

Urban and Regional Analysis for Development Planning

Richard Rhoda

A Westview Replica Edition

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To
Bill and Eric

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About the Book and Author

Urban and Regional Analysis for Development Planning

Richard Rhoda

Dr. Rhoda concisely presents the wide range of analytical methods available to urban and regional development planners. Focusing on the needs of the practitioner, in each chapter he concentrates on a particular analytical issue, describing several types of relevant analyses and offering guidelines for selecting appropriate techniques to solve specific development-oriented problems. Emphasis is placed on methods that use existing data and resources rather than sophisticated forms of data collection and statistical analysis. A final section, comprising case studies from Panama and Costa Rica, illustrates how many of the methods presented in the book were applied in specific settings.

Dr. Rhoda recieved his doctorate in geography from the University of Iowa. He has had field experience in twenty-eight Third World nations and is currently assigned to the AID mission in the Philippines.

Foreword

One of the early goals of the Office of Urban Development in the Agency for International Development was to make available to development assistance planners and practitioners more and better information about useful approaches, methodologies, and techniques in addressing the consequences of rapid urbanization. Not only were there serious informational gaps which needed to be filled, but also there was more information available than was being used.

Development practitioners have been schooled in sectoral analysis. As a means of identifying and designing development projects, they divide a country into sectoral components (e.g., agriculture, education, health, and so forth), and investigate the characteristics and interactions within the sectors. A contrasting approach is to divide a country along spatial dimensions -- namely, the regions, districts, cities, and communities within a metropolitan area -- and to investigate the activities, processes, and dynamics within and between these units.

The latter approach is urban and regional analysis. Making practitioners more aware of its methods and utility in developing country situations prompted one of the first projects developed by A.I.D.'s Office of Urban Development. A preliminary set of guidelines for urban and regional analysis was prepared in 1976. These guidelines identified types of urban and regional analysis and their appropriate uses for development activities.

Almost before the guidelines had been completed, there were opportunities in several of the Agency's field missions to make use of them. As a result there were field applications and demonstrations of the guidelines in Costa Rica, Panama, and Nicaragua in 1977. It is interesting to note that these field tests represented a range of spatial units. In Costa Rica the guidelines were used in the metropolitan area of San Jose, providing the analysis for an urban development loan project. In

Panama they were used in a remote rural region to assist with the design of a rural regional development project. In Nicaragua they were employed in a national urban sector assessment.

These field experiences proved to be very instructive. The draft guidelines made a significant contribution to all three projects. In addition, there was considerable feedback from the field tests which was useful in revising, improving, and expanding the guidelines. Urban and Regional Analysis for Development Planning is the result.

The Office of Urban Development was most fortunate in having had the professional services of Richard Rhoda during this process. He brought his inquiring mind and considerable investigative and analytical skills to the task, as well as a professional interest in the spatial aspects of planning and development. He was involved in monitoring and evaluating the field demonstrations and in distilling the lessons learned therefrom. Finally, he has devoted a considerable amount of time revising the analytical package in the light of those demonstrations and taking account also of the improved state-of-the-art.

We are grateful to Dr. Rhoda for the professional skill and interest and for the personal dedication he has brought to this work, and especially for the contribution he made to the work of the Office of Urban Development and to the development assistance community.

*William R. Miner
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Bureau for Science and Technology
Agency for International Development
Washington, D.C.*

Preface

Sectoral analysis and urban and regional analysis are two different means of investigating development situations and identifying project opportunities. The sectoral approach begins by separating a country into sectors; the characteristics of these sectors then are investigated. In contrast, urban and regional analysis starts by dividing a country into spatial units and then studies the activities and processes within and among these spatial units.

The present volume was developed as part of the "Urban and Regional Analysis" project initiated in 1975 by the Office of the Urban Development, U.S. Agency for International Development. The objective of the project was to provide development planners with practical knowledge of urban and regional analysis. In the past, practitioners generally have used sectoral analysis as a means of identifying and formulating development projects. While this is useful in many situations, an urban and regional approach also has an important contribution to make. Yet most practitioners have been schooled in the sectoral approach and therefore are not fully aware of methods and techniques associated with the other perspective. The present book attempts to rectify this situation by providing practitioners with basic information concerning types of urban and regional analysis and their uses. While there are other books on this topic, they tend to be theoretical and they rely on very sophisticated quantitative techniques; thus they often are not suited to the practical realities of development intervention in third world areas.

The book should be considered as only an introduction to types of urban and regional analysis; it is not meant to be a comprehensive textbook, a "how-to" manual, or a "statement-of-the-art" document. This presentation is limited to practical applications; thus analyses solely designed for scholarly research and theory development are excluded. In addition, the book is designed for use by existing development agencies; therefore, it assumes a liberal, growth with equity, ideology within national and global economic and political structures. This focus means that some current types of analysis within the dependency paradigm

are not included. Readers desiring additional information on this paradigm are referred to the works of Amin, Frank, Santos and others.¹ Though the dependency paradigm is gaining popularity among scholars, its implications for development interventions normally begin with substantial changes in existing national and/or global economic systems. This book is based on a more traditional ideology which takes the basic economic system as given and which attempts to promote growth with equity within that system.

The intended users are planners and other practitioners working within third world development agencies. The users are expected to be familiar with general development problems; however, no formal knowledge of urban and regional development or analytical techniques is assumed. The focus is on readily available data sources and techniques which can be used both to gain essential background on patterns and processes of urban and regional systems and to generate information which may contribute to project design and evaluation.

The book is not meant to be read sequentially from first page to last. Instead, each chapter describes a different type of analysis and may be read separately or referred to from time to time as the need arises. Still interrelations between types of analyses are identified and discussed; cross references are provided where appropriate.

Each main chapter provides a description of a type of analysis and its relevance to development agency activities. A list of the kind of questions which can be addressed by that analysis is presented. The questions are important because they indicate the purpose of the analysis and act as a guide to the selection of the particular type needed in specific development situations. Appropriate data and their sources are discussed. Emphasis is placed on the utilization, to the greatest degree possible, of existing data sources; in general, new data collection surveys are not recommended. Sources of further information are referenced in an annotated bibliography at the end of each chapter. These are limited to documents in English and efforts were made to include only those which are readily available. Books and reports by international development agencies were preferred to journal articles because of their practical orientation, comprehensiveness, and availability.

Part Five of the book presents and compares two case studies which demonstrate the use of urban and regional analysis in the context of development interventions.

Richard Rhoda, Manila

NOTES:

1. Samir Amin, Accumulation on a World Scale: A Critique of the Theory of Underdevelopment (New York: Monthly Review Press, 1974). Harold Brookfield, Interdependent Development (London: Methuen, 1975). Andre Gunder Frank, Capitalism and Underdevelopment in Latin America (New York:

Monthly Review Press, 1967). John Friedmann and Robert Wulff, The Urban Transition (London: Edward Arnold, 1976). Anthony D. King, Colonial Urban Development: Culture, Social Power and Environment (London: Routledge & Kegan Paul, 1976). Alejandro Portes and John Walton, Urban Latin American: The Political Condition from Above and Below (Austin, Texas: University of Texas Press, 1976). Bryan R. Roberts, Cities of Peasants: The Political Economy of Urbanization in the Third World (Beverly Hills, Calif.: Sage, 1978). Milton Santos, The Shared Space: The Two Circuits of the Urban Economy in Underdeveloped Countries, adapted for publication in English by Chris Gerry (London: Methuen, 1979). Tamas Szentes, The Political Economy of Underdevelopment (Budapest: Akademiai Kiado, 1971).

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Contents

Tables and Figures.....	ix
Foreword	x
Preface.....	xii
Acknowledgments	xv
 PART 1. INTRODUCTION AND POLICY.....	 1
Chapter 1. Introduction.....	3
Chapter 2. Analysis of Urban and Regional Policy.....	9
 PART 2. URBAN AND REGIONAL POPULATION CHARACTERISTICS.....	 19
Chapter 3. Spatial Distribution of Development and Poverty.....	21
Chapter 4. Micro Analysis of Beneficiary Groups.....	31
Chapter 5. Migration and Urbanization.....	57
 PART 3. REGIONAL ANALYSIS.....	 73
Chapter 6. Urban and Regional Functions and Interactions.....	75
Chapter 7. Central Place Service Centers.....	89
 PART 4. URBAN ANALYSIS.....	 105
Chapter 8. Urban Administration and Delivery of Public Services.....	107
Chapter 9. Urban Employment.....	121
Chapter 10. Urban Land Use and Transport.....	139
Chapter 11. Housing Analysis.....	153
 PART 5. CASE STUDIES.....	 169
Chapter 12. Panama Case Study.....	171
Chapter 13. Costa Rica Case Study.....	187
Chapter 14. Comparison of Case Studies.....	201

Tables and Figures

Tables

4.1	Simple Relationship Between Education and Occupation.....	48
4.2	Relationship Between Education and Occupation for Two Different Ethnic Groups.....	48
6.1	Types of Information for Inclusion in Regional Profiles.....	81
13.1	San Jose Population Growth and Migration Rates.....	189
13.2	San Jose Poverty and Subsistence Lines.....	190
13.3	Poverty in San Jose.....	191
13.4	Poverty Among Migrants and Nonmigrants in San Jose....	192
13.5	Housing Conditions.....	194
13.6	Housing Deficiencies.....	194
13.7	Economic Analysis of San Jose Housing Demand.....	196

Figures

7.1	Scalogram for Selected Central Places in Costa Rica...	95
7.2	Delineation of Service Area Boundaries.....	99
8.1	Matrices of Agencies, Functions, and Revenues.....	113
12.1	Relative Poverty in Western Panama.....	177
12.2	Absolute Poverty in Western Panama.....	179

Part 1

Introduction and Policy

1

Introduction

U Thant, when Secretary General of the United Nations, proclaimed the 1960s as the Development Decade and appealed to both rich and poor countries to make strenuous efforts to achieve economic and social development in third world areas. Attention was focused primarily on rapid growth in GNP through capital intensive industrialization. In addition to focusing on overall economic expansion, efforts were made to improve selected sectors; for example, many countries invested heavily in the expansion of formal education. There was widespread optimism at the beginning of the decade; many believed that with concentrated effort and heavy industrial investment during the 1960s, most third world countries could achieve self-sustaining growth that eventually would lead to the elimination of poverty. This optimism had all but disappeared by the end of the decade.

Though most third world countries experienced economic growth during the 1960s, the rates of growth were below expectations. Many countries suffered declines in real per capita income. The gap between rich and poor countries widened, imports outpaced export earnings, and many nations experienced serious balance-of-payments problems. The economic growth which did occur often benefited only middle and high classes. Low income segments of the population generally were excluded from the economic gains. Many poverty groups actually suffered a decline in standard of living during the decade. Population growth outpaced food production. In short, the Development Decade was a disappointment.

The experience of the 1960s brought about a search for alternatives to the economic-industrial and sectoral planning practiced during the decade. Third world countries and international assistance agencies turned away from these planning approaches and their implicit assumption that benefits of urban-economic growth would "trickle down" to low income groups and rural areas. Strategies were sought which placed more emphasis on equity and relationships between sectors. As a result of this search many countries decided to pursue regional development and other spatial planning strategies.