ECE, Geneva.

(a) The base period for each country is given between brackets.

(b) Increase between last quarter or semester.

The rise was particularly striking in Austria and Finland (about 8 per cent) and France (13 per cent). As in recent years, wages have gone up more rapidly than building materials. This trend is partly due to the relatively high rate of building activity in many countries. A notable exception to the general trend of increasing prices and wages is the fall in building materials prices in Western Germany, where the over-all index still continued to increase, however, owing to a rise in wages. In Belgium, where prices fell in recent years, there was in the course of last year a fairly considerable increase in costs (8 per cent). A similar increase in the Netherlands may be due to larger dwellings or better equipment since the index is based on houses currently built.

Manpower

In some countries the labour force in the building industry has continued to increase, as illustrated by Table 5.

Table 5

Changes in Employment and Unemployment in the Building Industry in
selected European Countries

Country	Employment			Unemployment ^(a)			
	Percentage increases over the corresponding period of the previous year			Percentages of wage- and salary-earners ^(b)			
	1954	1955	1956	1953	1954	1955	1956
Austria	2	7	-3	..	2.9	1.5	2.1
Belgium	-3	4	6	8.9	6.3	4.5	4.6
Czechoslovakia	0	-3	3	..	..	..	..
Denmark ^(c)	2	-6	..	4.1	3.6	5.7	6.5
Eastern Germany	-6	-7	2	..	..	..	..
Finland	13	24	19	..	..	..	..
France	2	6	0	0.7	0.6	0.4	0.1
Hungary	-27	-18	7	..	..	..	..
Ireland	2	-3	..	15.7	12.2	11.2	..
Netherlands	7	2	6	2.3	1.8	1.0	0.4
Norway	3	-4	-8	0.7	0.6	0.7	0.8
Poland	..	..	2	..	..	..	..
Sweden	1	2	..	2.1	1.7	1.9	2.0
Switzerland	5	4	7	0.1	0.1	0.0	0.0
Great Britain ^(d)	-1	..	2	2.0	1.6	1.2	1.3
Western Germany	8	7	9	5.6	3.5	1.1	1.1
Yugoslavia ^(c)	11	3	-25	..	..	..	..

Sources:- Employment: - Quarterly Bulletin of Housing and Building Statistics
for Europe, ECE, Geneva, except for:

- Ireland: Supplied direct to the Secretariat.
- Denmark: Statistiske Efterretninger, Statistiske
Department, Copenhagen, No. 19-57.
- France: Bulletin de Statistique, Fédération
Nationale du Batiment et des Activités
Annexes, Paris.
- Poland: Official data supplied by the Government
for the 1956 Housing Survey.
- Sweden: Bygginformation, Byggnadsfackens utredning-
savdelning, Stockholm.

Unemployment: - Economic Survey of Europe in 1955, ECE, Geneva, 1956,
(E/ECE/235), page 11 (1953 to 1955).

- National Statistics (1956).

Except for: Ireland: Official data supplied direct
to the Secretariat.

- (a) Unemployment in the normally lowest month of each year. Austria: applicants
for work; France: unsatisfied applicants for work.
- (b) Denmark, Ireland and Sweden: unemployment as a percentage of workers insured
against unemployment.
- (c) Man-hours worked for employment.
- (d) In the case of employment data from the beginning of 1955 are not comparable
with those for previous periods.

This seems to be the case in Belgium, where a higher rate of construction is going on in connexion with the Universal Exhibition of 1958, in Czechoslovakia, Finland, Hungary, the Netherlands, Switzerland and Western Germany. On the other hand, employment went down in Austria and considerably in Norway and Yugoslavia; it was stationary in France. Unemployment in building trades increased in Austria and Denmark, decreased in France and the Netherlands, and remained at about the same level as the previous year in most other countries.

The trend of rents

In the course of 1956 rents in almost all western European countries continued to increase; some governments took further steps to decontrol rents.⁽¹⁾ The trend of rents and of the cost of living (excluding rent) compared with pre-war and during post-war years are analysed in Tables 6 and 7.

Table 6
Index Numbers of Rent and Cost of Living (Excluding Rent)
1938 = 100

Country	1953		December 1955		December 1956	
	Rent	Cost of living, excluding rent	Rent	Cost of living, excluding rent	Rent	Cost of living, excluding rent
Austria ^(a)	334	690	334	741	341	763
Belgium ^(b)	280	411	318	421	347	434
Denmark	146	220	166 ^(c)	246 ^(c)	176 ^(c)	252 ^(c)
Finland ^(d)	494	1,233	697	1,201	823	1,396
France	945	2,639	1,204	2,665	1,325	2,710
Greece	1,170	4,365	1,800	5,400	1,800	5,500
Ireland	129	238	141 ^(e)	250 ^(e)	148 ^(e)	255 ^(e)
Italy ^(f)	1,720	6,320	2,334	6,688	2,687	6,873
Netherlands	115	285	145	297	145	309
Norway	102	233	113	248	117	261
Sweden	125	210	144	223	146	232
Switzerland ^(g)	120	182	128	185	131	189
United Kingdom	122	252	132	277	140	285
Western Germany	112	169	122	175	124	178
Yugoslavia	136	987	180	1,126	187	1,170

Source:- Official national statistics, with the exception of Belgium.

(a) April 1938 = 100.

(b) Index of Louvain 1936 to 1938 = 100.

(c) January 1956 and January 1957 instead of December.

(d) July 1938 to July 1939 = 100.

(e) November instead of December.

(f) Weight used for rent, 14.5 per cent.

(g) August 1939 = 100.

(1) For details see Section 2 of this chapter.

Table 7
Index Numbers of Rent and Cost of Living (Excluding Rent)
1953 = 100

Country	1950		December 1955		December 1956	
	Rent	Cost of living	Rent	Cost of living	Rent	Cost of living
Austria	37	73	100	107	102	111
Belgium	79	91	114	102	124	106
Denmark	88	89	114(a)	112(a)	121(a)	115(a)
Finland	44	79	141	97	166	113
France	58	78	127	101	140	103
Greece	27	86	154	123	154	125
Ireland	95	80	108(b)	105(b)	114(b)	107(b)
Italy	42	88	136	106	160	109
Netherlands	88	89	125	104	125	108
Norway	93	76	111	106	115	112
Sweden	86	73	116	106	114	110
Switzerland	90	95	106	102	109	104
United Kingdom	91	81	108	110	115	113
Western Germany	93	92	103	103	110	105
Yugoslavia	50(c)	125(c)	131	114	136	119

Source: Official national statistics with the exception of Belgium (Index of Louvain).

(a) January 1956 and 1957 instead of December.
(b) November instead of December.
(c) 1951 instead of 1950.

At the end of 1956 there were still significant differences between the level of rents and of the cost of living (excluding rent) compared with the pre-war situation. This difference has, however, narrowed during recent years. From Table 7 it appears that, taking 1953 as a starting point, rents have gone up more rapidly than the overall cost of living in almost all countries shown, with the exception of Austria. The increase is particularly striking in those countries where rents have been wholly or partially decontrolled, such as Belgium, Finland and Italy. It should be borne in mind, however, that statistics of rents are not really comparable internationally, since they are not always based on the same categories of dwellings (for example in some countries rents of new dwellings are taken into account; in most other countries they are not). The share of rent of dwellings in national income varies greatly between countries, as shown in Table 8.

Table 8
Percentage Shares of Rent in National Income

Country	1938	1948	1949	1950	1951	1952	1953	1954	1955
Belgium		4.4	5.0	5.0	4.8	5.0	6.2	6.8	6.6
Denmark	..	2.3	2.4	2.0	1.9	1.8	..	..	..
France	3.4	..	-0.5	-0.3	-0.5	-0.5	-0.4	-0.3	-0.3
Ireland(a)	6.3	3.4	3.2	3.2	3.0	2.7	2.4	2.5	2.3
Norway	4.6	0.5	0.5	0.6	0.4	0.2	0.5	0.7	0.8
Switzerland(a)	10.4	6.6	6.8	6.8	6.7	6.7	6.7	6.6	6.6
United Kingdom(a)	8.1	1.5	1.4	2.0	1.5	1.5	1.8	2.3	2.1
Western Germany	3.4	..	1.9	1.8	1.5	1.5	1.5	1.5	1.5

Source: Extracted from the Economic Survey of Europe in 1956, ECE, Geneva, 1957, (E/ECE/278); for fuller details see Chapter VIII, page 7, Table 4.

(a) Per cent of net domestic product; rent received by all sectors.

By 1955, in none of the countries shown was the share of rent in national income the same as in 1938. In Belgium and Switzerland, where rents are relatively high, the share in national income was almost 7 per cent. At the other extreme is France, with a negative figure since gross rent less expenditure on repair and maintenance and other current charges does not cover depreciation.

Section 2. Changes in Housing Policy

The year 1956 has seen some major changes or important shifts of emphasis in housing policy in many countries; some of the changes have been fundamental in character. There is evidence of a similarity of approach in several countries. In the remainder of this chapter the changes in or significant developments of housing policy are discussed. No attempt has been made to describe comprehensively the position in all countries; what appear to be the significant points have been picked out.⁽¹⁾ The discussion is organized on the basis of six main points:

(1) [In this present provisional version there are also almost certainly some gaps, due to lack of sufficient information about certain countries. Furthermore, as pointed out in the Prefatory Note, substantial material has been made available by some governments only very recently, and there was not sufficient time to draw on this fully before the completion of this provisional version. All the material submitted will of course be fully analysed before the final version is prepared/

- the scope and direction of housing programmes and policies;
- financial policy
- rent policy
- technical policy
- town and country planning and land policy; and
- significant administrative changes.

Inevitably there is a certain amount of overlapping between these groupings, which have been chosen primarily for convenience of discussion.

The Scope and Direction of Housing Programmes and Policies

Turning first to changes in the scope and direction of housing programmes and policies, as has been pointed out earlier in this chapter the eastern European countries, in their current five-year plans, of which 1956 was the first year, have made provision for a steep increase in the volume of house building. This in turn has given rise to a need for changes or adjustments of housing policy. In the USSR perhaps the most important has been the comprehensive measures being taken to develop other housing agencies in addition to the state, and in particular private house-building. With the object of encouraging private house-building by members of the public at their own expense, assisted by loans from the state through the banks, a number of steps have been taken to facilitate the organization of private house-building and also to provide private house-builders with constructional materials. As a result there has already been an appreciable increase in the contribution made by private individuals to the housing programme in terms both of labour and of financial resources, and there is a marked tendency for this contribution to increase still further. One of the factors which will facilitate the fulfilment of the vast housing programme in the next sixth five-year period is the concentration of building organizations into large units. This will permit mass production of houses by factory methods and will improve planning methods for housing. Finally, in future, housing projects are to be planned on a regional basis. This decentralization will enable full account to be taken of the housing requirements of the population of each region.

In Hungary the housing programme is to be doubled as quickly as possible. Hitherto some 50 per cent of house construction has been in the form of individual houses but it is now the intention to increase the proportion of flats so as to make greater use of standardization and mass-production methods. However, in addition a special programme for the construction of 10,000 individual houses for miners, to be completed during the year 1957, has been drawn up and put into force, involving assistance in the provision of land, materials and other building resources and also special financial assistance.

In Poland and Yugoslavia important changes have been made in the organizational arrangements for the housing programme within the framework of measures to step up sharply the rate of house construction, and the details are discussed later in this chapter.

In western Europe there have been significant developments in the general direction of housing policy in three countries. The most comprehensive has been in the Federal Republic of Germany, where the second Housing Law was passed in June 1956. This Law provides for another 1.8 million social dwellings to be built between 1957 and 1962. Apart from these 300,000 dwellings to be built annually during the next six years, it is intended to build possibly a further 200,000 to 250,000 dwellings per annum without direct public financial aid. The Law starts a new phase of housing policy. During the past six years the basis has been the First Housing Law which helped to achieve the present high annual building output and to reduce the housing shortage considerably. It is estimated by the Federal authorities that at the end of 1956 the shortage of dwellings was 2.5 million as against 5 million at the end of 1949. As compared with the First Housing Law, the Second Housing Law provides some new features, in particular the relative increase of the construction of family houses (owner-occupied houses, small holdings and houses for purchase) and the improvement of the quality of dwellings. The construction of family houses with public financial assistance is to be specially promoted since the beginning of 1957. The average amount of a loan for the construction of a family house is at least 10 per cent higher than in the case of a rented dwelling of the same size and equipment. Moreover, large families may be granted additional loans according to the number of children. The additional loan is interest-free and repayment is not more than 2 per cent per year. Preference in the allocation of dwellings is to be given to those whose family income does not exceed DM 300 per month where there are two family members, rising by DM 100 for every additional member. The Law also provides for quality improvement of social housing, through larger floor areas of the dwellings and detailed prescriptions with respect to the minimum standard of these dwellings.

In France a "loi-cadre" is under discussion by Parliament. The object of this measure is to provide a framework within which housing output may be expanded to at least 300,000 dwellings per year from 1958 onwards, in accordance with a five-year programme. As part of this framework, it is hoped to improve the technical and

organizational aspects of the building industry, including the erection of certain new dwellings by more advanced methods. In order to provide the necessary stability to enable long-term planning to be carried out with confidence, steps are envisaged to guarantee the necessary finance. The guarantee of long-term financing will, it is expected, encourage builders to purchase new machinery and equipment. Special efforts extending beyond five years will be formulated for areas requiring particular attention, such as slum areas. The question arises, however, to what extent these proposals will be affected by the present acute budgetary difficulties arising from balance-of-payment problems which are at present receiving government attention.

In Spain 1956 was the first year in which the new housing policy adopted in 1955 operated. A national housing plan which aims at an annual output of 130,000 dwellings with state aid has been drawn up for the years 1956 to 1960. In addition, it is expected that private dwellings not in receipt of direct public aid will increase during this period to about 25,000 per annum. It is proposed to give effect to this housing plan by stimulating private enterprise in house-building, with public and semi-public bodies supplementing the activities of the private agencies. As part of this policy, industrial concerns of a certain size and in certain areas have been required to provide houses with public aid for all or a proportion of their workers, depending on the housing shortage in the area.

In Switzerland during recent years a high level of housing output has been achieved. Given the rent structure, investments in residential buildings have been attractive for capital. Notwithstanding this achievement, it would appear that Switzerland still lacks new dwellings which are within the means of the working class. In this connexion, the conclusion of a report by the Federal Price Control Commission⁽¹⁾ states: "The Swiss housing market suffers from a severe shortage of dwellings at a rent level accessible to families with low incomes". In order to overcome this shortage, the Commission recommends a series of technical, legislative and organizational measures, an encouragement of vocational training in the building industry, of research and exchange of experience, and especially a co-ordination of the efforts of the private industry and the authorities.

(1) "Encouragement to the Construction of Low-cost Dwellings", Report of the Federal Price Control Commission, Federal Department of Public Economy, Berne, 1956.

The comprehensive changes introduced in subsidy and rent policy in the United Kingdom, discussed later in this chapter, mark the culmination of a major shift in housing policy.

Financial Policy

In the sphere of financial policy there have been significant changes in a considerable number of countries. The system of public financial aid to housing in Denmark was overhauled comprehensively in 1955; during 1956 certain amendments were made. The down-payments for dwellings financed by public aid were increased through a reduction in the valuation on which the proportion of loans is calculated. It is provided, however, that where a builder is in a position to make a personal investment of about 30 per cent of the total building costs loan capital for the balance will be made available. Owing to the rising level of interest rates, that on public loans for social housing has been raised by 0.25 per cent and for other assisted housing by 1 per cent.

In the Federal Republic of Germany the credit restrictions imposed by the Bank of Issue, which were considered necessary to counteract over-expansion, have considerably hampered the availability of first mortgages. To avoid further difficulties, in particular with respect to social housing, the authorities took a number of steps in March 1956, in particular some fiscal measures (concessions for savings for house-building) and the provision of DM 200 million cash funds by the Federal Republic to finance temporarily first mortgages. Together with efforts by the Länder, it is expected that the difficulties on the capital market with respect to first housing mortgages, at least as far as social housing is concerned, will disappear. The discount rate, which had been increased in 1956 to 5.5 per cent, was lowered in December 1956 to 5 per cent and in January 1957 to 4.5 per cent to facilitate the supply of capital.

In Finland, where public financial aid to housing consists of loans which have covered only 12 to 15 per cent of total investment in new housing in recent years, difficulties were experienced during 1956 in obtaining sufficient capital from private credit institutions for housing. Against this background, the Government has been considering increasing the provision for public loans to housing, and it is understood that proposals for the creation of a public housing fund, to which a fixed annual appropriation of public funds would be allocated over the next few years, is at present receiving parliamentary consideration.

A new Housing Act in Ireland in 1956 made important changes in the financial sphere. A system of public mortgage guarantees for private loans was introduced. The introduction of this scheme was immediately due to difficulties which had arisen in the provision of public capital for housing and other capital works, but it may also be regarded as a long-term effort to confine public financial aid more specifically to persons of modest means. The Housing Act also continued the capital grants to private housing on the existing scale for another two years. The system of valuation on which the proportion of public loans given was calculated was also amended in the Housing Act to ensure that the capital grants went directly to reduce the gross price of the house. A further provision of the Act was to raise the income limit for supplementary local-authority grants to private housing, to take account of monetary income increases in the category for whom these grants were intended.

In Norway during 1956 the recommendations of the Committee set up in 1955, to examine policy in regard to public financial aid to housing, received public discussion. After the close of the year, the proposals of the Government arising from their consideration of the Committee's recommendations were submitted to Parliament. The most important change suggested is that the interest rate of state loans for housing should be increased from 2.5 to 3.5 per cent and that, as a compensation, the so-called interest-rebates for families with two or more children should be increased. Since the yield on long-term state bonds has been recently between 4 and 4.5 per cent the State loans for housing would still include a subsidy. The existing scheme of interest-rebates applies only to loans granted by the State Housing Bank (which finances about half the total housing output) in those areas where municipalities have adopted the scheme and containing about two-thirds of the dwellings which received loans from the Bank. The scheme would now apply to all state loans for housing and the amount per child has been increased by approximately 90 per cent. Introduction of the scheme in an area would still be, however, at the option of the municipality. Another important change proposed is that the capital subsidy granted should now be subject to amortization starting ten years after it was paid.

In the Netherlands, inflationary pressure in the course of 1956 necessitated a restrictive financial and investment policy generally which, amongst other things, led to an increase of the discount rate by the Central Bank from 2.5 to 3.75 per cent. As the year progressed the need for further restrictive measures was discussed, including a restriction on consumption and investment in order to correct increasing costs and

balance-of-payments difficulties. In formulating the revised investment programme, it was specifically decided that the house-building programme for 1957 would not be restricted. As part of this policy, arrangements were made with private credit institutions to make available sufficient funds to safeguard the programme originally envisaged for 1957. In addition in recent years housing policy has aimed at increasing owner-occupation, thereby reducing demand on municipalities and housing associations for rented dwellings. In the course of 1956 further measures have been taken to encourage owner-occupation among lower income groups. An additional subsidy from the state will be given to persons erecting dwellings within certain size and cost limits; in addition, mortgage guarantees may be obtained by such persons from municipalities. To give effect to these provisions certain administrative arrangements are necessary, but these arrangements had not been completed by the end of the year.

In Spain the basis of state financial aid to housing has been altered. Formerly capital grants were given but now interest-free loans have been substituted. The reasons for this change are first that the former policy was regarded as an artificial method of lowering the cost of building. Secondly, it was difficult to avoid abuses. Thirdly, with a large-scale building programme, the financial strains were considerable, and it is considered much easier for the state to make available interest-free loans than outright grants.

In Sweden, by the end of 1955 officially fixed maximum loan values for houses to be financed with state loans were introduced. As far as multi-dwelling houses are concerned, they are expressed in a certain amount per square metre net floor space, factors such as local variations of construction costs, size of dwelling units, etc., being taken into account. As to one- and two-dwelling houses, the maximum loan values are given in a fixed amount per house. The purpose of the introduction of maximum loan values is to keep the increasing cost of house construction under control and to stimulate the rationalization and decrease of house-building costs. An interesting feature of recent developments in Swedish housing policy is the co-ordination of the efforts of individual house-builders for owner-occupancy in order to achieve the benefits of large-scale production. Certain savings banks, in co-operation with local authorities, have started schemes for organized savings by prospective owner-occupiers of one-dwelling houses

The largest scheme of this type was started by the Stockholm Savings Bank which, through means of a special fund, in co-operation with the local authorities of certain suburbs of Stockholm, is planning and building some hundreds of one-dwelling houses. These houses are offered to applicants who make an agreement with the Bank, according to which they are bound to save within some few years a certain amount as a contribution to the financing of their house. By the end of October 1956, a Government Commission with representatives of the various political parties submitted a report with recommendations on future housing policy. According to its terms of reference the Commission investigated the possibilities of reducing or even abolishing the general subsidies to house construction and of increasing the state support given in the form of housing allowances to those groups of the population who were in special need of such aid (for example, families with children, old-age pensioners, disabled persons). The Commission felt that the state financial support to housing in principle should not imply general subsidizing as a permanent measure. The Commission recommended that the relatively small subsidies given in the form of supplementary loans without interest and amortization should be abolished as far as multi-dwelling houses to be built from July 1957 onwards were concerned. As to one- and two-dwelling houses, however, it felt that there were still reasons to grant supplementary loans in order to stimulate households to build such houses, which were considered to be of particular value as dwellings for families with children. The rate of interest of the loans given to houses financed with state assistance, which is about 3 per cent nowadays, implies a subsidy, since the rate of interest for long-term mortgage loans is now about 5 per cent. In this connexion the Commission felt that a relatively stable rate of interest for loans to housing was of great importance for the undisturbed progress of house construction. Thus it was thought that there were good reasons for direct or indirect subsidies eliminating the effect of occasionally high market interest rates. The Commission also recommended a certain reduction in the period of amortization of state third-mortgage loans to multi-dwelling houses and a lowering of the upper limit for the third-mortgage loans to municipal and co-operative houses, implying among others that the members of co-operative housing associations would have to increase their own contributions to the financing of their housing projects. As a result of the recommendations of the Commission, the average rent of newly constructed multi-dwelling houses would increase by about 15 per cent in 1957, and by another 5 per cent in 1959. In order to compensate families with children, at least partly, for these rent increases, the Commission recommended certain increases of family housing allowances. It is for the time being not known to what extent effect will be given to the recommendations of the Commission.

In the United Kingdom the Housing Subsidies Act 1956 provided for a new subsidies structure. The subsidy for local authority dwellings for general needs was reduced. The reduced subsidy was £10 per annum for dwellings up to three storeys (with higher rates for higher buildings), but it was made clear that this was a transitional arrangement and would last for about a year only. The £10 general needs subsidy was duly withdrawn in November 1956, except as regards dwellings with one bedroom; it was continued for this type of dwelling in order to encourage the provision of houses for old people and small families. The highest scale of subsidy is now £24 per annum for houses and flats in buildings of less than four storeys (with higher rates for higher buildings) built for occupation by families moving into new or expanded towns or similar developments, or moving into a local authority area to meet the urgent needs of industry. A slightly smaller subsidy, £22.1s. per annum for houses up to three storeys (but the same higher rates for higher buildings) is payable for houses provided by local authorities for slum clearance or redevelopment or rehousing families from camps or other unsatisfactory temporary accommodation. All subsidies payable under the Housing Subsidies Act 1956 relate to dwellings put in hand during or after November 1955, and to England and Wales. Similar subsidies legislation for Scotland is at present under consideration by Parliament. The subsidies are being reduced for the same reasons as in England and Wales, but not to the same extent since housing needs, in particular the problem of overcrowding, remain very much greater.

In Yugoslavia an important change was made at the beginning of the year in the arrangements for the financing of housing, with the introduction of a special 10 per cent contribution to housing funds levied on all wages and salaries paid by economic enterprises and administrative institutions; the former must deduct this contribution from profits and the latter must charge it to their budgets. Thus a housing fund is created in every community and one-tenth of the amount available is paid into a central fund in each republic. The republican funds are used to finance housing of particular importance in communities whose own funds are insufficient to meet all the needs of the area. There are considered to be four main advantages to a system of separately accumulated housing funds compared with the old system of allocation from public budgets on the basis of annual plans. First, a financial counterpart has been created to the decentralization of the responsibility for housing. Secondly, financial resources are made available as it were automatically in direct proportion to the number and income of all those employed in the area. Thirdly, an important element of financial stability has been introduced which makes long-term planning of the housing development of an area possible. Fourthly under the new system public as well as private investors are obliged to repay loans made to them.

Rent policy

Turning now to rent policy, there have been no significant changes in eastern Europe during the last year.

In Yugoslavia in 1955 and 1956 rents were increased to 150 per cent of the 1939 level. According to the new system, rent is established on the basis of floor space and category of dwelling and incorporated in a tariff approved by the community. The share of rent in the family budget is still, however, under 5 per cent. A decision has been made in principle to raise rents to an economic level but effect will not be given to this decision until more favourable circumstances prevail. The recent rent increases were accordingly accompanied by corresponding increases in wages and salaries.

In two western European countries, the United Kingdom and Sweden, the whole principles underlying rent policy have been radically changed. In the former, under the Rent Acts, privately-owned houses below a certain rateable value have been subject to rent restriction when let unfurnished. Of the approximately 15 million houses in Great Britain, some 11.5 million fall into this category. Of these 5.5 million were let unfurnished at controlled rents, and of the remainder nearly 4.75 million were in owner-occupation and about 500,000 were let furnished. A Bill introduced in Parliament in November 1956 proposes entirely new arrangements for the rents and tenure of privately-owned rented accommodation, which means a step in the direction of the progressive abolition of rent control. The Bill removes from control 4.75 million houses in owner-occupation and any houses which at any time henceforth may fall vacant. In addition, the limits of the rateable value below which the Rent Acts operate are lowered, resulting in the release of a further 800,000 houses from control. The rents of houses which will remain in control in England and Wales will be increased subject to limits related to the gross rental value and provided the house is or is about to be put in good repair. In Scotland, rent increases will be given by way of repairs increases pending a projected revision of valuations.

In Sweden there has been a radical change of principle but so far little change in fact. In the spring of 1956 Parliament decided that certain steps should be taken in favour of a progressive abolition of rent control. The Government was authorized to decide whether rent control could be abolished in districts where housing shortage is thought to be less severe than in other urban areas.

In three other western European countries there have been further significant steps towards the liberalization of rent control along lines already decided upon in the past. In Western Germany the Second Housing Law also abolished the rent ceiling for dwellings built with public financial assistance under the social housing scheme and allows rents to cover current expenses. This is designed to make housing more attractive to private capital. However, to ensure rents within the capacity to pay of the lower income groups of the population, most of the Länder have fixed this rent at a maximum of DM 1.65 and at DM.120 in the case of lower income groups. To avoid hardships, economically weak persons may be granted rent allowances. In the Netherlands periodic rent increases have been permitted in respect of pre-war rents and these rent increases have been compensated for by wage increases or by tax reductions. A further increase in rents by 25 per cent of the present level as from 1 July 1957 has been receiving parliamentary consideration. It is the intention that this rent increase, if authorized, will also be accompanied by a wage compensation. In Spain rents have been frozen since 1937 but various increases have been authorized since that date by government order. These increases ranged from 30 per cent in all for the older houses to 15 per cent for post-1936 dwellings. Amending legislation in 1955 provided for further increases as from 1 January 1957, varying from 30 to 50 per cent, to take effect in three successive half-years. New lettings for old houses or new dwellings built without state aid are not subject to rent restriction other than provision for appeal against possible abuse by landlords. Rents of dwellings built with state aid are publicly controlled having regard to the capital cost and a reasonable return on private capital employed. The 1955 Act also provides for general rent reviews to take effect every five years in the light of the level of the cost of living.

Technical policy

In the sphere of government technical policy there have been no major changes in western Europe. In the USSR there have been important developments. The sixth five-year plan lays down that the cost of building should be reduced by not less than 20 per cent during the five-year period. Among measures being taken are the adoption of large-scale standard house plans, and a further drive towards the industrialization of building and simplification of architecture. The house plans are standardized on a two-, three- and four- room basis. Circulation space is to be reduced, and also ceiling heights from 3 m to 2.7 m. The trend is away from high flats towards three-, four- and five-storey buildings, and in small towns and factory settlements one and two-storey buildings, these having been found more economic.

Town and country planning and land policy

So far as town and country planning and land policy is concerned, in Western Germany after several years of preliminary study, a comprehensive Federal Building Law has been prepared. According to this Law the municipalities will be charged with the drawing up of plans for building development for their districts and to realize their implementation. There is provision for regulations with respect to the transfer of land, development, compulsory purchase and compensation. The new Law also deals with urban re-adjustment, demarcation and consolidation of sites. These land regulations are the prerequisite to the carrying out of master plans. Included also are amending provisions in regard to compulsory land purchases for town planning. The repealing of price limits is closely connected with the regulations. Apart from this, a special Act provides that any rises in land prices to be expected as a consequence of the proposed repealing of price limitation regulation shall be counteracted. It is intended to exert a pressure on owners of developed land to build their own houses on their land or to sell the land to would-be builders. In the case of compulsory purchases, the compensation shall be fixed on the basis of the current value. In Ireland 1956 saw the emergence in its final stages of a draft Town Plan for Dublin City which will, by zoning the city area according to permitted use, facilitate the planning and implementation of the city's housing programme. In Italy a law is under consideration by Parliament relating to the acquisition of building land for the construction of social housing. Furthermore, in order to secure a better co-ordination between the dwelling construction with the aid of the state and town planning, a certain number of communes have been obliged to draw up local plans on the basis of a Town Planning Law promulgated in 1942. Since the elaboration of such plans is, however, likely to take some time, the Ministry of Public Works has taken the initiative to co-ordinate the activity of the various institutions which erect dwellings with the aid of the State. These institutions now build their dwellings on the basis of ad hoc plans in collaboration with the communal authorities which are responsible for the supply of public services. A new feature in this connexion is that not only dwellings but also community buildings, such as schools and hospitals, are being built so as to create fully-serviced communities.

Administrative changes

Finally, there have been significant administrative changes in five countries. In Belgium, the National Housing Institute has been created by the Law of 27 June 1956 and its main purpose is to concentrate certain efforts in the field of housing which up to now were dispersed. The Institute is charged with keeping a permanent inventory

of the housing needs of the population and with studying the possibilities of satisfying these needs, with ensuring the location in accordance with economic and social need of new dwellings to be built with the aid of public authorities, with carrying out various technical studies, particularly those which may result in a decrease of building costs, including the experimental building of dwellings. It would appear that the new legislation means a step in the direction of a more comprehensive approach to various aspects of housing and of creating a more active and independent institution for this purpose. It is interesting to note, for example, that the Institute can deal with such premises as schools and other social services and also with the equipment of housing, for example, furniture.

In Poland during 1956 important measures were taken to re-organize the division of responsibility for the execution of construction and particularly housing programmes between the central administration and local bodies. Generally the effect of the steps taken has been to shed to local bodies responsibility for the detailed execution of housing and other construction. Such a shedding of powers was from the outset envisaged as soon as it was considered that sufficient experience and efficiency had been created at local levels to justify more independence and responsibility. In future, the local governments will be responsible for the detailed planning and execution of housing programmes within the framework of the general budgetary and general economic planning control exercised by the central administration. The regional units of Zor, the State construction body, will function under the direction of the local governments. Also, the role of these units has been extended under some local governments to embrace the erection of social buildings such as schools, etc., in existing estates and not only in new housing estates as formerly. The central administration of Zor will in future act only in a general advisory capacity. The devolution of executive work to the local level has enabled pruning of the central administration which will retain only broad supervisory functions. In consequence, three ministries dealing with housing, other construction and production of building materials have been amalgamated.

In Turkey plans are being laid down and legislation being prepared for the establishment of a national housing agency, probably within the Ministry of Public Works, and a national building research and documentation centre. The main tasks of the national housing agency are expected to be: the formulation of housing legislation for presentation to Parliament; the assessment of housing requirements, both quantitatively and qualitatively; the preparation of short and long-term housing programmes,

recommending as necessary the allocation of funds, materials, labour (including technical supervisory staff), and equipment; the administration of a financial aid programme for housing. The building research and documentation centre is expected to carry out the normal functions in this field, and in particular: practical research on locally available building materials and the types of mechanical equipment and components which should be imported; improvement of dwelling design, types of dwellings and construction; standardization of building materials, components and dwelling types; documentation and dissemination of information.

In the USSR also there is a trend towards decentralization. A new system of planning has been introduced in Moscow, Leningrad, Tashkent and Baku. Sums for investment for house construction and community facilities, including education, recreation and communal buildings in these towns, are now for the most part allocated by the executive committees of the local soviets, which place orders for these types of building. Under the local soviets a comprehensive building organization has been developed. As a result towns or sectors of towns are now being constructed as self-contained residential areas equipped with every kind of service. From the beginning of 1957 it is intended to introduce similar arrangements in five more large cities. In addition three of the largest capitals and towns of the Republics of the USSR now have authority to draw up co-ordinated housing plans on the basis of local needs.

In Yugoslavia, as is known, decentralization in responsibility for housing questions, as in other sectors of the economy, has been a marked feature for some years. There is now some trend away from this extreme decentralization, at least in so far as housing policies and over-all housing planning is concerned. A Federal Council for Communal matters, with participation by the interested technical and professional bodies and municipalities, was established in July 1956 for the purpose of recommending housing and related legislation to the Government. It is to function in close co-operation with the Administrative Body for Communal and Town Planning, which was in the course of formation in the second half of 1956. Similar councils with separate secretariats and administrative bodies have been or were being established on the republican level. A Housing Congress with very wide participation of interested technical and professional organizations and municipalities was held in May 1956 in Ljubljana. The conclusions which emerged were expected to have a strong influence on housing policy both on the national and republican level and relate to such fundamental questions as the level of investment in housing, the promotion of housing co-operatives and private house-building, and the improvement of housing management. A Centre for the Improvement of Building,

tantamount to a national research and documentation centre, was established within the Federal Building Chamber. An active and practical programme of work in this field was put in hand, in which feature such questions as standardization of materials and components, types of dwellings; construction methods and reduction of building costs; scope and degree of mechanization and prefabrication; co-ordination of work of various research institutes; and documentation activities, including a permanent exhibition of building materials and construction.

SECTION 3. Some conclusions⁽¹⁾

The following appear to be the main conclusions which can be drawn from an examination of housing trends and changes in housing policy in Europe in 1956.

- (i) while there has been some increase in the rate of house construction in Europe as a whole in 1956 compared with 1955, the rate of increase has been less than in earlier years. In most countries the level of house construction does not seem to be adequate in relation to a modest assessment of requirements, despite the considerable efforts being made almost everywhere in Europe. As is perhaps to be expected, the situation is least favourable in the countries which are less well placed economically and technically to step up sharply the level of house construction. At the same time it should be noted that the group of eastern European countries, where in the main since the war the level of housing activity has been particularly low in relation to requirements, marked efforts are now being made to increase drastically the level of construction;
- (ii) one of the principal underlying difficulties is the continued upward movement of building prices and costs in nearly all countries, which has not so far been compensated by any significant upward movement in building productivity;
- (iii) taking Europe as a whole, there have been no significant changes in the manpower situation. This means that there is still a shortage of labour, and particularly skilled labour, in a number of countries;
- (iv) in the sphere of the financing of housing there have been changes or developments in a good many countries during the year. This can be partly accounted for by an intensification of inflationary pressure but in some countries at least it is attributable to a growing realization of the need for a more fundamental re-appraisal of housing policy. One development in this connexion has been a tendency to revise subsidy systems in the direction of

(1) / In their present form these conclusions should be regarded as highly tentative and primarily as a basis for discussion. It is hoped to arrive at more fully worked out conclusions in the final version.

reducing general subsidies in favour of subsidies and grants to particular social categories. In the Scandinavian countries, the United Kingdom and, to a lesser extent, Western Germany, this is partly due to the disappearance of the more serious forms of housing shortage. Parallel to this development there has been a trend in several countries in both eastern and western Europe to decrease the role of public house-building and stimulate the contribution of private housing. In western Europe this has been particularly the case in the Netherlands, Spain and the United Kingdom. In eastern Europe the same trend can be seen, coupled with significant state aid in almost all these countries;

- (v) there has been no change in rent policy in eastern Europe, the trend towards liberalization of rent control in western Europe continued. In Sweden and the United Kingdom the measures taken can be regarded as a fundamental change in the underlying principles of rent policy, designed ultimately to abolish rent control;
- (vi) in a number of countries there were changes in the administrative system designed either to promote greater decentralization of authority, as in Poland or the USSR; to improve the system of continuous research into and review of housing policy, as in Belgium, Turkey and Yugoslavia, or to co-ordinate housing activities and town and country planning measures, as in Italy and Western Germany.