

COMPREHENSIVE PLANNING FOR THE RURAL COMMUNITY:  
AN INDEPENDENT FACTOR OF ECONOMIC CHANGE

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## CHAPTER ONE

### INTRODUCTION

The process of urbanization has been an overwhelming phenomena in the past few decades. Kingsley Davis, in a study of urbanization, found that in 1960 the United States alone fifty-three percent of the population was concentrated in 213 urban areas covering only seven percent of the total land area.<sup>1</sup> Experts predict that the population of these areas will double within the next forty years. To many planners, economists, and sociologists this means a need for increased involvement in and planning for these new populations in the existing urban centers. However, if one were to consider the probable outcome of the process of urbanization --overcrowded cities, impoverished rural areas, lack of adequate facilities and the like--intensified planning for existing urban areas would appear only a partial answer.

#### I. STATEMENT OF THE PROBLEM

Davis also noted that of three factors in population growth of the urban areas; birth rates, death rates and rural-urban migration, the latter was the predominant contributor in developed countries to increased population in the city. Since employment is considered a primary influence upon migration, economists attribute rural-urban migration to the imbalance

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<sup>1</sup>Kingsley Davis, "The Urbanization of the Human Population," Scientific American, CCXIII (September, 1965), p. 48.

of employment opportunities between rural and urban areas. This imbalance is caused by declining labor demands of agriculture in rural areas and increased demands for labor in service and manufacturing activities in urban areas.<sup>2</sup> However, due to their lack of social adjustment to urban life and to skill limitations, unemployed rural migrants in large cities may compound many social and economic problems.<sup>3</sup> In turn, the rural areas suffer from loss of more productive age groups, thereby reducing the economic capabilities of the rural community.

## II. SOLUTIONS TO THE PROBLEM

What are noteworthy alternatives to these problems of urbanizations? One solution would be to step-up the migration of excess farm laborers. Proponents of this alternative believe it would increase the per capita income in rural areas by reducing the unemployment, and would permit a concentration of development resources in existing urban centers. This might appear a feasible solution to the immediate problems of urbanization. However, considering the present inadequacies in metropolitan development, the socio-economic adjustment of the migrant and the reduction in the economic capacity of rural communities; this would not suffice as a complete answer.

A second alternative would be the organized decentralization of employment opportunities to rural areas. Even though achieving decentralization may be as costly and time consuming as metropolitan development

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<sup>2</sup>Wilbur R. Thompson, A Preface to Urban Economics (Baltimore: The Johns Hopkins Press, 1965), pp. 33-37.

<sup>3</sup>Martin Rein, "Social Science and the Elimination of Poverty," Journal of the American Institute of Planners, XXXIII (May, 1967), p. 148.

due to demands for technical assistance and rehabilitation necessary to stimulate rural growth; it should have a more lasting effect upon the long range problems in both urban and rural areas.

To implement decentralization of employment opportunities, the dispersion of major industrial activities is necessary to establish new labor demands in rural areas. In studies by the U.S. Department of Agriculture, it was found that rural industrialization benefits depressed areas by; (1) decreasing unemployment, (2) increasing incomes and stimulating local enterprises and (3) providing the rural labor force with an opportunity to shift to non-farm employment without the socio-economic adjustments necessary in migration to distant urban centers.

Recent studies by the American Trucking Association indicated industrial development is occurring in rural areas.<sup>5</sup> However, this development may be restricted by many influences and, without organized promotion, it may not rectify the major problems of urbanization. One likely restriction to rural industrial development is the conservative political attitude of rural leaders toward planning and implementing community change to attract new industry. A major factor in economic growth is adequate foresight on the part of the community. Although there are many influences governing industrial growth, planned community development is clearly one which local leaders should encourage.

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<sup>4</sup>U.S. Department of Agriculture, Rural Industrialization: A Summary of Five Studies, A Report Prepared by the Economic Research Service (Washington: U.S. Government Printing Office, November, 1961), p. 32.

<sup>5</sup>James F. McCarthy, Highways, Trucks, and New Industry: A Study of Changing Patterns in Plant Location, Prepared by the Department of Research and Transport Economics (Washington: American Trucking Association, 1963), p. 35.

Many available means exist to plan development for rural communities. Industrial development organizations, community education programs, studies, and comprehensive planning are a few ways to guide future community actions. Comprehensive planning, however, provides the most encompassing study of overall community assets, liabilities and potential. The general purpose of comprehensive planning is to analyze predominant existing features of an area and, considering the policies and capabilities of governments involved, propose essential changes in these features.

### III. HYPOTHESIS OF THE STUDY

One of the most essential changes in many rural communities would be a sound economic base to absorb unemployment. However, upon reviewing planning studies carried out for rural communities, this author found an apparent lack of analysis of the economy of those areas. The studies were often surveys of information, lacking in analysis of the relationships of the major economic activities in the community. Improper study of the existing conditions had resulted in haphazard projections of potential economic capabilities. Reflecting the present trend of urbanization, it is essential that a small, remote settlement, dominated by declining agricultural employment, fully realize its economic potential. Therefore, the hypothesis of this study is that "comprehensive planning" for the "rural community" should provide a means to understand the area's "economic potential."

### IV. PURPOSE AND METHOD OF STUDY

Since it is difficult for any one study to thoroughly analyze all critical aspects of planning for the rural community, it is the purpose of this report to develop a sound recognition of the need for economic

analysis in comprehensive planning for the rural community.

Initially, it was necessary to operationally define the rural community. Through a survey of the literature pertaining to the development of the community, the basic communal needs of man were divided into four basic aspects. These were; (1) social, (2) economic, (3) political and (4) physical aspects which provided the framework for the operational definition. With a wide diversity of modern communities, concepts of these aspects were analyzed to broadly define the change from an urban to a rural environment.

Louis Wirth's concept of urbanization was utilized to derive the social aspects. He defined three major variables; population size, density and cultural heterogeneity as measures of social values. This study used these variables as a continuum from which descriptive research was analyzed to draw certain conclusions as to the social structure of the rural community.

In an effort to define the economic aspects, economic development concepts of Perloff, Thompson, and Hoover were studied. The Hoover concept was selected as a more feasible development model of the economy of the rural community. Utilizing the descriptive research of the socio-economic aspects and the functional classification of cities, developed by Howard J. Nelson, conclusions were drawn as to specific economic aspects of the rural community.

In terms of the political aspects, Williams and Adrian developed four typologies of government which were used to categorize the active political values in communities. The most probable typology was selected



for the rural community using previously defined socio-economic characteristics. Other descriptive research, pertaining to the probable political system of the rural community, was analyzed.

In studying the physical aspects, urban development models by Burgess, Hoyt, and Harris and Ullman were utilized. M. R. Davie developed a relationship of land use activities within the community, which modified the concepts of these three models. Considering this framework provided by Davie and more specific relationships of industrial and commercial activities, developed by Raymond Murphy, a definition of the physical aspects of the rural communities was derived.

Finally, determining the key aspects of the four aspects, an operational definition of the rural community was outlined.

In chapter three, this author attempted to define the major factors of economic change in the rural community and develop a practical procedure for their measurement. The factors of economic change were derived primarily from the concept of Perloff, in consideration of the postulates of North, Thompson, Tiebout and Hoover. Subsequent analysis attempted to reveal how these factors, in general, affected the economy of the rural community.

In Appendix A, utilizing the major factors of economic change as a framework, this author attempted to outline a procedure for planning studies to determine the economic potential of a rural community. Primarily, the procedure suggested was a "step-down" method of analyzing national, state and regional trends and relating community change to those trends. Secondly, study of the rural community and its county through the "location quotient" technique, to roughly indicate the industrial structure, was suggested. Finally, a method to evaluate the various conditions

affecting industrial location in the community was outlined.

In chapter four, using Chapin's criteria for judging the content of planning theories and Smith's concept of the planning process, a framework was developed to determine the planner's role in consideration of the operational definition of the rural community. A survey of the literature, concerning both public and private ideologies, was made to define the parameters, process and components of comprehensive planning. Finally, using Chapin's criteria, three comprehensive plans for rural communities in Kansas were analyzed to understand their effectiveness in analyzing the factors of economic change.

In chapter five, based upon the findings of the three previous chapters, conclusions and recommendations were made pertaining to needed revision of economic analysis in comprehensive planning for the rural community.

CHAPTER TWO  
A STUDY TO DETERMINE  
AN OPERATIONAL DEFINITION OF THE RURAL COMMUNITY

To develop an operational definition of the rural community, basic elements which cause the aggregation of man must be studied. Lewis Mumford discussed two major poles of human life, movement and settlement. Mumford concluded that movement was an indication of man's desire to satisfy his basic needs whereas settlement indicated the provision of those needs.<sup>1</sup> Therefore, to fully understand community development it became necessary to determine what basic needs drive man to settle and how he fulfills these needs.

What are man's basic needs? According to Mumford, the central location of the temple, granary and palace in ancient settlements were symbolic of the basic needs. First, the temple represented intangible social needs of religion, moral laws and social interaction within the village. Second, accumulation of scarce resources providing economic security, was symbolized by the granary. Third, the palace represented the need for political organization and authority, which would provide man with a well organized society and determine his place within it. Fourth, the central location of these structures indicated another basic need, man's physical orientation to the total community environment.

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<sup>1</sup>Lewis Mumford, The City in History: Its Origins, Its Transformations, and Its Prospects (New York: Harcourt, Brace and World, Inc., 1961), pp. 35-50.

A most logical means to understand the rural community would be to look at its development through each one of these four basic needs. In this sense, these major needs became viewpoints; or social, economic, political and physical aspects of community environment. In viewing the community through man's basic needs it was necessary to also understand the process which fulfilled those needs. Durkheim conceived the process of "organic solidarity" in which man became interdependent as a result of specialization.<sup>2</sup> It is apparent man could provide more abundant supplies of one need if he could barter for others. For example, farmers may provide economic sustenance to their rulers while, in turn, the rulers provide political security to farmers. As a result, these four basic needs, satisfied by the process of organic solidarity, welded humans together in a settlement.

In the following sections, concepts relating to each basic aspect were analyzed to provide a framework in which the key characteristics of the rural community may be operationally defined. Subsequent chapters will utilize this definition as a basis for analysis of major economic factors of change in, and comprehensive planning for the rural community.

#### I. SOCIAL ASPECTS OF THE RURAL COMMUNITY

In developing a framework for social aspects of the rural community, one must consider the entire spectrum of social values in terms of variables in the process of urbanization. Louis Wirth suggested three variables, in

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<sup>2</sup>T. Lynn Smith, The Sociology of Rural Life (New York: Harper and Brothers, 1953), p. 365.

that process, which reflect changing social values.<sup>3</sup> These were: (1) size of population, (2) density, and (3) degree of cultural heterogeneity in the community. Although these variables have some inter-relationships, Wirth believed they may independently represent varying degrees of social structure in the community.

With an increase in population certain social conditions are likely to evolve. As the number of people increase in a community, the chances of intimate social relations with everyone decreases. This inability for close social ties with the entire community leads individuals to attach themselves to groups within the community which have similar social backgrounds: such as ethnic, religious, racial, occupational and age groups. Robert Merton expanded this concept in discussing the "local influential" and the "cosmopolitan influential."<sup>4</sup> The first individual bases his social position on the quantity of persons with which he has intimate social contact, while the second is more dependent upon his knowledge and leadership abilities to advance his social position. It would seem the local influential could advance his social position more readily in a relatively small population while the cosmopolitan would exert more influence in larger population concentrations.

Inadvertently, increased population size may also become highly related to increased specialization and interdependency. The individual in a larger city would have a tendency to group with persons of similar, more specialized, socio-economic backgrounds than an individual in a smaller population. Thus, this group of individuals in a large city would

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<sup>3</sup>Roland L. Warren (ed.), Perspectives on the American Community: A Book of Readings (Chicago: Rand McNally and Company, 1966), pp. 44-53.

<sup>4</sup>Edward C. Banfield and James Q. Wilson, City Politics (New York: Random House, 1963), pp. 56-58.

tend to become more interdependent with other groups in the city. Also, Wirth suggested that this specialization leads to social segregation within the larger community which results in fewer moral restraints, thereby requiring increased formal laws to maintain social order.

The density of a community is closely related to population size. For example, increased population requires a higher concentration of services and population because of the need for proximity of services to people. However, Wirth suggested that density of activities may be an independent determinant of social values in the community. Individuals or groups living in extreme physical proximity to other social groups, with dissimilar social values, may develop social antagonisms toward those groups. James Coleman, in the study of community conflict, found that a probable result of any conflict was that groups, with dissimilar social values, tended to segregate.<sup>5</sup> Consequently, when conflict does arise in high density areas, in which physical proximity may be a further antagonism, the social structure of the community may become extremely "polarized."

From previous discussion, it appears that degree of heterogeneity is dependent upon increased population size and density. However, Wirth suggested that heterogeneity may exist in a community in lieu of a large population and high density. Increased social and physical mobility of an individual having contact with diverse social groups may result in a wide range of influences upon that individual. Consequently, this diversity of groups in a community may reduce an individual's effectiveness in

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<sup>5</sup>James Coleman, *Community Conflict* (Glencoe: The Free Press, 1957) p. 12.

any one group and lead to social instability and insecurity of his values.

Using these three variables; population, density and degree of heterogeneity, this author attempted to define the social structure of the rural community.

First, it was necessary to estimate the population range which would most likely represent the rural community. Assuming the rural community is small, it was important to approximate the minimum number of people which could support the essential functions within a community. For example, R. E. Dickinson suggested that a bank might require a population of 500 people, a doctor may require 1,000 people and a good local school system would require approximately 3,000 people to support its functions.<sup>6</sup> In a report to Congress on the necessity of rural planning, Ellender wrote that "in most such functional communities, the total population will be large enough so that there are enough users of each essential service to justify employing full-time resident specialists in a wide variety of medical and education services, local government services, economic activities, and the like."<sup>7</sup>

Accepting the postulate that a functional community, with the aid of surrounding areas, must support essential activities; this author has selected 2,500 people as an approximate minimum size for analysis at the rural community in this study. Also accepting another finding of Ellender's, that "towns of even 10,000 are scarce" in rural oriented areas, this figure

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<sup>6</sup>Robert E. Dickinson, City and Region: A Geographical Interpretation, (London: Routledge and Kegan Paul, Ltd., 1964), p. 106.

<sup>7</sup>U.S., Congress, Senate, Committee of Agriculture and Forestry, Community Development District Act of 1967, 90th Congress, 1st Session, 1967, Senate Report 214, p. 11.

was selected as an approximate maximum population for analysis at the rural community in this study.

Since the rural community would likely have a relatively small population; it is probable that its residents would have more social contact, fewer overt conflicts, a higher degree of moral laws and increased prestige of the "local influential" than in larger cities. These characteristics were expanded by Vidich and Bensman, in that local citizens in the rural community often rely upon personal relationships and favors to maintain their social position in the community.<sup>8</sup>

Considering density as a variable in social values it is safe to assume that, with the sparsity of rural settlements, physical density would be relatively low. This is augmented by the in-migration of many retired farmers, pursuing subsistence farming or gardening, and the relatively low land values in the rural community.<sup>9</sup> With this low density, there is little likelihood of extreme physical proximity, thereby reducing further the change of overt social conflict in the rural community.

The most apparent characteristic in the rural community is its socio-economic homogeneity. A prevalent loss of the younger, productive age groups from most rural communities, increase the percentages of older, less productive people, with low-fixed incomes, and may result in predominant social values of status quo or the traditional form of living.<sup>10</sup>

<sup>8</sup> Arthur J. Vidich and Joseph Bensman, Small Town in Mass Society: Class, Power, and Religion in a Rural Community (New York: Doubleday and Company, Inc., 1960), pp. 53-60.

<sup>9</sup> Ibid., p. 67.

<sup>10</sup> Robert E. Agger, Daniel Goldrich, and Bert E. Swanson, The Rulers and the Ruled: Political Power and Impotence in American Communities (New York: John Wiley and Sons, Inc., 1964), p. 131.



Another major reason for this social homogeneity is the predominance of one major industry, agriculture. Almost every social and economic activity in the community is directly or indirectly related to farming. Since agriculture may be becoming big business rather than a "way of life," farmers will tend to have fewer and fewer social ties to the community.<sup>11</sup> If this is true, it is likely that citizens of the rural community would become more socially and economically dependent upon one another.

In conclusion, the key social and, to some extent, economic aspects of the rural community are; (1) an approximate population range of 2,500 to 10,000; (2) a relative or absolute population decline caused by the outmigration of the young productive age groups; (3) an increased percent of older, less productive citizens with low-fixed incomes and traditional values; and (4) social homogeneity, caused by increased uniformity in the population in the community and the economic predominance of a single major industry, agriculture.

## II. ECONOMIC ASPECTS OF THE RURAL COMMUNITY

The social characteristics of the rural community may be quite different from its economic structure. It was apparent in the last section that adverse economic conditions created certain social values. However, the economy of a community cannot always be associated with social values. It is important to consider concepts of economic change in the rural community, from which its characteristics may be selected.

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<sup>11</sup>Smith, loc. cit., p. 313.

Many processes of economic development have been postulated.

Perloff found three basic periods of growth, which were; "(1) the early agricultural period, (2) the minerals period spurring the growth of manufacturing, and (3) . . . the 'amenity' resources period which has greatly enlarged the scope of service activities."<sup>12</sup> Although Perloff's findings seemed valid, their basic divisions were too general. Wilbur Thompson developed five stages of economic growth, in which he assumed the community's economy was based upon its ability to export commodities and services. Thompson identified these stages as:

First, the Stage of Export Specialization in which the local economy is the lengthened shadow of a single dominant industry or even a single firm. This initial stage gives way with growth and size to the Stage of Export Complex in which local production broadens to other products and/or deepens by extending forward or backward in the stages of production, by adding local suppliers and/or consumers of intermediate products. Next, the Stage of Economic Maturation follows, in which the principal expansion of local activity is in the direction of replacing imports with new 'own use' production; the local economy fills out in range and quality of both business and consumer services. Fourth, the Stage of Regional Metropolis is reached, when the local economy becomes a node connecting and controlling neighboring cities, once rivals and now satellites, and the export of services becomes a major economic function. One more common phase is the Stage of Technical-Professional Virtuosity; national eminence in some specialized skill or economic function is achieved.<sup>13</sup>

Although Thompson's model was based upon a valid concept of export base, it lacks specific relationship to the development of the rural community. A more specific concept of rural economic development was conceived by Edgar Hoover and Joseph Fisher. They outlined five stages

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<sup>12</sup> Harvey S. Perloff, How A Region Grows: Area Development in the U.S. Economy, A Report to the Committee For Economic Development, Supplementary Paper 17 (New York: Committee for Economic Development, 1963), p. 37.

<sup>13</sup> Thompson, op. cit., pp. 15-16.

of economic development of a rural community.

1. The first stage in the economic history of most regions is one of a self-sufficient subsistence economy in which there is little investment or trade. The basic agricultural stratum of population is simply located according to the distribution of natural resources.
2. With improvements in transport, the region develops some trade and local specialization. 'A second stratum of population comes into being, carrying on simple village industries for the farmers. Since the materials, the market and the labor are all furnished originally by the agricultural populations, the new industrial superstructure is located with reference to that basic stratum.'
3. With the increase of interregional trade, a region tends to move through a succession of agricultural crops from extensive grazing to cereal production to fruit-growing, dairy farming and truck gardening.
4. With increased population and diminishing returns in agriculture and other extractive industries, a region is forced to industrialize. .. Typically the early stages of industrialization are based on the products of agriculture...If industrialization is to continue, mineral and energy sources become critical.
5. A final stage of regional growth is reached when a region specialized in tertiary industries producing for export. Such a region exports to less advanced regions capital, skilled personnel and special services.<sup>14</sup>

Since thorough analysis will be given to the factors which cause economic change in subsequent discussion, only a descriptive framework was necessary in defining the economic characteristics of the rural community. In evaluation of the three models presented above, the Hoover and Fisher model seemed most appropriate for a descriptive framework. An important note to this model is that achieving a certain stage in development does not guarantee attainment of the next higher stage. The economy of a rural community may move from one stage to any other or remain at its present

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<sup>14</sup> Universities-National Bureau Committee for Economic Research, Problems in the Study of Economic Growth, p. 180, Paraphrased by Douglas C. North, "Location Theory and Regions Economic Growth," Regional Development and Planning: A Reader, Edited by John Friedmann and William Alonso (Cambridge: The M. I. T. Press, 1964), p. 241.

level of economic development.

In defining the economic characteristics of the rural community, one must consider the environment of socio-economic aspects in which agriculture is the predominant element of the economy. Therefore, the most likely stage of economic development in the Hoover model is stage two, which indicated a "second stratum of population." This second stratum apparently refers to any type of settlement which has the primary task of providing services to the "basic stratum", agriculture. C. G. Galpin expanded this concept by finding that "surrounding each town there was an area in which the farmhouses depended on the town centres for certain regular services. These services were: general trade, banking, newspaper, ...school, church and library."<sup>15</sup>

Assuming that retail trade and services are major economic activities in the rural community, another means of describing the economic characteristics was by its functional classification. In an attempt to classify all types of cities in terms of employment, the economic classification of communities was developed by Howard J. Nelson and modified by Victor Jones and associates.<sup>16</sup> These classifications were as follows:

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<sup>15</sup> C. G. Galpin, "Social Anatomy of an Agricultural Community", Research Bulletin 34, Agricultural Experiment Station of the University of Wisconsin, Quoted by Dickinson, *op. cit.*, p. 103.

<sup>16</sup> Howard J. Nelson, "A Service Classification of American Cities," *Economic Geography*, Vol. 31, p. 195, 1955, Quoted by Raymond E. Murphy, *The American City: An Urban Geography* (New York: McGraw-Hill Book Company, 1966), p. 118.

TABLE I. Averages and standard deviation in percentages at total labor force for selected activity groups in 1950

	Manufacturing	Retail trade	Professional service	Transportation and communication	Personal service	Public administration	Wholesale trade	Finance insurance, and real estate	Mining
Average	27.07	19.23	11.09	7.12	6.20	4.58	3.85	3.19	1.62
Standard deviation	16.04	3.63	5.89	4.58	2.07	3.48	2.14	1.25	5.01
Average plus 1 SD	43.11	22.86	16.98	11.70	8.27	8.06	5.99	4.44	6.63
Average plus 2 SD	59.15	26.49	22.87	16.28	10.34	11.54	8.13	5.69	11.64
Average plus 3 SD	75.19	30.12	28.76	20.86	12.41	15.02	10.27	6.94	16.65

In conclusion, it would seem that the rural community would have the highest standard deviations in retail trade, professional services and personal services. Causing a parallel decline in service, since agricultural employment is declining, the economy of the rural community may be unstable. This trend of instability indicates that some rural communities may not be able to exist, with competition from larger, more distant and diversified regional trade centers for services demanded by agriculture production.

### III. POLITICAL ASPECTS OF THE RURAL COMMUNITY

As many political scientists realize, the formal government within the community is not a political entity in itself. The action of local government reflects the predominant socio-economic values within the community and, to some extent, state and national policies. Oliver Williams and Charles Adrian found the political process established in four basic images of local government functions. These were; "(1) promoting economic growth, (2) providing and securing life's amenities, (3) maintaining

traditional services and (4) arbitrating conflicting interests."<sup>17</sup>

It is possible that all four images exist, in varying degrees, within a local political structure. However, one of these types is likely to dominate the system of government in the rural community. Thus, it was necessary to study each type and the characteristics of the group which advocates that image.

First, the interest which advocates promoting economic growth believes a tangible demonstration of superiority, through increased population and industrial growth, is necessary for their community. There is an analogy between private corporations and the municipal corporation of the community. Normally, groups which seek this function of government are: businessmen, with local interests; public service companies, such as utilities; manufactures, who deal with local markets; labor unions and community property owners in general.<sup>18</sup> Sustaining a healthy local economy is most likely a demand of the economic activities in which these groups and individuals are engaged.

Another major interest believes providing and securing life's amenities are essential. Placing the consumer before the producer, these interests feel that industrial development "breeds complexities which, in turn, deny the possibilities of certain styles of life."<sup>19</sup> Normally, this image of government is not a dominant political interest because it is difficult to justify its position economically. According to Williams

<sup>17</sup> Oliver P. Williams and Charles Adrian, Four Cities: A Study in Comparative Policy Making (Philadelphia: University of Pennsylvania Press, Fels Institute Series, 1963), pp. 25-32.

<sup>18</sup> Banfield and Wilson, op. cit., p. 54.

<sup>19</sup> Williams and Adrian, op. cit., p. 28.

and Adrian, these interests represent the socio-economic desires of the middle-to upper-class suburbanite.

Maintaining traditional services is possible the most conservative image of government. Tax increases and increased government spending are seldom justified unless these actions maintain the status quo. This ideology advocates the view of minimum government involvement and control, with maximum private allocation of resources. Normally, groups which support this image of government are retired home owners with low-fixed incomes.

Finally, arbitrating conflicting interests, as a function of local government, is normally advocated by minority groups who lack the power to gain acceptance of their ideologies. Williams and Adrian suggested that these values are most openly expressed in larger cities where such groups are large enough to operate.

Recalling the increased percentage of older people, with low-fixed incomes, and increased uniformity in social values caused, in part, by economic instability of the rural community; its local government would most likely be dominated by interests to maintain traditional services. Expanding this concept, Vidich and Bensman found that dominant political interests in the rural community favors; a low expenditure tax base, promotes high consensus on most decisions and has an unorganized desire for economic progress.<sup>20</sup> The three other images of government would also be present in the political structure of the rural community. However, since economic growth interests and values to secure life's amenities demand expenditures beyond traditional costs, both of these groups would be relatively insignificant in the political system. While

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<sup>20</sup>Vidich and Bensman, op. cit., pp. 112-121.

arbitrating conflicting interests is an essential part of government, Vidich and Bensman found this local function was often channelled to the responsibility of higher level governments and extra-legal groups within the community or avoided until the conflict dissipated.

Robert Agger and associates, also recognized this predominant value system of government in their study of the rural community. Agger was primarily concerned with the power shifts within the political structure but also developed a matrix of government regimes.<sup>21</sup>

FIGURE 1

## MATRIX OF GOVERNMENT REGIMES

		Problems of Sanction Being Applied	
		Low	High
Sense of Electoral Potency	High	Developed Democracy	Guided Democracy
	Low	Underdeveloped Democracy	Oligarchy

In the study of "Farndale", Agger found a high degree of conservative economic and social sanctions imposed by the community leaders and a high sense of electoral potency in which the majority of the community voted in local elections. As a result, he designated this rural government a "guided democracy."

Agger also noted the dominant value group in "Farndale" was the "white Anglo-Saxon Protestant." Edward Banfield and James Wilson suggested the values of this group place "emphasis upon the obligation of the individual

<sup>21</sup>Agger, Goldrich and Swanson, *op. cit.*, p. 356.



to participate in public affairs and to seek the good of the community 'as a whole'.<sup>22</sup> This statement definitely supports Agger's findings concerning the high sense of electoral potency. However, Vidich and Bensman in a study of rural voting habits, indicated that voting percentages are low in the rural areas because of a relatively stable political system. In any case, all of these studies agree there is a high degree of sanctions imposed by local leaders. This means the rural community government may fall somewhere on a continuum between a guided democracy and an oligarchy.

Who are the local leaders of the rural community? In a study of community power structure, Floyd Hunter suggested that "businessmen are the community leaders...as they are in other cities. Wealth, social prestige, and political machinery are functional to the wielding of power by the business leaders of the community."<sup>23</sup> Another study found that the "elected officials of village government are with but few exceptions local businessmen."<sup>24</sup> In accordance with the conservative attitudes in the rural community, these findings would correspond with the dominant value system in rural government to maintain traditional services.

In conclusion, the political aspects of the rural community seem to favor individual economic personalities and social conformity rather than ideological conflicts, as might be found in large cities. This indicates that conflicts tend to be formally avoided and major decisions are handled by higher levels of government or informal groups. In this sense,

<sup>22</sup>Banfield and Wilson, op. cit., p. 41.

<sup>23</sup>Floyd Hunter, Community Power Structure: A Study of Decision Makers (New York: Doubleday and Company, Inc., 1963), p. 81.

<sup>24</sup>Vidich and Bensman, op. cit., p. 119.

the rural community's political structure seems to be relatively unhealthy with little possibility for politically and economically ascendant groups to promote widespread change.

#### IV. PHYSICAL ASPECTS OF THE RURAL COMMUNITY

The physical arrangement of a community, in many ways, reflects the forces of the other basic aspects. However, physical development may cause change in itself. The construction of public facilities, reservoirs, highways and the like tend to cause dramatic change in the overall physical pattern and some change in the attitudes and incomes of the people of the community. Therefore, adequate study of the rural community, necessitates analysis of the physical aspects.

In developing the general framework of physical aspects, this paper is primarily interested in the internal physical arrangement of the activities in the rural community. Park and Burges developed the classic model of concentric zones. The model postulated the economic and cultural groupings in the city, created by the outward movement of the more affluent activities. FIGURE IIA, on the following page, schematically illustrates this concept.<sup>25</sup>

A second interpretation of city growth was developed by Homer Hoyt. Particularly interested in rent patterns of residential development, Hoyt found the growth of residences tended to move away from the central core of the city in "sectors." The diagram, FIGURE IIB, graphically illustrates Hoyt's model.<sup>26</sup>

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<sup>25</sup>Dickinson, op. cit., p. 126.

<sup>26</sup>Ibid., p. 128.

FIGURE II

CONCEPTS OF THE PHYSICAL PATTERN OF CITIES<sup>a</sup>

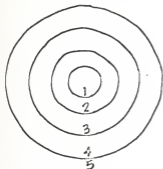


FIGURE IIA - The Park and Burgess Concentric Zone Concept

1. The central business district
2. Zone of transition and physical decay
3. The worker's housing and factory zone
4. The high-class apartment and single-family zone
5. The commuter's zone of suburban areas and satellite cities

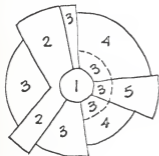


FIGURE IIB - The Hoyt Sector Concept

1. The central business district
2. Wholesale light manufacturing
3. Low-class residential
4. Medium-class residential
5. High-class residential



FIGURE IIC - The Harris and Ullman Multiple-Nuclei Concept

1. The central business district
2. Wholesale light manufacturing
3. Low-class residential
4. Medium-class residential
5. High-class residential
6. Heavy manufacturing
7. Outlying business district
8. Residential suburbs
9. Industrial suburb
10. Commuter's zone

<sup>a</sup>Dickinson, *op. cit.*, p. 126

Finally, Harris and Ullman postulated that physical development took place around several distinct nodes rather than a single core. Their concept was that "multiple nuclei" were specialized activities and consequently located according to their particular location needs. FIGURE IIC illustrates this model.<sup>27</sup>

In an attempt to modify the Park and Burgess model, M. R. Davie developed a definition of the physical pattern of the city which includes some parts of all three of the models in FIGURE II. According to Davie communities were consistent in certain elements of physical arrangement.<sup>28</sup> These were:

- (1) a central business district, irregular in size and often more square or rectangular than circular;
- (2) areas of commercial land use extending out the radial streets from the central business district and concentrating at strategic points elsewhere;
- (3) industry located near lines or transportation by water or rail;
- (4) low-grade housing near industrial and transportation areas;
- and (5) second- and first-class housing almost anywhere else.

More specifically Raymond Murphy delineated the arrangement of commercial and industrial activities in relation to the physical features of a community. FIGURES IIIA and IIIB illustrates his findings.<sup>29</sup>

In consideration of the previously defined social, economic and political characteristics and the framework of physical development, the following summary was developed to define the physical characteristics of the rural community.

<sup>27</sup>Ibid.,

<sup>28</sup>Raymond E. Murphy, The American City: An Urban Geography (New York: McGraw-Hill Book Company, 1966), p. 209.

<sup>29</sup>Ibid., p. 261, 340.

FIGURE III

EXAMPLES OF INDUSTRIAL AND COMMERCIAL DEVELOPMENT<sup>a</sup>

FIGURE IIIA Schematic diagram of a middle-sized American manufacturing city, showing examples of the various situations in which plants typically occur. Numbers and letters refer as follows: Older developments: 1, manufacturing district (a, on waterfront, b, at waterfall, c, on railroad); 2, central business district (a, light manufacturing serving the central business district, b, loft-type factories in outer portion); 3, scattered factories in residential areas; More recent developments: 4, industrial district resulting from clearance and redevelopment, may or may not be organized or planned; 5, outlying industrial area, may or may not be organized or planned. Approximate edge of central business district is marked by broken-line circle; dotted line sets off zone of loft factories.

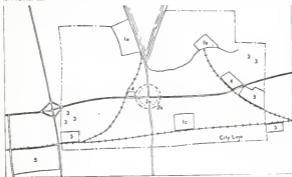


FIGURE IIIB

Schematic diagram of commercial structure of an American urban area showing examples of the various type areas in which business establishments characteristically occur. Numbers and letters refer as follows: 1, central business district; 2, outlying business center; 2a, controlled outlying business center; 3, principal business thoroughfare; 4, neighborhood business street; 5, isolated store cluster; 6, controlled regional shopping center; 7, railroad-oriented wholesaling area; 8, newer, highway-oriented wholesale development.



<sup>a</sup>Ibid., p. 209.

1. The central business district in the rural community, unlike the larger city, still retains most of the small commercial establishments dealing in daily consumer products. However, the shape of the central business is much the same as the larger city, except it is much smaller in scale.

2. The extension of commercial land use along radial streets does not necessarily indicate economic growth, which may be the case in larger cities. Instead, the extension is probably caused by need to relocate existing businesses in relation to modern transportation systems, i.e. new highways.

3. Although there is some industry in the rural community, it is normally directly or indirectly related to agricultural production. Consequently, these activities would most often locate near major transportation routes to agricultural production areas.

4. Low-grade housing may be located near industrial areas. However, due to cheaper land values around the community and its relative small scale, these people may be dispersed over the countryside.

5. Second- and first-class housing are located primarily in accordance with land values, which reflect the social and physical amenities of the community. However, reduced social stratification and less extensive public services may cause a mixture of the two classes more readily than in the large city.

#### V. OPERATIONAL DEFINITION OF THE RURAL COMMUNITY

In reflection of the analysis of the four major aspects of the rural community, this author has attempted to combine the key aspects into an operational definition. This definition will be utilized in subsequent chapters for the analysis of factors of economic change in and comprehensive planning for the rural community.

Social

- A. There is a relative or absolute population decline in the surrounding rural areas and, sometimes, the community itself.
- B. The outmigration of the younger age groups, in search of employment, has increased the percent of older, less productive people, with low-fixed incomes, in the rural community.
- C. Social homogeneity, caused by the increased uniformity in the population and the economic predominance of a single major industry, agriculture; is a prevalent characteristic.
- D. The approximate population range of the rural community is 2,500 to 10,000 people.

Economic

- A. The rural community is predominantly a retail and service center for agriculture and lacks a diversification of other major industries.
- B. The decline in agricultural employment and the increased competition from larger regional trade centers has caused economic instability in the rural community by reducing the demand for retail and service activities.

Political

- A. The community government is dominated by interests, primarily local businessmen, which advocate maintaining traditional services, with no apparent organization for promotion of economic growth.

Physical

- A. The physical pattern of the community is similar to the larger city. However, its development is stagnant and changing physical relationships are probably caused by the shift of existing businesses to more competitive locations.

## CHAPTER THREE

### FACTORS OF ECONOMIC CHANGE

The key characteristic of the rural community is the economic instability reflected in the outmigration of the productive age groups, causing a relative or sometimes absolute population decline. Further implication of this instability was noted in social dependency and political conservatism of the people. More explicit, however, is the physical stagnation which is indicated by lack of new construction, inadequate public facilities and the general lack of physical growth in the community.

One solution to these conditions was the organized development of a diversified industrial base to absorb the unemployment in rural areas. Therefore, it was not only necessary to determine influences of economic change in the rural community, but develop a method to study its industrial potential.<sup>1</sup> To approach this objective in an orderly manner, this chapter will seek to answer one prevalent question. What major factors cause change in the community? Upon answering this question, it will be possible to consider the general effect of comprehensive planning upon the economic potential of the rural community.

In analysis of the economic characteristics of the rural community, the five stages of economic development, developed by Hoover were outlined. The rural community was found to approximate the second stage of development which is a second stratum at population servicing the basic stratum,

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<sup>1</sup>Due to the technical aspects of the method to study Industrial potential, the procedure, assumptions and example study appear in Appendix A.



agriculture. In a critical analysis of the importance of these stages in defining the causes of economic change, Douglas North says that "(1)... (These stages) fail to provide any insights into the causes of growth and change. A theory of regional economic growth should clearly focus on the critical factors that implement or impede development. (2) Furthermore, if we want a normative model of how regions should grow...then this sequence of stages is misleading in the emphasis it places on the need for industrialization."<sup>2</sup>

Therefore, this author studied several concepts pertaining to cause of economic change. Harvey Perloff's factors of economic development were found to be the most comprehensive.<sup>3</sup> These factors were modified into three major categories of change, which are:

1. The impact of key international, national and regional "change initiating forces"; such as tastes, job decisions, technology, strategically important institutional changes and natural resource endowment which, to some extent, independently cause change in the economic structure of an area.
2. The industrial structure of a community, pertaining to the degree of export activities and their linkages, and the extent to which the area has "shared" in national growth or "shifted" in its relative position to other areas.
3. The nature of individual communities, such as regional facilities, internal market size, local leadership, socio-economic stability and the

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<sup>2</sup>Douglass C. North, "Location Theory and Regional Economic Growth," Regional Development and Planning: A Reader, Edited by John Friedmann and William Alonso (Cambridge: The M.I.T. Press, 1964), p. 242.

<sup>3</sup>Perloff, op. cit., p. 21.

like; which may be referred to as the "relative cumulative advantage" of a community.

#### I. IMPACT OF CHANGE INITIATING FORCES

In the analysis of change initiating forces it was necessary to more fully define industry in terms of three major types, primary, secondary and tertiary. Primary activities are extractive industries which include agriculture, mining and forestry. Manufacturing, of all types, is included in secondary activities. Tertiary activities include services such as trade, government, finance and the like.

Briefly analyzing the existing national employment trends of these three activities, it was possible to gain some impression of the effect of change initiating forces upon the economy of the rural community. The following table illustrated these trends.

TABLE 2. NATIONAL EMPLOYMENT CHANGES BETWEEN 1950 AND 1960  
IN MAJOR PRIMARY, SECONDARY AND TERTIARY ACTIVITIES<sup>a</sup>

Activities		Employment (000)		
		1950	1960	%Change
<u>Primary</u>	Agriculture	6,909	4,256	-38.4
	Mining	930	654	-28.8
<u>Secondary</u>	Manufacturing	14,685	17,513	19.3
	Durables	7,763	9,829	26.6
	Non-durables	6,921	7,684	11.0
<u>Tertiary</u>	Construction	3,458	3,816	10.4
	Trans. & Utilities	4,450	4,458	0.0
	Wholesale & Retail	10,507	11,793	12.2
	Fin., Ins., & R.E.	1,920	2,695	40.4
	Services & Misc.	5,077	6,637	30.7
	Government	6,062	8,455	40.3

<sup>a</sup>Calculated from: U. S. Department of Commerce, Bureau of the Census, Census of Population: 1950 and 1960 (Washington: U. S. Government Printing Office, Vol. I, Part 1, General Social and Economic Characteristics, p. 1-233).

Noting the marked decline in agricultural employment in his analysis of the national economy, Perloff disclosed six long term trends which could provide reasons for this decline.<sup>4</sup> These trends were paraphrased as follows:

- 1) There are definite indications that the agricultural sector is becoming more specialized with many activities being taken over by the manufacturing and service sectors.
- 2) The value added by extended processing of farm products, before they reach the consumer, has caused higher prices without an equal increase to the farmer.
- 3) Higher technology has greatly reduced the importance of agricultural employment.
- 4) Demand and consumption of farm products does not increase as income rises for the consumer. Although retail food prices have increased proportionate to rising incomes, due to the increased demand for processing and servicing.
- 5) Agricultural foreign exports have witnessed a long term decline.
- 6) Many synthetic products have caused increased competition with the agricultural sector. For example, synthetic fibers have greatly reduced the output and demand for cotton.

One must also recognize that these change initiating forces are acting to increase secondary and tertiary employment. This growth, however, does not present the full meaning of the impact of these activities upon the community.

Tertiary or service industries are highly related to the existing economic structure of a community. This indicates these activities are a dependent factor of economic change, meaning they will not stimulate growth in themselves. However, there are increasing numbers of tertiary activities - such as colleges, resorts, government and the like -

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<sup>4</sup>Perloff, op. cit., pp. 91-93.

whose functions stimulate economic change in a community. With limited available research on the impact of tertiary activities and since they are "predominantly a metropolitan phenomena," little analysis was made of their impact upon the economy of the rural community.<sup>5</sup>

Manufacturing, on the other hand, normally provides goods to a fairly large market area and, for reasons in subsequent analysis, becomes a stimulus to economic change in the community. More than tertiary activities, however, manufacturing requires complex linkages of goods and services, in terms of internal and external economies. This limits the rapid movement of manufacturing activities and, consequently, they do not relocate as easily as tertiary activities. Even in consideration of this limitation, manufacturing may have the most important impact upon economic change of the rural community.

Implicit in trends of all three major activities are changing population characteristics, international and national policies, technological advance and natural resource allocation. Not only are average incomes rising but there are more retired people, which may locate in regard to amenities instead of employment. This creates a totally new market beyond the constraints of traditional economic structure. Secondly, foreign policy and federal involvement in industry may, to some extent, impede or implement the growth of certain industries. Third, technological advancement, with development of more efficient production methods, may change the consumption or production habits of certain commodities. Finally, the natural resources, such as water, minerals, climate and the

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<sup>5</sup>Raymond P. Cuzzort, Suburbanization of Service Industries Within Standard Metropolitan Areas (Oxford, Ohio; Scripps Foundation, 1955), p. 31.

like must be accepted as given conditions in their influence upon the development of industries. As a result of these change initiating forces, economic change is, to some extent, independently influenced beyond the endeavors of any particular region or community.

## II. THE INDUSTRIAL STRUCTURE OF A COMMUNITY

The second major factor of economic change is the industrial structure of an area. The economic capabilities of individual industries in a community is reflected in the community's "share" of those industries, compared to their national or regional counterparts, and the amount they have "shifted" in relation to other areas.<sup>6</sup> For example, when agricultural employment declines nationally a rural area is expected to proportionally share this decline, depending on whether it has increased or decreased production in that particular sector.

Another way to consider the capabilities of industries in a community is in terms of its ability to export goods and services from the area and its individual scale economies. Among the most popular means of studying the industrial structure of a community is the economic base analysis. The purpose of this type of analysis is to determine what industries create net earnings for the community. Most often industries are divided into two major types, which are "basic" and "non-basic". Richard Andrews defines basic industries as those local activities which create a movement of goods, services and capital to the non-local consumer to local goods, services and capital. Non-basic activities,

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<sup>6</sup>For an expanded discussion of this concept, refer to Perloff, op. cit., pp. 63-77.

on the other hand, provide locally produced goods, services and capital to the local consumer.<sup>7</sup>

Douglass North contends that basic activities are essential to economic growth because they provide money flow into the community.<sup>8</sup> A proponent of North's postulate is Wilbur Thompson, who developed a model in which he outlined sequential stages of economic development of a community.<sup>9</sup> Refer to FIGURE IV on the following page. Thompson assumed the catalyst to growth was the location of a basic activity within the local economy. This activity (meat products firm) provides new demands for labor, materials and services and pays for these commodities with new capital from outside the community. The by-products generated by the initial firm attracts another basic activity (shoe firms) which increases local service demands again. Finally, as consumer expenditures for local goods exceed the payrolls of the basic activities, non-basic activities are stimulated to produce sufficient quantities to compete on a regional or national basis.

Charles Tiebout, in a study of regional development, agreed with North and Thompson that an expanding basic activity, which brings new capital into a community, is a necessary condition to economic growth. However, he did not agree that the basic activity's location is independent from non-basic industries. Tiebout contended that "Location theory . . . will work only if factor costs are known. The determination of factor

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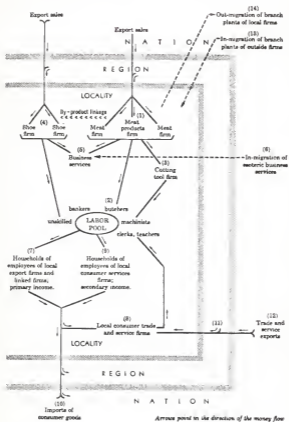
<sup>7</sup>Richard B. Andrews. "Mechanics of the Urban Economic Base: A Classification of Base Types," Edited by Ralph W. Pfouts, The Techniques of Urban Economic Analysis (West Trenton: Chandler-Davis Publishing Company, 1960), pp. 52-63.

<sup>8</sup>North, op. cit., p. 254.

<sup>9</sup>Thompson, op. cit., pp. 11-15.

FIGURE IV

SEQUENTIAL STAGES OF ECONOMIC GROWTH  
IN A COMMUNITY<sup>8</sup>



<sup>8</sup>Thompson, *op. cit.*, p. 13.

costs depends in part on the nature of the region's residentiary (non-basic) activities....There is no reason to assume," Tiebout continued, "that exports are the sole or even the most important autonomous variable determining regional income."<sup>10</sup>

Along this line of thought, it was necessary to understand the interdependency of basic activities with other basic and non-basic activities in the local economy. The "internal economies" of some activities may force them to locate in terms of necessary "external economies". For example, the scale of an activity may prohibit full time employment of a highly skilled employee, whose presence is necessary for a profitable operation. The most likely solution would be to locate where that activity could share that employee with other firms having the same needs. Edgar Hoover illustrated this principle of internal economies as "multiples"<sup>11</sup> or the "minimum efficient capacity of any kind of productive apparatus" within an industry. Hoover suggested that a large scale activity may be able to provide more of its production apparatus internally and more efficiently. One might conclude that larger activities would be freer to relocate than smaller ones. This conclusion may be correct in that large industries could expand branch operations to new locations. However, Hoover noted that the main operations of large industries create even more specialized external economies, which inhibits the migration of the total industry.

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<sup>10</sup>Charles M. Tiebout, "Exports and Regional Economic Growth," Regional Development and Planning: A Reader, Edited by John Friedmann and William Alonso (Cambridge: The M.I.T. Press, 1964), p. 259.

<sup>11</sup>Edgar M. Hoover, The Location of Economic Activity (New York: McGraw-Hill Book Company, 1948), p. 51.



Therefore, to fully comprehend the impact of industry upon the economy of a community; one must consider the local share of growing and declining activities in the region and nation. This consideration must be made in light of the export volumes of individual industries and their internal and external economies.

### III. THE NATURE OF INDIVIDUAL COMMUNITIES

The third major factor of economic change, nature of individual communities, is concerned with a broad range of aspects in the community. Economic change is not only dependent upon the economic aspects of a community, i.e. the industry structure. It must be stimulated in a social, political and physical environment susceptible to change. Some parts of this environment are considered given conditions, such as natural resources and the like, which fall in the category of change initiating forces. These given conditions may be affected very little by actions of the community. Therefore, it is the purpose of this section to analyze the controllable aspects of economic change - aside from the industrial structure and change initiating forces - which local leaders have some capabilities to modify.

Considering the broad range and complex interrelationships of these controllable aspects, it is impossible to thoroughly analyze all conditions which cause economic change in the community. However, a basic manufacturing activity, with healthy internal and external economies, would most likely have greatest impact on the economy of a community. Therefore, a few generalities may be drawn concerning the location of manufacturing in the community.

Leonard Yassen, in the study of location of manufacturing, suggested some major controllable aspects in plant location were; (1) local administration, (2) public and private facilities, (3) local labor and (4) overall community attitude.<sup>12</sup>

What conditions are likely to be essential in these factors to attract new manufacturing activities? Local administration might include such functions as; providing industrial development organizations, financially assisting new industries, promoting a favorable tax structure, organizing land controls and providing adequate labor administration. Adequate public and private facilities, such as; transportation systems, water supply, sewerage facilities, utilities, shopping centers, schools and the like, provide a physical demonstration encouraging industrial development. Availability, competitive wages, stability and entrepreneurial skills of the local labor force are also positive conditions in attracting new manufacturing activities.

Perhaps the most incalculable condition to economic change is overall community attitude. In many cases, the citizens of a community will have to absorb the debt incurred by new industry. Also, it is possible that the traditional social values of the people will be in jeopardy, due to the influx of different social groups from outside the community. In any case, the overall attitude of the people must be a willing and acceptive one, if new industry is to locate in that community.

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<sup>12</sup> Leonard C. Yassen, Plant Location (New York: American Research Council, 1960), pp. 132-145.

The importance of these factors to community economic change, does not lie solely in the fact they may exist, but in recognition of their existence by the community and by industries capable of investing their activities into the community. The realization of capabilities and limitations of these factors, outlined in an orderly fashion, may implement economic change more readily than piecemeal knowledge of their existence. It is at this point that planned community development is imperative.

## CHAPTER FOUR

### COMPREHENSIVE PLANNING FOR THE RURAL COMMUNITY

With the prevalent trend of urbanization many professions, including planners, have focused their attention on metropolitan areas. This focus is caused by a variety of influences but two reasons predominate: (1) the large city, with its diverse socio-economic structure, presents an image of adventure and probably success, and (2) a highly technical profession, like planning, is more easily absorbed into the complexed economy of the metropolis.<sup>1</sup>

What about the rural community? What attractiveness does it offer the planner? As Herbert Gamberg skillfully pointed out, the planner's image of rural areas is that they lack glamour, seldom offer success and normally provide a "genuine antagonism to the experts, professors and 'intellectuals'."<sup>2</sup> This is augmented by the fact that many smaller communities are unable to employ top professionals and consequently employ "non-professionals" who handle problems far beyond their capabilities. This condition may lead to a community image that planning is ineffective and may cause further antagonism toward the planner.

Also an inherent cause for this lack of planning may be the desire for social homogeneity and political conservatism in rural areas. These

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<sup>1</sup>Herbert Gamberg, "The Professional and Policy Choices in Middle-Sized Cities," Journal of the American Institute of Planners, (May, 1966), pp. 174-177.

<sup>2</sup>Ibid.

characteristics are reflected in the predominant image of the role of rural local government in maintaining traditional services, through an efficient, low cost administration. In a study of the political stability of the rural community, Shanti Tangri recognized that rural areas normally have lower per capita income than larger cities. This difference, Tangri suggested, may be attributed to the highly "monetized" economic structure of urban areas where as rural areas are less oriented toward monetary flows.<sup>3</sup> Thus the small city is less likely to afford, or think it can afford, a skilled planning professional.

On the other hand, the professional may attain prestige within the community; not so much from how they might change the status quo, but because of "their imputed ability in manipulating the outside world."<sup>4</sup> As Robert Merton noted, the reputation of the "cosmopolitan influential" in the community is based on the quality of what he knows rather than who he knows in the local area.<sup>5</sup> Indeed, if the planner could be recognized in his role, many of the problems of the rural community might be more easily overcome.

Although it is not possible to analyze all aspects of planning for the rural community, this chapter will attempt to develop a sound recognition of the need for economic analysis in comprehensive planning for the rural community. Such a recognition will not only promote acceptance for the utility of planning in the rural community, but will

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<sup>3</sup>Shanti Tangri, "Urbanization, Political Stability, and Economic Growth," Regional Development and Planning: A Reader, Edited by John Friedmann and William Alonso (Cambridge: The M.I.T. Press, 1964), pp. 382-384.

<sup>4</sup>Vidich and Bensman, op. cit., p. 89.

<sup>5</sup>Banfield and Wilson, op. cit., pp. 56-58.

hopefully stimulate further research into adequate planning for the other aspects of rural communities. The basic purpose of this chapter is to answer three questions concerning the utilization of planning for the rural community, with specific emphasis upon economic analysis.

1. What should be the parameters, process, and components of comprehensive planning?
2. What should be the planner's role in comprehensive planning for the rural community?
3. How does existing rural community planning compare to these normative aspects?

#### I. THE PARAMETERS, PROCESS, AND COMPONENTS OF COMPREHENSIVE PLANNING

One of the major guides of future community actions, presently being utilized in the rural community, is comprehensive planning. The normative purpose of this tool is to guide essential overall change and development in the community. However, there is lack of a common concept of the meaning of comprehensive planning and as Herbert Smith suggested, "it is easily understood why the public can be convinced that practically anything is a proper comprehensive plan."<sup>6</sup> Therefore, the following discussion will present what should be the major parameters, process and components of comprehensive planning.

##### The Parameters of Comprehensive Planning

Before discussing the process and components of planning, one must understand the parameters to comprehensive planning. Stuart Chapin, in a review of planning theories, defined four abstract, but meaningful, criteria

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<sup>6</sup> Herbert E. Smith, The Citizen's Guide to Planning, (West Trenton: Chandler-Davis Publishing Company, 1962), p. 17.

for judging planning. He contended that planning must have; (1) a "dynamic aspect," (2) a method of "empirical verification." (3) an "internal logic and consistency," and (4) a "relation to reality."<sup>7</sup>

Planning must consider the dynamic relationships of the many variables and interests within the community. Modern living is somewhat different from conditions in the past. In the same way, future conditions will no doubt be dissimilar from the present. Therefore, it is imperative that pertinent trends be recognized and, with the most adequate means available, future variations estimated. Smith contended that planning cannot act as a "straitjacket" but must provide flexible proposals, within which the many variables may interact.<sup>8</sup>

Aside from the dynamic aspects, a second criterion to planning is empirical verification. Although the planner must use his judgment to estimate future conditions, he also needs a scientific method which will provide objectivity to his study. Considering the tremendous number of factors which affect change in the community and the limited time and finance for complete scientific analysis; the planner must often select and analyze only the key aspects of the community. However difficult this objectivity is to obtain, the planner must consider it as a primary guidepost to adequate planning.

Along this line of objectivity is the need for a logical and consistent analysis. Because inaccurate estimates and lack of scientific method may often mislead the analyst and cause gross errors, he must maintain an intuitive logic providing some degree of consistency with past conditions.

<sup>7</sup>F. Stuart Chapin, Jr., "Selected Theories of Urban Growth and Structure," Journal of the American Institute of Planners, XXX, (February, 1964), p. 51.

<sup>8</sup>Smith, loc. cit.

Finally, and perhaps the most emphasized criterion of planning is the need for association to reality. No matter how desirable and logical a proposal may be, it must fall within the acceptance of the decision makers to acknowledge and implement its purpose.

#### The Process of Comprehensive Planning

With knowledge of the general parameters of planning it is possible to study the planning process. Herbert Smith summarized the process in terms of three widely accepted stages; (1) an inventory of the community's assets and liabilities, (2) the determination of needs and desires established in the form of goals and (3) the formulation of programs and controls to attain these goals.<sup>9</sup>

Broadly defined, assets and liabilities refer not only to the tangible aspects of the community but the intangibles as well. There are two basic categories of information the planner must be concerned with, "facts" and "values". Facts are the purely objective statements of what exists, while values may be defined as subjective images or preferences. Although facts and values are difficult to distinguish, the ultimate success of planning may rest upon the planner's ability to do so. Paul Davidoff and Thomas Reiner postulated three basic relations of facts and values.<sup>10</sup>

- 1) Factual statements and their analysis invariably reflect the values of their makers; if only in the importance attached to them or the sequence in which they are studied.
- 2) Our personal experience shows that our values are colored by our understanding of the facts.

<sup>9</sup>Ibid.

<sup>10</sup>Paul Davidoff and Thomas A Reiner, "A Choice Theory of Planning," Journal of the American Institute of Planners, XXVIII, (May, 1962), pp. 103-115.



- 3) We can make factual assertions about values: for example, their distribution in a given group. Conversely, one can make value assertions about facts...."

Due to the necessity for objectivity, logic and reality in planning, the planner often rests his case upon the available facts to evaluate the existing conditions. On the other hand, local politicians often consider prevalent values as measures of what exists. Consequently, proper coordination between these two groups should result in adequate consideration of existing assets and liabilities of the community.

The second stage of the planning process, goal formulation, is again very crucial to successful planning. It rests primarily upon proper execution of the first stage, plus the planner's ability to conceive the dynamic aspects of the community. Many planners believe adequate goal formulation is the key to successful planning.<sup>11</sup> In this sense, goals should stimulate public acceptance with a clear aim for positive and essential change.

The final stage, implementation of goals, is the necessary step to reality. No matter how creative proposals might be, the required programs and controls will determine the ultimate effectiveness of the planning process. In essence, this implementation must interpret the public interests and planning proposals into a realistic program of action.

#### The Components of Comprehensive Planning

Considering the parameters and process of planning as qualifying statements, it was essential to determine the principal components which

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<sup>11</sup>Alan Altshuler, "The Goals of Comprehensive Planning," Journal of the American Institute of Planners, XXXI, (May, 1965), pp. 186-194.

enter into the composition of the comprehensive plan. This author analyzed both private and public concepts to define these principal components.

In general terms, a report carried out by Barton-Aschman Associates, outlined the basic components of the comprehensive plan as: (1) basic policies, (2) standards, (3) general plans, (4) specific plans and (5) programs.<sup>12</sup>

Expanding this concept, T. J. Kent noted that an urban general plan, or comprehensive plan, should develop the organization of components outlined in FIGURE V on the following page.<sup>13</sup>

Finally, in consideration of public concepts of comprehensive planning, the Kansas State Legislature enacted an enabling statute which permits cities in Kansas, to conduct a comprehensive planning study. The following is an excerpt from that statute.<sup>14</sup>

"...The planning commission shall make or cause to be made comprehensive surveys and studies of past and present conditions and trends relating to land use, population and building intensity, public facilities, transportation and transportation facilities, economic conditions, natural resources, and may include any other element deemed necessary to the comprehensive plan. Such proposed plan, which may in addition to a written text, include maps, plates, charts and other descriptive matter, shall show the commission's recommendations for the development or redevelopment of said territory including: (a) The general location, extent and relationship of the use of land for agriculture, residence, business, industry, recreation, education, public buildings and other community facilities, major utility facilities both public and private and any other use deemed necessary; (b) Population and building intensity standards and restrictions and

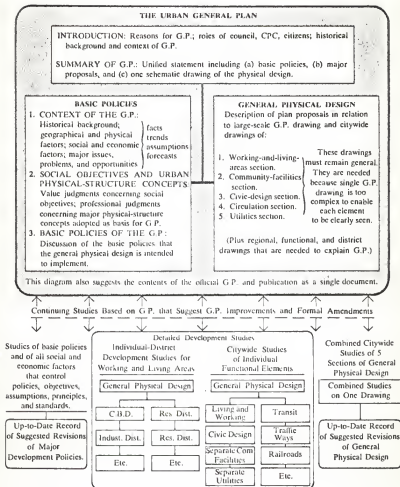
<sup>12</sup>Sears, Roebuck and Company, A, B, C's of Community Planning, A Report Prepared by Barton-Aschman Associates, Inc. (Chicago: The Community Planning Division of Sears, Roebuck and Company, 1962), p. 15.

<sup>13</sup>T. J. Kent, Jr., The Urban General Plan (San Francisco: Chandler Publishing Company, 1964) Edited by Victor Jones, p. 93.

<sup>14</sup>Kansas Planning Laws, 1965 (Topeka, Kansas: Kansas Department of Economic Development, June, 1965), pp. 31-32.

FIGURE V

COMPONENTS OF THE COMPREHENSIVE PLAN<sup>B</sup>



<sup>B</sup>Kent, *op. cit.*

the application of the same; (c) Public facilities including transportation facilities of all types whether publically or privately owned which relate to the transportation of persons or goods; (d) Public improvement programming based upon a determination of relative urgency; (e) The major sources and expenditures of public revenue including long range financial plans for the financing of public facilities and capital improvements, based upon a projection of the economic and physical activity of the community, both public and private; (f) Utilization and conservation of natural resources, and (g) Any other elements deemed necessary to the proper development of redevelopment of the area."

Based on the parameters, process and the above concepts of planning, five principal components of the comprehensive plan were developed. The components were determined in a logical order which they would be analyzed. The order does not necessarily indicate the sequence of presentation to the public. However, for purposes of explanation, such an order would also seem logical for presentation.

Initially, the comprehensive plan should include an analysis of the pertinent past and present aspects of the community, including a brief explanation of why and how these aspects were analyzed. A logical division of these aspects in the analysis would be social, economic, political and physical.

The second component should be a statement of proposed goals for community achievement. The goals should be based on analysis of the pertinent aspects, including political compromise with local decision makers and adequate discussion with various community organizations.

The third component is determination of general policies which would promote consistent effort toward the achievement of the proposed goals.

Fourth, the legal manifestation of these policies, in the form of programs and controls, is necessary to achieve the goals.

Finally, considering the potential assets and liabilities of the community, the goals and policies and the available programs and controls;

projections of possible future variations in the existing conditions of the community should be carried out.

## II. THE PLANNER'S ROLE IN THE RURAL COMMUNITY

Realizing the normative aspects of comprehensive planning, it was essential to determine what the planner's role should be in the rural community. To determine this role, the environment of the community must be understood. Briefly, this paper will reconsider the operational definition of the rural community to provide background for study of the planner's role.

The outmigration of productive age groups from agricultural areas has been a prevalent trend in the past few years. Referring to Tiebout's multiplier effect, declining employment in the basic agricultural sector is causing a parallel decline of employment in the agricultural service activities in the rural community. Lack of diversity in social organization and the predominance of elderly citizens, with low-fixed incomes, is augmenting this economic instability. These characteristics are manifested in an image of local government, which is maintaining traditional services with a low-cost administration. All of the aspects are culminated in the lack of adequate physical facilities.

Considering these general conditions in the rural community, what should the planner's role be in initiating the comprehensive plan? Should the planner be a coordinator of community interests or a stimulus to the community? Accepting the "general antagonism" toward most professionals, it is the contention of this author that the planner should act as a stimulus first and a coordinator of community interests second. Since the environment is politically conservative, the planner must prove his value to the

community - through projects and the like - to gain acceptance as an expert interpreter of existing conditions in the community. Granted, coordination is a very necessary aspect of planning but, unlike larger cities which have a diversity of active interests, the rural community is much more content to stagnate. Consequently, it is the planner's job to stimulate confidence by supplying methods and means through which essential changes may take place. Caution should be given, however, to overselling any community on its potential. Referring again to the criteria of good planning, the planner must maintain a relation to reality but develop a dynamic sense of the future.

### III. CRITICAL ANALYSIS OF EXISTING COMPREHENSIVE PLANS

The purpose of this section will be to critically analyze existing comprehensive plans for rural communities and speculate their worth in stimulating essential change. What cannot be considered in this study, due to research limitation, are the actions of the planner in carrying out his planning study. The presence of the planner may provide much more effective results than the content of the written report alone. However, in the opinion of this author, whatever benefits the planner may have to offer the rural community should logically be recorded as objectively as possible for future use. Therefore with parameters, process and components of comprehensive planning in mind, this study will analyze three written texts of plans for rural communities in Kansas. These sample reports were selected on the basis of the planning consultant. Each report was written by a different planning firm. Although the communities and reports do exist, for purpose of anonymity, they will be referred to as reports A, B, and C. Due to the small selection of

reports in this study, only general implications will be drawn, without specific conclusions as to the effectiveness of comprehensive planning in general.

This study was concerned with the economic analysis in existing comprehensive plans for rural communities. So this author attempted to determine if there was adequate consideration of the three major factors of economic change in the framework of the five components to a planning study.

#### Analysis of Comprehensive Planning Report A

--The report present ample statistical information, but did not clarify specific problems in the written text. No attempt was made to consider change initisting forces outside the community itself. Little attempt was made to expose the basic activities of the area and their internal and external linkages.

--Although the goals seemed to be comprehensive, there was little mention of dynamic community change in terms of its economic aspects. For example, one goal proposed to "Provide adequate zoning and atmosphere where existing business and industry might grow and prosper." None of the goals presented future economic needs for development.

--Many goals were stated with no apparent consideration of the relationship to the existing conditions of the community. Without an outline of policy, implementation of the goals seemed impossible.

--Zoning regulations and subdivision regulation were presented as separate reports to the plan. The planning study outlined procedures to acquire these regulations. However, no overall priorities were set for capital improvements programming.

--There was no logical or realistic transition between the existing date of the study and the target date. Employment was projected as a function of population, with no analysis of the three major factors of economic change.

#### Analysis of Comprehensive Planning Report B

--No economic statistical information was provided in report and a minimal amount of population characteristics. Discussion of the economic characteristics of the community was stated in one paragraph.

--With a negligible amount of economic analysis, no attempt was made to propose dynamic change. For example, one goal read, "To make city B increasing attractive for those interested in choosing a community in which to retire." Such a goal indicates a lack of recognition that increased median age is a deterrent to economic capabilities of the rural community.

--There was no statement of the relationship of the goals to the existing conditions of the community.

--Simplified zoning regulations were presented. There was no other form of programs or control outlined. No priority of capital improvements program was developed.

--Considering the previous inadequacies and the lack of scientific method in projection, no logical evidence or realism supported the projections. Also, there was no transition between the existing time and the target date.

#### Analysis of Comprehensive Planning Report C

Analysis of Past and Present Aspects - Adequate statistical information was presented and there was a minimal evaluation of the economic aspects.



--With no statement of goals, no policies of relating the present to the future could be presented.

--There was proposal of capital improvements programming, which presented community improvements in five years phases. However, there was a minimal explanation of available controls and no outline of implementation or application.

#### Summary

In this brief analysis of three comprehensive plans, certain characteristics of the reports were dominant. Although report A presented more abundant statistical information and more goals than the other two; there was no evidence the projections of change would be more accurate. This could be attributed to the fact that all three reports lacked recognition of the true cause of past change, not only economic but social, political and physical.

Secondly, all three reports used a twenty years projection which was illogical in that the method of forecasting was not based on thorough analysis of the existing conditions. Even if there had been a logical basis, little was proposed in the way of transition development between present and future dates.

Although reports A and B did present goals, it was difficult to determine how such goals, through policies, would alter the existing trends. Report C had implied goals within its context; however, no special emphasis was given them.

Finally, a wide degree of programs and controls were found in the reports. Although report A presented useful material in developing zoning and sub-division regulations, no attempt was made to implement

capital improvements programming. Report B presented only a brief sketch of minimum zoning regulations and no capital improvements program. Although report C had not explicitly defined any legal controls, there was a capital improvements program. However without goals, the usefulness of the program is questionable.

In conclusion, it is proposed that much research is needed in the practical application of planning theories and concepts in the rural community, especially in economic analysis and projections. One must not forget that these are pioneering reports in Kansas and are subject to many limitations - lack of public acceptance, finances, time and available technicians. It is felt that improvements in any one of these limitations will drastically benefit the planning professional and the rural community.

## CONCLUSIONS AND RECOMMENDATIONS

Although the economy of the small town or rural community has declined for several decades with the process of urbanization, comprehensive planning may initiate positive essential change to create economic stability. Considering the complex environment of even the smallest rural communities, the planner must be able to logically, scientifically and realistically analyze the conditions of these settlements. Important social, economic and political events occur in surrounding areas of the rural community. The planner should consider these events in his analysis. Especially in terms of economic aspects, the small town is highly interdependent with regional, state and national change.

Awareness of the diverse internal aspects of the community is an important part of adequate comprehensive planning. The social attitudes and economic capabilities of the people relate to their political desires and demands. The planner must understand these intangible aspects and consider their relation to the physical aspects of the community.

Considering the internal aspects and external relationships of the rural community, the planner must propose some means to fulfill both the desires and needs of the people. The social and political goals of the citizens are not always permitted by their physical and economic resources. Therefore, the planner should weigh the relationship of goals and resources to determine the most reasonable and effective allocation of scarce resources in initiating economic stability

for the rural community. In this sense, the planner must become a stimulus to essential change. The following recommendations are some actions which the planner might use to stimulate change and initiate economic stability in the rural community.

1. Thorough analysis of the economic potential of the rural community: The planner should identify the factors which cause change in the community and develop some method to analyze them. Through proper analysis the planner would be able to suggest potential industries which could locate in the community. In consideration of these potential industries, projections could be made to illustrate the impact of the industries upon the economy of the rural community. In this way, the planner would be initiating change instead of attempting to predict the continuation of existing trends.

2. Initiation of a federation of rural communities: A single community may never become, or desire to become, a full-blown industrial center to achieve economic stability. Therefore, several adjacent rural communities, within a region, may join together to form an industrial complex. Such a federation would disregard economic competition and political boundaries of the individual communities and counties. In this way, rural communities may retain their small scale, which is compatible to existing social values, and yet attain economic stability.

3. Legal implementation for proposed change: To further initiate economic stability for the rural community, the planner needs to guide and implement essential changes through legal action, which may assist the community in achieving economic stability. Such actions as exclusive

industrial zoning, the formal adoption of the concept of community federations, and other progressive legal steps which will gain acceptance and initiate essential change toward economic stability.

This report has raised several questions in the mind of its author. It is necessary that these questions be fully answered before proper economic analysis may be achieved in comprehensive planning for the rural community. What method can the planner utilize to carry out an economic analysis of the rural community? With what other professional fields should the planner work in his analysis? What government programs are available to assist the community in financing, planning, and development? Will economic growth in the small town alter its desirable aspects, as might have been the case in larger cities? What techniques can the planner use to determine if a rural community is really worth saving?

Upon answering these questions, it is felt that comprehensive planning will have a better means to carry out an economic analysis and initiate economic stability for the rural community.

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This report is dedicated to my wife, Rama, who provided affection and sustenance, encouraging me to finish my graduate studies.

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## APPENDIX A

Although there are no commonly accepted procedures in measuring the economic potential of all types of regions, there are some techniques more adaptable to particular situations. These techniques are not necessarily the best but limitations in available data, finances and research capabilities of the analyst may restrict the use of more complex methods. These operational limitations are frequent in the economic analysis of the rural community and any proposal for a research method should consider them.

Considering the complex economy of the rural community, the analyst must also determine the most appropriate measure of economic potential. Most often the industrial structure of a community has been the primary focus of analysis. Of the three types of activities in the industrial structure, manufacturing activities were selected for analysis. This author believes manufacturing would have the most impact upon the economy of the rural community.

A procedure, to use in comprehensive planning for the rural community, was developed which focuses on the economic potential of manufacturing activities. This procedure utilized the three major factors of economic change as a framework for analysis of the community's economy. In order to understand the procedure, step by step, the following outline illustrates major parts of the analysis:

Measurement of Change Initiating Forces

1. Determination of two-digit manufacturing groups which have grown - in number of establishments, employment and value added - in Kansas, outside the Standard Metropolitan Statistical Areas.

2. Analysis of these two-digit growth activities in relation to the national economic projections of the National Planning Association.

3. Comparison of state growth trends in all manufacturing to the growth of the region and county surrounding the community, excluding all cities over 10,000.

4. Analysis of the gains and losses in the region and county surrounding the rural community, in terms of two-digit manufacturing and broad employment categories.

5. Initial determination of two-digit manufacturing activities which could possibly locate in the rural community.

Measurement of the Industrial Structure

6. Utilizing the "location quotient" technique to determine the broad industrial structure of the county and its rural community.

Measurement of the Characteristics of the Community

7. In consideration of the existing conditions of the community select several three- or four-digit potential manufacturing activities, which fall within the initial two-digit selection. These potential activities should be selected in terms of their primary location factors in relation to the existing conditions of the community.

8. Develop proposals in the comprehensive planning study which would modify existing conditions to attract these potential activities.

This procedure cannot possibly consider all factors of economic development in the community, region, state and nation. To increase its scope certain assumptions have to be outlined.

A. Manufacturing activities in the state whose trends indicate growth will likely continue growing; assuming consumption demands and production costs remain relatively constant.

B. Excluding the Standard Metropolitan Statistical Areas from analysis of state trends is assumed to give a better indication of rural-oriented activities.

C. Since the economic projection of the National Planning Association is highly sophisticated and based on national long term trends, they are assumed accurate enough to give a general indication of the activities most likely to grow in the future.

D. Since the region and county surrounding the community have probably maintained similar growth trends of the state they are assumed to continue growing; unless the characteristics of the regional county or community are changed to increase or decrease their proportional share of certain activities.

Although this procedure required primary information, especially in analysis of the individual community, the following tables disclose the data necessary for the initial selection of two-digit manufacturing groups.

First, TABLE I provides a comparison of the growth in national and Kansas activities, total and outside Standard Metropolitan Statistical Areas with more than 40,000 manufacturing employees. Selecting those industries which have grown faster in Kansas than in the nation, in employment and value added outside SMSAs provides a number of industries which might locate in rural areas. For example, Printing and Publishing; Stone, Clay and Glass; Machinery (except electrical); and Transportation Equipment might initially be considered.

Second, TABLE II illustrates the proportional share of regional and county growth. Noting the regional growth in employment; Chemicals; Rubber and Plastics; Stone, Clay and Glass; Fabricated Metal; Machinery (except electrical); Transportation Equipment and Miscellaneous Manufacturing all appear to be growing. At the county level; Chemicals, Rubber and Plastic; and Miscellaneous Manufacturing paralleled regional growth.

In TABLE III it is apparent that the region is the only area which is growing in both employment and value added. This indicates that the region is increasing its proportional share of manufacturing, totally and in places less than 10,000 population. McPherson County is not sharing employment growth with the region. However, its value added is growing rapidly, meaning the county contains many highly mechanized operations.

Considering these findings, the tentative selection of two-digit manufacturing groups may be made. This selection corresponds to step five in the procedure outlined earlier. However, due to research limitations, this procedure will not be completed in this appendix. With adequate analysis of the conditions of the city of McPherson and its surroundings through comprehensive planning, steps six, seven and eight should not be difficult.

TABLE I

 UNITED STATES AND KANSAS EMPLOYMENT AND VALUE ADDED  
 TRENDS OF SELECTED TWO-DIGIT MANUFACTURING  
 BETWEEN 1958 and 1963<sup>a</sup>

TWO-DIGIT MANUFACTURING	% National Change				% Kansas Change			
	Total		Outside SMSA <sup>b</sup>		Total		Outside SMSA <sup>b</sup>	
	Emp.	V.A.	Emp.	V.A.	Emp.	V.A.	Emp.	V.A.
20--Food & Kin. Prod.	- 4.4	23.2	- 1.5	26.1	- 3.4	10.9	- 3.3	- 3.6
23--Apparel	8.5	31.0	25.9	58.9	38.4	49.7	33.2	39.8
24--Lumber & Wood	- 3.8	25.2	- 4.3	26.1	16.0	12.1	7.4	24.3
25--Furniture	8.3	30.5	13.0	33.0	24.4	33.2	9.4	14.6
26--Paper & Rel. Prod.	6.7	30.5	6.2	40.1	38.9	54.4	na	na
27--Printing & Pub.	5.6	31.4	12.4	34.3	10.0	21.9	15.9	24.5
28--Chemicals	5.6	42.9	11.1	51.5	8.3	43.2	8.2	45.5
29--Petro. & Coal	-14.3	47.4	-11.2	64.1	-11.1	60.4	na	na
30--Rubber & Plastic	19.3	42.0	30.0	60.0	na	na	na	na
32--Stone, Clay & Gl.	3.9	27.3	2.4	27.9	9.1	13.9	10.9	18.8
33--Primary Metal	3.2	29.4	9.2	38.0	17.1	53.4	na	na
34--Fabricated Metal	2.1	2.5	10.5	55.0	3.4	31.1	1.1	27.5
35--Mach. (Exc. Elec.)	8.1	39.4	14.0	49.7	0.9	43.1	24.1	55.1
36--Elec. Mach.	34.2	62.4	51.4	88.3	na	na	na	na
37--Trans. Equip.	2.5	48.6	24.6	103.6	-22.9	13.1	2.4	140.0
38--Inst. & Rel. Prod.	6.7	43.5	3.8	45.1	na	na	na	na
39-19--Misc. Mfg. & Ordinance	7.6	39.1	13.9	51.5	na	na	na	na

<sup>a</sup>Computed from: U. S. Department of Commerce, Bureau of the Census, Census of Manufacturers: 1963 (Washington: U. S. Government Printing Office), Summary Series, General Statistics for Industry Groups and Industries, p. 4, Summary Series, General Statistics for Standard Metropolitan Statistical Areas.

<sup>b</sup>Standard Metropolitan Statistical Areas with over 40,000 manufacturing employment.



TABLE II

 MCPHERSON COUNTY AND ITS REGION IN BROAD EMPLOYMENT GROUPS  
 BY SELECTED TWO-DIGIT MANUFACTURING FOR 1958 and 1963<sup>a</sup>

TWO-DIGIT MANUFACTURING	REGIONAL EMPLOYMENT <sup>b</sup>								MCPHERSON COUNTY EMPLOYMENT							
	1958				1963				1958				1963			
	0 - 19	20 - 99	100 - 249	250 +	0 - 19	20 - 99	100 - 249	250 +	0 - 19	20 - 99	100 - 249	250 +	0 - 19	20 - 99	100 - 249	250 +
20--Food & Kin. Prod.	61	27	10	-	51	28	7	-	8	4	-	-	3	4	-	-
23--Apparel	3	2	-	-	5	2	-	-	-	-	-	-	-	-	-	-
24--Lumber & Wood	7	1	-	-	9	2	-	-	-	-	-	-	-	-	-	-
25--Furniture	5	1	-	-	3	1	-	-	-	-	-	-	-	-	-	-
26--Paper & Rel. Prod.	1	-	1	-	3	-	1	-	-	-	-	-	-	-	-	-
27--Printing & Pub.	50	7	1	-	52	6	1	-	5	1	-	-	5	1	-	-
28--Chemicals	4	2	3	-	7	1	4	-	-	-	-	-	1	-	-	-
29--Petrol. & Coal	-	1	-	1	1	-	-	1	-	1	-	1	1	-	-	1
30--Rubber & Plastic	-	-	-	-	1	1	-	-	-	-	-	-	-	1	-	-
32--Stone, Clay & Gl.	12	3	-	-	16	3	-	-	-	1	-	-	-	1	-	-
33--Primary Metal	-	2	-	-	1	1	-	-	-	1	-	-	-	-	-	-
34--Fabricated Metal	6	4	1	-	13	9	1	-	-	3	-	-	1	2	-	-
35--Mach. (Exc. Elec.)	20	9	1	2	26	16	1	3	3	2	-	-	5	1	-	-
36--Elec. Mach.	4	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-
37--Trans. Equip.	2	2	3	-	5	-	3	1	-	-	-	-	-	-	-	-
38--Inst. & Rel. Prod.	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-
39--Misc. Mfg.	4	-	-	-	8	1	-	-	-	-	-	-	1	-	-	-

<sup>a</sup>Computed from: U. S. Department of Commerce, Bureau of the Census Census of Manufacturers: 1963 (Washington: U. S. Government Printing Office), Kansas.

<sup>b</sup>Region includes Dickinson, Ellsworth, Harvey, McPherson, Marion, Reno, Rice and Saline Counties.

TABLE III

KANSAS, MCPHERSON COUNTY AND ITS REGION EMPLOYMENT  
AND VALUE ADDED TRENDS FOR ALL MANUFACTURING  
FROM 1958 to 1963<sup>a</sup>

	KANSAS		REGION <sup>b</sup>		McPHERSON COUNTY
	Total	Places Less Than 10,000	Total	Places Less Than 10,000	Places Less Than 10,000
Emp.	- 3.1	-10.0	13.7	18.9	-14.0
V.A.	24.7	7.7	26.3	35.0	40.0

<sup>a</sup>Computed from: U. S. Department of Commerce, Bureau of the Census  
Census of Manufacturers: 1963 (Washington: U. S. Government Printing Office),  
Kansas.

<sup>b</sup>Region includes Dickinson, Ellsworth, Harvey, McPherson, Marion,  
Reno, Rice and Saline Counties.

<sup>c</sup>All settlements in McPherson County are less than 10,000 people.

COMPREHENSIVE PLANNING FOR THE RURAL COMMUNITY:  
AN INDEPENDENT FACTOR OF ECONOMIC CHANGE

by

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B. Arch., Kansas State University, 1965

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AN ABSTRACT OF A MASTER'S REPORT

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The small town or rural community is faced with economic decline, due to migration of its younger population to larger urban centers. This migration is largely caused by; (1) increased employment in services and manufacturing in urban areas, (2) social and cultural attraction of bigger cities and (3) decreased employment in agricultural production with a parallel decrease in agricultural services employment in the rural community. Will this trend toward economic decline of the rural community continue? Considering the problems resulting from metropolitan growth-such as inadequate facilities, slums and the like which are often compounded by the socio-economic adjustment of the rural migrant-this author feels that redevelopment of the rural community is feasible, if not necessary. An essential factor of that redevelopment is a stable economy to provide employment opportunities to the rural population. Comprehensive planning, broadly defined, is a method to initiate essential factors of development or redevelopment in a community. Therefore, the purpose of this study was to recognize the need and scope of economic analysis in comprehensive planning, to initiate economic stability in the rural community.

The rural community was operationally defined utilizing a rural-urban framework based on social, economic, political and physical aspects. Within this framework, each aspect was assumed to vary from a rural to an urban environment. The rural community was specifically defined by determining its unique environment in this framework.

To understand how the economy of the rural community might be analyzed, factors of economic change were derived. These were; (1) change initiating forces (taste, technology, government policy and the like), (2) the industrial structure of a community (its share of basic/non-basic economic activities and their linkages) and (3) the nature of a community (conditions largely controlled by community actions, such as labor administration,

land controls and overall community attitudes). The parameters, process and components of comprehensive planning were studied to determine how such planning might guide these factors of economic change.

It was found that comprehensive planning could most effectively initiate economic stability by guiding change in the nature of a community. Analysis of selected written reports of planning studies, however, revealed that existing comprehensive planning may frequently be inadequate in promoting a stable economy for the rural community. In part, this inadequacy may be due to limited finances, data and research capabilities of the planner. Even without these limitations, the general environment of the rural community may prohibit adequate planning for a stable economy. The predominance of older people, with low-fixed incomes, would be a likely deterrent to change from the status quo. Employment and population decline often discourage progressive action by local economic activities. The local government - with an efficient, low-tax base administration reflecting the socio-economic conservatism of the people - may reject proposals which provide a means to economic stability for the rural community.

In conclusion, through comprehensive planning the planner plays a key role in the future of the rural community. Considering the many limitations to planning, the planner must analyze existing economic conditions of the small town, in terms of the factors of economic change, and project its potential economic capabilities. He must educate community leaders as to the need for and effect of economic stability. Finally, the planner should initiate means to legal implementation of proposed economic change in the nature of the rural community.

This study has raised many questions which require further research. Since the need and scope of economic analysis in comprehensive planning

for the rural community was recognized, what method can the planner use to initiate economic stability? What other professions should the planner work with to carry out an economic analysis? Will economic growth in the rural community change its desirable aspects, as might be the case in larger cities? What technique can be used to determine if the rural community is really worth saving? Many questions have to be answered by the planner before adequate economic analysis can be achieved.