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**OFFICE OF URBAN DEVELOPMENT**

**DEPARTMENT  
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DEPARTMENT OF STATE  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C. 20520

Bureau for Development Support  
Office of Urban Development

ANNUAL BUDGET SUBMISSION, FY 1980

This proposed program for FY 1980 has evolved over the past seven years and represents, inter alia, an increasing Agency response to host country desire to deal with some of the urban aspects of development. To the existing program, which has stressed urban linkages to rural, regional, and national development, have been added a number of new initiatives.

With the creation of a new Bureau for Technical Assistance in 1969, there was recognition in the Agency of a need to give more attention to the process and consequences of rapid urbanization. An Urban Development Staff was included in the organizational structure, but it was not activated until 1970. This initiative resulted in two new Agency policies on urban development (PD-54 and PD-67) and the creation of an Office of Urban Development.

Long Range Goal

The long-range goal of the Office of Urban Development is to help the Agency understand and address appropriately the urban and regional aspects of development.

There are two principal means by which this goal is being carried out -- namely, via technical support and technical leadership. The support role refers to the assistance which is provided to other units in the Agency, especially field missions and regional and central bureaus, in addressing their concerns and those of host governments about the problems and opportunities of rapid urban growth and development. The leadership role is concerned with identifying, developing, and gaining access to the knowledge, skills, and other resources which the Agency requires as an international development agency, in order to be conversant with the urban and regional aspects of development and responsive to appropriate requests for assistance with these aspects.

#### Major Objectives

The basic need for a program in urban and regional development lies in the unprecedented rate and scale of urbanization. This worldwide phenomenon is experienced acutely in developing countries where urban growth rates often are double national growth rates. Of even greater significance is the fact that much of this urban growth is in the poorer segments of these societies.

The consequences of this process are far-reaching. They affect the quality of life in the urban centers and the ability of the people, individually and corporately, to overcome the negative impacts (or problems) and to take advantage of the positive results (or opportunities). They affect also the availability and utilization of resources,

not only within the urban centers per se, but also in the surrounding regions and in the overall national economy.

The objectives of the Agency's urban development program are to increase Agency and host country understanding of the dynamics and consequences of the urbanization process and, where appropriate, in terms of Agency policies, field mission programs, and host government priorities, to assist selectively in addressing some of the problems and opportunities of rapid urban growth and development, especially as they impact on the urban poor and on regional and national development.

#### Relationships

The long-range goal and objectives are based on two Agency policies (PD-54 and PD-67) which (1) recognize the Agency's continuing interest in such broad developmental issues as the process of rapid urbanization, regional development, and the problems of the urban poor, (2) direct the Agency to address the issues in the light of host country situations, (3) emphasize the use of existing Agency programs to benefit the urban poor, and (4) encourage research and development and pilot demonstration activities in several selected areas.

In the context of Agency program priorities and budget allocations, urban development is one of the Agency's Selected Development Programs. As such, it does not enjoy a broad mandate; rather, its operation and utilization as supporting technical assistance are dependent largely on the nature of the USAID Country Development Strategy Statement in a given country and on the importance of "things urban" to that country's

government and overall development. Its operation and utilization are dependent also on the Agency's need to know more about the effects of rapid urbanization, not only on the development process but also on the Agency's interventions to enhance that process. Thus, the urban development program is related to Agency programs of immediate and direct benefit to the poor majority -- that is, PL 480, education, health, food and nutrition, population, and housing-- and to other programs of less direct benefit (e.g., rural development, engineering, and science and technology).

#### Alternatives

Agency policies and priorities limit the possible approaches to accomplishing the foregoing objectives. In its primary support role the Office of Urban Development responds to requests for technical assistance from regional and central bureaus and field missions. Whenever possible, these services are provided by DS/UD staff members. Specialists are used as needed and are obtained through IQCs, personal services contracts, and purchase orders.

In its leadership role, the Office probes selected generic problems, finds or develops solution-seeking ideas or approaches, tests them in field situations, and evaluates and shares the results. While some of the initial probes are made by DS/UD staff members, most of these research and development activities are carried out through contracts

with individuals and organizations. The field tests are designed to assist with local problems, help host countries and the Agency increase their capability, and contribute to the state-of-the-art.

Consequently, it is quite accurate to say that all of DS/UD activities are field-oriented. The program strategy emphasizes field application and the fullest collaboration of host governments and field missions. Indeed, their substantive and active participation has become almost axiomatic!

The kinds of problems which the urban development program addresses and the approaches which are employed are intended to relate it to the rest of the Agency's programs and priorities. Thus, its largest cluster of activities, regional development, is designed to explicate and enhance the supporting role of urban places in area, regional, and rural development. There has been regular collaboration with the Office of Rural Development in carrying out these activities. So, too, with the emphasis on employment and productivity of poor people. In addition, relevant offices in PPC have been involved in project design. Only recently has the program begun to address urban problems per se; in doing so, there have been increasing contacts made with other units in DSB -- e.g., the Offices of Housing and of Science and Technology. The programmatic relationships with other DSB units are expected to be strengthened and enlarged.

### The Future

Predictions of a possible surge in "things urban" in development programming after FY 1980 have been made in A.I.D. and elsewhere. Special mention usually is made of major metropolitan areas and of the needs and priorities in the so-called middle-income countries. The nature and extent of that predicted surge are difficult to determine and current priorities in A.I.D. limit the degree to which it can anticipate and be responsive.

However, from its inception the Office of Urban Development has had a posture of trying to do just that -- namely, to be responsive to current needs in Agency programming and simultaneously to anticipate and to prepare to meet possible future demands. This has been the rationale for the kind of program strategy (cited above) which DS/UD has adopted. As will be noted also in the next section, the implementation of this program strategy has resulted in interregional research and development projects which address local needs and also increase Agency and host country capacity for dealing with some of the consequences of rapid urbanization.

The proposed program for FY 1980 extends the existing program into activities which are at once reflective of Agency concerns (e.g., employment, equity, participation, women in development, and especially the poor majority) and anticipative of possible future demands. These activities go beyond some of the more conventional responses and propose approaches and probes which are innovative and potentially risky and productive. They seek to demonstrate and transfer these solution-seeking approaches through host country people and institutions, especially at the local level, thereby encouraging the development of local and host country capacity.

### Accomplishments

In the course of helping the Agency to address some of the urban and regional dimensions of the development process, the Office of Urban Development has evolved a modus operandi. The keystone of it has been the close collaboration with field missions and host countries, especially in the identification of field sites for demonstration projects and in their implementation. Following the selection of the problem to be addressed, the next step has been a state-of-the-art study to uncover available knowledge, experience, and perspectives about the problem and to suggest policy and program options to the Agency. One or more approaches are selected for testing or demonstrating in field situations, preferably in at least one site in each of the four geographical regions. The results of these several experiences are evaluated and summarized, then used as needed to modify initial approaches. As a last step, the conclusions are presented for wide dissemination and use.

This procedure has not yet gone through a complete cycle. A number of field demonstrations in several projects have been completed, but not yet the full series of three or four subprojects in any one project. Consequently, the final steps of summarizing and of disseminating the results have yet to be taken. A preliminary exercise of evaluating and comparing experiences was undertaken in Central America early in 1978, because three field-mission analytical and planning activities in Costa Rica, Nicaragua, and Panama, which

utilized DS/UD's "Guidelines for Urban and Regional Analysis", were completed near the end of CY 1977. As a result of these field tests and of the assessment exercise, the "Guidelines" is being revised.

As was indicated above, DS/UD field demonstration projects are designed to meet a local need, as well as to contribute to an interregional activity and to the state-of-the-art. In Nicaragua a development planning process was demonstrated and a capability was developed in Leon, using approaches and recommendations from a DS/UD study on land use programming. Other land use programming field demonstrations are underway in Chonburi, Thailand, and Tamale, Ghana. In the Philippines the type and location of urban-based services and facilities and functions to support the GOP's Bicol River Basin development program and the USAID's attendant integrated rural development program have been inventoried and the gaps have been identified, using methodologies and ideas from a DS/UD study of urban functions in rural development. Other demonstrations of these techniques have been integrated into field-mission rural and regional development projects in Bolivia and in Upper Volta. Mention has been made already of the use of DS/UD urban and regional analysis guidelines to help three field missions complete sector analyses. These were metropolitan (Costa Rica), regional (Panama), and national (Nicaragua) in scope. Field demonstrations in other geographical regions are planned.

In addition to these local or place-specific benefits, the DS/UD studies cited above and other studies have been distributed widely and

have been well received. Two of the studies, on land use programming and on urban functions in rural development, have been published by Praeger in its series of Special Studies in International Economics and Development.

There is growing evidence in the programs of other units in the Agency and in the nature and volume of requests for assistance from them of the changing perceptions and increased understanding of the urban aspects of development.

#### Impact

The Agency's urban development program has evolved in the midst of serious obstacles and has been effective, despite the limited priority and budget it has had. It has contributed to the growing awareness of the importance of addressing urban problems, not only because of the seriousness of them, but also because of their relationship to rural development and other priority programs and of their effect on overall national development.

Were the urban development program to be reduced to the BASE LEVEL budget, the most immediate and negative impact would be a drastic reduction in field support. The workforce necessarily would have to concentrate on concluding the existing projects. Even so, it would not be possible to conclude terminating projects in the manner envisioned. There would be a curtailment of planned dissemination and utilization activities, thus, a failure to capitalize on the investment which had been made already in these projects. For other projects, barely underway, it would mean a premature liquidation with all of the consequent unfulfilled

expectations.

A final result would be the inability to respond to Congressional initiatives and to initiatives from field missions and host governments. Indeed, the loss of response capability would imperil the program.

A budget at the MINIMUM LEVEL would permit the development of few shelf items, if any, and even fewer field applications. This would impair severely, if not destroy, the symbiotic relationship which has developed between most DS/UD projects and those of field missions and host countries. The lack of this outreach would be a signal to them that the Agency no longer would be responsive to or supportive of their initiatives to address urban problems and opportunities. The lost momentum could retard continued Agency progress in this field.

It should be noted at the outset that a program budget at the CURRENT LEVEL would be tantamount to a reduced budget, because FY 1979 dollars probably would buy considerably less in FY 1980. This would mean a reduction in the number of field applications and, therefore, of the program's outreach. This would have negative consequences especially in those field missions who rely on the support of interregional projects in order to initiate local activities in urban development. However, some of the initial probing and background activities (e.g., state-of-the-art studies, surveys, project papers, and project design work) would be completed, thereby having projects ready to be implemented when funding was available. This budget level would be sufficient also for some new innovative programs, including opportunities for increased cooperation with other offices.

At the PROPOSED LEVEL of budgeting, there would be wider demonstration and evaluation of promising approaches and ideas which would have had only limited testing in a few places. There also would be a more effective dissemination and use of the conclusions reached following the evaluation and synthesis of the results of these various field demonstrations. As important as these activities would be, another dimension which budgeting at this level would permit would be especially significant -- namely, the continuing opportunity to be innovative and, within acceptable limits of risk, to find or to develop more effective means of addressing the problems and opportunities of rapid urban growth and development, particularly as they affect the poor.

#### The Proposed Program

The proposed program is divided into four clusters of activities -- namely, regional development, employment and productivity, urban finance and management, and urbanization problems in national development. These clusters contain a total of eight ongoing and six new projects, and a set of small research activities. The proposed program represents an investment of the following resources:

<u>Budget Level</u>	<u>Funds (\$000)</u>	<u>Workforce (person-months)</u>
Base	-	109
Minimum	1,050	106.5
Current	2,999	150.5
Proposed	3,989	207.5

In addition to a substantial increase in the funding level, the proposed program will require additions to the current workforce, both professional and secretarial. Two new secretarial and three new professional positions are needed to augment the existing four direct-hire, one IPA, and three Graduate Work/Study professional and two secretarial positions. Contractor assistance will be needed also.

The professional positions include a senior professional, a junior professional, and an IDI. The senior professional would be a specialist in social development and community services delivery and could be a direct-hire employee or an IPA appointee. The junior professional would be an International Cooperation Officer with training and experience in urban and regional development, business administration, or public administration, in research, and in project design and implementation. The IDI would be an urban and regional planning specialist with a good grounding in economics and analytical techniques.

With seven direct-hire and IPA professionals, an IDI, and three Graduate Work/Study students (each student works four months approximately; this amounts to more than one full-time staff member, since the students are on the job at about the same time) -- the equivalent total of more than nine professional staff members -- it is essential to have two more secretaries. It will be recalled that an additional half-time secretary was requested a year ago; that request never was met. The current situation is that two secretaries are expected to provide secretarial services for the four direct-hire (including the Office Director), one IPA, and three Graduate Work/Study staff members, or for a total of more than six. It goes without saying that this is an untenable situation.

The proposed new staff members are in response to increasing requests from field missions for assistance with Country Development Strategy Statements, sector analyses, and project design and implementation, and in anticipation of possible greater demands as the strategy of basic human needs is applied to poor people wherever they live. Additional response capability is being made available through the current procurement of four IQCs with competence in urban and regional development. That number is expected to increase as the demand warrants.

### Regional Development

The spatial and locational dimensions of urban and rural development programs are not well understood and efforts to incorporate them into contemporary programs are relatively new. However, recognition of their importance is growing and intensifying the need to develop practical approaches and methods to meet rising demands and expectations.

The objectives of the Regional Development activity cluster are to help the Agency and host countries increase their understanding and competence to deal with urban and rural development issues in the context of regional development in the many instances in which this approach is appropriate. For example, one salient feature of the regional development context is that it facilitates the identification and location of specific target groups and the structuring of projects and programs which influence them directly.

The international development community and developing nations are caught up in implementation of regional development activities. Their greatest needs in these undertakings appear to be the adaptation and development of practical analytical and planning approaches and the evaluation of their results. Moreover, since regional development in and of itself is a neutral tool, careful attention must be given to adapting it specifically to the problems and needs of the poor majority. This latter is at the heart of DS/UD's efforts in this field.

DS/UD has produced a series of papers in this area which have evoked considerable demand and have become the bases for Agency projects. These projects have resulted in field level applications in several countries.

Ongoing projects address activity cluster objectives from several different perspectives. The Land Use Programming for Intermediate-Sized City project seeks to develop and demonstrate practical and adaptable approaches to planning and development in non-metropolitan cities and towns which are important focal points for regional and rural development and for national decentralization efforts. One field application has been completed in Leon, Nicaragua; another is underway in Chonburi, Thailand; and a third field demonstration will begin shortly in Tamale, Ghana.

DS/UD perceived a need within Agency and host country regional development efforts for analytical tools and approaches to support urban poverty programs, integrated urban-rural development, and to gain a more complete understanding of regional (sub-national) urban systems and their role in rural and national development. The Urban and Regional Analysis project, based on field application, testing, and refinement of DS/UD's "Guidelines for Urban and Regional Analysis," is designed to meet this need. The "Guidelines" has been used in three field-mission projects in Central America -- namely, in projects which were metropolitan (Costa Rica), rural regional (Panama), and national (Nicaragua) in scope. In light of these experiences and of a subsequent evaluation seminar, "Guidelines" is being revised for use in other field demonstrations.

Complementary to AID and host country rural development objectives, DS/UD's Urban Functions in Rural Development project is designed to help strengthen the contribution of city- and town-based activities and services to rural development efforts within a given sub-national region. The project seeks specifically to accommodate a host of rural development needs through helping to strengthen urban-based, rural-oriented services and functions. The project aim is to transfer to host country planning agencies the capability to utilize existing technical and normative methods to analyze regions and identify and evaluate appropriate development interventions which improve the provision of those urban-based services which are needed for rural development. The first field application of these techniques and ideas has been completed in the Bicol River Basin in the Philippines, and the "spread effect" is evident already in other regions of the country. Additional field applications will be underway shortly in Bolivia and in Upper Volta.

In order to tailor regional planning to the basic needs of target beneficiaries, DS/UD has developed an FY 79 project, Rural Demand for Urban Service Systems (previously titled "Structuring Urban Systems Through Farm Unit Demand"). This project builds on the Urban Functions project by eliciting information from target beneficiaries and incorporating this information into the technical planning process. The project is designed to make planning more responsive to the target population, particularly to the rural population. Plans developed using this approach

will identify and provide for those urban-based services which are both technically needed to stimulate rural development and are perceived as crucial needs by the rural population. Two preliminary studies have been completed to assist in the design and implementation of this project. They have resulted in some conceptual guidelines for eliciting local demand and a field analysis of local perceptions in a rural region in Upper Volta.

A new project is proposed which involves local organizations and target beneficiaries directly in the development planning and implementation process. Participation in Local Planning and Development is based on considerable theoretical knowledge and project experience which indicate that active participation by beneficiaries is the key determinant of project success and that local populations will participate actively in the implementation of plans only if they have been involved in planning and implementation of decision making. Too often planning for local areas has been done in planning agencies at the capital city without input from local populations. Such plans often end up collecting dust on shelves because local populations are not enthusiastic about pushing for the implementation of plans which have been imposed by national government agencies. The proposed project will change this by assuring that local planning is done at the local level by local people. To assist with local development planning and implementation, technical assistance will be provided to local organizations.

Much of the work in this cluster contributes to and draws upon the interests and activities of DS/RD. The areas of complementarity

are recognized and exploited by both Offices. For example, DS/RD tends to emphasize integrated service delivery in its area development project while DS/UD emphasizes spatial organization and location of urban-based rural development services and functions in several activities in its Regional Development activity cluster. In addition, the projects of the two Offices which are related to data collection and analysis and local participation are complementary and mutually reinforcing.

There is similar potential in the activities of this cluster for use of information and techniques husbanded by the Office of Technology (DS/ST) -- e.g., remote sensing and other computer-oriented technologies. While direct applications have yet to be made, the two Offices continue to explore the possibilities actively.

This activity cluster is the most active within DS/UD's overall program, and is most nearly related to the Agency's predominant concern with rural development.

Responsibility for management of the Regional Development activity cluster resides principally with the Urban and Regional Planner, presently an IPA position. However, it is considerably more than one individual, however competent, can manage. Considerable project management time on the part of the Director and his Deputy have been and will continue to be required in the implementation of this activity cluster.

The heavy workload in this activity cluster and the high level of demand for DS/UD's services in regional development suggest strongly that the position should be converted from IPA to direct-hire.

### Employment and Productivity

There is general concern in AID that its programs and activities address the problems of income distribution and equity, among other things. In new activities focussed on the urban poor, highest priority has been given by field missions to employment and income-producing projects. These emphases in Agency programming derive from a recognition that not everyone, and especially the poor majority, is benefitting sufficiently or equitably from development and development assistance efforts, and that people must have the means if they are to improve the quality of their lives. A basic method of participating in and of benefitting from development and of acquiring the income which usually is needed to improve the quality of life is employment.

In most developing countries employment opportunities in the formal and industrial sectors of the economy are not keeping pace with demographic needs and rising expectations. This is particularly true in urban areas. On the other hand, many people lack the requisite training and skills in order to have access to those opportunities which do exist. Meanwhile, some are finding or are making opportunities in the small enterprise sector. Relatively little is known about the nature, role, and function of this sector and the extent to which it does or can be made to produce job opportunities and increased productivity for unskilled and semi-skilled laborers -- that is, for the urban poor.

The purpose of this activity cluster is to help define points of intervention and to design projects that increase income-producing opportunities for the poor in cities and towns in developing countries of whatever size and wherever located.

Several activities have been completed already. DS/UD contracted for and has the results of three studies which are currently being used to inform the continued planning for this cluster. A preliminary study "Informal Small-Scale Enterprise Sector of the Economy: Problems and Suggested Approaches," outlined some of the considerations and dimensions of addressing this sector. The two-volume workbook, GUIDELINES FOR FORMULATING PROJECTS TO BENEFIT THE URBAN POOR, contains sections on how to address urban employment and productivity issues. Late in 1977, a study of the St. Martin (Port au Prince) squatter settlement was completed by Simon Fass and is awaiting publication.\* A "brainstorming" workshop in April 1977 brought together outside specialists and Agency representatives to help the Agency think through what might be done appropriately and effectively. These efforts are expected to lead initially to activities of an exploratory or probing nature beginning in FY 1978. Several contracts are proposed, within whose scopes a number of required studies and analyses are to be made in an intensive and systematic approach to closing some of the knowledge gaps noted above and to developing potentially effective ideas for field application and demonstration in subsequent years.

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\* A fourth study of how the urban poor manage their human and capital resources in Oaxaco, Mexico, is underway and the final report is expected in May 1978.

There appears to be no label for the so-called small enterprise sector of the economy which characterizes it sufficiently. The more common terms, marginal, informal, small-scale, and so forth, are deficient or misleading in some essential manner and the few theoretical, structural models of it, generally speaking, have not been tested empirically. While the manifestations of the sector appear to be similar across disparate locations, the small enterprise sector probably functions in as many different ways as there are locations. In a similar manner the problems of the lack of employment and of income among the urban and semi-urban poor seem to be universal. However, the causes and, therefore, what might be done to address these problems vary according to historical, cultural, and other factors.

FY 1978 marked the beginning of DS/UD's project efforts designed to investigate the employment problem, its causes, and the potential for AID and other donor organizations to play an active role in redressing the resultant poverty by assisting small enterprises. The premier project in this area consists of three separate and new initiatives: 1) Evaluation of the employment, income, and well-being impacts of ongoing small scale enterprise assistance programming, and the development of evaluation techniques which, when incorporated into small enterprise assistance programs, should enable more efficient choices of modes and targetting of interventions; 2) The design of guidelines for channelling large capital resources (such as Housing Guarantee loans) into effective income and employment generators

targeted specifically on the poorest urban residents; and 3) The design and testing of an outreach program for 'no-frills' credit and technical assistance to the poorest, otherwise unreached, informal and micro-entrepreneurs. All three components will involve extensive field testing and demonstrations, making heavy use of individuals and institutions in each host country. Based on the findings from these diverse demonstration sites we intend to develop a knowledge base and to determine some generalizable characteristics or tendencies with regard to the small enterprise sector from which points of intervention and a range of approaches applicable to developing countries might be identified and tested.

A number of other units in DSB and in the Agency are concerned with employment issues and could contribute to this cluster's activities. Whereas DS/UD is concentrating on the small enterprise sector and on its ability to be responsive to the employment needs of the urban poor, DS/OST is looking at the technical and managerial aspects, focussing on the application of new and appropriate technologies which can aid in the growth and productivity of small-scale businesses. DS/RD is stressing the development of small-scale, rural-based industries to provide off-farm employment in rural areas.

PPC's efforts address employment issues at the macro level and primarily in the formal and industrial sectors of the economy. The

interest of DS/H in employment matters has been enhanced by the broader framework which PD-67 provides for its programs. DS/H is attempting to integrate employment opportunities and needs as well as consideration of other basic community services in the design of HG programs. This multifaceted approach to HG planning and implementation is being initiated through pilot demonstrations to be done collaboratively with DS/UD. All of the foregoing efforts are needed and can be complementary.

A great deal of sensitivity and awareness of what is possible at this grassroots level of the economy is required, and this may make it difficult to mount a direct government-to-government effort. Because of their long and often effective involvement with individuals and institutions at this level of society in many countries, private and voluntary organizations are expected to be a source of valuable expertise and ready assistance.

A substantial percentage of the people who will be affected by this cluster's activities are likely to be women; they are heavily involved in the small enterprise sector in developing countries. Among other things, the small enterprise project should develop ways of enhancing and supporting their enterprising and leadership abilities and of increasing their technical and managerial skills and the benefits derived from their labor. If it is true that income is associated negatively with fertility, then that and other related factors suggest that the more

active involvement of women in the labor force would be associated with decreased fertility. The various impacts of employment in this sector on women also need to be explored.

In response to the expected growing need in AID for missions to incorporate employment generation explicitly as a goal in their development assistance programs, DS/UD is contemplating expanding its portfolio of activities in FY 1980 to include an employment project identification assistance consultancy. This will consist of a reference and supporting research and evaluation service whereby DS/UD would serve as a secretariate in coordinating the needs of missions with the available consultant resources for meeting these needs, and in informing all parties to the project identification process of the most up-to-date designs and approaches with respect to employment generation projects.

This activity cluster is the primary responsibility of the Labor Economist. He will be assisted in its management and implementation by the Director and Deputy Director.

Urban Finance and Management

The unprecedented rate and scale of urban growth in developing countries has had a serious and generally negative impact on facilities and services. The existing ones either have been inundated or are not accessible to a growing majority of the residents in many cities. The cost of providing essential services has risen almost as rapidly as has the demand for them, while the resources needed to provide them and the means for getting those resources have not kept pace.

In addition to the sectoral issues (education, health, housing, nutrition, and population) involved in the foregoing, there also are the Agency's longstanding concern for civic participation (Title IX) and the more recently articulated concern for equity in development. The problems of providing equitably the kinds and amounts of services people need and are demanding increasingly are not confined to developing countries, as officials in crisis-stricken U.S. cities will attest. However, the resource base is much more limited in most developing countries than in the USA. The much-burdened property tax in American cities, for example, is not available in many cities in developing countries, nor is there already in place the basic water, sewer, transportation, and local governmental and other institutional infrastructure on which to build and expand. Laws and policies often do not encourage this kind of local development.

The purpose of this activity cluster is to develop appropriate ways and means of supporting essential services and developmental activities

at the local level. It is related to one aspect of DS/UD's definition of urban development -- namely, the functioning of the urban place per se.

The planning and management of the provision of needed facilities and services entail the financial, technical, and administrative aspects, as well as the participation of the people in their support and utilization. Among the primary considerations are cost effectiveness and equity in the provision of essential services, as well as what is politically feasible and culturally acceptable.

As with many aspects of urban development, so it is in the area of urban finance and management. There are few off-the-shelf "remedies" which are appropriate to the varied needs and circumstances in today's cities in developing countries; what is available and may be adaptable quite often has not been tried or, in fact, is unknown. Thus, an exploratory or probing posture seems appropriate, at least in the beginning, leading eventually to pilot demonstration projects.

In addition to the limited state-of-the-art, a low priority approach is suggested also by PD-67 which gives "the impact and distribution of social welfare programs and services" the least emphasis. A more limited effort in this activity cluster is appropriate also in light of the low priority given to it in ranking interregional R&D activities. Of the three suggested areas, the Urban Finance and Management activity cluster ranked the lowest consistently. The respondents who singled out "access to services" as being a particular activity in the cluster which should

be highlighted, seemed to be expressing a concern for equity. In this same context, however, it is interesting to point out that respondents generally ignored or rated low in priority "participation of the poor" which is an equally important emphasis in the foreign aid legislation and in Agency priorities.

Meanwhile, the yields from two studies for which DS/UD contracted provide useful guidance. The two-volume GUIDELINES workbook (cited above) contains sections on how to identify, design, and evaluate projects in water supply and sanitation, health services, education, housing, transportation, and management and finance which benefit the urban poor. Another study, PARTICIPATION, PLANNING, AND ADMINISTRATIVE DEVELOPMENT IN URBAN DEVELOPMENT PROGRAMS, looks at the issues concerned with administration, planning, and participation in urban development programs. It suggests ways of improving program design and implementation generally and especially participation at the interface of the local bureaucrat and the citizen.

One project, Urban Financial Management, will be initiated in FY 1978 and will extend into FY 1979 and probably into FY 1980. It is concerned with developing culturally acceptable and politically feasible resource bases which can help meet in an equitable manner the increasing demand for essential services in developing countries.

A new project for FY 1980 complements this project. It is designed to identify and evaluate the various mechanisms which are used by national

governments to perform local municipal functions, a modus operandi which is not uncommon in many developing countries.

An earlier project, Participatory Planning, has been transferred to the Regional Development cluster. Other activities concerned with the participation of the urban poor are in the Employment and Productivity cluster.

The management of this cluster of activities is the major responsibility of the Financial Economist. The assistance of the Director and Deputy Director also will be required in its implementation.

Urbanization Problems in National Development

DS/UD's clusters tend collectively to describe a hierarchical continuum. At the lower end of the hierarchy is the community and city orientation of the Urban Finance and Management cluster. The Regional Development cluster focuses at the level of the sub-national region, and the Employment and Productivity cluster can fit either of these contexts. The cluster described in this section, Urbanization Problems in National Development, is intended to be responsive to those urbanization problems or phenomena which register their fullest impact at the national level; and deal with problems that draw upon a wide range of developmental sectors and national resources. With the introduction of this cluster, DS/UD's program encompasses the full range of concerns articulated in DS/UD's earlier conceptual and definitional background papers and in Agency policies, PD 54, "Guidance Statement on Urban Development," and PD 67, "Urbanization and the Urban Poor."

This cluster, more than any other, addresses urbanization as a phenomenon, a transformation of people, places, and institutions which needs to be understood and addressed in the context of national development. Urban populations in developing countries are growing at more than twice the rate of national populations. Some countries already are more than 50% urban while others rapidly are approaching this mark. The urban population of the developing countries is doubling roughly every seventeen

years and there is nothing to suggest that this trend will diminish significantly in the near future if the world continues to progress. Urbanization historically is one of the most consistent correlates of development.

This rapid transformation, as we have called it, even as it acts as both a stimulus and response to development, nevertheless places considerable strain on the developing countries. It creates dramatic changes in national life styles, expectations, consumption patterns, population distribution, and economic and social institutions. Moreover, it exacerbates some very serious national problems which already are coming to be global in dimension, such as population transfers, environmental pollution, demands for more services by more people, depletion of non-renewable resources, and stresses on national budgets.

The objective of this cluster is to help improve Agency and LDC perceptions of the relationships between urbanization and the national and international problems just noted and to develop concepts, approaches, and tools that will improve the ability to cope with the national and international level pressures inherent in urbanization. A further objective of the cluster is to help the Agency monitor changing trends and tendencies in the urbanization patterns of developing countries so that the basic assumptions on which programs are founded may be kept current. For example, there is evidence in recent country specific

studies to suggest that the population flow to major urban centers is lessening while the smaller and secondary centers are entering a period of very rapid growth. It is clearly important to the Agency to learn more about the extent and nature of this changing pattern.

Finally, this cluster includes those DS/UD activities which tend to cut across developmental sectors and integrates a wide range of local and national resources in addressing specific urban problems. An example of such an activity is the Integrated Programming for the Urban Poor (IPOP) project which is being undertaken jointly with DS/H. This project was begun in FY 1978 with the development of a jointly prepared and funded project paper.

Most of the concerns of this cluster necessarily represent long-term objectives which could transcend the life of this Agency. By nature, they are linked with and draw upon a number of areas, some of which are within DSB's purview. Population dynamics, energy, other nonrenewable resources consumed by cities, environmental pollution, advances in applied sciences, systems modeling, remote sensing, and the traditional sectors of development, all may contribute to or benefit from the objectives and activities of this cluster. Therefore, cluster activities will be developed and managed in a highly collaborative manner, along the lines of a number of projects undertaken recently in this cluster.

During FY 1977/78 a small research project on differential urban fertility was sponsored by DS/UD in collaboration with the Office of

Population. The results will be shared widely by the two Offices beginning with a seminar in the late Spring of 1978. Similarly, DS/UD collaborated on an Office of Population study, Planning for Internal Migration, which was published in 1977 by the Bureau of the Census. DS/UD assisted the Inter-American Development Bank with field research on a study which was published in late 1977 by the Bank as Population and Urban Trends in Central America and Panama. Other projects are under consideration which would explore important aspects of urban population growth and change. These too will be carried out collaboratively with those offices and organizations which have a direct interest and are in a position to contribute.

These projects will be responsive to Section 117 of the Foreign Assistance Act and some, such as the project on Differential Urban Fertility, will address specific problems bearing on the role of women in development. It is anticipated that these projects will have important implications for the impact on population growth of Agency programs which influence population movement, distribution, and growth.

Resource conserving urbanism is a subject which DS/UD has considered for several years as potentially having high returns as a programming area. With pressures on global resources becoming ever more severe and with a disposition in the U.S. Government to take action on this front, DS/UD is proposing a new project to probe resource conserving approaches to urban development appropriate for developing countries. The rationale

For this project is based on our knowledge that (a) the patterns of urbanization adopted by most advanced countries and pursued now by developing countries are wasteful of vital energy and other resources, (b) the level of development in most <sup>developing countries</sup> / is such that the commitment to these patterns of urban development are neither total nor irreversible, and that (c) the state-of-the-art in resource conserving urbanism has developed to the point that it can offer some options to existing patterns of urban development.

This project was deferred last year pending further development of the project concept. Two regional bureaus did not consider it of sufficient priority to merit development at the funding level then proposed. Since that time, DS/UD has gathered a great deal more information on the subject, and the project manager has prepared a paper, "Development with Resource Conserving Urbanism," which is to be presented at the First International Conference on Energy and Community Development in Athens, July 10-15, 1978. The existence of the Conference in itself is clear evidence that the topic of resource conserving urbanism is gaining recognition as a problem area requiring international attention. It is anticipated that the Conference will yield considerable new information and feedback which will be used in the intensive design phase of the project. For this reason, design of the project deliberately has been left open and flexible in the revised PID. The project will be developed as a shelf item for FY 1979 and is included in the FY 1980 budget.

This cluster addresses problems high on the list of global priorities. However, it deals with concepts which are relatively new in a developmental context or tend to have a long-run rather than short-run potential for realization of impact. In addition to Resource Conserving Urbanisms, two new FY 1980 projects, User Side Assistance and Techniques for Approximating Regional Project Multipliers, are proposed for this cluster. User Side Assistance will illustrate the value of giving grants directly to users (not suppliers) of services. This approach has been exemplified in this country by social security, food stamps, medicaid, and the negative income tax. Examples of this approach overseas include the integrated nutrition program (food stamps) in Colombia and the social security program in Mexico. The second new project on Regional Project Multipliers will develop short-cut methods for estimating income, employment, and consumption multipliers to assist with design and evaluation of integrated urban and regional development projects.

Small research projects will be used to explore various subjects which appear to have important implications for present or future agency programming. As appropriate, more substantial research projects will be encouraged as shelf items for current or future funding.

This cluster will be managed by the Deputy Director with considerable input by the Director and other members of the Office. Efforts will be made to build as much of a "self-management" element into projects as possible, minimizing DS/UD direct-hire involvement.

TABLE V - PROPOSED PROGRAM RANKING		DECISION UNIT		NAME OF SECTION PACKAGE SET			
		DS/UD		URBAN DEVELOPMENT			
RANK	DECISION PACKAGES/PROGRAM ACTIVITY/SUPPORT ITEM	APPROX ACCT	PERSONNEL INTENSITY	RESOURCE REQUIREMENTS		PROGRAM FUNDING (000)	
				WORKYEARS (XX, X)	FUNDED FROM	INCREMENT	CUMULATIVE
DESCRIPTION				OPERATING EXPENSES	PROGRAM ACCOUNT		
				MISSION	TDY		
	<u>DECISION PACKAGE - MINIMUM</u>	*	#	@			
1	0058 Land Use Programming			3.5		150	150
2	0210 Urban Functions in Rural Development			3.5		200	350
3	1090 Small Enterprise Approaches to Employment			10.75		100	450
4	1091 Integrated Programming for the Urban Poor			8.0		400	850
5	New Central Support for Urban Employment Project Impl.			9.5		50	900
6	New Resource Conserving Urbanism			4.0		150	1050
-	--- Other Program and Support Activities			67.25			
	TOTAL FY 1980 MINIMUM			106.5	(8.9 years)		
	<u>DECISION PACKAGE - CURRENT</u>						
7	1228 Rural Demand for Urban Service Systems			11.25		430	1480
8	New Participation in Local Planning and Development			13.0		800	2280
9	New Resource Conserving Urbanism			7.0		150	2430
10	New User Side Assistance			6.5		300	2730
11	New Regional Project Multipliers			4.25		120	2850
12	New National Government Performance of Urban Functions			6.0		149	2999
--	--- Other Program and Support Activities			102.5			
	TOTAL FY 1980 CURRENT			150.5	(12.5 years)		
	<u>DECISION PACKAGE - PROPOSED</u>						
13	1228 Rural Demand for Urban Service Systems			15.25		400	3399
14	1091 Integrated Programming for the Urban Poor			12.25		300	3699
15	New Regional Project Multipliers			9.5		140	3839
16	New National Government Performance of Urban Functions			7.5		150	3989
--	--- Other Program and Support Activities			163.0			
	TOTAL FY 1980 PROPOSED			207.5	(17.3 years)		
	* ST for all projects						
	# Medium-to-High for all projects						
	@ Workmonths (or personmonths)						

**ANNEXES**

**Attachment A**

**Tables**

**Project Identification Documents**

ATTACHMENT A

REGIONAL DEVELOPMENT

TITLE	LAND USE PROGRAMMING FOR INTERMEDIATE CITIES	FUNDS Selected	Development Problems	Proposed Obligation	FY 1980 150	Proposed Life of Project	Cost 902	Init. Oblig.	FY 75	Proposed Est. Final	Oblig. FY 80	Proposed FY 81	Completion Date
NUMBER	931-0058	New <input type="checkbox"/>	PRIOR REFERENCE	FY '80 Oblig. Auth.	by pp 150	Life of Project	per App. PP 902			Final Obligation	per PP 80	Completion Date	per PP FY81
Grant	<input checked="" type="checkbox"/> Loan <input type="checkbox"/>	Continuing <input checked="" type="checkbox"/>	FY 79 CP, p. 1019										

Date of Last Intensive Evaluation:

Personnel Intensity:

**Purpose:** To help intermediate cities in developing countries gain the capacity to cope in an orderly fashion with dramatic growth and to realize their potential as growth centers in rural and regional development.

**Background & Progress to Date:** The land use programming process is being demonstrated in three countries in different parts of the world. The process consists of (1) goal setting, (2) data assembly and analysis, (3) guide planning, (4) land use control, (5) project packaging, and (6) continuous planning. One demonstration has been completed in Leon, Nicaragua, another is underway in Chonburi, Thailand, and a third will be starting soon in Tamale, Ghana.

**Host Country and Other Donor:** Host countries supplying coordination (administrative), project personnel, vehicles, housing. Are receiving training, technical assistance, plans, etc.

**FY 1980 Program:** Will conclude the three demonstration projects and produce summary document on land use planning for use in future mission and developing country efforts.

**Major Impact Countries & Approximate Amount:**

Nicaragua	\$200,000
Thailand	\$300,000
Ghana	\$300,000

**Beneficiaries:** Central and local government leaders will become more familiar with techniques for planning intermediate sized cities to help divert growth from private urban centers. Technicians in host countries will be trained in the more technical aspects of land use programming (e.g., land use controls). Local people will benefit from the action projects suggested by the planning process. Emphasis is on projects for the poor.

**Major Outputs:**

Background Study  
 Demo. Field Applications  
 Trained Personnel  
 Continuing Evaluation  
 Summary Document: Synthesis of field demonstration subprojects and development of framework for future applications of this approach by A.I.D. Missions, other donors and country agencies.

Technical Office Support (person-months)

FY	DH	IPA	CONTR.	IDI/GWS	Total
1978	.75	2.0	.5		3.25
1979	.75	1.0	1.0		2.75
1980	1.00	2.0	2.0		4.00

**Cumulative**

FY 78		Life of Project	
Actual	Per App. PP	Proposed	Per App. PP
1	1	1	1
1	1	3	3
5	5	40	40
1	1	3	3
0	0	1	1

	Obligations(\$000)	Expenditures(\$000)	Unliquidated(\$000)	Funding Period	Principal Contractors or Agencies & Contract Number
Through September 30, 1977	752	231	521	FY 75 to FY 80	PADCO
Estimated FY 1978	0	400	XXXXXXXXXXXXXXXXXXXXXXX	-	Rivkin Associates
Estimated Through FY 1970	752	631	121	XXXXXXXXXXXXXXXXXXXXXXX	R. R. Nathan Associates
Proposed FY 1979	0	100	XXXXXXXXXXXXXXXXXXXXXXX	-	
Estimated Through FY 1979	752	731	21	XXXXXXXXXXXXXXXXXXXXXXX	Interim Project Products Available
Proposed FY 1980	150	Future Yr. Obligation	Estimated Total Cost	FY 80 to FY 81	(i.e., reports, newsletters, etc.)
		0	902		Summary book, Leon Evaluation Report

	<u>Minimum</u>	<u>Current</u>	<u>Proposed</u>	<u>Total</u>
Obligation (\$)	150	0	0	150
Outputs				
(1) Background Study	0	0	0	0
(2) Demo. Field Application	0	0	0	0
(3) Trained Personnel	10	0	0	10
(4) Continuing Evaluationa	1	0	0	1
(5) Summary Document	1	0	0	1

TITLE URBAN FUNCTIONS IN RURAL DEVELOPMENT	FUNDS Selected Development Problems	Proposed Obligation FY 1980 200	Proposed Life of Project Cost 1050	Init. Objig. FY 76	Proposed Est. Final Oblig. FY 80	Final Obligation per FY 80	Proposed 81 Completion Date
NUMBER 931-0210	PRIOR REFERENCE	FY 80 Oblig. Auth. by PP 200	Life of Project per App. PP 1050				Completion Date per PP FY 81
Grant <input checked="" type="checkbox"/> Loan <input type="checkbox"/> Continuing <input type="checkbox"/>	FY 79 CR, p. 1019						

**Purpose:** To field test and adapt appropriate modes of urban-regional analysis which identify the nature, magnitude, location, and timing of urban services and activities supportive of rural development; and to establish local institutional capacity for understanding and application of this mode of analysis and planning.

**Background and Progress to Date:** Three demonstrations of the process for gathering data on, analysing, and planning for new urban services (public and private) have been proposed. The first of these, in the Bicol region of the Philippines, is almost complete and the other two, in Upper Volta and Bolivia, will be starting in a few months.

**Host Country and Other Donors:** Host countries contributing administrative and professional manpower to subprojects as well as vehicles, housing for U.S. consultants.

**FY 1980 Program:** The three field demonstrations will be completed and a summary document produced which will synthesize field results and provide a framework for use in future applications of this planning approach by Missions and other development agencies.

**Major Impact Countries and Approximate \$ Amount:**

Philippines	\$250,000
Upper Volta	\$350,000
Bolivia	\$250,000

**Beneficiaries:** Government Planners, local population and poor majority impacted from implementation of the plans developed.

Date of Last Intensive Evaluation: 11/77

Personnel Intensity: High

**Major Outputs**

Review of Literature and Development of Project Framework

Field demonstration subprojects

Summary document and synthesis of field subproject experience

Expert evaluations

Seminars/workshops

A.I.D. Financed Inputs FY 80

Summary document and evaluations

**Technical Office Support**

FY	DH	IPA	Contr.	IDI/GWS	Total
1978	.75	2	1.0	3.0	6.75
1979	.75	1.5	1.0		3.25
1980	1.50	1.0	1.0		4.00

FY 78		Cumulative	
Actual	Per Approved PP	Actual	Per Approved PP
1	1	1	1
1	1	3	3
0	0	1	1
1	1	3	3
0	0	3	3

(\$000s)

200

	Obligations (\$000)	Expenditures (\$000)	Unliquidated (\$000)	Funding Period	Principal Contractors or Agencies & Contract Number
Through September 30, 1977	600	239	361	FY 76 to FY 80	Dennis Rondinelli
Estimated FY 1978	250	200	XXXXXXXXXXXXXXXXXXXX	FY 78 to FY 80	
Estimated Through FY 1978	850	439	411	XXXXXXXXXXXXXXXXXXXX	
Proposed FY 1979	--	311	XXXXXXXXXXXXXXXXXXXX		
Estimated Through FY 1979	850	750	100	XXXXXXXXXXXXXXXXXXXX	
Proposed FY 1980	200			FY 80 to FY 81	Interim Project Products Available (i.e., reports, newsletters, etc.)
		Future Yr. Obligation	Estimated Total Cost		
		0	1050		

	<u>Minimum</u>	<u>Current</u>	<u>Proposed</u>	<u>Total</u>
Obligation (\$)	200	0	0	200
Outputs				
(1) Literature Review	0	0	0	0
(2) Demonstrations	0	0	0	0
(3) Summary Documents	1	0	0	1
(4) Expert Evaluations	1	0	0	1
(5) Seminars/Workshops	1	0	0	1

TITLE	RURAL DEMAND FOR URBAN SERVICE SYSTEMS*	FUNDS Selected	Development Problems	Proposed Obligation	Proposed Life of	Init.	Proposed Est. Final	Proposed 6/83
NUMBER			PRIOR REFERENCE	FY 1980 \$1,230	Project Cost \$2,695	Oblig.	Oblig. FY	Completion Date
Grant	<input checked="" type="checkbox"/> Loan <input checked="" type="checkbox"/> Continuing <input checked="" type="checkbox"/>		FY 79 p 1010	FY '80 Oblig. Auth. by PP **	Life of Project per App. PP #	FY 78	Final Obligation per FY 82	Completion Date per FY 83

Date of Last Intensive Evaluation: 6/83 Personnel Intensity: HIGH

**Purpose:** To develop and refine a methodology for eliciting information on the perceived needs and demands of rural populations for urban based services; to develop a framework for incorporating this information into an improved planning process.

**Beneficiaries:** Rural poor, particularly farmers will benefit from implementation of the plans developed. The plans will reflect the farmer's views of their needs for urban based rural services. Host country planners will acquire the capability to utilize this participatory planning approach. Knowledge about the development process will be transferred to the local population.

**Background & Progress to Date:** To facilitate implementation, plans should reflect the needs & priorities of those involved in implementation -- the target beneficiaries. The project will include local needs & priorities in the planning process. Participatory methods to elicit local needs for urban based rural services have been developed by DS/UD.

**Major Outputs:**

	FY 1978		Cumulative	
	Actual	Per PP	Proposed	Per PP
Field Applications	0	1	1	1
Institutionalization of improved planning in regions of developing countries	0	1	1	1
Synthesis of background literature & experiences from field applications:				
Informational package	0	0	1	1
Dissemination of workshop/seminars	0	0	5	5

**Host Country and Other Donor:** For each field application, host countries will contribute from 4 to 10 professional person-years of effort. At present, no other donors will be involved in the project; their involvement will be sought.

**A.I.D. Financed Inputs in FY 1980**

	(\$ Thousands)
FY 80: Two field applications	800
Field site development and monitoring	30

**FY 1980 Program:** Six field applications will be underway, the latter two will be funded in FY 80. Each application will demonstrate the participatory planning process in a different developmental context.

**Technical Office Support (in person months)**

FY	DH	IPA	IDI	GW/SS	Contr.	Total
1978	1.00	.50	--	2.0	3.5	7.0
1979	3.00	1.00	--	--	5.5	9.5
1980	4.25	1.25	2.0	4.0	3.0	14.5

**Major Impact Countries & Approximate \$ Amount:** About \$400,000 is budgeted for each field application. Field applications will be conducted in each of the major A.I.D. world regions. Current possible countries include: Niger, Bangladesh, and Guatemala.

	Obligations(\$000)	Expenditures(\$000)	Unliquidated(\$000)	Funding Period	Principal Contractors or Agencies & Contract Number
Through September 30, 1977	-	--			
Estimated FY 1978	- 420				
Estimated Through FY 1978	- 420	130	XXXXXXXXXXXXXXXXXXXX	January 31, 1980	
Proposed FY 1979	- 830	130	300	XXXXXXXXXXXXXXXXXXXX	
Estimated Through FY 1979	1,250	630	XXXXXXXXXXXXXXXXXXXX	January 31, 1981	
Proposed FY 1980	1,230	750	500	XXXXXXXXXXXXXXXXXXXX	
		Future Yr. Obligation	Estimated Total Cost	January 31, 1982	Interim Project Products Available (i.e., reports, newsletters, etc.).
		175	\$2,695		

\*Ex Structuring Urban Systems  
\*\*PP not yet approved

	<u>Minimum</u>	<u>Current</u>	<u>Proposed</u>	<u>Total</u>
Obligation (\$)	0	\$400	\$800	\$1,200
Outputs				
Field application of improved planning process		1	2	3

TITLE PARTICIPATION IN LOCAL PLANNING AND DEVELOPMENT	FUNDS Selected Development Problems	Proposed Obligation FY 1980 \$620	Proposed Life of Project Cost \$1,430	Init. Oblig. FY 80	Proposed Est. Final Oblig. FY 82	Proposed 9/83 Completion Date
NUMBER	PRIOR REFERENCE	FY'80 Oblig. Auth. by PP *	Life of Project per App. PIR		Final Obligation per FY 82	Completion Date per FY 9/83
Grant <input checked="" type="checkbox"/> Loan <input type="checkbox"/> Continuing <input type="checkbox"/>						

Date of Last Intensive Evaluation: 9/83 Personnel Intensity: HIGH

**Purpose:** To develop, field demonstrate, refine, effectively package, and disseminate a flexible framework for involving local leaders & populations directly in the development planning and implementation process.

**Background and Progress to Date:** Many studies & projects indicate that active local participation is the key to project success and that local participation with project & plan implementation is best assured when locals are actively involved in project planning & design. The project will provide a field tested framework for effective local participation in planning and implementing development.

**Host Country and Other Donor:** For each field application, host countries will contribute 3 to 8 professional person years of effort. At present no other donors are directly involved in the project; their involvement will be sought.

**FY 1980 Program:** Begin actual field work on first two field applications. Identify sites for second two field applications.

**Major Impact Countries & Approximate \$ Amount:** About \$400,000 is budgeted for each field application. Attempts will be made to conduct field applications in each of the major A.I.D. world regions.

**Beneficiaries:** Populations and poor in market towns, small & intermediate sized cities and the regions containing these, will benefit by: learning basic development planning and implementation methods, participating in their own development, and increased productivity & quality of life from plan implementation.

**Major Outouts**

- Background & Front-end Studies
- Field applications
- Institutionalization of Local Participation in Planning and Development
- Informational Package synthesizing literature & experience from field applications
- Dissemination of Packaged Framework (seminars +)

Cumulative			
FY 1978		Life of Project	
Actual	Per PP	Proposed	Per PP*
N/A	*	1	N/A
		4	
		1	
		4	

**A.I.D. Financed Inputs (\$ Thousands)**

FY 80: Two field applications	620
-------------------------------	-----

**Technical Office Support (in person months)**

FY	DH	IPA	Contr.	IDI	Total
1978	0	.5	2.0	--	2.5
1979	1.0	.5	2.0	--	3.5
1980	4.25	1.0	3.0	1.0	9.25

	Obligations(\$000)	Expenditures(\$000)	Unliquidated(\$000)	Funding Period	Principal Contractors or Agencies & Contract Number
Through September 30, 1977	-0-				
Estimated FY 1978	-0-		XXXXXXXXXXXXXXXXXXXXXXX		
Estimated Through FY 1978	-0-		XXXXXXXXXXXXXXXXXXXXXXX		
Proposed FY 1979	-0-				
Estimated Through FY 1979	-0-				
Proposed FY 1980	\$620	Future Yr. Obligation \$810	Estimated Total Cost \$1,430	January 31, 1982	Interim Project Products Available (i.e., reports, newsletters, etc.)

\*PP to be prepared in FY 1979

	<u>Minimum</u>	<u>Current</u>	<u>Proposed</u>	<u>Total</u>
Obligation (\$)	\$000	\$800,000	--	\$800,000
<u>Outputs</u>				
Field applications of local participation in planning and development	0	2	--	2

**EMPLOYMENT AND PRODUCTIVITY**

TITLE Small Enterprise Approaches to Employment	FUNDS Selected Development Activities	Proposed Obligation FY 1980 100	Proposed Life of Project Cost 1,250	Init. Oblig. FY 78	Proposed Est. Final Oblig. FY 81	Proposed FY 82 Completion Date
NUMBER 931-1090	PRIOR REFERENCE FY 79 CP, p. 1019	FY '80 Oblig. Auth. by PP N/A	Life of Project per App. PP N/A		Final Obligation per PP N/A	Completion Date per PP FY N/A
Grant <input checked="" type="checkbox"/> Loan <input type="checkbox"/> Continuing <input type="checkbox"/>		Date of Last Intensive Evaluation: N/A		Personnel Intensity: High		

**Purpose:**

- (1) To assess the impact of ongoing and future small-scale enterprise (SSE) assistance programs in terms of increasing employment and income opportunities for the urban and semi-urban poor; to identify which are the relatively effective intervention modes for donor assistance to SSEs; and to develop a general evaluation format that will enable a continual monitoring and evaluation of employment and income impacts of SSE assistance projects.
- (2) To provide guidelines for assessing the potential impact of large capital projects such as Housing Guarantees (HG) on employment, and for explicitly building employment maximization into the goal structure of HG programming.
- (3) To develop and test low-cost outreach techniques for productivity-, income, and employment-enhancing assistance to the smallest, otherwise unassisted informal sector individual enterprises (the "PICES" approach).

**Background and Progress to Date:** PP being approved third quarter 78, and contracting process about to begin.

**Host Country and Other Donor:** Close co-operation with host country institutions (though no financing) is envisaged for many aspects of project. Close collaboration and probably co-financing is envisaged by missions and regional bureaus in later stages. Technical consultation and information exchange with other donors.

**FY 1980 Program:** Management primarily of field activities; toward the end will be movement back to U.S. bases to begin final reports, evaluations and other wrap-up exercises and information dissemination.

**Major Impact Countries, etc.:** Not yet determined.

**Beneficiaries:** The urban and semi-urban poor through increased employment and income-producing activities, and thereby fuller participation in the benefits and responsibilities of national development.

**Major Outputs:** (1) Project evaluations; (2) methodology (and application thereof) for employment impact evaluation; (3) guidelines for employment-creation enhancements of HG loans; (4) conceptualization of viable approach to assisting micro-entrepreneurs, (5) demonstrations, (6) Mission project design assistance.

**AID Financed Inputs:** \$1.365 m. over life of project through DS/UD, DS/UD and other Agency staff as appropriate. Capitalization funding in respect of PISCES demonstrations by cooperating missions. Included in FY 80 costs are 10 person-months of field consulting, plus 10 person-months of workshops.

**Technical Office Support (in person-months)**

FY	DH	IDI GWS	IPA	CONTR.	TOTAL
78	7.0	0	.5	0	7.5
79	7.5	5.0	0	2.0	14.5
80	5.0	3.0	0	1.0	9.0

	FY 78		Cumulative	
	Actual	Per App. PP	Actual	Per App. PP
1) 0	0		6	
2) 0	0	N/A	1	N/A
3) 0	0		1	
4) 0	0		1	
5) 0	0		4	
6) 1	1		4	
7) 0	0		3	

	Obligations(\$000)	Expenditures(\$000)	Unliquidated(\$000)	Funding Period	Principal Contractors or Agencies & Contract Number
Through September 30, 1977	--	--	--	--	
Estimated FY 1978	650	200	XXXXXX	FY 78 to FY 79	Not yet determined.
Estimated Through FY 1978	650	200	450	XXXXXXXXXXXXXXXXXXXX	
Proposed FY 1979	500	600	XXXXXXXXXXXXXXXXXXXX	FY 79 to FY 80	
Estimated Through FY 1979	1150	800	350	XXXXXXXXXXXXXXXXXXXX	
Proposed FY 1980	100	Future Yr. Obligation	Estimated Total Cost	FY 80 to FY 81	Interim Project Products Available (i.e., reports, newsletters, etc.).
		100	1,350		

	<u>Minimum</u>	<u>Current</u>	<u>Proposed</u>	<u>Total</u>
Obligation (\$)	100	0	0	100
<u>Outputs</u>				
1) Project Evaluations	0	0	0	0
2) Methodology	0	0	0	0
3) Guidelines	0	0	0	0
4) Conceptualizations	0	0	0	0
5) Demonstrations	1	0	0	1
6) Mission Assistance	2	0	0	2
7) Workshops	2	0	0	2

PROGRAM: CENTRALLY FUNDED

Project Manager: Michael Farbman

ATTACHMENT A

TITLE: Central Support for Employment Project Implementation in Urban Areas			FUNCTION: Selected Development Activities			Proposed Obligation FY 1980	Proposed Life of Project Cost	Init. Oblig. FY	Proposed Est. Final Oblig. FY 81	Proposed 82 Completion Date
NUMBER	New <input checked="" type="checkbox"/> Continuing <input type="checkbox"/>	PRIOR REFERENCE	FY '80 Oblig. Auth. by PP	Life of Project per App. PP				Final Obligation per PP	Completion Date per PP FY	
Grant <input checked="" type="checkbox"/> Loan <input type="checkbox"/>	<input type="checkbox"/>	New	N/A	N/A			80	N/A	N/A	

**Purpose:** To assist missions and regional bureaus in meeting their growing responsibility for explicitly incorporating off-farm employment generation as a goal in their development assistance programs.

**Background and Progress to Date:** A new project proposed for FY 1980, and for which a PID is being submitted with the FY 1980 ABS.

**Host Country and Other Donor:** No financial assistance is anticipated from elsewhere; however, close collaboration with host country government, nongovernmental institutions and other donor agencies is expected.

**FY 1980 Program:** Front-end development work by U.S. consultants/constructors for future field demonstrations.

**Major Impact Countries and Approximate Amount:**

Not yet determined.

**Date of Last Intensive Evaluation:** N/A

**Beneficiaries:** AID missions and bureaus and other donor organizations concerned with employment generation and, eventually, the poor who will become employed and have new incomes.

**Major Outputs:** Major review of possible income generation projects. Handbook for identifying country employment needs. Methodology and guidelines for determining projects that are responsive to identified needs. Roster of resources for assisting missions with project identification.

**AID Financed Inputs:** FY 80 \$50,000, Life of the Project -- \$300,000. Direct Hire project manager. Project development expenditures on the part of cooperating missions; FY 80 expenditures to include 8 person months of field consulting.

**Personnel Intensity:** High

**Technical Office Support (in person months)**

FY	DH	IPA	IDI/GWS	CONTR.	TOTAL
78	-	-	-	-	-
79	0.5	-	-	2.0	2.5
80	5.25	0	3.0	2.0	10.25

	Obligations(\$000)	Expenditures(\$000)	Unliquidated(\$000)	Funding Period	Principal Contractors or Agencies & Contract Number
Through September 30, 1977	-	-	-		
Estimated FY 1978	-	-	XXXXXXXXXXXXXXXXXXXXXX		
Estimated Through FY 1978	-	-	XXXXXXXXXXXXXXXXXXXXXX		
Proposed FY 1979	-	-	-		
Estimated Through FY 1979	-	-	-		
Proposed FY 1980	50	Future Yr. Obligation	Estimated Total Cost	FY 80	Interim Project Products Available (i.e., reports, newsletters, etc.). None
		250	300		

	<u>Minimum</u>	<u>Current</u>	<u>Proposed</u>	<u>Total</u>
Obligation (\$)	50	0	0	0
<u>Outputs</u>				
(1) Review	1	0	0	1
(2) Handbook	0	0	0	0
(3) Methodology/Guidelines	0	0	0	0
(4) Roster of Resources	1	0	0	1

URBAN FINANCE AND MANAGEMENT

PROGRAM: CENTRALLY FUNDED

Project Manager: Orba Traylor

ALLOCATION #

TITLE: National Government Performance of Urban Functions	FUNDS Selected Development Problems	Proposed Obligation FY 1980 299	Proposed Life of Project Cost 299	Init. Oblig. FY 1980	Proposed Est. Final Oblig. FY 1982	Proposed FY 1982 Completion Date
NUMB: Grant <input type="checkbox"/> Loan <input checked="" type="checkbox"/> Continuing <input checked="" type="checkbox"/>	NEW <input checked="" type="checkbox"/> PRIOR REFERENCE	FY '80 Oblig. Auth. by PP NA	Life of Project per App. PP		Final Obligation NA	Completion Date per PP FY NA

Date of Last Intensive Evaluation: NA Personnel Intensity: Medium-to-High

Purpose

To identify and evaluate mechanisms used by national governments to provide basic urban services at the local level. To determine which mechanisms are efficient, effective, and accountable, and provide services equitably.

Background

Central governments use various means by which to provide essential services at the local level. Is this efficient? Would local government do it more effectively? What are the tradeoffs? How can the needs of the urban poor be met more equitably?

Progress to Date

NA

Host Country and Other Donors

NA

FY 1980 Program

Taxonomy of basic urban services performed by central government at local level, inventory of mechanisms used; criteria to evaluate mechanisms in field situations; initiation of case studies.

Major Impact Countries

NA

Beneficiaries

Host country national and local governments and USAIDs, and users and potential users of essential services.

Major Outputs Project Life

Preliminary study	1
Field demonstrations	4
Case studies	2

A.I.D.-Financed Inputs FY 1980 (\$000)

Project \$299

Technical Office Support (workmonths)

FY	DH	IPA	CONT	IDI,GW/SS	TOTAL
1978				NA	
1979	.5		2.0		2.5
1980	5.5		2.0		7.5

	Obligations(\$000)	Expenditures(\$000)	Unliquidated(\$000)	Funding Period	Principal Contractors or Agencies & Contract Number
Through September 30, 1977	-	-	NA		
Estimated FY 1978	NA	-	XXXXXXXXXXXXXXXXXXXXXX	NA	NA
Estimated Through FY 1978	-	-	XXXXXXXXXXXXXXXXXXXXXX		
Proposed FY 1979	-	-	-		
Estimated Through FY 1979	-	NA	-		
Proposed FY 1980	299	Future Y. Obligation	Estimated Total Cost	FY 1980 & FY 1982	Interim Project Products Available (i.e., reports, newsletters, etc.)
		NA	299		Preliminary study

	<u>Minimum</u>	<u>Current</u>	<u>Proposed</u>	<u>Total</u>
Obligation (\$000)	0	149	150	299
<u>Outputs</u>				
(1) Preliminary Study	0	1	0	1
(2) Field Demonstrations	0	3	1	4
(3) Case Studies	0	0	2	2

URBANIZATION PROBLEMS IN NATIONAL DEVELOPMENT

PROGRAM: CENTRALLY FUNDED  
Number 931-1091

Project Manager: John Dickey

ALL INFORMATION CONTAINED HEREIN IS UNCLASSIFIED

TITLE Integrated Program for Urban Poor	FUNDS Selected Development Problems	Proposed Obligation FY 1980 700	Proposed Life of Project Cost 2600	Init. Oblig. FY 78	Proposed Est. Final Oblig. FY 82	Proposed FY82 Completion Date
NUMBER 931-1091	PRIOR REFERENCE FY 79 CP, p. 1019	FY'80 Oblig. Auth. by PP N/A	Life of Project per App. PP N/A		Final Obligation per PP N/A	Completion Date per PP FY N/A
Grant <input checked="" type="checkbox"/> Loan <input type="checkbox"/> Continuing <input checked="" type="checkbox"/>						
Date of Last Intensive Evaluation: N/A			Personnel Intensity: High			

**Purpose:** To help determine and demonstrate ways in which human services for the urban poor can be made more adequate, equitable, and efficient and with more desirable socio-economic impacts.

**Background and Progress to Date:** Joint project is proposed with DS/H in which HG program plays a central role in integrated social service delivery to the urban poor. Role of other mission and host country programs as a basis also to be considered. Project paper in preparation.

**Host Country and Other Donor:** Demonstration and application sites to be sought in several countries. Host country to supply most of actual services.

**FY 1980 Program:** Primarily a large scale demonstration program in one country.

**Major Impact Country and \$:** Not Known.

**Beneficiaries:** Urban poor recipients of urban services in conjunction with HG or mission programs. Host country personnel trained to deliver services.

**Major Outputs**  
Four Demonstrations  
Summaries and Guidelines  
Overall Evaluations  
Multi-media Presentations

	FY 1978	Life of Project
		4
	N/A	2
		1
		1

**A.I.D. Financed Inputs FY 80**  
HG Programs - 2  
Development Loans and Grants - Unknown  
Project Funds - \$700(000)

**Technical Office Support (p.m.'s)**

FY	DH	IPA	CONTR.	IDI/GWS	TOTAL
1978	3	3.0	0.5		6.5
1979	2.5	2.0	1.0	5.0	10.5
1980	6.25	1.0	2.0	3.0	12.25

	Obligations(\$000)	Expenditures(\$000)	Unliquidated(\$000)	Funding Period	Principal Contractors or Agencies & Contract Number
Through September 30, 1977	--	--	--	--	
Estimated FY 1978	295	240	XXXXXXXXXXXXXXXXXXXXXXXX	FY 78 to FY 79	N/A
Estimated Through FY 1970	295	240	55	XXXXXXXXXXXXXXXXXXXX	
Proposed FY 1979	400	155	XXXXXXXXXXXXXXXXXXXX	FY 79 to FY 81	
Estimated Through FY 1979	695	395	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	Interim Project Products Available (i.e., reports, newsletters, etc.)
Proposed FY 1980	700	Future Yr. Obligation 1205	Estimated Total Cost 2600	FY 80 to FY 82	N/A

	<u>Minimum</u>	<u>Current</u>	<u>Proposed</u>	<u>Total</u>
Obligation(\$)	400	0	300	700
<u>Outputs</u>				
(1) Demonstrations	1	0	1(expanded)*	1(expanded)
(2) Summaries/Guides	0	0	0	0
(3) Overall Evaluation	0	0	0	0
(4) Presentations	0	0	0	0

\*To provide seed money for unique service delivery system.

58 PROGRAM: CENTRALLY FUNDED

Project Manager: Eric Chetwynd

ATTACHMENT A

TITLE	FUNDS Selected	Proposed Obligation	Proposed Life of	Init.	Proposed Est. Final	Proposed FY 1986
RESOURCE CONSERVING URBANISM	Development Problems	FY 1980 \$300	Project Cost 2,300	Oblig.	Oblig. FY 1985	Completion Date
NUMBER	PRIOR REFERENCE	FY'80 Oblig. Auth.	Life of Project	FY	Final Obligation	Completion Date
Grant <input checked="" type="checkbox"/> Loan <input type="checkbox"/> New <input checked="" type="checkbox"/> Continuing <input type="checkbox"/>	FY 1979 ABS	by PP*	per App. PP*	1980	per PP*	per PP FY*
Date of Last Intensive Evaluation: 1986			Personnel Intensity: Medium			

**Purpose:** Introduce optional approaches to human settlement that are resource conserving and environmentally sound.

**Background & Progress to Date:** PID has been developed with input from regional bureaux. A staff background paper has been prepared and will be presented for international input in July, 1978 at First International Conference on Energy in Community Development.

**Host Country and Other Donor:** Host country experts will be involved in design stage (Phase I) as well as field applications. Other donor involvement will be explored, including in U.S., possibility of HUD and DOE participation.

**FY 1980 Program:** Commence inventory, screening and adaptation of resource conserving approaches.

**Major Impact Countries & Approximate \$ Amount:** Field application (Phase II) is contingent upon intensive evaluation of Phase I. \$300,000 is budgeted for each of four field applications although no countries have been identified at this stage.

**Beneficiaries:** Will free up resources for investment in national development, including problems of poverty. Benefits largely long term. Poverty groups would benefit at expense of higher income, high consuming groups. However, explicit beneficiaries difficult to determine.

Cumulative

Major Outputs

- Technical package on resource conserving approaches to urban development
- Field demonstrations
- Institutionalized information systems

FY 78  
Actual Per Approved PP

N/A \*

Life of Project  
Proposed Per PP

1 N/A  
4  
1

A.I.D. Financed Inputs

FY 1980 - Contract for development of technical package

(\$ Thousands)

300

Technical Office Support (in person months)

FY	DH	IPA	GWS	CONT.	TOTAL
1978	1.0	.5	--	--	1.5
1979	2.0	.5	4.0	1.0	7.5
1980	3.5	.5	4.0	1.0	9.0

	Obligations(\$000)	Expenditures(\$000)	Unliquidated(\$000)	Funding Period	Principal Contractors or Agencies & Contract Number
Through September 30, 1977	- 0 -				
Estimated FY 1978	- 0 -		XXXXXXXXXXXXXXXXXXXXXXX		
Estimated Through FY 1978	- 0 -		XXXXXXXXXXXXXXXXXXXXXXX		
Proposed FY 1979	- 0 -				
Estimated Through FY 1979	- 0 -				
Proposed FY 1980	300				
		Future Yr. Obligation	Estimated Total Cost	December 31, 1980	Interim Project Products Available (i.e. reports, newsletters, etc.) Phase I Initial Technical Package
		2,000	2,300		

\* PP to be prepared in FY 1979.

	<u>Minimum</u>	<u>Current</u>	<u>Proposed</u>	<u>Total</u>
Obligation (\$)	150	150		300
Outputs				
1) "Front-end" survey	1			1
2) Adaptation Analysis		1		1

PROGRAM: CENTRALLY FUNDED

Project Manager: John Dickey

ATTACHMENT A

TITLE	USER SIDE ASSISTANCE	FUNDS Selected	Development Problems	Proposed Obligation	FY 1980 300	Proposed Life of	Project Cost 2,500	Init.	Oblig.	FY 80	Proposed Est. Final	Oblig. FY 83	Proposed FY 83	Completion Date
NUMBER	Grant <input checked="" type="checkbox"/> Loan <input type="checkbox"/> New <input checked="" type="checkbox"/> Continuing <input type="checkbox"/>	PRIOR REFERENCE	New	FY '00 Oblig. Auth.	na	Life of Project	per App. FY na				Final Obligation	na	per FY na	Completion Date
				Date of Last Intensive Evaluation	na			Personnel Intensity: HIGH						

**Purpose:** To test the hypothesis that categorical grants made directly to the urban poor users (consumers) rather than suppliers of various services, both public and private, will do more to improve the users' quality of life.

To demonstrate different methods of user side assistance grants and compare the relative advantages of each.

To compare the cost-effectiveness of user side assistance grants to other programs generally aimed at improving the supply of services.

Host Country and Other Donor

Host country to contribute most of grant money.

FY 1980 Program

Preliminary studies and surveys of alternative approaches to user side assistance.

Major Impact Countries

Unknown

Beneficiaries

Selected groups of the urban or regional poor, as recipients, will be the major benefactors, although a variety of businesses serving these people also will benefit from second, third, rounds of spending. Host country agency personnel will be trained in delivery of these grants and in program policy and impact analysis. A.I.D. program design to benefit from experiment itself.

Major Outputs	Life of Project
Demonstrations	4
Preliminary Survey	1
Summary Document	1

A.I.D. Financed Inputs FY 80

Project (000s) 300

Technical Office Support (p.m.'s)

FY	DH	IPA	CONTR.	IDI/GWG	TOT
1978	-----	1.5	2.0	3.0	6.5
1979	-----	1.5	2.0	3.0	6.5
1980	6.0	1.0	3.0	----	10.0

	Obligations (\$000)	Expenditures (\$000)	Unliquidated (\$000)	Funding Period	Principal Contractors or Agencies & Contract Number
Through September 30, 1977	- na	-	na		na
Estimated FY 1978	- na	-	XXXXXXXXXXXXXXXXXXXX	na	
Estimated Through FY 1970	- na	-	XXXXXXXXXXXXXXXXXXXX		
Proposed FY 1979	- na	na			
Estimated Through FY 1979	- na	-			
Proposed FY 1980	- 300	Future Yr. Obligation	Estimated Total Cost	FY 1980 to FY 1981	Interim Project Products Available (i.e., reports, newsletters, etc.)
		2,200	2,500		na

	<u>Minimum</u>	<u>Current</u>	<u>Proposed</u>	<u>Total</u>
Obligation (\$)	0	300	0	300
<u>Outputs</u>				
1) Demonstrations	0	1 (start-up)	0	1 (start-up)
2) Prelim. Surveys	0	1	1	1
3) Summary Doc.	0	0	0	0

PROGRAM: CENTRALLY FUNDED

Project Manager: John Dickey

ALLOCATION: A

TITLE PROJECT MULTIPLIERS		FUNDS Selected Development Problems	Proposed Obligation FY 1980 260	Proposed Life of Project Cost 600	Init. Oblig. FY 80	Proposed Est. Final Oblig. FY 81	Proposed FY 81 Completion Date
NUMBER	New <input checked="" type="checkbox"/> Continuing <input type="checkbox"/>	PRIOR REFERENCE New	FY'80 Oblig. Auth. By PP na	Life of Project per App. PP na		Final Obligation per PP na	Completion Date per PP FY na
Grant <input checked="" type="checkbox"/> Loan <input type="checkbox"/>			Date of Last Intensive Evaluation: na			Personnel Intensity: HIGH	

**Purpose:** To develop short cut techniques for estimating income, employment, and consumption multipliers for selected urban and regional projects.

To employ the resultant techniques in a variety of project proposals to help provide evidence on the economic impacts of these projects.

Background and Progress to Date na

Host Country and Other Donor na

FY 1980 Program

Preliminary surveys of State-of-Art  
Four demonstration/case studies

Major Impact Countries na

Beneficiaries

A.I.D. Bureau and mission project officers would benefit from new analytic capabilities to estimate multipliers of proposed projects. Developing country urban and regional officials would gain from greater knowledge of project impacts on economy. Poor people in project areas would gain from increased multipliers for their income, employment, and consumption.

<u>Major Outputs</u>		<u>Project Life</u>
Preliminary Survey		1
Demo/Case Studies		10
Summary Document		1
<u>A.I.D. Financed Inputs FY 80</u>		<u>(\$1000)</u>
Project		260

Technical Office Support (p.m.e.'s)

FY	DH	IPA	CONTR.	IDI/GWS	TOT
1978			na		
1979	---	.5	2.0	3.0	2.5
1980	2.0	1.5	3.0	3.0	9.5

	Obligations(\$000)	Expenditures(\$000)	Unliquidated(\$000)	Funding Period	Principal Contractors or Agencies & Contract Number
Through September 30, 1977	-	-	na		
Estimated FY 1978	na	na	XXXXXXXXXXXXXXXXXXXXXX	na	na
Estimated Through FY 1979	-	-	XXXXXXXXXXXXXXXXXXXXXX		
Proposed FY 1979	-	-			
Estimated Through FY 1979	-	-			
Proposed FY 1980	260	Future Yr. Obligation 340	Estimated Total Cost 600	FY 80 to FY 81	Interim Project Products Available (i.e., reports, newsletters, etc.). na

	<u>Minimum</u>	<u>Current</u>	<u>Proposed</u>	<u>Total</u>
Obligations (\$)	0	120	140	260
Outputs				
1) Preliminary Survey	0	1	1	1 (complete)
2) Demos/Case Studies	0	0	3	3
3) Summary Documentation	0	0	0	0

TABLES

FY 1980 BASE

OFFICE OF URBAN DEVELOPMENT  
WORKFORCE ALLOCATION BY ZBB FUNDING LEVEL

<u>Work Categories and Project Titles</u>	<u>Dir</u>	<u>Dep Dir</u>	<u>UR Plnr</u>	<u>Fin Econ</u>	<u>Lab Econ</u>	<u>IDI</u>	<u>GW/S Stud</u>	<u>Con-trac</u>	<u>Sec Cler</u>	<u>TOTAL</u>	
Field Support	1.0	1.0		1.5	1.0					4.5	Field Support
Technical Representation	1.0	.5	.5	1.0	.5					3.5	Tech. Represent.
Administration	4.0	1.75	.5	.5	.5					7.25	Administration
Clerical Support									24	24.0	Cler. Support
Program Management											Program Mgt.
Land Use Programming	1.0	2.0	4.0			3.0	4.0			14.0	Land Use Prog.
Urban Functions in Rural Development	1.0	4.0	2.0		1.0	3.0	4.0			15.0	Urban Functions
Urban and Regional Analysis		.25	.75							1.0	Urb. & Reg. Anal.
Rural Demand for Urban Service Systems	1.0	1.5	1.75		1.0		2.0			7.25	Rural Demand
Small Enterprise Approaches to Employment	.5				7.0	3.0				10.5	Small Enterprise
Urban Financial Management	.5	.5		8.5			3.0			12.5	Urban Fin. Mgt.
Integrated Programming for the Urban Poor	2.0	.5	2.5	.5	1.0	3.0				9.5	Integrated Prog.
<b>TOTAL</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>13</b>		<b>24</b>	<b>109.0</b>	

FY 1980 MINIMUM

OFFICE OF URBAN DEVELOPMENT  
WORKFORCE ALLOCATION BY ZBB FUNDING LEVEL

Work Categories and Project Titles	Increment (\$000)	Aggregate (\$000)	Dir	Dep	UR	Fin	Lab	IDI	GW/S	Con-	Sec	TOTAL	
			Dir	Dir	Plnr	Econ	Econ		Stud	trac	Cler		
Field Support			3.0	3.0	2.5	1.5	3.0					13.0	F. Supp
Technical Representation			1.5	1.25	.5	1.0	.25					4.5	T. Rept
Adminiatration			3.25	1.5	.25	.5	.5					6.0	Admin.
Clerical Support											24	24.0	C. Supp
Program Management													P. Mgt.
Land Use Programming	150	150	.5	.5	1.5					1.0		3.5	Land Use
Urban Functions in Rural Development	200	200	.5	.5	1.5					1.0		3.5	U. Func
Urban and Regional Analysis	0	0	.25	.25	.75							1.25	U&R Ana
Rural Demand for Urban Service Systems	0	0	.25	1.0	1.75					2.5		5.5	R. Demn
Participation in Local Planning and Development	0	0	.5	.5	.75					2.0		3.75	Partic.
Small Enterprise Approaches to Employment	100	100	.5	.5			3.25	1.5	1.5	3.5		10.75	S. Entr
Central Support for Employment Project Implem.	50	50	.5				4.0	1.5	1.5	2.0		9.5	C.S.Emp
Urban Financial Management	0	0	.25	.5		8.5						9.25	U.Finan
Integrated Programming for the Urban Poor	400	400	.5	1.0	2.0	.5	1.0	3.0				8.0	Int.Prg
Resources Conserving Urbanism	150	150	.5	1.5	.5				1.5			4.0	R.C.Urb
<b>TOTAL</b>	<b>1,050</b>	<b>1,050</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>6</b>	<b>4.5</b>	<b>12</b>	<b>24</b>	<b>106.5</b>	

FY 1980 CURRENT

OFFICE OF URBAN DEVELOPMENT  
WORKFORCE ALLOCATION BY ZBB FUNDING LEVEL

Work Categories and Project Titles	Increment (\$000)	Aggregate (\$000)	Dir	Dep	UR	Fin	Lab	Int	IDI	GW/S Stud	Con- trac	Sec Cler	TOTAL	
			Dir	Dir	Plnr	Econ	Econ	Coop						
Field Support			2.5	3.25	2.0	1.5	3.0	1.0			6.0		19.25	F. Supp
Technical Representation			1.0	.5		1.0	.25	.25					3.0	T. Rept
Administration			3.0	1.5	.5	.5	.5	.5					6.5	Admin.
Clerical Support												24	24.0	C. Supp
Program Management														P. Mgr.
Land Use Programming	0	150	.5	.5	1.5						1.0		3.5	Land Use
Urban Functions in Rural Development	0	200	.5	.5	1.5						1.0		3.5	U. Func
Urban and Regional Analysis	0	0	.25	.25	.5								1.0	UR Anl
Rural Demand for Urban Service Systems	430	430	.25	.5	1.5			2.0		4.0	3.0		11.25	R. Demnd
Participation in Local Planning and Development	800	800	.5	1.0	1.5			2.0		4.0	4.0		13.0	Partic.
Small Enterprise Approaches to Employment	0	100	.5				4.0	.75	1.5	1.5	2.0		10.25	S. Enter
Central Support for Urban Employment Projects	0	50	.5				3.25		1.5	1.5	3.0		9.75	C.S. Em
Urban Financial Management	0	0	.25			6.0					3.0		9.25	U. Finan
National Government Performance of Urban Functions	149	149	.5			2.5					3.0		6.0	N. Govt
Integrated Programming for the Urban Poor	0	400	.5	1.0	1.5	.5	1.0	2.0	3.0				9.5	Int Prg
Resources Conserving Urbanism	150	300	.5	2.0	.5			1.0		2.0	1.0		7.0	R.C. Urb
User Side Assistance	300	300	.5	.5	.5			2.0			3.0		6.5	U.S. Ass
Regional Project Multipliers	120	120	.25	.5	.5						3.0		4.25	R.P. Mul
Other Project-related Activities	0	0						.5			2.5		3.0	O. Activ
<b>TOTAL</b>	<b>1,949</b>	<b>2,999</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>6</b>	<b>13</b>	<b>35.5</b>	<b>24</b>	<b>150.5</b>	

65

FY 1980 PROPOSED

OFFICE OF URBAN DEVELOPMENT  
WORKFORCE ALLOCATION BY ZBB FUNDING LEVEL

Work Categories and Project Titles	Increment (\$000)	Aggregate (\$000)	Dir	Dep Dir	UR Plnr	Fin Econ	Lab Econ	Soc Dev	Int Coop	IDI	GW/S Stud	Con-trac	Sec Cler	TOTAL	
Field Support			2.0	2.5	2.0	1.0	3.0	1.0	1.0	2.0		10.0		24.5	FS
Technical Representation			1.5	.25	.25	.5	.25	.25	.25					3.25	TR
Administration			3.0	1.25	.5	.5	.5	.5	.5					6.75	AD
Clerical Support													48.0	48.0	CS
Program Management															PM
Land Use Programming	0	150	.5	.5	1.0							2.0		4.0	LU
Urban Functions in Rural Development	0	200	.5	1.0	1.0							1.5		4.0	UF
Urban and Regional Analysis	0	0		.25	.5			.5				1.0		2.25	URA
Rural Demand for Urban Service Systems	400	830	.25	1.0	1.0			1.0	2.0	3.0	3.0	4.0		15.25	RDS
Participation in Local Planning and Development	0	800	.5	.75	.5			1.0	2.0	1.0		7.0		12.75	PLP
Small Enterprise Approaches to Employment	0	100	.25	.25			2.75	1.0	.75	1.5	1.5	3.0		11.0	SEA
Central Support for Urban Employment Projects	0	50	.5	.25			4.5			1.5	1.5	2.0		10.25	CSU
Urban Financial Management	0	0	.25	.5		6.5						2.0		9.25	UFM
National Government Performance of Urban Functions	150	299	.5		1.25	2.5		1.25				2.0		7.5	NGP
Integrated Programming for the Urban Poor	300	700	.25	1.0	1.0	.25	.25	2.5	2.0	3.0		2.0		12.25	IPU
Resources Conserving Urbanism	0	300	.5	2.0	.5				1.0		4.0	1.0		9.0	RCU
User Side Assistance	0	300	.5		1.0	.25	.25	3.0	2.0			3.0		10.0	USA
Regional Project Multipliers	140	260	.5	.5	1.5	.5	.5				3.0	3.0		9.5	RPM
Other Project-related Activities	0	0	.5						.5			7.0		8.0	OPA
<b>TOTAL</b>	<b>990</b>	<b>3,989</b>	<b>12</b>	<b>13</b>	<b>50.5</b>	<b>48</b>	<b>207.5</b>								

FY 1979

OFFICE OF URBAN DEVELOPMENT  
WORKFORCE ALLOCATION BY ZBB FUNDING LEVEL

Work Categories and Project Titles	CF 1979	Dep		UR	Fin	Lab	IDI	GW/S	Con-	Sec	TOTAL	
	Revised (\$000)	Dir	Dir	Plnr	Econ	Econ		Stud	Trac	Cler		
Field Support		3.0	2.5	1.0	1.0	2.75	1.0	1.0	8.0		20.25	Field Support
Technical Representation		1.5	.5		1.0	.25					3.25	Tech. Represent.
Administration		3.25	1.5	.5	.5	.5					6.25	Administration
Clerical Support										24	24.0	Cler. Support
Program Management												Program Mgt.
Land Use Programming	0	.25	.5	1.0					1.0		2.75	Land Use Prog.
Urban Functions in Rural Development	0	.25	.5	1.5					1.0		3.25	Urban Functions
Urban and Regional Analysis	200	.25	1.0	.5					2.5		4.25	Urb. & Reg. Anal.
Rural Demand for Urban Service Systems	1,230	.5	2.0	1.0		.5			5.5		9.5	Rural Demand
Participation in Local Planning and Development	--	.5	.5	.5					2.0		3.5	Part. in Plng.
UN Conference on Science and Technology Develop.	0	1.0		1.5							2.5	UN Conference
Small Enterprise Approaches to Employment	500	.5				7.0	2.0	3.0	2.0		14.5	Small Enterprise
Central Support for Urban Employment Project Implem.	--					.5			2.0		2.5	Central Support
Urban Financial Management	669	.5			6.5		3.0	3.0			15.0	Urban Fin. Mgt.
National Government Performance of Urban Functions	--				.5				2.0		2.5	Natl. Govr. Perf.
Integrated Programming for the Urban Poor	400	.5	1.0	2.0	.5	.5	3.0	2.0	1.0		10.5	Integrated Prog.
Resources Conserving Urbanism	--		2.0	.5				4.0	1.0		7.5	Resources Conserv.
User Side Assistance	--			1.5			3.0		2.0		6.5	User Side Assntnce.
Regional Project Multipliers	--			.5					2.0		2.5	Reg. Proj. Multi.
Other Project-related Activities	--								2.0		2.0	Other Activities
<b>TOTAL</b>	<b>2,999</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>13</b>	<b>34</b>	<b>24</b>	<b>143.0</b>	

FY 1978

OFFICE OF URBAN DEVELOPMENT  
WORKFORCE ALLOCATION BY ZBB FUNDING LEVEL

Work Categories and Project Titles	OYB 1978 (\$000)							Con- trac	Sec Cler	TOTAL	
		Dir	Dep Dir	UR Plnr	Fin Econ	Lab Econ	GW/S Stud				
Field Support.....		3.0	3.0		1.0	2.0	3.0	1.0		13.0	Field Support
Technical Representation		1.5	1.0	1.0	1.0	1.0				5.5	Tech. Represent.
Administration		3.25	1.5	.5	.5	.5				6.25	Administration
Clerical Support.....									24	24.0	Cler. Support
Program Management											Program Mgt.
Land Use Programming.....	0	.25	.5	2.0				.5		3.25	Land Use Prog.
Urban Functions in Rural Development.....	250	.25	.5	2.0			3.0	1.0		6.75	Urban Functions
Urban and Regional Analysis.....	200	.25	.5	.5			1.0	6.0		8.25	Urb. & Reg. Anal.
Rural Demand for Urban Service Systems.....	420	.5	.5	.5		.5	2.0	3.5		7.5	Rural Demand
UN Conference on Science and Technology Develop.....	150	.5	.5	1.5						2.5	UN Conference
Small Enterprise Approaches to Employment.....	650	.5	.5	.5		6.0				7.5	Small Enterprise
Urban Financial Management.....	238	1.0	.5		8.5	.5	2.0			12.5	Urban Fin. Mgt.
Integrated Programming for the Urban Poor.....	295	.5	1.0	3.0	1.0	.5		.5		6.5	Integrated Prog.
Other Project Related Activities.....	0	.5	2.0	.5		1.0	1.0			5.0	Other Activities
<b>TOTAL</b>	<b>2,203</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>12.5</b>	<b>24</b>	<b>108.5</b>	

OFFICE OF URBAN DEVELOPMENT  
FIELD SUPPORT  
(\$000)

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<u>CLUSTER AND PROJECT</u>	<u>FY 1978</u>		<u>FY 1979</u>		<u>FY 1980</u>	
	<u>Total</u>	<u>Field</u>	<u>Total</u>	<u>Field</u>	<u>Total</u>	<u>Field</u>
	<u>Cost</u>	<u>Support</u>	<u>Cost</u>	<u>Support</u>	<u>Cost</u>	<u>Support</u>
<u>Regional Development (1803)</u>						
Land Use Programming (0058)	0	0	0	0	150	0
Urban Functions in Rural Development (0210)	250	250	0	0	200	0
Urban and Regional Analysis (1092)	200	200	200	100	0	0
Rural Demand for Urban Service Systems(1228)	420	420	1230	1230	830	830
Participation in Local Planning and Development (new)	-	-	-	-	800	800
UNCSD Conference (1312)	150	0	0	0	0	0
<u>Employment and Productivity (1801)</u>						
Small Enterprise Approaches (1090)	650	100	500	450	100	0
Central Support for Employment Project Implementation (new)	-	-	-	-	50	50
<u>Urban Finance and Management (1802)</u>						
Urban Financial Management (1110)	238	0	669	504	0	0
National Government Performance of Local Municipal Functions (new)	-	-	-	-	299	150
<u>Urbanization Problems in National Development (1899)</u>						
Integrated Programming for the Urban Poor (1091)	295	100	400	400	700	700
Resource Conserving Urbanism (new)	-	-	-	-	300	0
User Side Assistance (new)	-	-	-	-	300	100
Regional Project Multipliers (new)	-	-	-	-	260	200
<hr/>						
TOTAL	2,203	1,070	2,999	2,684	3,989	2,830
Percent of total cost in field support		49%		89%		71%

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TABLE I - FUNDING FOR SPECIAL CONCERNS (OBLIGATIONS IN \$ 000)							DECISION UNIT	
PROJECT NUMBER AND TITLE	APP. CODE	SPECIAL CONCERN CODE	FY: 1978		FY: 1979		FY: 1980	
			TOTAL OBLIGATIONS	OF WHICH FOR SPECIAL CONCERN	TOTAL OBLIGATIONS	OF WHICH FOR SPECIAL CONCERN	TOTAL OBLIGATIONS	OF WHICH FOR SPECIAL CONCERN
0058 Land Use Programming (G)	ST	RESA	0		0		150	150
0210 Urban Functions in Rural Development (G)	ST	RESD RESA	250	250	0		200	200
1092 Urban and Regional Analysis (G)	ST	RESD	200	200	200	200	0	
1228 Rural Demand for Urban Service Systems (G)	ST	RESD	420	420	1230	1230	830	830
(new) Participation in Local Planning and Development (G)	ST	RESD HRTS	0		0		800	700 100
1312 UNCSTD Conference (G)	ST	ATNL UNCST ENER	150	40 100 10	0		0	
1090 Small Enterprise Approaches (G)	ST	PVOU PVON RESA WID RESD	650	325 75 225 25 0	500	250 50 25 25 150	100	0 0 100 0 0
(new) Central Support for Employment Project Implementation (G)	ST	RESA	0		0		50	50

TABLE I - FUNDING FOR SPECIAL CONCERNS (OBLIGATIONS IN \$ 000)							DECISION UNIT	
							DS/UD	
PROJECT NUMBER AND TITLE	APP CODE	SPECIAL CONCERN CODE	FY: 1978		CY: 1979		FY: 1980	
			TOTAL OBLIGATIONS	OF WHICH FOR SPECIAL CONCERN	TOTAL OBLIGATIONS	OF WHICH FOR SPECIAL CONCERN	TOTAL OBLIGATIONS	OF WHICH FOR SPECIAL CONCERN
1110 Urban Financial Management (G)	ST	RESA LTRG RESD	238	138 50 50	669	50 115 504	0	
(new) National Government Performance of Local Municipal Functions (G)	ST	RESA LTRG FVON PVON	0		0		299	100 30 100 69
1091 Integrated Programming for the Urban Poor (G)	ST	LTRG PARA RESA WID RESD	295	10 10 265 10	400	400	700	100 200 50 350
(new) Resource Conserving Urbanism (G)	ST	ENER RESA	0		0		300	150 150
(new) User Side Assistance (G)	ST	FVON WID RESA	0		0		300	50 50 200
(new) Regional Project Multipliers (G)	ST	RESD	0		0		260	260

TABLE I - FUNDING FOR SPECIAL CONCERNS (OBLIGATIONS IN \$ 000)

DECISION UNIT  
DS/UD

PROJECT NUMBER AND TITLE	APP. CODE	SPECIAL CONCERN CODE	FY: 1978		CY: 1979		FY: 1980	
			TOTAL OBLIGATIONS	OF WHICH FOR SPECIAL CONCERN	TOTAL OBLIGATIONS	OF WHICH FOR SPECIAL CONCERN	TOTAL OBLIGATIONS	OF WHICH FOR SPECIAL CONCERN
TOTALS (all grant)	ST		2,203		2,999		3,989	
		RESA		628		75		1000
		RESD		920		2484		1790
		HRTS		0		0		100
		ATNL		40		0		0
		UNCST		100		0		0
		ENER		10		0		150
		PVOU		325		250		100
		PVON		75		50		119
		WID		35		25		400
		LTRG		60		115		130
		PARA		10		0		200
				—		—		—
				(2,203)		(2999)		(3989)

**PROJECT IDENTIFICATION DOCUMENTS**

AGENCY FOR INTERNATIONAL DEVELOPMENT  
**PROJECT IDENTIFICATION DOCUMENT FACESHEET**  
 TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE  
 A = ADD  
 C = CHANGE  
 D = DELETE

PID  
 2. DOCUMENT CODE 1

3. COUNTRY/ENTITY  
 Interregional

4. DOCUMENT REVISION NUMBER

5. PROJECT NUMBER (7 DIGITS)

6. BUREAU/OFFICE  
 A. SYMBOL DS/UD   
 B. CODE  36

7. PROJECT TITLE (MAXIMUM 40 CHARACTERS)  
 PARTICIPATION IN LOCAL PLANNING AND DEVELOPMENT (PILPAD)

8. PROPOSED NEXT DOCUMENT  
 A.  2 = PRP  
 3 = PP  
 B. DATE  09  79

10. ESTIMATED COSTS (\$000) OR EQUIVALENT, (\$1 = \$1,430)  
 FUNDING SOURCE  
 A. AID APPROPRIATED \$1,430  
 B. OTHER

9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION  
 a. INITIAL FY  80  
 b. FINAL FY  82

C. HIGHEST COUNTRY  
 D. OTHER DONOR(S)

TOTAL

11. PROPOSED BUDGET AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. FIRST FY 80		LIFE OF PROJECT	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN
(1) ST	720	860		620		1,430	
(2)							
(3)							
(4)							
		TOTAL					

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)  
 121  740  750  710  120

13. SPECIAL CONCERNS CODES (MAXIMUM SIX CODES OF FOUR POSITIONS EACH)  
 PART PVCN TNG RDEV BU

14. SECONDARY PURPOSE CODE

15. PROJECT GOAL (MAXIMUM 240 CHARACTERS)  
 To contribute to the improved development of small and intermediate sized urban areas and their surrounding hinterlands.

16. PROJECT PURPOSE (MAXIMUM 480 CHARACTERS)  
 To compile, evaluate, synthesize, and document existing experience and knowledge concerning local participation in planning and development (PILPAD). To design, implement, demonstrate, and evaluate PILPAD in a variety of field applications. To develop an effective PILPAD informational package, based on experiences from field applications; to disseminate this package; and to encourage and support the implementation of PILPAD in other situations.

17. PLANNING RESOURCE REQUIREMENTS (staff/funds)  
 (a) Small research activities in FY 1979 \$35,000 - \$60,000  
 (b) Contractors and Consultants  
 (c) Direct Hire project manager

18. ORIGINATING OFFICE CLEARANCE  
 Signature *William A. Green*  
 Date Signed

19. DATE DOCUMENT RECEIVED FOR AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION

PID: PARTICIPATION IN LOCAL PLANNING AND DEVELOPMENT (PILPAD)

- A. **Goal:** To contribute to the improved development of small and intermediate sized urban areas and their surrounding hinterlands.
- B. **Purpose:** To develop, field demonstrate and disseminate an effective framework for local participation in the planning and development of market towns, small and intermediate sized cities and their surrounding areas. Local participation is the direct involvement of local formal and informal leaders and citizens in the planning and development process. Specific objectives of the project are:
1. To compile, evaluate, synthesize, and document existing experience and knowledge concerning local participation in the planning and development of small urban places (hereinafter referred to as PILPAD).
  2. To design, implement, and evaluate PILPAD in a variety of field applications.
  3. To develop an effective PILPAD informational package, based on experiences from field applications; to disseminate this package; and to encourage and support the implementation of PILPAD.
- C. **The Problem:** Agency Policy Determination No. 67, "Urbanization and the Urban Poor," stresses the importance of market towns, small and intermediate sized cities in area development. Efficient and effective development is dependent upon careful planning and plan implementation. Planning is needed to identify basic human needs and to design improvements to existing service delivery systems so that these needs can be met. Planning is also needed to guide the investment of scarce capital resources so that maximum benefit can be achieved: i.e., increased employment, higher levels of both urban and rural productivity, and improved quality of life.

Basic information on the area of interest is a key component of all planning approaches; this information includes: physical environment, natural resources, local economic system and potential for expanding economic base, socio-economic characteristics of the local population -- (the beneficiaries of the plan), infrastructure and services delivery systems, etc. With most traditional planning approaches, professional planners analyze this information and, based on the concepts of basic human needs and basic infrastructural needs, identify and evaluate appropriate development interventions. This planning approach has been relatively successful. However, sometimes the resulting plan is not enthusiastically received in the local area because it is not sensitive to local needs and priorities. At times the plan has the appearance of being imposed upon the area because the local population, and very often local leaders, have not had any input into the planning process. This is particularly so, in cases where

the planning is actually done in a national planning ministry in the capital city.

This problem can be partially overcome by eliciting information from local population and leaders concerning development needs and priorities. This information can be incorporated into the planning process; consequently the resulting plan has a better chance of acceptance and support by the local population. This approach, which is taken in DS/UD project "Rural Demand for Urban Service Systems, enhances plan implementation because local needs and priorities are reflected in the plan. Considerable research indicates that local involvement and participation is a key component in successful plan and project implementation. Local populations are more likely to participate in plan implementation when plans reflect their needs and priorities.

As we all know, too often plans collect dust on shelves and are never implemented. Implementation requires the participation of local leaders and population. However, there is another aspect to the problem. A reasonable level of local participation in the planning process does not guarantee effective implementation. Frequently, the small towns and cities which are the focus of this project lack the "know-how" and capacity to translate plans into action. They require technical guidance and support from outside sources, e.g., regional or national level institutions, to help in the bridging of this gap.

What type of planning process will lead to the greatest local participation and therefore have the highest probability of being implemented? What kind of technical assistance mechanisms are most likely to improve plan implementation? The proposed PID is in response to these questions, the importance of which is well documented in the development literature and through mission and DS/UD field activities in Paraguay, Panama, Honduras, Costa Rica, and other countries.

D. RESPONSE: In response to this need, the proposed PILPAD project is directed to : (a) increased local participation in local planning; and (b) increased capacity at the regional or national level to render technical and supporting assistance for local development. This approach, in contrast to more traditional approaches, involves local populations and organizations directly in the project identification and implementation process. "Organizations" are locally accepted and representative institutions such as formal and informal governmental bodies, local development committees and other representative local associations. Although the extent of this involvement may vary from stage to stage and subproject to subproject. For example, local beneficiaries will always be involved in determining needs, goals and objectives; on the other hand, they may not be closely involved in the design of some subprojects such as a water distribution system.

The goal of the PILPAD approach is to institutionalize the capacity for successful planning and implementation of local development. Toward this

end, the project will provide a number of forms: compilation, documentation and distribution of existing experience with PILPAD; direct technical assistance to selected small or intermediate sized cities; assistance to intermediary organizations responsible for provision of technical assistance to local organizations (these might include national municipal development institutes, community development departments or PVOs); and synthesis, packaging and dissemination of these experiences. The specific elements of this technical assistance effort are described more fully below.

E. PROJECT STRATEGY AND COMPONENTS: The strategy employed with this project is similar to that used in prior successful DS/UD projects. This strategy involves a number of interrelated components:

1. Front-End Study: This study will compile, evaluate, synthesize, and document existing experience and knowledge concerning the PILPAD approach. There is a vast literature and considerable knowledge concerning the importance of local participation in development efforts. Two recent reviews of projects in Latin America, Asia, and Africa indicate that local participation is a key determinant of project success (Development Alternatives Inc., Uphoff and Esman). There is also a growing literature and practical experience base on local participation in planning. In Latin America, municipal development institutions (most supported by A.I.D.) have encouraged local areas to identify needs, develop projects and apply for loans. Other examples of local planning include: Moshavim centers in Israel, Comilla project in Bangladesh, Panchayati Raj system in India, Ujamaa movement in Tanzania, and centres on Trengganu in Malaysia. The front-end study will review and synthesize this literature and project experience and develop a flexible framework for field applications of the PILPAD approach.
2. Field Applications: In collaboration with field missions and host governments, DS/UD will design, implement and evaluate field applications of this framework. Four different field applications in diverse environments are tentatively scheduled. These will be closely integrated with Mission and host country local development projects.

The modus operandi for field applications has yet to be determined, although two prospective approaches are under consideration. The first type is direct support of local planning efforts. DS/UD has utilized this strategy with field applications of the Land Use Programming project; with these field applications, a full time consultant planner was placed in planning organizations in intermediate sized cities. The second basic type of field application could involve technical assistance to intermediary agencies responsible for the provision of technical assistance

to local areas. This approach was proposed for development of the regional planning component in the USAID/Paraguay Market Towns project.

The consultant planners will work with host country professionals in the development of a locally suitable PILPAD approach. In addition, these consultants will monitor and evaluate the process and furnish important feedback on the application of PILPAD in the given field situation. These reports will be used to refine the basic PILPAD framework.

In some countries Peace Corps Volunteers have been singularly successful in assisting small towns with their development planning and implementation. It is anticipated that the Peace Corps will be able to make a contribution to the field activities of this project.

F. RELATIONSHIP TO DSB, AGENCY AND REGIONAL BUREAU OBJECTIVES

The proposed PILPAD project is closely related to Agency, DSB, and Regional Bureau objectives. The project is quite consistent with PD-67 in that it focuses on market towns, small and intermediate sized cities and their hinterlands. Moreover, as missions become involved increasingly with these small urban centers through their rural development programs, their concern grows also for the severe deficiencies evident in local planning and development capabilities.

The project involves the direct participation of beneficiaries in their own development. PILPAD is based on considerable theoretical and practical knowledge on the importance of local participation in local development. The project is expected to have readily demonstrable impact; it is closely aligned with the existing needs of Regional Bureaus, Missions and host governments. Already Missions and host government agencies in Paraguay, Panama, Honduras, and Costa Rica have indicated interest in the PILPAD approach.

- G. BENEFICIARIES: The project will have both direct and indirect impact on target beneficiaries. Direct impacts will result from interaction between consultant project technicians and local organizations. This interaction will provide local populations with: information on existing national and regional programs which can benefit them, knowledge concerning the development process, and a sense of confidence concerning local ability to achieve local goals and objectives. Indirect social impacts from plan implementation will be considerable. Plan implementation will result in area development and improved quality of life for area residents. Poor majority and women will benefit from plan implementation because these groups will have input into the planning process. In addition, improved awareness and planning capability at the local level will increase access to national and international programs designed to assist the poor majority and women. For example, in Paraguay,

improved local capability will mean greater local access to Municipal Development Institute loan funds earmarked for projects with clear and definite impact on the poor majority.

H. REPLICABILITY: The PILPAD approach is expected to have a high degree of replicability because there is considerable demand for this approach; the importance of local participation in development is becoming widely recognized. The project will result in a flexible PILPAD framework that will be applicable in a wide variety of developing country situations.

I. END OF PROJECT STATUS - OUTPUTS:

1. Ongoing PILPAD processes in the four field application sites.
2. Compilation, synthesis and effective packaging of existing literature, experience, and feedback from field applications.
3. Wider awareness of both the importance of local participation in planning and techniques to effectively achieve improved participation in local planning and development.
4. Greater ability both inside and outside the agency to design and implement the PILPAD process.

J. PROBABILITY OF SUCCESS: A reasonable probability of success is anticipated because considerable interest in the PILPAD approach has been expressed by Missions and host government agencies. In addition, there is enough background knowledge and experience with the approach to avoid failure associated with truly "experimental" approaches.

K. ASSUMPTIONS: The PILPAD approach is based on several assumptions:

1. Local populations and organizations want to develop and are willing to work for development.
2. Local populations and organizations best know the types of development activities that they are willing to actively support.
3. Active support and participation by local populations and organizations are necessary for implementation of development plans.
4. With appropriate technical assistance, local populations and organizations can plan and implement development.

In addition to these assumptions about local organizations and the development process, other assumptions are made concerning the success of the proposed PILPAD project:

1. The project is approved.
2. Host country governments and Missions are sensitive to the PILPAD approach and are willing to co-operate with the implementation of field applications.
3. Proper arrangements can be made with Missions, host governments, and consultants for field applications.
4. Host governments, Missions, and consultants fulfill their commitments to field applications.
5. Proper arrangements can be made for development of the informational package and conduct of the workshop/seminars.

L. PROJECT BUDGET, IMPLEMENTATION SCHEDULE, AND STAFF REQUIREMENTS

	<u>FY 79</u>	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>Total</u>
1. Front-end research	\$35*	(000s)				
2. Project Paper						
3. First & second field applications		\$600				
4. Third & forth field applications			\$600			
5. Contract for informational package				\$50		
6. Conduct of four seminar/workshops				\$100		
7. Use of consultants & outside experts		\$20	\$30	\$30		
Totals:	\$35*	\$620	\$630	\$180	--	\$1,465
Workforce Requirements		12.75m	6.0m	4.0m	2.0m	

\*start-up small project money

M. PROJECT ISSUES

1. The project is based on a number of critical assumptions; however, existing development literature and experience suggest that these assumptions will hold true.
2. The success of the project field applications is also dependent upon local organizations having adequate resources to implement their plans. No local participation in planning is expected to take place in situations where implementation funds will not be forthcoming. Therefore, field applications of the PILPAD

approach must precede capital projects funded by either A.I.D. through Missions or by host governments or by other donor agencies. Fortunately, municipal development institutes have been established in many countries (primarily with A.I.D. technical and financial support). These institutes and area and local development agencies in other countries have loan funds for implementation of local development projects. These funds can be utilized to implement plans developed using the PILPAD approach. The PILPAD approach will assist local organizations in planning and implementing projects which are eligible for these funds.

3. Because the PILPAD approach involves local organizations, it can possibly lead to politization of the planning process. For example, local political organizations may become disenchanting with A.I.D. or the national government if pressure is used to force them to accept outside priorities in their plan, i.e., AID preoccupation with environmental concerns, women in development, or the poor majority. In addition, although local participation facilitates plan implementation, it can lead to frustration and disillusionment if plans remained unimplemented. In contrast, previous planning processes which only involve participation by planners, can be easily postponed or forgotten without public concern. It should be noted that this is an advantage of the PILPAD approach because it forces realistic planning and can avoid the fate of so many other plans, i.e., collect dust on the shelf and never approach implementation.



Title: Central Support for Employment Project Implementation (CSEPI)Background

Largely as a result of the Congressional new directions, there is a general and growing concern in AID (and on the part of most other donor agencies) that development programs and supporting activities address the problems of income distribution and equity so that the well-being of the poorest individuals and families in developing countries can be enhanced effectively. This emphasis has come to be interpreted by most field missions in AID as a need for incorporating in their projects -- whatever the principal sector of impact -- a substantial focus on income- and employment-generation. This is especially the case where it has been clearly recognized that employment in agriculture cannot be increased and/or where growing populations and workforces have required that rural off-farm, urban, and semi-urban employment is the only possible solution to the income-generation problem.

The unhappy fact remains, however, that it is far easier to specify the need for employment-generation than it is to identify the best project means in given circumstances for meeting this need. The possible causes of unemployment and under-employment are many and varied, and the diversity in the origins of the problem presents a challenge to the development specialist's ability to build up an off-the-shelf package that may be applied widely to the solution of this ubiquitous problem. Although no such resource currently exists, researchers and applied specialists concerned with employment problems have accumulated during the past few years a substantial background (some of it intuitive, some objective) and insights into approaches that will, and those that will not, generally work. This is not to suggest that there is anything like a consensus among experts on what are the "correct" approaches -- there clearly is not. Yet through their extensive experience in working specifically with employment problems, experts in this field may be in an advantageous position for collaboratively assisting missions to identify the nature and causes of their host country's specific employment problems. More importantly, through their broad experience in working with such problems, they may prove to be an invaluable supplementary resource for mission personnel in designing projects which respond specifically to the underlying causes of unemployment in a region or a sector that the mission wishes to address.

Persons with this sort of expertise in respect of employment problem-solving are notably not in abundance where they are needed most -- in field missions. On the other hand, with the growth of attention to these problems in universities, international agencies, and consultancies worldwide, there is a growing stock of resources that may be tapped by missions to assist them with their employment project designs. The "market" for bringing this supply and demand together is far from perfect, and improving its functioning may prove to be far more effective in dealing with employment- and income-generation than would be an increase in the amount of

program funds flowing through this market. In the final analysis, employment -- however substantial a problem it may appear to be -- is seldom impervious to appropriate techniques that treat the problem in terms of its historic, socio-cultural, economic and demographic causes. Dealing with it effectively often is constrained more by inadequacy of approach than by insufficiency of resources.

### Project Purpose

The principal objectives of this project are as follow:

1. In the first instance, to commission a thorough review of AID's and other donor agencies' project efforts designed explicitly to generate employment, and to the extent possible, to estimate their cost-effectiveness. This will involve an examination of the means by which the projects were designed, such as whether surveys were done, consultants used, evaluations carried out, etc.

2. To review the literature on employment problem identification and project design, including an assimilation of the outputs from the DS/UD small enterprise project and the DS/RAD off-farm employment project.

3. To synthesize the above background information into a set of guidelines that may serve as a handbook for the design of employment-generation projects.

4. To field test and evaluate these guidelines in collaboration with interested missions.

5. To assemble -- as a resource for field missions -- a register of experts with a specific familiarity with employment-generation projects and possessing a capability to work to the project design guidelines.

6. To create in DSB a clearing-house/market-place secretariate for providing support to missions either directly by AID/W personnel or by reference to a third-party specialist.

### Problem to be Solved

Especially as unemployment and underemployment are most often problems of the poor target group on which AID now concentrates its efforts, solution of these problems must be accorded the highest priority by AID missions. As intimated above in the background narrative, successful employment-generation projects will be constrained more by the correctness of the approach taken to solve the problem than by the quantity of resources brought to bear on it. Developing a methodology for identifying the correct approach to solving these problems, and assisting AID missions with this task should contribute directly and substantially to redressing this key contributor to the poverty problem and to the satisfying of basic human needs.

### Beneficiaries

The proximate beneficiaries of this project's outputs would be the field missions and other project-developers who will be assisted by the guidelines and access to resources that will be developed. The ultimate beneficiaries will of course be the rural, urban and semi-urban off-farm poor whose command over goods and services and whose ability to participate meaningfully in their country's economic life will be substantially enhanced. It is particularly likely that these benefits will accrue to women, especially insofar as they constitute a substantial portion of the under-employed, non-agricultural workforce.

### Replicability

The proposed guidelines for employment problem identification and project design will by definition constitute a replicable technology. In the course of executing this project they will have been demonstrated in a sample of sites. It is currently envisaged that the application of the guidelines will require no institutional or infrastructure resources that either cannot be created on an ad hoc basis, such as a survey capability (if needed), or that will not already exist in at least a rudimentary form, such as a training capability.

### End of Project

The anticipated outputs upon completion of this project are as follow:

1. Review of AID and other donors' employment-generation projects.
2. Literature review (non-project-specific) on employment problem identification and project design.
3. Guidelines and methodology for project identification and design.
4. Field tests of guidelines.
5. Register of expert consultant resources.
6. DSB secretariate/clearing-house for responding to mission requests for project identification assistance.
7. Series of papers and reports on employment-generation.
8. Workshops commissioned for two-way communication with practitioners and others interested in this field.

In addition, in general it is hoped there will be a heightened awareness throughout the Agency, and specifically in the field missions, of the importance of dealing directly and specifically with problems of employment generation, both as an end in itself, and in connection with a wide variety of other sectoral activities not otherwise designed for this purpose.

### Probability of Success

Employment problems are being identified and defined in the field daily, and responsive projects for correcting them seldom are far behind. Generally, however, each problem and response is approached on an ad hoc basis, not necessarily with reference to the wide and growing body of knowledge and expertise which exists for assisting such efforts. The problem, in part, is that the many available resources for dealing with employment problems have not been systematically collated or synthesized into a general approach. There is no reason to suspect that such a synthesizing effort on our part would not bear fruit.

Similarly, consultant and other expert resources that may be employed to assist with problem identification and project design are also known to exist, and there is no reason why a central clearing-house function cannot be created that would effectively serve as a conduit for channelling the supply of this expertise into areas where it is demanded.

### Critical Assumptions

1. The most important assumption -- that there is a need on the part of field missions for the sort of assistance that this project proposes to supply -- is becoming increasingly manifest throughout the Agency. Cables are regularly being received which confirm the attention that the problems of off-farm and urban employment currently command, and of the missions' wish to be responsive.

2. Techniques a) for identifying the nature of employment problems, and b) for designing appropriate project means of responding to these problems, already exist on an unsynthesized basis among practitioners.

3. The current body of knowledge is capable of integration into a handbook that, in the hands of expert users, may be widely and effectively applied to missions' employment project identification and design requirements.

4. Successful demonstrations can be carried out and justification is present for institutionalizing a clearing-house/market place function in DSB for regularizing assistance to missions.

### Project Implementation and Budget

The first task will be composed of the project and literature reviews, and the synthesis of the project identification and design handbook, to be done by consultants in the United States. It is anticipated that these activities will be completed within 12 months of start-up in FY 1980, for which tasks \$50,000 is being budgeted. The bulk of these funds will cover salaries and operating costs for the researchers and their organization(s).

The second task will consist of field testing of the guidelines, which should commence during FY 1981 and be completed within 12 months of start-up. \$200,000 is being provisionally allocated to these activities, which will also cover the costs of subsequent guideline revisions and dissemination of information. The bulk of these costs, however, will relate to field costs associated with the demonstration project design activities themselves.

Following these activities and the compilation of a roster of resources for assisting missions in administering the guidelines, a permanent clearing-house will be established in DSB as a contact point between missions and specialists, which will be updated from time-to-time by DSB staff who regularly keep abreast of such resource availability.

The anticipated life-of-project cost will be \$300,000, including a separate wrap-up and review phase to be implemented at an appropriate future time (probably \$50,000 in FY 1982).

#### Relationship to Regional Bureaus

The regional bureaus, in general, have indicated a strong concern that their respective missions explicitly take into account the employment impact of their various sectoral assistance projects. One bureau in particular, Asia, is currently in the process of issuing guidance to the field in respect of employment-generation, the result of which is certain to stimulate demand for the type of service that we propose to make available through this project. Latin America too, especially in the context of the already large and continually growing labor force problems in its cities and large towns, is increasingly turning its attention to projects specifically oriented to the absorption of this excess labor supply. DS/UD is already involved with Africa Bureau in consulting on its employment-related projects -- especially in connection with shelter activities. Housing Guarantee and IPUP projects currently being programmed suggest that this region will have even more demand for employment project assistance during the early 1980's.

#### Staff Implications

The preparation of the project paper is expected to require up to 3 months of DS/UD staff time for its completion. The management of the project during FY 1980 is expected to require DS/UD resources as set out in the following table. It should be noted that it is assumed the Office will have access to the inputs of approximately 3 person-months of IDI/graduate work-study personnel as well as of 2 months of specialists' time. Apart from these supplementary inputs, the management of this project will be the responsibility of DS/UD's labor economist.

#### DS/UD CSEPI Manpower Requirements, FY 1980

Direct-hire	5.25 person-months
IDI/grad. work-study	3.0 "
Specialists	2.0 "

#### Other Issues

None.

AGENCY FOR INTERNATIONAL DEVELOPMENT  
**PROJECT IDENTIFICATION DOCUMENT FACESHEET**  
 TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE  
 A = ADD  
 C = CHANGE  
 D = DELETE

PID  
 2. DOCUMENT CODE  
 1

3. COUNTRY/ENTITY  
 DSB-Interregional

4. DOCUMENT REVISION NUMBER

5. PROJECT NUMBER (7 DIGITS)

6. BUREAU/OFFICE  
 A. SYMBOL DS/UD  
 B. CODE

7. PROJECT TITLE (MAXIMUM 40 CHARACTERS)  
 Nat'l Gov't Performance of Urban Functions

8. PROPOSED NEXT DOCUMENT  
 A.  2 = PRP  
 3 = PP  
 B. DATE  MM  YY  
 01 7 9

10. ESTIMATED COSTS  
 (\$000 OR EQUIVALENT, \$1 = )

FUNDING SOURCE	AMOUNT
A. AID APPROPRIATED	299
B. OTHER	
C. HOST COUNTRY	
D. OTHER DONOR(S)	
<b>TOTAL</b>	<b>299</b>

9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION  
 a. INITIAL FY  80  
 b. FINAL FY  82

11. PROPOSED BUDGET AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. FIRST FY 80		LIFE OF PROJECT	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN
(1) SD	720	860		299		299	
(2)							
(3)							
(4)							
<b>TOTAL</b>					299	299	

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)

13. SPECIAL CONCERNS CODES (MAXIMUM SIX CODES OF FOUR POSITIONS EACH)

14. SECONDARY PURPOSE CODE

15. PROJECT GOAL (MAXIMUM 240 CHARACTERS)  
 [ To increase the capability of developing countries to provide essential services efficiently, effectively, and equitably to meet basic human needs. ]

16. PROJECT PURPOSE (MAXIMUM 480 CHARACTERS)  
 [ To identify and evaluate mechanisms used by national governments to provide basic urban services at the local level.  
 To determine which mechanisms are efficient, effective, and accountable, and deliver services equitably. ]

17. PLANNING RESOURCE REQUIREMENTS (staff/funds)  
 Direct-hire project manager

18. ORIGINATING OFFICE CLEARANCE  
 Signature: *William R. Miner*  
 Title: William R. Miner, Director, DS/UD  
 Date Signed: MM DD YY  
 04 11 78

19. DATE DOCUMENT RECEIVED 1:  
 AID/W, OR FOR AID/W DOCUMENTS,  
 DATE OF DISTRIBUTION  
 MM DD YY

PID: FY 1980 ABS

Title: National Government Performance of Urban Functions at the  
Local Level

Background

In many developing countries central governments undertake to perform basic urban service functions which often are the responsibility of local government in other countries. Central governments may perform these functions directly or through subsidies, grants, subventions, or contracts to special authorities, private contractors, private and voluntary organizations, or to local governments themselves.

This practice results in the weakening of the administrative authority and competence of local government and often preempts and monopolizes some of the more productive local revenue sources in the process. Thus, even those responsibilities which remain in local hands cannot be performed adequately.

The performance and accountability of government at the local level and the participation of people in making the decisions which affect their lives underlie Agency concerns about equity, efficiency, and broader participation in the benefits of economic and social development.

Project Purpose

The purposes of this project are to identify and evaluate the mechanisms used by national government to perform basic urban functions at the local level and to determine the mechanisms which provide services with economic

efficiency, administrative effectiveness, political accountability, and fiscal equity.

Problem to be Solved

A centralized form of government exists de jure or de facto in many developing countries largely as a result of the political propensity to centralize authority (and thus, control) and of the absence or ineffectiveness of local administration. Where local administration exists, it often is constrained from performing its functions and providing essential services by the lack of revenue and of trained professional, technical, and administrative personnel.

Frequently the "solution" has been for central government to intervene in one or more ways. Sometimes it performs local functions directly; at other times it provides subsidies, grants, and subventions to local government in order that the latter can fulfill these responsibilities. Between these extremes are a number of other approaches or mechanisms which are used by central government. Sometime special authorities, public or semi-public bodies, are created to deal with one sector or one service -- e.g., a public utilities board, a water and sanitation commission, a housing authority. These authorities occasionally are organized at the regional (subnational) level as development groups. Another approach is to employ private contractors to provide these services. Private and voluntary agencies are used also; grants and contracts are made for the delivery of specified services which often are an extension or expansion of the programs fostered by these agencies.

These approaches tend to circumvent local government and give it little or no authority or responsibility over the purveyors or, indeed, the services

provided. In some instances these approaches also have a negative impact on local revenues. They may result in reduced subsidies and other grants from central government. An even greater burden results when central government preempts revenue sources -- e.g., by reserving to itself the ability to tax certain potentially productive sources.

There are consequences also in terms of both economic and political opportunity costs. The possible relative efficiency of a centralized operation, in contrast to a more localized one, needs to be weighed against the potential loss of opportunity to develop local resources and administrative and response capability to provide essential services. The greater control of a centralized form of service delivery must be contrasted with the desired degree of local participation and planning. To what extent can local needs be articulated effectively and be met efficiently from a central point of vantage?

Little is known of the extent to which the various mechanisms are used and of their impacts, both negative and positive. Thus, the first purpose of the project is to identify and evaluate the approaches used by national government to perform basic urban functions at the local level. This requires also a determination of just what those functions usually are. The project is designed to determine which approaches are efficient, effective, and accountable, and provide services equitably.

### Beneficiaries

The direct and immediate beneficiaries will be the central and local governments in developing countries and USAIDs, who are concerned with providing

essential urban services. A better understanding of how the system works makes possible improvement in its effectiveness and better resource allocation. The ultimate beneficiaries, of course, would be the users and potential users of those services. A more equitable allocation of resources should give poor people greater access to essential services.

#### Replicability

In keeping with its usual procedure, DS/UD would carry out the project in cooperation with field missions and host countries, in order to insure that it is compatible with host country and field mission resources and other considerations.

There are a number of reasons for thinking that the project would be acceptable and replicable. Central governments might find appealing the possible administrative and financial relief afforded them as local government assumes more responsibility and does so more effectively. The appeal to local government probably would be the greater potential control over its responsibilities and revenues. The anticipated appeal to the users of these services would be the possibility of greater access not only to the services provided but also to those who are responsible for providing them.

#### End of Project Conditions

A better understanding of the nature, extent, and effect of the exercise of local functions by central government will result from this project. This understanding in turn will make it possible to alter the system, if there is political will, in order to make it more efficient, effective, accountable, and equitable.

Information of this kind should be of more general use to the Agency and especially to field missions and regional bureaus as they design projects and programs to help meet basic human needs.

#### Probability of Success

The very nature of the inquiry suggests that it cannot be undertaken on a wholesale basis. On the contrary. Only a few countries might be interested in this effort. However, the idea may be salable in those countries, growing in number, in which various plans and programs of decentralization or deconcentration are being implemented.

Of course, all functions need not be performed at the same level of government. For example, strategies, standards, and regulations may be developed at one level; financial resources may be provided at another; and the operating facilities and services may function at still another level. The appropriate mix and arrangements will vary from country to country.

#### Critical Assumptions

Underlying this proposed project is the assumption that the nature and effect of the performance of local urban functions by national government are not known and, therefore, are not taken into consideration in the design and implementation of activities to meet basic human needs. It is hypothesized that this approach may be inefficient in terms of actual and opportunity costs and unresponsive to other requirements and goals of national economic and social development. Another assumption is that host governments and field missions are interested in improving the efficiency and responsiveness of local government in providing essential services to meet basic human needs.

It is assumed also that a framework and criteria can be developed to gather and analyze information on and to evaluate the various mechanisms used by national government to perform basic urban functions at the local level.

#### Implementation

An initial "think piece" is needed to identify and describe the mechanisms which national governments employ in performing urban functions and to develop a framework for gathering and analyzing the data required to determine the types and amounts of services provided and their geographical coverage. Thereafter, field situations which might be amenable to this kind of analysis will be sought. As with other DS/UD interregional projects, it is hoped that this kind of analysis can be done in one country in each of the four geographical regions, at least. The results of these demonstration efforts will be used to modify this framework before it is used in developing case studies.

#### Relationship to Regional Bureaus

DS/UD is responding to increasing requests from field missions to assist in identifying and designing projects and in developing urban and regional components of Country Development Strategy Statements. The results of this project could be instrumental in helping with these tasks. At the heart of the proposed project are management considerations, including also how existing institutions and systems can be helped to function more effectively. The management function is central to Regional Bureau responsibilities.

It is also a part of DS/UD's modus operandi to consult first with the regional bureaus and then the appropriate field missions in selecting sites for field demonstrations. In this way DS/UD's interregional projects seek to serve a

local need as well as to contribute to a larger effort.

#### Budget

The study phase will require \$30,000 and is expected to be completed in six months. Each field demonstration will cost about \$40,000 for a total of \$160,000. The two case studies will cost \$100,000, and the compilation and synthesis of the results of the field demonstrations and case studies for wider dissemination and use will cost \$10,000. Therefore, the total cost of the project is expected to be approximately \$300,000 during its two-year life.

#### Staff

The DS/UD Financial Economist will be the Project Manager. The initial study, field demonstrations, and case studies will be done by contractors, some of whom might be host country and third country individuals and institutions in the various geographical regions. It is possible also that some of the work could be done by IQCs.

#### Other Issues

None.

AGENCY FOR INTERNATIONAL DEVELOPMENT  
**PROJECT IDENTIFICATION DOCUMENT FACESHEET**  
 TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE  
 A = ADD  
 C = CHANGE  
 D = DELETE

PID  
 2. DOCUMENT CODE  
 1

3. COUNTRY/ENTITY DSB-Interregional

4. DOCUMENT REVISION NUMBER 1

5. PROJECT NUMBER (7 DIGITS) [ ] [ ]

6. BUREAU/OFFICE  
 A. SYMBOL DS/UD B. CODE 36

7. PROJECT TITLE (MAXIMUM 40 CHARACTERS)  
 RESOURCE CONSERVING URBANISM

8. PROPOSED NEXT DOCUMENT  
 A.  3 2 = PRP 3 = PP B. DATE 02/7/80

10. ESTIMATED COSTS (\$000 OR EQUIVALENT, \$1 = )

FUNDING SOURCE		WAS/REF
A. AID APPROPRIATED		
OTHER	1.	
	U.S.A.	
B. HOST COUNTRY		
C. OTHER DONOR(S)		
TOTAL		

9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION  
 a. INITIAL FY 80 b. FINAL FY 85

11. PROPOSED BUDGET AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. FIRST FY 80		LIFE OF PROJECT	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN
(1) ST	701	860		300		2,300	
(2)							
(3)							
(4)							
TOTAL							

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)  
 870 710 850

13. SPECIAL CONCERNS CODES (MAXIMUM SIX CODES OF FOUR POSITIONS EACH)  
 INTR ENV TECH TNG

14. SECONDARY PURPOSE CODE  
 750

15. PROJECT GOAL (MAXIMUM 240 CHARACTERS)  
 Resource conserving and environmentally sound urbanization in developing countries.

16. PROJECT PURPOSE (MAXIMUM 480 CHARACTERS)  
 To introduce optional approaches to human settlement that are more resource conserving and environmentally sound than current conventional patterns which tend to be extremely wasteful of energy and other resources and damaging to the environment.

17. PLANNING RESOURCE REQUIREMENTS (staff/funds)  
 (a) Direct hire project manager (d) Graduate Work Study Student  
 (b) Reactor panel workshops - \$20,000  
 (c) Consultants - \$10,000

18. ORIGINATING OFFICE CLEARANCE  
 Signature: *William R. Miner*  
 Title: William R. Miner, Director, DS/UD  
 Date Signed: 04/10/78

19. DATE DOCUMENT RECEIVED BY: AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION  
 MM DD YY

PID: FY 1980 ABS

Title: Resource Conserving Urbanism

1. Project Purpose

To introduce optional approaches to human settlement that are more resource conserving and environmentally sounder than the current conventional patterns which tend to be extremely wasteful of energy and other resources and damaging to the environment. The long-term objective is to establish a process of change in developing countries that will insure that resource conservation is a constant factor in decisions directly influencing the pattern and nature of urban growth and development.

2. Problem to be Solved

The agglomeration economics of urban places make cities the most efficient form of human spatial organization yet devised by man. They are the nexus for an almost infinite range of human transactions -- economic, social, cultural and political -- which are essential for man's progress and development; transactions which have been responsible for our evolution from societies of hunters and gatherers. And yet, there is something very wrong, something very inefficient, wasteful, and unhealthy about the way our cities have been evolving in modern times.

The patterns of urban growth and development, the design and location of buildings and their support systems, and the pollution born of excess tend to be wasteful of vital energy and other non-renewable resources and detract unnecessarily from the quality of life. It is only recently, with the growing awareness of global resource constraints and the ecological and human limits for pollution absorption, that serious attempts have been initiated to induce change into these patterns. Scientists, planners, and concerned citizen groups are exploring an impressive range of alternatives. These include solar and wind energy, energy conserving architecture and urban design, resource conserving planning models, more economical transport systems, waste recycling, water recycling and conservation, innovative applications of communications technology, and more. Unfortunately, installation or application of these approaches is extremely costly in most cities in the more advanced countries because so much capital has been sunk into the existing patterns and systems. In the U.S., for example, fundamental social and economic systems, to say nothing of the huge investment in bricks and mortar, have been established around a highly energy-intensive urban model in which a functional urban core is surrounded by an extensive residential belt.

In the developing countries wasteful patterns of urban development, similar to those which have evolved historically in the more advanced

countries, tend to prevail. However, there is one critical difference. Apart from some of the major cities, the process of urbanization still is in a relatively nascent stage. There is not yet a full commitment to conventional patterns of urban growth and development. Each country has some regions in which the net sunk investment in urban places is relatively small; for some of the poorer countries, this holds virtually for the entire urban system. The cost of introducing resource conserving and environmentally sound approaches to urban development would be far less than in the cities of the more advanced countries. In fact, the net result would be considerably lower consumption of national resources by cities than present projections, based on traditional patterns of urban growth, would suggest.

The opportunity for altering the trend in developing countries towards conventional patterns of human settlement that are resource wasting lies in the combination of circumstances just described; the existence of alternatives, the recency of the urbanization trend in developing countries, the comparatively low cost of introducing optional patterns under these conditions, and the considerable long-run savings in national resources that could be realized through inducing these changes.

The cost of deferring such a campaign into the future are the opportunity costs in terms of the resources that would be consumed needlessly, and the high cost of installing alternative approaches, systems, and patterns once urbanization has reached a mature state, as in the now advanced countries.

The relevance of this project to DSB and to the Agency lies in the opportunity to promote an activity which potentially could free major resources for dealing with problems of development and poverty. This would be accomplished through reducing the drain on national resources caused by rapid urbanization and urban growth (see "Beneficiaries" section). The project also is responsive to the special mandate from the Congress to move ahead in the quest for solutions to the world's energy problems.

### 3. Beneficiaries

The benefits to be derived from this project could be staggering but the potential for realization of these benefits, for the most part, is long-run. That is, if the approaches developed and packaged through this project are accepted widely in developing countries, the energy and other resource savings could easily amount to hundreds of millions or even billions of dollars annually. The national and local resources thus freed for investment in other priority sectors of development and for addressing serious problems of poverty would be considerable. However, the explicit beneficiaries of these investments obviously would be impossible to identify or specify, given the indirect and general nature of the principal benefits to be derived from the project.

Direct benefits also would be somewhat general although in this instance it is possible to say that the poor would tend to benefit more than the rich. It is the wealthier classes which tend to be the heaviest consumers of energy and other resources and resource conserving approaches will cut into this consumption. If the savings are redistributed progressively, the project will produce considerable benefits for the poor. In this sense, the project has good potential for stimulating growth with equity, although, in the final analysis, this depends upon the disposition and resolve of the national government.

The opportunity costs of not doing the project also are a relevant consideration. These clearly are substantial, assuming a successful project. The analyses which go into the PF development will address this issue and some attempts at quantification of benefits and opportunity costs will be made.

Finally, the knowledge and experience gained by the U.S. through this project is not to be overlooked in the benefit column. Some of the feedback from the project will be directly relevant to U.S. energy and resource problems.

#### 4. Replicability

The underlying theme of this project is the adaptation of resource conserving approaches to urban growth and development in LDC's. Much of the effort expended under the project will address the question of replicability. If the approaches cannot be adapted and the adaptations cannot be replicated, the project will have failed and the assumptions upon which it is premised will have been proven false.

Phase II of the project, predicated on successful identification and adaptation of optional resource conserving approaches (Phase I), will focus on application of these approaches in field situations. Extreme care will be taken to insure that field applications are replicable, both within the host country and in other similar circumstances. A broad range of approaches will be developed in order to cover most of the general categories of conditions likely to be encountered.

#### 5. End of Project

The end of the project should see the initial establishment of the change process discussed in the project purpose and objective. A range of resource conserving approaches to urban growth and development will have been identified, adapted to LDC use and packaged for wide distribution and consumption. Several countries will have institutionalized the Resource Conserving Urbanism approach through A.I.D.-assisted field demonstrations and their experiences thoroughly documented. Finally, a mechanism will have been established to continually disseminate and provide developing countries with access to information on Resource Conserving Urbanism approaches and technical assistance. This mechanism, to be explored through project design and development, probably would be integrated into an existing institution or organization such as the U.S. Department of Energy or the United Nations.

## 6. Probability of Success

The problems of approaching these changes are almost as evident as the opportunities. While a respectable body of literature has been developed, innovative planning models tested, and numerous scientific operational experiments are completed or underway, most of the literature and planning relates to the more advanced countries and the experiments tend to be isolated cases. These developments have not been examined collectively in terms of their applicability to urbanization in developing countries, nor have any developing countries, to our knowledge, participated in experimental approaches to resource conserving urban design and development. Dialogue with and among developing countries in this area has been limited to the events leading to and the holding of the environmental conference in Stockholm in 1972, the human settlements conference in Vancouver in 1976, the water conference in Mar del Plata in 1977 and more recently, preparations for the forthcoming U.N. conference on science and technology development.

A great deal of preparatory work needs to be done by professionals in developing and developed countries before meaningful approaches or strategies can be formulated. It consists generally of examining the existing literature, technological developments, and planning and design innovations, to determine relevance to developing countries. Some of the areas that need attention are: (1) Comprehensive inventory and assessment of existing resource conserving technologies, approaches and planning models, (2) Careful screening for application under varying natural and developmental conditions, (3) Integration of these materials for stimulation of dialogue or for use in planning and application, (4) Identification of important areas requiring further research and development, and (5) Identification of criteria for successful application of resource conserving urbanism approaches in developing countries.

This aspect of the project appears to be feasible and should be undertaken discretely as Phase I of the project. The decision to go on to a Phase II, or field application, should be contingent upon a thorough review of Phase I outputs by a well qualified evaluation panel, including representatives from developing countries.

## 7. Critical Assumptions

A fundamental assumption on which project success hinges is the ready availability and adaptability of approaches to resource conserving urbanism. The literature and our experience suggest that this assumption is correct.

Of equal importance is the assumption of Agency support for a sustained effort in this area. The identification, screening, adaptation, and packaging of resource conserving approaches will be an arduous process and its completion will not be a guarantee of readiness for field application. Patience and realism will be required.

### 8. Project Implementation

The project manager has produced a paper "Development with Resource Conserving Urbanism" to be presented at the First International Conference on Energy and Community Development in Athens, July 10-15, 1978. Feedback from this conference will be used in subsequent stages of project design, including a small reactor workshop which will be held early in FY 1979 to react to alternative approaches to project development, i.e., areas of emphasis, methodologies, timing, etc.).

The project will be carried out in two stages as noted earlier. Phase One is described above under "Probability of Success." This stage will take approximately two years to complete, including the detailed evaluation which would determine whether the project is ready to move into the field application phase. Phase Two field applications are anticipated in the third and fourth years of the project. These would be followed by development of field case studies, identification of research priorities, further packaging and disseminating of project results, and development of a permanent networking (information access and dissemination system) which would represent a continuation of Phase Two activities and cover the fifth and sixth years of project activity.

### 9. Budget

Phase I:	<u>FY 1980</u>	<u>FY 1981</u>	<u>Total</u>
	\$300,000	\$300,000	\$600,000
Phase II:			
Field Applications:	<u>FY 1982</u>	<u>FY 1983</u>	<u>Total</u>
	\$600,000	\$600,000	\$1,200,000
Final Packaging and Dissemination:	<u>FY 1984</u>	<u>FY 1985</u>	<u>Total</u>
	\$300,000	\$200,000	\$500,000

### 10. Staff Implications

The project manager will spend approximately two months during CY 1979 to develop the Project Paper. He will be assisted by two months of Graduate Work/Study time and three months of services from an IDI. A small IQC work order will be utilized to carry out and report on the reactor workshop to be held early in FY 1979.

In FY 1980, the project will require nine months of workforce time, including two direct hire, four IDI and two Graduate Work/Study.

#### 11. Relationship to Regional Bureaus

This project relates more to overall Agency priorities and responsibilities than to specific regional bureau needs as presently articulated. Nonetheless, as Congressional pressures to program in the energy field begin to be reflected in mission programs, this project may take on increasing importance, particularly in those regions developing strategies for collaborating with the middle-income countries.

This project was withdrawn from the ABS approval process last year by AA/TA because of uncertainties expressed by some regional bureaus. DS/UD followed up with the Bureaus after the ABS reviews; most of their concerns are taken into account in the reformulation of the project and many misunderstandings were clarified through discussion. (See memo from TA/UD, Eric Chetwynd, to AA/TA, Curtis Farrar and James Chandler, dated June 20, 1977).

#### 12. Other Issues

An issue which should be addressed in the intensive project design phase is the matter of collaboration and participation on the part of interested A.I.D. and other U.S. Government offices. DS/OST, DS/EY, and DS/ENGR will be involved in the design and review process and encouraged to participate. Each of these offices is favorably disposed towards the project. The Department of Energy is involved tangentially through its co-sponsorship of the First International Conference on Energy and Community Development noted earlier. Their interest in more direct participation in the project will be explored through the Conference.

The nature of field applications is not spelled out in this document as this is to be determined during the intensive project design. Further, a "go-no go" decision will be made on the basis of a thorough evaluation of Phase I. One model which might be pursued, however, is that being applied under the U.S. Department of Energy's "Comprehensive Community Management Program." This program provides a conceptual and methodological framework within which U.S. communities can determine energy objectives, select energy management and conservation alternatives, and prepare time-phased implementation plans consistent with project land use and development projections. Using a "third party" contractor to manage the entire program (Argonne Laboratories), the Department is sponsoring a competition among U.S. communities for energy conserving plans. Winners will receive a grant from the contractor to help refine the plans and move into an implementation phase.

Local government institutions in developing countries could be utilized in a similar fashion to sponsor competitions for resource conserving community development plans. The competition would be prece by

substantive methodological and technical workshops for the interested communities and followed up by technical assistance and implementation grants to the winners. The sponsoring government agency would be the recipient of technical assistance to institutionalize a resource conserving technical capacity at the national level. The competition would insure a "best possible" location selection for field activities under the Resource Conserving Urbanism project, Phase II. It would also stimulate widespread local interest in the project and its underlying concepts. Other models of field application also will be explored.

AGENCY FOR INTERNATIONAL DEVELOPMENT  
**PROJECT IDENTIFICATION DOCUMENT FACESHEET**  
 TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE  
 A A = ADD  
 C C = CHANGE  
 D D = DELETE

PID  
 2. DOCUMENT CODE  
 1

3. COUNTRY/ENTITY  
 DSB Interregional

4. DOCUMENT REVISION NUMBER

5. PROJECT NUMBER (7 DIGITS)

6. BUREAU/OFFICE  
 A. SYMBOL DS/UD  
 B. CODE 36

7. PROJECT TITLE (MAXIMUM 40 CHARACTERS)  
 User Side Assistance

8. PROPOSED NEXT DOCUMENT  
 A.  3 = PRP  
 3 = PP

B. DATE MM YY  
 12  79

9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION  
 a. INITIAL FY  80  
 b. FINAL FY  83

10. ESTIMATED COSTS (\$000 OR EQUIVALENT, \$1 = )

FUNDING SOURCE		AMOUNT
A. AID APPROPRIATED		2,500
B. OTHER	1. U.S.A.	
	2. HOST COUNTRY	1,500
	D. OTHER DONOR(S)	
TOTAL		4,000

11. PROPOSED BUDGET AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. FIRST FY 80		LIFE OF PROJECT	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN
(1) ST	722	720		300		2,500	
(2)							
(3)							
(4)							
TOTAL						2,500	

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)

120 | 710 | 760 | 810 | 930

13. SPECIAL CONCERNS CODES (MAXIMUM SIX CODES OF FOUR POSITIONS EACH)

DEL | EQTY | INTR | NUTR | PART | TNG

14. SECONDARY PURPOSE CODE

15. PROJECT GOAL (MAXIMUM 240 CHARACTERS)

To improve the quality of life of the urban poor as manifested in increased assets and consumption.

To demonstrate new approaches to aiding the urban poor.

16. PROJECT PURPOSE (MAXIMUM 480 CHARACTERS)

To test the hypothesis that categorical grants made directly to the poor will improve their quality of life.

To demonstrate different methods of user side assistance grants and compare the relative advantages of each.

To compare the cost effectiveness of user side grants vs. supply side grants.

17. PLANNING RESOURCE REQUIREMENTS (staff/funds)

NA

18. ORIGINATING OFFICE CLEARANCE

Signature: *William R. Miner*

Title: William R. Miner  
 Director, Office of Urban Development

Date Signed: MM DD YY  
 04  11  78

19. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION  
 MM DD YY

PIDFY 1980 ABS

Title: User Side Assistance

Background

Almost all the funding provided by A.I.D. and other IFI's for particular urban or regional projects is what might be called "supply side" assistance: the funds go to the providers or suppliers of services (housing authorities, educational institutions, health agencies, and the like). Further, most of this money is in the form of loans rather than grants. This supply side mode of loan assistance has certain inherent problems, as will be pointed out below. Hence this project will concentrate on demonstrating the value of user side assistance (USA) grants, as exemplified in this country by unemployment compensation, food stamps, medicaid, tuition credits, social security, and more broadly by the negative income tax. The general rationale is that the poor in a given urban area or region, particularly those in the lowest income brackets, can benefit more from USA (1) because the funds go directly to them (have "target efficiency") rather than being "skimmed off" by providers; (2) because they (the poor) are in a better position than the providers to know how to use the funds to meet their basic human needs, and (3) because the urban poor are unable to return to agricultural pursuits and thus maintain at least a subsistence level of food intake. There also is some evidence that monies flowing through the hands of the poor turn over faster and thus contribute more to the GNP of the particular developing country.

1. Project Purpose

The main objectives of this project would be:

- (1) To test the hypothesis that categorical grants made directly to poor users (consumers) of various services, both public and private, will improve their quality of life more so than through loans or through loans/grants to service suppliers.
- (2) To demonstrate different methods of user side assistance grants and compare the relative advantages/disadvantages of each.
- (3) To compare the cost-effectiveness of user side assistance grants to other programs generally aimed at improving the supply of services.

2. Problem to be Solved

While many supply side programs have shown some success in improving the quality of life of the poor, they face some inherent problems in meeting basic human needs:

- (1) They require, by definition, the "trickle down" of benefits from the generally more wealthy providers to the generally poorer consumers. This has three ramifications:
  - (a) Administrative costs are high because of the number and salaries of the intermediary providers.
  - (b) As in any trickle down process, targeting is inefficient because of the difficulty of insuring that the desired recipients receive the benefits of the services, much less in proper proportions to their basic human needs.
  - (c) The very poor (e.g., in the lowest two income deciles) rarely are reached at all.
- (2) They often require full reimbursement by the poor, through loan repayments, user charges, and the like. This usually is difficult because:
  - (a) Some of the poor simply are incapable of doing so, because of young or old age, physical and mental incapacities, basic lack of desire, and so on.
  - (b) Even those who have gained through the service may not have been able to recoup sufficient financial resources to pay for the service.
  - (c) In bad times (which most are for the poor), they are forced to decide between the "honor" of paying off a debt and the continued use of the money for survival. The choice is obvious, but marks the poor as being of bad character.
- (3) Supply side assistance is difficult to fit to the basic human needs of the poor because:
  - (a) Providers generally know less about such needs than do the recipients themselves (this often is simply a matter of numbers since it is difficult for any one supplier to comprehend fully the needs of the much more numerous users).
  - (b) There are few incentives for suppliers to integrate services to meet the usual multiple needs of a poor person or family.

These problems obviously are significant since they pertain directly to A.I.D. strategies for reaching the poor and fulfilling their basic human needs. And they are significant to DSB and DS/UD because they point to a variety of research and demonstration efforts that will help to shed light on ways to assist the urban poor.

### 3. Beneficiaries

The direct beneficiaries would be, of course, those urban poor people receiving the user side grants. Many of these would be women, since they usually have primary family upbringing responsibilities. Assuming an average \$200 grant per family and four demonstrations having a total of, say, \$2 million in grant funds, the total number of direct recipients would be 10,000 families.

Indirect beneficiaries would be:

- (a) Those host country nationals trained to operate the program.
- (b) A.I.D. staff and consultants.
- (c) Those recipients of USA programs initiated in response to the success of this project.

Recipient benefits should start to flow 1 to 1½ years after project initiation.

### 4. Replicability

Assuming that this project finds and demonstrates adequate USA categorical grant mechanisms, the costs per poor person (say, \$200/family ÷ 5 people per family = \$40/person) are certainly well within acceptable limits. Furthermore, for extremely poor countries, USA can be tailored to available financial resources. A food stamp program, for instance, could focus initially on pregnant women and on infants for a restricted variety of nutritious foods and for the most destitute urban area or region.

### 5. The End of Project

At the end of the project we should have responses to the three major objectives suggested in Sec. 1, namely:

- (1) Evidence as to the veracity of the statement that USA grants will improve the quality of life of the urban poor relative to other delivery approaches.
- (2) Demonstrations and comparisons of different USA methods.
- (3) Comparisons of USA and supply side assistance.

Specific outputs would include:

- (1) Direct financial benefits to about 10,000 families, and corresponding help in meeting their basic needs.
- (2) Trained host country staff in four countries to carry out USA programs.

- (3) Information on USA that might influence A.I.D. philosophy and assistance programming techniques.
- (4) Summary studies, manuals, diaries, multi-media presentations and the like to help missions and developing countries carry out USA.

## 6. Probability of Success

Almost every developed country has user side assistance in one form or the other. Several "middle income" countries have similar programs such as social security. Even some poor countries have related versions. There thus is plenty of experience with USA so that it is doubtful this project would fall apart completely. Further, it generally is easier (and cheaper) to run a grant than a loan program. Taken together, these two factors indicate a higher than usual probability of achieving end-of-project conditions.

## 7. Critical Assumptions

For project success the following assumptions must hold true:

- (1) A country must have sufficient financial resources and interest to support USA grants.
- (2) The lot of the poor will be significantly improved through USA grants.
- (3) Individual poor people generally know more about their basic human needs than do most service providers.
- (4) Most of the poor, if given the opportunity and resources, could and would improve their quality of life.
- (5) The poor will not become financially dependent on such grants.
- (6) Grant funds will not be diverted by administrative personnel to their own use.

There is not much that can be done through this project if the first four assumptions are not valid. Suffice it to say that demonstration sites will be chosen so as to fit these assumptions as closely as possible while at the same time providing some replicability elsewhere.

If the latter two assumptions turn out to be true, appropriate administrative actions will have to be taken at the time to offset these negative impacts as much as possible.

## 8. Project Implementation

The project would be carried out over a 3 to 5 year time span, with concrete results (and benefits) starting to flow after 1 to 1½ years. The initial task would involve background research to provide evidence (e.g., from the literature, unwritten experiences of A.I.D. personnel, etc.) on the veracity of the problem statements above and on the successes/failures of relevant A.I.D., IBRD, and other IFI USA endeavors. As examples, a food stamp program in Colombia initiated with A.I.D. assistance and carried out in conjunction with a World Bank Integrated Nutrition Program, might give some valuable clues to the problems and potentials of similar user side grant efforts.

This initial research task would be followed by a series of demonstration programs, employing different USA delivery mechanisms (e.g., food stamps, small production grants), in different developing countries. These demonstrations would be run in conjunction with any existing host country, AID, or other IFI efforts (e.g., a nutrition program) or in certain situations might operate as a separate function.

## 9. Relationship to Regional Bureaus

An attempt would be made to have one demonstration in each region. These would fit as best as possible with existing or proposed mission efforts. Regional Bureau reactions to this project are not known.

## 10. Staff Implications

Staff work-effort needed for this project is estimated as follows:

- (a) Project Paper preparation: 2 person-months
- (b) Project Management: 30 person-months

The project paper would be developed in FY 79.

## 11. Budget

Assuming about \$500,000 needed to do the initial preparatory studies (\$400,000) and project summary (\$100,000) and four demonstrations at \$500,000 each, a yearly budget might look like:

<u>FY</u>	<u>80</u>	<u>81</u>	<u>82</u>	<u>83</u>	<u>Total</u>
Amount	\$300,000	\$1,100,000	\$1,000,000	\$100,000	\$2,500,000

## 12. Other Issues

None.

<b>AGENCY FOR INTERNATIONAL DEVELOPMENT</b> <b>PROJECT IDENTIFICATION DOCUMENT FACESHEET</b> TO BE COMPLETED BY ORIGINATING OFFICE	<b>1. TRANSACTION CODE</b> <input checked="" type="checkbox"/> A = ADD <input type="checkbox"/> C = CHANGE <input type="checkbox"/> D = DELETE	<b>PID</b> <b>2. DOCUMENT CODE</b> 1
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<b>3. COUNTRY/ENTITY</b> DSB Interregional	<b>4. DOCUMENT REVISION NUMBER</b> <input type="checkbox"/>
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<b>5. PROJECT NUMBER (7 DIGITS)</b> <input type="checkbox"/>	<b>6. BUREAU/OFFICE</b> A. SYMBOL DS/UD B. CODE 36	<b>7. PROJECT TITLE (MAXIMUM 40 CHARACTERS)</b> <input type="checkbox"/> Regional Project Multipliers <input type="checkbox"/>
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<b>8. PROPOSED NEXT DOCUMENT</b> A. <input type="checkbox"/> 2 = PRP <input checked="" type="checkbox"/> 3 = PP B. DATE MM YY 12 79	<b>10. ESTIMATED COSTS</b> (\$000 OR EQUIVALENT, \$1 = ) <table border="1" style="width:100%; border-collapse: collapse;"> <tr> <th style="width:80%;">FUNDING SOURCE</th> <th style="width:20%;">AMOUNT</th> </tr> <tr> <td>A. AID APPROPRIATED</td> <td style="text-align: right;">600</td> </tr> <tr> <td>B. OTHER U.S.S.</td> <td></td> </tr> <tr> <td>C. HOST COUNTRY</td> <td style="text-align: right;">150</td> </tr> <tr> <td>D. OTHER DONOR(S)</td> <td></td> </tr> <tr> <td style="text-align: right;"><b>TOTAL</b></td> <td style="text-align: right;"><b>750</b></td> </tr> </table>	FUNDING SOURCE	AMOUNT	A. AID APPROPRIATED	600	B. OTHER U.S.S.		C. HOST COUNTRY	150	D. OTHER DONOR(S)		<b>TOTAL</b>	<b>750</b>
FUNDING SOURCE	AMOUNT												
A. AID APPROPRIATED	600												
B. OTHER U.S.S.													
C. HOST COUNTRY	150												
D. OTHER DONOR(S)													
<b>TOTAL</b>	<b>750</b>												

<b>9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION</b> a. INITIAL FY 80 b. FINAL FY 81
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11. PROPOSED BUDGET AID APPROPRIATED FUNDS (\$000)							
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. FIRST FY 80		LIFE OF PROJECT	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN
(1) ST	600	797		280		600	
(2)							
(3)							
(4)							
<b>TOTAL</b>						600	

820	860	980	730	120	810
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<b>13. SPECIAL CONCERNS CODES (MAXIMUM SIX CODES OF FOUR POSITIONS EACH)</b> EQTY INTR	<b>14. SECONDARY PURPOSE CODE</b>
-------------------------------------------------------------------------------------------	-----------------------------------

<b>15. PROJECT GOAL (MAXIMUM 240 CHARACTERS)</b> To increase the economic welfare of the poor in various urban areas and regions.
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<b>16. PROJECT PURPOSE (MAXIMUM 480 CHARACTERS)</b> To develop short-cut techniques for estimating income, consumption, and employment multipliers for selected urban/regional projects. To employ the resultant techniques to help provide evidence of the economic impacts of the various projects.
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<b>17. PLANNING RESOURCE REQUIREMENTS (staff/funds)</b>
---------------------------------------------------------

<b>18. ORIGINATING OFFICE CLEARANCE</b> Signature: <i>William R. Miner</i> Title: William R. Miner Director, Office Of Urban Development Date Signed: MM DD YY 04 10 78	<b>19. DATE DOCUMENT RECEIVED FOR AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION</b> MM DD YY
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PEO: FY 1980 ABS

Title: Regional Project Multipliers

1. Project Purpose

The major objectives for this project are:

- (1) To develop short cut analytic techniques for estimating income, employment, and consumption multipliers for selected urban or regional projects.
- (2) To employ the resultant techniques for a variety of project proposals to help provide evidence on the economic impacts of these projects (with particular emphasis on the service center, finance, and employment projects suggested in various DS/UD-sponsored projects).

2. Problem to be Solved

All A.I.D. Project Papers must contain estimates of the economic impacts of the project being proposed. Unfortunately, in very few instances is it possible to be very explicit, much less accurate, about the economic multipliers of such projects. Yet the resultant benefits may prove to be the main development value of the project.

The conventional means for obtaining such multipliers -- input-output analysis -- suffers from severe data limitations in most developing countries. It is difficult if not impossible to obtain the required inter-industry sales data, and as an added limitation for A.I.D.'s purpose, traditional input-output tables do not provide much information on the economic impacts on various income groups (namely the poor). As a consequence, the potentially significant impacts on the poor of the second, third, etc. rounds of spending resulting from a particular project usually are ignored.

The problem is compounded when interest turns to a particular urban area or region in a country. Input-output models at these levels are rare even in the U.S. much less in a data-poor developing countries. It therefore makes it even more difficult for DS/UD to help leaders in such localities make decisions concerning the best economic development strategies. More specifically, DS/UD presently can offer little information on the income, employment, and consumption multipliers of plans, programs, and projects emanating from its own activities concerned

with (a) regional service center needs, (b) urban finance (taxation, borrowing, expenditures), and (c) small scale employment generation. This project thus would be aimed at developing and testing methodologies to help determine such multipliers.

It should be noted that we are after "ball park" estimates of these multipliers, based on the assumption that it is better to know that a multiplier, for example, is roughly 5 not 3 rather than not knowing the multiplier at all.

### 3. Beneficiaries

Direct beneficiaries will be A.I.D. Bureau and Mission project officers as well as developing country urban and regional officials involved in various program and project designs. Particular benefits would flow to such officials in the 10 areas where demonstrations under this project are proposed.

Indirect beneficiaries would be the numerous poor people who would gain from the increased second, third, fourth, etc. rounds of spending that presumably would flow to them based on more informed governmental decisions about the economic impacts of various projects. Depending on the generality of the techniques developed for obtaining approximate multipliers and the number of post-project applications of the techniques, the number of poverty-level beneficiaries could be quite large.

### 4. Replicability

Every effort will be made to try to make the resultant techniques, and process for obtaining them, as broadly replicable as possible. This will depend, of course, on the types of data available in each country; unique physical, economic, social, and political structures; and the types of projects to which the limited number of case studies and demonstrations can be applied. We nevertheless can state that since the objective of this project is to produce short cut (and therefore less expensive) methodologies, by definition they should not be too expensive or difficult to apply on a relatively broad scale for intended target groups.

### 5. End of Project

At the end of this project, the objectives in Sec. 1 should be fulfilled so that the two major products would be:

- (1) A set of short cut analytic techniques to be utilized in project design for helping to estimate multipliers. These would have been tested for 10 regions and should cover the relevant DS/UD project areas (e.g., service centers, finance,

small scale employment, etc.) as well as selected income groups (mainly the poor).

- (2) Case studies of the application of these techniques to a variety of Mission and DS/UD-related project proposals. The techniques, as well as the process employed to develop them, hopefully would be of sufficient generality to be useful for a relatively wide variety of such projects.

More specific outputs of this project would include:

- (1) Summaries of existing methodologies for determining multipliers, as well as an analysis of their relevance, limitations, and data requirements.
- (2) Documentation describing the developed methodologies and the case study applications.
- (3) Manuals and multi-media presentations for future training purposes.
- (4) Trained analysts in the missions and host governments.

#### 6. Probability of Success

Although much research has been directed to input-output and other techniques for arriving at multipliers, most of these have been in relatively data-rich situations and, as mentioned, at the national level. Moreover, existing techniques usually do not reflect the impacts on particular income groups.

There is available, however, a variety of data that possibly can be employed to help generate multipliers. These include:

- (1) Company and informal sector purchase records
- (2) Special census studies
- (3) Tax records
- (4) Experiences of various company executives
- (5) Informed opinions of experts

Given these and many other as yet unidentified potential sources, along with a modicum of deduction based on theory, it should be possible to

generate the requisite information on multipliers. The probability of successfully achieving end-of-project conditions thus would seem to be fairly high.

#### 7. Critical Assumptions

For the project to be successful, the following assumptions must hold true:

- (1) Sufficient relevant data must be available.
- (2) The case study country locations must not have any overwhelmingly unique political, economic, physical, and social characteristics (so as not to provide a generalisable example).
- (3) Urban or regional projects of potentially substantial impact must be employed in the case studies.
- (4) There must be a willingness on the part of governments and more particularly the private sector to disclose relevant information.

Conditions (2) and (3) can be controlled through the choice of study locations. Condition (1) is a factor to be analysed as an explicit part of this project. The same holds for (4) except that mission and host country pressure might be brought to bear on certain recalcitrant agencies and firms.

#### 8. Project Implementation

The project will be carried out over a two year time span. The initial task, undertaken over the first six months, will be devoted to a survey of the literature and experience on developing income, employment, and consumption multipliers.

The second task will involve a series of ten demonstration/case studies in which certain urban/regional project multipliers are estimated. These studies will cover a variety of project types as well as A.I.D. regional countries.

The third and final task will involve summarization and generalization of the experiences generated from the demonstration/case studies. In addition a package of training manuals and multi-media presentations will be developed to help those missions and host countries interested in relevant economic multiplier analyses.

The ten demonstration/case studies would be relatively short in duration (6 to 9 months), with the overall demonstration task taking 15 months.

The summarization task would take place over the remaining 3 months in the two year period.

#### 9. Relationship to Regional Bureaus

As noted above, an attempt will be made to spread the ten demonstration/case studies throughout to the four regions. Particular attention will be paid to selecting case study urban and regional projects of interest to the missions as well as directly to DS/UD.

Regional Bureau reactions to this project are unknown but are expected to be favorable given the direct, relatively short term assistance nature of this project.

#### 10. Staff Implications

Staff requirements have been estimated as:

- (a) Produce Project Paper: 2 person-months
- (b) Project Management: 16 person-months

These actions would involve about 7 months of direct hire/IPA time.

#### 11. Budget

Assuming a cost for each of the ten demonstration/case studies of \$40,000 and \$200,000 for the survey and summary tasks, the total project cost would be \$600,000. This would be distributed as:

FY	1980	1981	Total
Budget	\$230,000	\$340,000	\$600,000

#### 12. Other Issues

Depending on the outcome of this project, a second phase may be proposed. This would be directed toward further refining those multiplier techniques which are found to be too inaccurate for project analysis and evaluation purposes but still possessing sufficient R&D potential. An example would be a technique which requires some data not currently available but relatively easy to collect through, say, a special study.

Emphasis in the second phase also would be given to the longer term pre- and post-project experimental design and evaluation process in which the multipliers can be gauged more accurately and the techniques given a more rigorous, scientific testing.

AGENCY FOR INTERNATIONAL DEVELOPMENT  
**PROJECT IDENTIFICATION DOCUMENT FACESHEET**  
 TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE  
 A A = ADD  
 C C = CHANGE  
 D D = DELETE

PID  
 2. DOCUMENT CODE  
 1

3. COUNTRY/ENTITY  
 Interregional

4. DOCUMENT REVISION NUMBER

5. PROJECT NUMBER (7 DIGITS)

6. BUREAU/OFFICE  
 A. SYMBOL DSB  
 B. CODE 36

7. PROJECT TITLE (MAXIMUM 40 CHARACTERS)  
 Regional Technological Opportunities

8. PROPOSED NEXT DOCUMENT  
 A.  2 = PRP  
 3 = PP  
 B. DATE MM YY  
 06 78

10. ESTIMATED COSTS  
 (\$000 OR EQUIVALENT, \$1 = )

FUNDING SOURCE		
A. AID APPROPRIATED		150
B. OTHER		
C. HOST COUNTRY		
D. OTHER DONOR(S)		
TOTAL		150

9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION  
 a. INITIAL FY 78  
 b. FINAL FY 78

11. PROPOSED BUDGET AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. FIRST FY		LIFE OF PROJECT	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN
(1)	752	870		150		150	
(2)							
(3)							
(4)							
TOTAL				150		150	

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)  
 910      871      874      831      820      860

13. SPECIAL CONCERNS CODES (MAXIMUM SIX CODES OF FOUR POSITIONS EACH)  
 INTR      PART      TECH

14. SECONDARY PURPOSE CODE

15. PROJECT GOAL (MAXIMUM 240 CHARACTERS)  
 To improve the quality of life in developing countries through the transfer and productive use of developed country technologies.

16. PROJECT PURPOSE (MAXIMUM 480 CHARACTERS)  
 To help identify technologies relevant to particular urban area or region in a developing country and also identify means by which these technologies can be acquired from developed countries. To aid in the delineation of a process by which relevant technologies can be identified and acquired.

17. PLANNING RESOURCE REQUIREMENTS (staff/funds)  
 2.5 person-months of IPA, DH time.

18. ORIGINATING OFFICE CLEARANCE  
 Signature: *William L. Davis*  
 Title: Director, Office of Urban Development  
 Date Signed: MM DD YY

19. DATE DOCUMENT RECEIVED OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION  
 MM DD YY

## Project Identification Document

### Technological Opportunities in Urban and Regional Area Development (TOURAD) Studies

#### 1. Background

One of the main and obvious issues to be addressed during the forthcoming UN Conference on Science and Technology for Development (UNCSTD) is the question of what types of technologies are needed in certain developing countries and how they can be obtained. The latter question is particularly troublesome given the proprietary rights under which many of the possibly needed technologies are held.

There are, however, some basic questions of a more technical nature that probably should be addressed before decisions on the main issues suggested above can be reached. These can be summarized as:

- (1) What relevant technologies can be obtained within the U.S. public domain?
- (2) What would be the cost of purchasing relevant U.S. proprietary rights?
- (3) Are there any private domain U.S. technologies relevant to developing countries but no longer of value here that could be transferred readily and inexpensively?
- (4) Are there means by which relevant technologies in other countries can be transferred under U.S. inducement?

and, stepping back even further:

- (5) Are there techniques by which developing countries can identify relevant technologies and the means for acquiring them?

Without answers to these questions one can not be sure the developing countries even have a real issue, much more an informed basis for resolving it.

#### 2. Project Purpose

The objectives of the proposed investigation are (1) to help answer the questions above in the context of a selected, prototype situation and (2) to aid in the delineation and development of a process by which relevant technologies can be identified and acquired.

### 3. Description of Project

To help meet these objectives a study of Technological Opportunities in Urban and Regional Area Development (TOURAD) is proposed. A "representative" city or region in a developing country would be selected for the prototype investigation which would have four main components:

(1) National economic base and technological usage survey.

This would focus on the main products and services generated in the country and the general categories of technologies employed in the associated productive processes.

(2) Target urban area or region economic base and technological usage survey.

This would be the same as in (1) but at the local level, more detailed in nature, and possibly involving sample surveys of industries, service providers, and others.

(3) Identification of technological "needs."

Based on the major industries and economic and population potentials and goals, technological "needs" would be identified as the difference between existing and desirable conditions.

(4) Development of implementation strategies.

This would focus on U.S. technologies available in the public domain, those available in the private domain (and the cost thereof), and those available in other countries. Suggestions then would be made of political, financial, and organizational strategies to obtain the needed technologies.

These four components obviously are stated very broadly, since it would be difficult in any study to consider all types of technology. The proposed TOURAD demonstration would center on one small class of technologies (e.g., water supply or transportation) of consequence to the urban or regional area under study.

### 4. Beneficiaries

The direct beneficiaries would be those public agencies and private firms in the selected region that were able to increase their productivity and/or the cost-effectiveness of their operations through the application of the new or revised technologies obtained from the U.S. or elsewhere. Through the creation of consumer surpluses, it also is probable that purchasers of the products or services of these firms or agencies will benefit, depending on the amount of surplus passed on to the buyer.

The greater gains from this project would be expected to accrue to some developing countries who, through the auspices of A.I.D. and the UNCSTD, would gain better insight into the process by which technological needs can be identified and the rights to relevant technologies acquired. Future A.I.D. programming -- for example, the proposed Technology Exchange and Cooperation Program being developed through PPC -- also might benefit from this project since more will be known about mechanisms for technology transfer.

#### 5. Replicability

Available funding and timing constraints imposed by the need to produce relevant results in time for the UNCSTD make it difficult to propose more than one field test of the four component process suggested above. As the experiment is contemplated, however, there would be preliminary studies to describe the methodologies in more detail. The result of this effort would be a set of guidelines for TOURAD studies. These would be tested, of course, in the field application, and revised based on that experience. Thus, while replicability could not be assured because of the limited generality of the single application, a set of guidelines should result which should prove useful in other settings. Furthermore, the guidelines could be improved through additional tests, which could start where the initial efforts undertaken as part of this project had been concluded.

#### 6. The End of Project

At the end of this project the objectives in Sec. 2 should be fulfilled so that two major products would result:

- (1) A set of guidelines, tested in one situation, which delineate a process whereby a developing country can help determine relevant technologies for a particular region and possible means for acquiring the rights to those technologies.
- (2) A summary of the experiences gained from the study, with particular emphasis on findings of relevance to the issues under discussion at the UNCSTD and to succeeding efforts to transfer relevant technologies to developing countries.

Another important result would be more informed personnel in developing countries, in U.S. consulting firms, and in A.I.D. itself. This could lead to some changes in the way A.I.D. programs for technology transfer.

#### 7. Probability of Success

This project represents something of a high risk, high payoff venture. The likelihood of success would depend on:

- (1) The representativeness of the site picked for the field test.
- (2) The kinds of outcomes that result. After investigation it may be found that some technologies significant to the development of the particular region had been identified and found to be much easier to acquire than had been anticipated. The opposite may occur, in which case some of the arguments of the developing countries may have to be considered in a different light.
- (3) The state of the discussion before, during, and after the UNCSTD. The impact of the conference could evolve in several different ways, only some of which would benefit from this study.

In general, the probability of success is difficult to judge but the payoff under the more optimistic case could be substantial.

### 8. Critical Assumptions

For the more optimistic situation, and therefore the greatest project success, to transpire, the following conditions would seem to be required:

- (1) A close-to-representative field site.
- (2) An identifiable subset of relevant technologies within the field site region.
- (3) Untapped sources of knowledge about the availability and costs (if any) of the relevant technologies.
- (4) Relevant technologies which are not critical from a defense or other highly political standpoint.
- (5) Parties to the UNCSTD maintaining an open mind on means for guarding/acquiring any proprietary rights to the relevant technologies.

A.I.D. can influence only the first of these in any substantial way. The second two depend on the outcomes of the study while the last two are within the international political forum.

### 9. Project Implementation

The project would be carried out over a nine-month period, beginning about July and ending in time to provide inputs to the UNCSTD. There would be three main tasks:

- (1) Preliminary state-of-the-art survey and design of the proposed guidelines and field test.

(2) Actual field test of guidelines.

(3) Revision of guidelines and summarization of experiences for UNCSTD.

In the first task in-depth investigations would be made of techniques for (a) identifying technological usage within the national and local economic bases, and (b) determining "needs" for new or improved technologies. Results from similar studies would be summarized, with particular emphasis on generalizable experiences that may have evolved.

A second part of this task would involve broad investigations of the legal, economic, and political aspects of proprietary rights. The emphasis would be on the main avenues and blockades to the acquisition of such rights by developing countries. A part of this task also would be devoted to the identification of the main sources of information about, and corresponding proprietary rights to technologies in this country.

Guidelines for carrying out the four components of the field test (see Sec. 3) then would be developed.

The second and third tasks would center on the actual operation of the field test, subsequent revision of the guidelines, and summarization of the experiences in preparation for the UNCSTD.

Contracting most likely would be through IQC agreements under DS/UD and perhaps also DS/ST. Both of the Offices hope to have new IQCs in effect by July. The host country for the field test would be expected to contribute to that endeavor, especially as it may provide an input to its UNCSTD national paper and other preparations.

#### 10. Relationship to Regional Bureaus

This project would be of no direct concern to regional bureaus since it relates almost entirely to the central function of preparation for the UNCSTD. Regional bureau comments and advice will be solicited, however, in the preparation of the PP and in site selection.

#### 11. Staff Implications

Staff work force for this project has been estimated as:

(a) Project paper preparation: 1 person-month.

(b) Project management: 1.5 person-months.

#### 12. Budget

The estimated total cost for this project is \$150,000. All of this would be obligated in FY 78 and be divided over the tasks indicated in Sec. 8

as follows:

Task No.	Description	Amount (\$1000)
1	Preliminary survey/design	35
2	Field test	90
3	Summarization	25

13. Other Issues

None.