

AGENCY FOR INTERNATIONAL DEVELOPMENT

Bureau for Technical Assistance

Urban Development Staff

INTERNATIONAL ORGANIZATIONS AND URBAN DEVELOPMENT

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January 1972

T A B L E O F C O N T E N T S

	<u>Page</u>
I. Introduction	1
II. International Bank for Reconstruction and Development	2
III. Inter-American Development Bank	5
IV. Organization of American States	9
V. Other Organizations	12
VI. Conclusion	15
Appendix: Recommendations of the Urban Development Committee of the International Cooperation Year	18
Notes	19

I. INTRODUCTION

There appears to be an emerging consensus among the several international organizations that the problems associated with rapid urbanization in the less developed countries should constitute an area of special emphasis and effort in assistance policies. While urban growth in the developing countries has proceeded apace, lending policy for urban development has either lagged or been inadequate.

It is essentially a matter of reaction--reaction to the highly visible urban problems within the less developed countries. Unemployment and underemployment plague most urban centers and exacerbate a situation in which a majority of the population exists at a subsistence level. Housing--in terms of the condition and quantity of dwellings, their price levels, and their method of financing--appears by all reason to be hopelessly inadequate. And there is finally the problem of growth. Alarming rates of increase in urban populations are reflected by increasing density, slums and squatter settlements, and consumption of irreplaceable urban land.

While the response to urbanization may be said to be rather late in coming--and this is partly due to the lack of developing country priorities attached to urban problems--the reaction is nonetheless positive. Lending organizations are at present reevaluating their previous efforts in urban development, seeking out new directions, and assessing both the problems and the resources which may be directed at solving the problems. Symptomatic of this trend are the policy reviews now underway at the Agency for International Development, the International Bank for Reconstruction and Development, and the Ford Foundation, the results of which will be forthcoming by Spring of 1972. Moreover, informal, collaborative meetings between representatives of various donor agencies have aided in identifying specialized areas of concern as well as indicating those areas where duplication of effort might be avoided. Nor has the interest in the problems of urbanization in the LDCs been limited to bilateral or international organizations alone. A Congressional report on international housing recently prepared for the U.S. Senate Committee on Banking, Housing and Urban Affairs provides a synoptic review of international programs geared to this aspect of urban development. 1/

This study is an outcropping of an effort undertaken by the Urban Development Staff (TA/UDS) to identify the role of technical assistance in addressing urbanization within the developing countries. 2/ The assumption is that a perception of the experience, interests, and present emphases of other international organizations involved in urban development may help to clarify this role for A.I.D. Basically, attention will be given to three multilateral agencies, the International Bank for Reconstruction and Development (IBRD), the Inter-American Development Bank (IDB), and the Organization of American States (OAS). However, notation will be made of other efforts as well. While it is not the intent of this report to speak definitively of other-than-A.I.D. endeavors in the urban development field, it is hoped that responsible presentation of such efforts will lead, on the one hand, to an understanding of the present scope of international policies addressed to the field and, on the other, will suggest ways in which to profit from this multi-faceted wealth of experience.

II. INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

The World Bank's lending for urban development in the past has been for the most part sectoral in nature. During the early and middle 1960's emphasis was laid upon the development of power, water and transportation facilities (to include port facilities, roads, and inter-city expressways). In Asia and Africa, for example, approximately one-half³ of IBRD, IFC, and IDA lending was directed to the transportation field. In Latin America, Bank lending addressed primarily electric power⁴, with transportation, again, being the secondary sector of concentration. The cumulative effect of such sector lending may be seen in the fact that through April 30, 1971, thirteen cities have absorbed in excess of 100 million dollars each, the total accounting for about two billion dollars, approximately 10% of Bank spending.⁵

Clearly the Bank has had a major impact upon urban areas as a result of sector lending for infrastructure projects. The need to formulate a more comprehensive approach to urban development--to get at the externalities of sector lending--has been recognized within IBRD and is evidenced by an urbanization policy review now underway. As perceived by the Bank, the broad dimensions of the problems of urbanization may be seen in unparalleled urban growth rates, with the attendant ills of urban poverty, slums, unemployment, overcrowdedness, burgeoning squatter settlements and pollution. While the problems are obvious, the means of dealing with them are not. Urban development theory remains limited even within the developed nations; spatial models are as yet untested; and planning has not fully addressed the physical, social, and economic aspects of development. However, the major constraints to dealing with urbanization problems lie in the amount of resources which may be marshalled in favor of urban development policy. In the Bank's view, developing country resources remain at a pitifully low ebb. Costs for infrastructure, housing and employment generation far outweigh savings available for mobilization. An estimated cost of 100 dollars per capita for all necessary services has been cited. In addition, the continued inability of municipalities in developing countries to raise adequate revenues is a constant impediment to the amelioration of urban conditions. The latter point is stressed by Bank officials. During the early and mid-1960's lending was contingent upon the presence of a strong borrowing institution. It has become increasingly evident that the Bank will be forced to deal more and more with municipal or metropolitan governments as well as with national government agencies. Given municipal indigence, the problems of municipal institution building and national-municipal relationships are seen as pervasive and "acute."

Two organizational components have been set up within the Bank to deal with urbanization. Within the Special Projects Department, an Urban Projects Division was formed in November 1969. Centralized in Washington, D. C., the Division comprises 12 professional staff members. It operates in 20 countries, of which six are in Latin America, five in Africa, and nine in Asia and the Middle East. The Division operates essentially with a project emphasis, and current activities include the following:

Urban Sector Missions. In depth studies of specific cities are undertaken by IBRD staff and consultants. Recent field studies have been carried out in Singapore, Kingston, Istanbul and Bombay. The missions generally are of two to three weeks duration.

National Urbanization Reviews. Reviews of the urbanization process in several countries have been and are being made. Specifically, Bank staff members have studied Colombia, Venezuela, Indonesia, Kenya, Tanzania and Uganda.

Identification and Preparation of Urban Projects. Although the IBRD's Urban Projects Division is not itself considered a technical assistance organ of the Bank, it is nevertheless involved in a number of preparatory and feasibility studies for possible project action. Transportation studies are underway for Bogotá, Teheran, Caracas and Kuala Lumpur. ^{6/} Preparation of a sites and services scheme for Dakar, Senegal, represents one of the first Bank initiatives into housing. Finally, an integrated urban development project approach is being tested in Istanbul; in this case, all lending activities (for power, water, and studies for planning and investment) fall under a general urban development umbrella.

The project emphasis adhered to by the Urban Projects Division facilitates (1) the extension of lending for urban development in areas in which IBRD traditionally has been strong, (2) the coordination between the Bank's regular pre-investment studies of the economic missions and the more recent urban studies, and (3) a systematic and controlled method of identifying new areas of concern (as represented, for example, by the sites and services program for Dakar).

A second urban unit exists within the Economics Department of IBRD. The Economics of Urbanization Division is charged with both short- and long-term research. One function of this research component is to work closely with the Urban Projects Division in terms of providing quick analysis of subjects of mutual concern. One such area has been a review of experiences in sites and services projects in cooperation with the United Nations Center for Housing, Building and Planning. Other research activities include studies of urban data needs, rural-urban migration, municipal finance and taxation, employment, and the construction industry in the developing countries. While research priorities are clearly influenced by the Urban Projects Division's operations, selection of long-term research studies is in part based upon what is not being undertaken presently by others in the urban development field.

In summary, IBRD is developing a broad approach to urban development through systematic programming at the project level. Proposed areas of concentration include transportation, housing (mainly in terms of sites and services), and land-use controls; ^{7/} but it should be noted that the Bank

will not be starting from scratch. Extension of lending in traditional sectors (transportation and infrastructure), employment of regular IBRD economic mission preinvestment studies, and the long lead time associated with the process of project identification and preparation lend a conservative note to IBRD efforts to establish links with wider urban programming.

At the national level, continued discussions with developing country officials will provide a focus for urbanization policies. The interest of the developing countries in pursuing urban programs remains one vital criterion upon which the Bank will determine the viability of engaging in any urban activities. Only when such an urban priority exists alongside Bank country programs will the Bank act in a lending or technical assistance capacity.

III. INTER-AMERICAN DEVELOPMENT BANK

The Inter-American Development Bank (IDB) has been concerned with urbanization in Latin America since the inception of Bank operations in 1960. The evolution of IDB involvement in housing and urban development has been characterized by substantial loans for water and sewerage and for housing. With regard to the former lending area, as of December 31, 1970, of a total of \$486.2 million invested in water and sewer operations \$430.9 million has been channelled into urban areas in 17 Latin American countries. Similarly, lending for housing totalled \$351 million by December 31, 1970, and has been proffered to 19 countries in Latin America. ^{8/} See Table III-1, appended to this section. These lending sectors have accounted for approximately 20% of all IDB lending during the past decade.

In an effort to integrate separate, sectoral emphases upon water and sewerage on the one hand, and housing on the other, Bank officials have effected several policy shifts over the last 10 or more years. Initial urban development activity had been funded primarily through the Social Progress Trust Fund. Upon depletion of the Fund and the transfer of these activities to the Fund for Special Operations (FSO) in 1964, IDB urban policy was adjusted to reflect a wider perspective. The requirement to integrate housing with community services and facilities was established in 1965; in other words, housing projects without the attendant services and facilities were no longer to be considered by IDB. The type of "integrated" urban project which the Bank emphasizes is exemplified in the Parque Almirante Brown Project in Buenos Aires initiated in 1966. With 50% participation by the Municipality of Buenos Aires, IDB offered loans for the construction and provision of housing units, educational, health and recreational facilities, and all services (water, sewer, gas, electricity, communications) for two areas of the city.

Recent, revised policy guidelines (circa 1969) for urban development reflect continued emphasis upon the integrated project concept as well as focus upon several other problem issues; for example, low-income and marginal groups and the availability of public and private resources. While the general need for comprehensiveness is noted, the Bank will be selective in its determination of sound investment opportunities. ^{9/} Cited as fields of activity are urban housing, urban administration and financing, urban planning, and essential public services and community facilities.

Urban Housing. In addition to the requirement for integrated urban projects, IDB stresses the importance of programs designed for low-income families. Several problems have been encountered. On the one hand, the movement towards comprehensiveness at times tends to result in projects which are too large for effective implementation or for available resources.

On the other hand, reduced urban development programs, specifically with regard to housing, appear not to meet the needs of developing countries. The problem is both theoretical and practical, and the Bank, like others, is aware of the need for alternative approaches.

A second pitfall faced by IDB involves guidelines which simultaneously prescribe preferential treatment for low-income groups and the requirement that housing programs be self-sustaining in the long run. While well intentioned, this approach has accentuated the continuing need for external finance as a main source of capital mobilization for housing urban populations. While the Bank has been involved actively with institution building from the beginning, its present strategy will place a stronger emphasis upon institutional development (specifically savings and loan associations) and not upon the number of houses built. Recent efforts in providing seed capital for such purposes have met with success in Colombia, Chile, Brazil, Panama, and in the Bank's loan to the Mexican Housing Fund. 10/

Urban Administration and Financing. While recognizing the need to improve institutional arrangements for financing urban development, the Bank also perceives urban administration as being a key factor in the success of urban development activities. Some attention has been given to providing a municipal focus to urban development with direct IDB-municipal contract arrangements. Presently projects in Buenos Aires, Quito, and Bogota are operating under this scheme. Without going into the many aspects of municipal government in developing countries, it is worthwhile to point out at least one problem perceived by IDB officials; that is, that the multiplicity of municipal agencies and authorities (a condition not peculiar to developing countries) tends to fragmentize the comprehensive or integrated urban project at the municipal level.

Urban Planning. IDB's efforts to strengthen national and local planning organizations are mandatory in light of the comprehensive approach suggested by the Bank. According to the Bank, more access is needed to national planning bodies in developing countries, access not provided through housing institutions.

Essential Public Services and Community Facilities. The fourth facet of IDB's urban development policy includes lending activities for the required infrastructure and social services for maintaining urban centers.

It should be noted again that the Bank's consideration of urban development within the larger framework of its sectoral components (housing, planning, services, administration, etc.) has proposed several difficulties. The magnitude of such a program is overwhelming, information is lacking, and perhaps most important, governments are reticent to deal with urbanization at this level. It is evident that the Bank has realized the need for balance between a comprehensive approach and points-of-intervention approach to the containment of urban ills in developing countries.

Organizationally IDB maintains an Urban Development and Housing Section within the Division of Project Analysis. Staff comprises six architects and one savings and loan expert. All urban development and construction matters are considered within this Section. In addition, resident engineers or finance and administration specialists are based in each member country; they act as regular representatives of the Bank and as supervisors of Bank loans. Project duration is usually three to four years. Specialists in a technical assistance capacity may be requested and provided on an ad hoc basis.

In contrast to IBRD, which only recently has cast some of its urban efforts in a technical assistance mold, II/ IDB has long offered technical assistance per se to the developing countries of Latin America. The Bank intends to continue its technical assistance efforts, extending such assistance either as a component of capital projects or separate from them, depending upon what developing country areas are perceived as particularly weak. However, Bank officials have noted that receptivity to pure technical assistance is not as pervasive as some might imagine. Latin American countries are able to perceive the ineffectuality of massive amounts of "studies," for example, which for the most part end up as conversation pieces rather than projects. Resistance to technical assistance emanates from this perceived lack of implementation, a unique type of dilettantism perpetuated by donor organizations' insistence upon studies, and perhaps substantiated by implementation weaknesses in developing countries. In response to the situation, IDB strategy will be to promote technical assistance carefully, in accordance with host country interests and priorities.

The Inter-American Development Bank's research activity tends to be limited and geared to operational problems. One focus involves studies of the costs of construction in Latin America.

As a final note, Bank officials mention close contact with other donor agencies operating in Latin America, particularly A.I.D. and the OAS.

TABLE III-1

IDB URBAN LOAN ACTIVITY, 1961-1968
(By Country and Loan Purpose)

	<u>Housing</u>	<u>Electric Power</u>	<u>Water & Sewer</u>	<u>Transportation</u>	<u>Education</u>	<u>Industry</u>
Argentina	X	X	X		X	
Bolivia	X		X			
Brazil	X		X	X		X
Chile	X		X		X	
Colombia	X	X	X	X	X	
Costa Rica	X		X			
Dom. Rep.	X		X		X	
Ecuador	X		X		X	
El Salvador	X	X	X	X		
Guatemala	X		X			
Haiti			X			
Honduras	X		X	X	X	
Mexico	X					X
Nicaragua	X					
Panama	X		X		X	
Paraguay	X		X		X	
Peru	X		X		X	
Trinidad and Tobago	X					
Uruguay	X		X	X		
Venezuela	X		X		X	

Source: Inter-American Development Bank Activities: 1961-1968.
Washington, D.C.: IDB (1969), pp. 115-144.

IV. ORGANIZATION OF AMERICAN STATES

The Organization of American States (OAS) emphasizes training and technical assistance rather than the dollar-loan investment. An early emphasis upon low-cost housing was replaced in 1961 by training efforts directed at housing construction and urban and regional planning. The Inter-American Housing and Planning Center (CINVA) in Bogotá and the Inter-American Program for Urban and Regional Planning (PIAPUR) based in Lima have served as training organs for the OAS. The Special Training Program (PEC) also offers courses in housing and planning, many of which are conducted in Europe. Table IV-1, appended to this Section, provides some recent expenditure figures for these programs.

In addition to training, the OAS offers technical assistance through a team approach developed in 1968-69. Seven field teams are organized on a regional basis to cover field activities. Direct technical advice and assistance may be offered in response to country requests, with activities covering urban and regional planning for housing, institution building, special projects, professional training, and disaster reconstruction.

In assessing its role of assistance with urbanization, the OAS has emphasized four project areas: national urbanization policies, local urban development, housing technology, and urban environment.

National Urbanization. In the view of OAS the factors associated with urban growth are beyond the control of policies generated at the city level. Higher, national-level policy is mandatory. As expressed by the Secretary General of the OAS, one priority might be the development of a strategy for population distribution, based on policies of "industrial location, size of secondary and tertiary cities, transportation and communications, in short, integrated planning on urban-rural balance." ^{12/} As expressed in another OAS paper:

"The essence of a strategy for local urban development is the appropriate location of elements of the urban environment with respect to one another in order to lessen the cost of settling new families in specific cities, and the provision of infrastructure is a powerful tool in the hands of national government. Urban infrastructure must therefore be related to employment opportunities; to the growth prospects of different areas; to the cost of providing such facilities in various cities; to agricultural development and food production; to industrial location; to mineral resources; to the feasibility of establishing new centers based on government services, transportation and communication facilities, or tourist potential; to locally

available skills and materials; to the balance of payments, on both current and capital accounts; and to macroeconomic variables such as savings, inflation, and, generally, economic growth and development." 13

However, general considerations with regard to a broad or narrow focus on urban development must be in accordance with country priorities; according to the Organization, Latin American countries manifest considerable interest in attending to urban development needs.

Local Urban Development. The main OAS concern with local urban development focuses upon local government capabilities. The quality of local urban development is determined in great part by local administrators and planners, and these are the individuals the OAS hopes to reach through their extensive training programs.

Housing Technology. The key area of concern here is the development of efficiency and economy in housing production. Though concentrating on production techniques, OAS officials note other requisites for housing policies, such as (1) emphasis on vital health factors and on needs of citizens affected (services, credit availability, proximity to employment), (2) strengthening of a country's private sector financing institutions, and (3) incorporation of housing programs in national development plans.

Urban Environment. The issue of environment has been given attention only recently by donor organizations. The OAS apparently is giving particular attention to the urban environment, as evidenced by a recent conference on the environmental consequences of urban development, jointly sponsored by the OAS and the Pan American Health Organization. The conference addressed environmental issues associated with urban health, industrial location, housing, land use, urban administration, and urban infrastructure.

The OAS is actively engaged in studies and research and the regular collection and analysis of data. Sophisticated research in urban development is carried on at the home office in Washington, D. C. An urban information service is being developed in Bogotá. Urban studies are presently being carried out in Mexico, Chile, and Jamaica. One problem OAS officials perceive is the difficulty of passing on research to country institutions; to date member countries have not been able to carry on the work on a case basis.

TABLE IV-1

ORGANIZATION OF AMERICAN STATES: EXPENDITURES FOR URBAN DEVELOPMENT, 1966-1970

<u>Program</u>	<u>Country</u>	<u>Regular Agency Expenditures</u> (<u>\$ Thousands</u>)				<u>Expenditures from Other Sources</u> (<u>\$ Thousands</u>)			
		<u>1966/67</u>	<u>1967/68</u>	<u>1968/69</u>	<u>1969/70</u>	<u>1966/67</u>	<u>1967/68</u>	<u>1968/69</u>	<u>1969/70</u>
Urban Development ^{a/}	USA	536.7	487.7	495.7	519.2	30.7	420	420	420
	Colombia								
Urban and Regional Planning ^{b/} (PIAPUR)	Peru	245.0	174.8	170.3	111.4	276.4	150	82	85
Special Training Program (PEC) Courses:									
--Urban Planning	U.K./Neth.	11.5	10.5	10.5	10.4	19.8	18.0	18.0	18.0
--Building	Spain	7.8	4.3	--	--	64.8	36.0	--	--
--Low Cost Housing	Israel	--	27.5	--	27.5	--	45.0	--	45.0
--Housing, Building, & Urban & Regional Planning	Netherlands	2.3	7.4	7.4	3.5	6.0	21.0	21.0	15.0
--Tropical Architecture	U.K.	3.3	--	1.3	--	14.4	--	5.0	--
	<u>TOTALS:</u>	806.6	712.2	685.2	672.0	412.1	690.0	546.0	583.0

Source: Figures as reported in UNESCO/COMMITTEE ON HOUSING, BUILDING AND PLANNING, "Technical Cooperation in Housing, Building and Planning: Funds Expended in International Programs for Housing, Building and Planning." Documents E/C.6/102 and E/C.6/110 (9 July 1969 and 30 July 1971).

^{a/} To include Headquarters direction and supervision of technical and assistance activities: studies, research, conferences, seminars and information. Also, advanced level training in housing, building and community planning at the Inter-American Housing and Planning Center (CINVA) in Bogotá, Colombia.

^{b/} Inter-American Program in Urban and Regional Planning (PIAPUR): advanced level training at the Instituto de Planeamiento de Lima, Peru.

V. OTHER ORGANIZATIONS

There exist numerous other organizations which devote attention to urban development in developing countries. Discussed briefly below are the United Nations Center for Housing, Building and Planning (UNCHBP), the U. S. Department of Housing and Urban Development (HUD), and the Peace Corps.

UNCHBP. Formed in 1965, the functions of the Center are sixfold: (1) to provide secretarial and documentation services for the Committee on Housing, Building and Planning of the Economic and Social Council, (2) to serve as the focal point for conducting housing, building and planning activities within the Secretariat and for coordinating these activities with those of other agencies, (3) to prepare special studies and reports, (4) to organize inter-regional meetings and study tours and regional seminars and meetings on topics related to housing, building and planning, (5) to organize pilot projects, and (6) to review and provide evaluation of UNDP Special Fund and technical assistance projects in the field of housing, building and planning. ^{14/}

The Center has two major divisions, Research and Development (which includes sections for housing, building, planning and documentation) and Technical Cooperation (through which technical assistance is rendered to the Special Fund projects).

The Technical Cooperation Division of UNCHBP offers advisory and evaluation services to projects operating under the U.N. regular budget, UNDP/technical assistance, and UNDP/Special Fund. As a whole, U.N. technical cooperation activities involve about three million dollars per year. The projects are located in some 64 countries and use the services of nearly two hundred technical specialists. ^{15/} To a large extent, the projects emphasize urban planning, the financing of housing institutions, and special actions, such as planning for disaster-prone areas.

The Research and Development Division of the Center is geared to providing broader urban development theory within which projects may be evaluated in terms of overall national development. Excluding technical cooperation expenditures, expenditures of the Center under the regular budget have increased from \$500,000 in 1965 to more than one million dollars in 1970. Present Center expenditures represent approximately 44% of total expenditures in the field of housing, building and planning under the regular budget. ^{16/}

In preparation for the Seventh Session of the U.N. Committee on Housing, Building and Planning, research and development activities of UNCHBP were noted as emphasizing the following:

- social aspects of urban development and housing
- rehabilitation of transitional urban settlements
- improvements of rural settlements
- urban land policies and land-use control measures
- economics of urban development
- finance for housing and community facilities

It would appear that the future work program of the Center will concentrate resources on the following three policy areas: (1) developing urban strategies for the LDC's, giving primary attention to the development and integration of comprehensive planning approaches; (2) promotion of site and services schemes as an approach to the improvement of squatter settlements; and (3) institution building, particularly with respect to housing finance institutions.

Moreover, much attention presently is being given to the forthcoming Conference on the Human Environment in June 1972, one focus of which will be on human settlements.^{17/}

HUD. Though essentially a domestic agency, the Office of International Affairs of HUD operates as a service agency for those donor organizations involved in developing countries. About one-third of the Office's operations are directed at developing countries, mostly in response to A.I.D. programs. Both the U.N. and the Peace Corps make use of HUD/OIA services. Three main programs are designed to reach the concerns of developing countries.

First, the international technical assistance function of HUD/OIA offers short-term technical assistance to A.I.D. programs in response to developing country needs. Activities have included program consultation and documentation, recruitment of professionals, and field advisory services in areas such as housing design and finance, building materials, construction methods, and urban planning and renewal.

Second, the HUD/OIA training program offers educational and training curricula to LDC participants brought to the U.S. by A.I.D. and the U.N. Several hundred participants per year attend such programs.

Third, HUD/OIA has established wide-ranging information services which extend to both the developed and developing countries. Research and documentation pertaining to urban development is disseminated through the HUD International Information Series and the HUD International BRIEF series, both published by HUD/OIA. Also, in support of A.I.D., U.N., and Peace Corps efforts, the Ideas and Methods Exchange Series (IME) covers a broad range of topics relevant to urban development in developing countries. Contracts for IME's during FY 1972 included items on industrialized buildings in developing countries, criteria for sites and services development, and cooperative housing. HUD/OIA officials perceive an increasing demand for documentation of all types.

Peace Corps. ^{18/} Peace Corps initiatives in the urban development field began with early agency experience in urban community development. The present recognition of the importance of urbanization as it affects development, coupled with the manifest urban problem areas of population growth, deficits in services, and widespread unemployment, have led to the realization that higher priority must be attached to developing urban programs.

In fact, over the last year the Peace Corps has experienced a proliferation of urban activities. Volunteer staffing in urban programs has doubled; an estimate for September 1972 indicated that approximately 300 volunteers would be involved in programs directed toward improvement of urban conditions and strengthening host government agencies' ability to plan, program and budget. Moreover, qualitative changes in urban programs have manifested (1) more sharply defined program objectives, (2) integration with indigenous organizations and programs, (3) more involvement with international development agencies, and (4) higher technical and professional skills of volunteers. General program areas include the following:

- project analysis and design (Tunisia, Iran)
- development of information and knowledge (projected for Morocco and Korea)
- urban and development planning, programming, and budgeting (Iran, Malasia)
- municipal management (Venezuela, Guatemala)
- professional and technical manpower development (Tunisia, Morocco)
- improvement of services (Guninea, Philippines)
- specific action programs (small business and industrial development in Colombia, construction skills training in Ghana)

Finally, some thought has been given to the feasibility of developing a "multi-program approach" by Peace Corps Washington and Field Staffs. Such an approach would "relate a number of specific programs, such as small industry development, job training, health, and education in an attempt to meet different but related needs of the same group of people."

At the present time, Peace Corps allegedly will experience cut-backs in volunteer staffing and country programming. The effects of such retrenchment on Peace Corps urban development programs is unknown.

VI. CONCLUSION

This report does not deal with all of the material which is necessary in order to have a firm grasp of international policies affecting urbanization in developing countries. Other banking operations (notably the Asian and African Development Banks) and private institutions deserve attention. ^{19/} Nevertheless, some appreciation of the wide range of interests and experience of donor organizations may be derived from this synoptic paper. Several points of congruence appear.

First, and most obvious, is the concern for urbanization which has been generated within the international community. In a general sense, people and organizations appear to be talking about the same thing: urban priorities and policy requirements. While the emphases upon urban problem areas may vary, the commitment to allocate funding and staff resources to the urban development field is evident. As an aside, this trend does not appear to be the spurious type of bandwagon phenomenon which collapses in the excesses of its own vague pieties. Serious and sophisticated work is being done in both the developed and developing nations; the point is to make functional a two-way flow in the containment of urban problems, which indeed presage "crisis."

A second point may be made with regard to the manner in which donor organizations perceive the appropriate scope of policies or programs. A willingness to deal, at least theoretically, with comprehensiveness may be noted. IBRD cites "externalities;" IDB has stressed "integrated" urban projects; UNCHBP emphasizes comprehensive planning; Peace Corps is toying with the idea of a "multi-program approach." Though the jargon may differ, it does manifest the perception that urbanization and urban problems are complex and multi-sectoral in nature. However, comprehensive urban strategies or approaches are tentative at best (as emphasized by IDB), and the spinoff from such thinking remains to be seen. This point will be addressed later.

Third, in all cases the need for urban priorities in developing countries is realized. These, of course, may not be generated effectively by donor organizations despite the truism that availability of funding may determine the establishment of such priorities. National-level interest in developing countries remains a primary factor in generating any type of urban program; urban strategies must be integrated into national plans, whether one is talking about housing, population, or whatever. At the same time, it appears that a municipal focus is needed; IBRD, IDB, and the OAS note this requirement. Operationally, it is the municipalities which ultimately will implement urban programs.

Fourth, it is apparent that donor organizations will be prepared to rely on technical assistance as an important part of their operations. Obviously the information and advisory services, the training, and the technical expertise offered by UNCHBP, HUD/OIA, OAS, and the Peace Corps (not to mention A.I.D.) already attest to this. In addition, the banking concerns also note technical assistance as a vital part of capital investment, in both the preparatory and implementation stages. The concept of integrating capital and technical assistance is neither startling nor new; it has worked successfully for both A.I.D. and IDB.

It should be noted finally that questions on the role of research are echoed from one organization to the other. Those which possess research components are faced with the problem of deciding between gearing research to short-term, operational problems or to long-term theoretical considerations. It appears as though the trend is to the former. It is equally apparent how much needs to be done with regard to the latter, especially given the complexities of urbanization processes.

The foregoing points are of a general nature. At a more specific level, real congruence--in fact, overlap--may be seen in actual operations. At an informal meeting on inter-agency coordination in urban development (sponsored jointly by A.I.D. and the World Bank) held in October 1971, it was noted that increased activity by donor agencies has prompted disconcerting duplication of mission efforts in the field, repetition of requests for information from the same host countries regarding the same urban problems, and overlap in research activities. Such a situation stems from a general ignorance from one organization to the next about each other's programs and strengths. The key words to be invoked here obviously are coordination and cooperation, and the response may take two forms.

In the first place, the desirability of a new International Agency for Urban Development and Housing already has been aired.²⁶ The centralization of U.S. interests in bilateral and multilateral organizations into one massive international organization dealing with urban development may provide food for reorganization buffs, but would be time-consuming, expensive, politically unwise and ultimately futile. Furthermore, there is an essential misconception involved: namely, that centralization would breed a comprehensive approach.

Speaking to this last point, one should recognize that, while coming to terms with the problems of urbanization, the donor organizations have demonstrated a willingness to take a broad view. Nevertheless, their main and various emphases are in accordance with their traditional strengths. Clearly, no one organization will purport to manage the whole gamut of urban ills; the comprehensive approach provides a framework for program policy.

In terms of coordination, then, the task would be to define who is doing what, where, and how, and establishing a more formal mechanism by which this information may be disseminated. ^{21/} This second option for cooperation and coordination might be accomplished quite easily. It is not so easy, however, to distill numerous activities into neat categories for each organization. Nor would it be reasonable to do so. However, certain definable strengths appear. For example, A.I.D. has been associated for a number of years with successful technical assistance, savings and loan, and housing investment guarantee programs; similarly IBRD, with transportation and infrastructure; OAS, with technical assistance and training; and so forth.

It is perhaps too early (given the several policy reviews in process) to urge functional coordination of this sort. However, there appear few worthy alternatives. Moreover, with important policy decisions due in the Spring of 1972 (notably A.I.D., IBRD and Ford Foundation) the thinking needs to be done now.

"Re-thinking" probably is more accurate. Urban development is a field of which deja vu is characteristic. Significant steps were taken in 1965, for example. The Urban Development Committee of the International Cooperation Year ^{22/} made a number of recommendations to the President, several of which have been honored with action: e.g., the formation of UNCHBP and the formulation of A.I.D. urban development policy guidelines. ^{23/} What is ironic is the fact that substantively the thinking of what day is as relevant now as then. The gyrations in response to such problems change, however. Then, the administration sought a way to spend budget surpluses (they found one); now, the international community is renewing its urban efforts. Hopefully, the endeavor will meet with fresh success.

APPENDIX

Recommendations of the Urban Development Committee of the
International Cooperation Year

Recommendation 1

The United States should give higher priority and more recognition to urban development programs in its bilateral assistance and should attempt to secure comparable priority and recognition for urban development programs within the United Nations assistance programs. In particular, the United States should vigorously seek to secure adequate budget and personnel for the newly authorized United Nations Center for Housing, Building and Planning.

Recommendation 2

The United States should take the initiative within the United Nations to inaugurate a concerted international program, supported by voluntary contributions of member nations, to attack the specific problem of slums and squatter settlements in developing countries.

Recommendation 3

Additional attention and consideration should be focused on the problem of financial resources for carrying out urban development programs. The heartening successes of such undertakings as savings and loan and credit union institutions recently organized in Latin America are an augury of what might be done by even more zealous promotion of these institutions or the introduction of other imaginative and practical instruments or policies.

Recommendation 4

The United States should establish a World Urban Development Research Laboratory and Institute. This Laboratory and Institute would be sponsored by the United States, be financed principally by the United States and be headquartered in the United States. It would function, however, as a world organization, with full international participation, possibly with branches in other regions of the world, and its products would be for all nations.

Recommendation 5

The United States should sponsor a United Nations World Conference on Urban Development to emphasize the importance of urban development and to gain understanding and support from decision makers in the countries concerned.

NOTES

1. Study of International Housing: Reports from U.S. Agencies and International Organizations, prepared for the Subcommittee on Housing and Urban Affairs of the Committee on Banking, Housing and Urban Affairs, United States Senate. Washington, D.C.: GPO (June 28, 1971).
2. Reports prepared by TA/UDS including the following:
 - "Toward a Definition of Urban Development Policy," December 10, 1970. 37 pp.
 - "An Addendum to Towards a Definition of Urban Development Policy," January 20, 1970. 20 pp.
 - "Preliminary Report of the Results of Consultation on Identifying Critical Urban Development Problems," April 29, 1971. 6 pp.
 - "A.I.D. Technical Assistance for Urban Development: A Study of Agency Experience, 1949-1970," June 25, 1971. 33 pp.
 - "Preliminary Report on Visits to Donor Countries and Organizations in Europe," June 3, 1971. 11 pp.
 - "An Interim Report, " July 7, 1971. 3 pp.
3. See World Bank publications, "The World Bank Group in Africa: A Summary of Activities" and "The World Bank Group in Asia: A Summary of Activities," of September 1963.
4. "The World Bank Group in Latin America: A Summary of Activities." Washington, D.C.: IBRD (March 1960). Also, Orvis A. Schmidt, "The World Bank Group in Latin America," an address before the Canadian Inter-American Association, Montreal, Canada (2 March 1966).
5. Unpublished IBRD Report. The cities cited were Buenos Aires, Lagos, Sao Paulo, Teheran, Bogotá, Caracas, Bombay, Rio de Janeiro, Karachi, Calcutta, Kuala Lumpur, Istanbul, and Medellín.
6. The Urban Projects Division's role in conducting the urban transportation studies for Bogotá and Teheran is a result of IBRD acting in its capacity as executing agency for certain aspects of the United Nations Development Program.

7. Consideration was given to these areas in a Bank interim report to be reviewed by the Board in March of 1972. Issues under each area were noted as follows:

Transportation

- feasibility of mass transit systems in relation to fares
- urban roads; intra-city transportation and traffic flow
- improvement of transportation terminals

Housing

- improvement of low-income settlements
- sites and services schemes
- housing credit institutions

Land-use

- ownership of undeveloped land by public agencies for public purposes
- speculation
- institutional aspects of land-use controls.

8. Lending figures may be found in the report of the U.S. Senate Committee on Banking, Housing and Urban Affairs, op. cit., pp. 389-396, and in This Is the Inter-American Development Bank, Washington, D.C.: IDB (March 1971), p. 11.
9. See The Inter-American Bank: Role in Urban Development and Housing. Washington, D.C.: IDB (no date).
10. See Antonio Ortiz Mena, President of the Inter-American Development Bank, Address at the Closing Ceremony of the Fifth Labor Economics Course of the American Institute for Free Labor Development, Georgetown University, Washington, D.C., August 20, 1971; also, Ten Years of Work in Latin America. Washington, D.C.: IDB (no date), pp. 25-31.
11. For example, as a possible means of addressing population control.
12. Galo Plaza, Address before the XII Meeting of the Inter-American Municipal Congress. See Final Act: XII Meeting of the Inter-American Municipal Congress. New Orleans (December 8-12, 1968), p. 28.
13. Unpublished OAS report.
14. As stated in report of U.S. Senate Committee on Banking, Housing and Urban Affairs, op. cit., p. 151.

15. See UNCHBP "Technical Cooperation Projects in Housing, Building and Planning," October 29, 1971.
16. United Nations Economic and Social Council/Committee on Housing, Building and Planning, "Technical Cooperation in Housing, Building and Planning: Funds Expended for International Programmes, 1968-1969." Document E/C.6/110 (July 30, 1971) p. 11.
17. See U.N. General Assembly, Twenty-fifth Session, Problems and Priorities in Human Settlements: Report of the Secretary-General. Document A/8037 (August 21, 1970).
18. The material here is abstracted from a report prepared by Bruce W. Mecartney, Urban Affairs Specialist/Washington Staff, entitled Peace Corps Programs in Urban Affairs and Development Planning (May 5, 1971), 23 pp.
19. The Institute of Public Administration, for example, has contracted with A.I.D. on a number of municipal projects. Though historically the Institute has focused upon the U.S. urban scene, municipal studies have been conducted also in India, Bolivia, the Dominican Republic, Peru and Venezuela.
20. See the report of the U.S. Senate Committee on Banking, Housing and Urban Affairs, op. cit., pp. 451-454. The proposed international agency had been thought of along the same lines as one of the U.N. special agencies (e.g., WHO or FAO).
21. This point was made at an informal meeting on inter-agency coordination in urban development in Washington, D.C., in October 1971.
22. See Urban Development Committee of the International Cooperation Year, Shaping Tomorrow's Cities: A Program to Meet Urgent International Urban Problems. Report to the President (July 1965), 18 pp. and appendices.
23. A.I.D. Manual Order 1612.83.1 (1966).