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A DISCUSSION OF DIFFERENCES IN
URBAN AND RURAL SERVICE LEVELS AND TECHNIQUES

Relevant to Planners and as
Applied to the Genesee, Lapeer, Shiawassee
County Area

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"Plan B" Paper

A DISCUSSION OF DIFFERENCES IN URBAN AND RURAL SERVICE LEVELS AND TECHNIQUES

TABLE OF CONTENTS	page
I. INTRODUCTION	1
II. PROTECTIVE FACILITIES	10
III. LOCAL GOVERNMENT	15
IV. PUBLIC FACILITIES	16
V. HEALTH CARE FACILITIES	18
VI. SOCIAL WELFARE SERVICES	23
VII. LIBRARIES	30
VIII. RECREATIONAL SERVICES	33
IX. EDUCATIONAL FACILITIES	41
X. CONCLUSION	44
XI. APPLIED RESEARCH	46

INTRODUCTION

Study Focus:

"Americans keep going back to the land. . .The land offers freedom, a chance to test your mettle against nature's challenges."

"The pilgrimages began with our agriculturally-minded freedom-loving forebears of the 17th and 18th centuries. In waves since then--from the founding of community utopias in the first half of the 19th century, to the homesteads of the later 1800's, to the flight of the unemployed from a collapsing economy of the 1930's--Americans have returned to the land.

"Now the tide of Americans that swept to the cities after World War II has ebbed. The trend has reversed. People are populating the countryside faster than they are cities." So stated Bob Bergland, Secretary of Agriculture, in the foreword to The Yearbook of Agriculture 1978.¹

The desire for a detached single-family house on a few acres combined with the increasing availability of rural public and private home financing and with the ever improving state and interstate highway systems have caused the depletion of prime agricultural land and wasteful residential sprawl.

Another negative result of this migration is more subtle. It involves the urbanite leaving the city for country dreams complete with urban comforts. A person who moves from the city to the more remote areas could be in for a few unpleasant surprises if he/she feels that the country is merely a more spacious version of the city. As Bergland reminds us, "So I know that country life can push some people beyond their endurance, can shatter illusions with a heavy and indifferent hand,

and can press poverty upon the backs of the unlucky and the unprepared." The unwary urbanite can also harm his/her newfound community by demanding urban services from the already strapped rural service budgets. Unnecessary and unaffordable services not only mean financial ruin for the rural community, but could also damage community fabric by splitting the newcomers from the oldtimers into two warring camps.

Another more subtle and often undetected result of this new migration is the use of urban techniques in rural areas. Persons who have lived and were educated in urban areas tend to bring urban problem solving techniques into the rural employment setting. Trying to fit a square peg in a round hole will often mean frustration for the new rural employee unless he/she is willing to adopt his/her methods to the new situation.

Measuring the adequacy of community service levels has never been an easy task. Citizen satisfaction is difficult to quantify. Reliable standards applicable to a region are, for the most part, not available. Political perspectives often cloud the facts.

The purposes of this paper are to:

- alert the planner to the differences in urban and rural lifestyles,
- to begin to explore the differences perceived to-date in appropriate urban and rural service levels and service techniques, and
- to present a citizen opinion survey instrument appropriate for use in a rural community.

To focus the discussion, existent service levels in the Genesee, Lapeer, and Shiawassee County area, as measured by the Genesee-Lapeer-Shiawassee (GLS) Region V Planning and Development Commission (PDC) in 1979, are described. The theories discussed are applied in a public opinion questionnaire, prepared by the author for a rural community, Imlay City, which is also in the Region V area.

Rural Lifestyles--Pluses, Minuses to Living in the Country

The types of people who move to the country vary considerably, and so do their reasons for owning a few acres. Their objectives range from merely enjoying a rural residence to trying to approach economic self-sufficiency. These objectives might, therefore, be to:

- Use the acreage solely as a residence.
- Pursue hobbies or recreational activities.
- Reduce the family's food costs by gardening.
- Provide an "alternative" lifestyle for meeting food and energy needs.
- Provide an extra (part-time) source of income by selling produce from the acreage, or engaging in some other side-line.

As the fable, The Country Mouse and the City Mouse, taught us when we were children, the pleasures of country living may not outweigh the discomforts for some individuals. One should consider the tradeoffs before leaving the city.

Often pastoral, romantic notions are formed on weekends or summer vacations in the country. The change of routine can make, what later becomes unbearable chores, seem delightful. Often it is fun to care for livestock in the spring, but those same animals also need care in cold, icy, and wet weather. A small garden may be fun after a hard day in the office, but perhaps not after a long commute and with a much larger plot to tend.

A recent arrival may be trading industrial smoke and car fumes for animal waste odors, crop, and weed pollens. Also, a good sized lawn can mean longer mowing hours and less time for recreation.

Distances are often far between neighbors. This could result in lonely young mothers and other homebound individuals.

Energy costs may not be less. A Michigan study of energy use by urban and rural families found that while energy use in the home was about the same, rural families used 42 percent more gasoline than did urban families.³ This additional gasoline was required for food shopping and driving the children to libraries, movies, and school-related events. With gas prices high, this ratio should be seriously considered.

Home-grown food may be more expensive than store bought food. It also may not look picture perfect. Animals need care every day. Eating that pet hog that grew up in the backyard can make an awkward situation for some at the dinner table. While money can be made in part-time farming, money can also be lost.

Some urban conveniences taken for granted may not exist in a rural area. In the city, a reliable supply of water flows from the faucet. In the country, the source of water becomes the homeowner's responsibility. When the pump fails, it is his/her task to get it repaired. Also, most rural residents are served by septic tanks which also need care when things go wrong. In the city, garbage is regularly picked up. In the country, the homeowner has to make his/her own arrangements for disposal.

Schools in rural areas may be a considerable distance from a residence. Children sometimes meet the school bus before daylight and get home after dark. Sometimes they cannot participate in intramurals because of this. The neighborhood store may be several miles from home. In order not to waste time and gas, shopping habits will need to be changed. Dirt and gravel roads are typical in the country. They may be rough on the car, keep it dirty most of the time, and are often closed by snow or mud.

A move to the country does not guarantee that theft and some other "city" crimes will be left behind. Often emergency services may be miles away. This means increasing risk, which results in higher insurance rates.

Adjustments are often difficult and often require time.

Some people may experience increased loneliness or new financial stress. Sometimes a new car, equipment, and repairs are needed. Vacations must be carefully planned and timed to avoid the planting and harvesting seasons. Someone has to be found to care for domestic animals.

In attempting a small scale farming operation, the romantic and uninformed notions of rural life can cause difficulty. Many people know nothing about or ignore animal and plant diseases, insect pests, and other production and marketing problems they may encounter. Often land is bought without a realistic plan for what to do with it. An important prerequisite to success is planning and allowing for unexpected changes. The rural environment is capricious. Catastrophies can come in the form of low prices, unfavorable weather, disease, pests, and vandalism. Also, all aspects concerning local restrictions (zoning, etc.) must be checked before engaging in a new enterprise.

Finally, lower taxes in the country also mean fewer services. Many of the activities which are part of the urban community are not as accessible or abundant in rural areas. There are fewer choices available in rural areas for bowling, theater, restaurants, shopping centers, grocery stores, repair shops, physicians, medical facilities, etc. Comparative shopping is unavailable. Fast food and all night drug stores are usually not found in rural communities.

Radio and television signal reception may be relatively poorer. Fewer stations reduce choice.

Lifestyles tend to be slower. Patience is a must. What once appeared to be peace and tranquility during vacations could become boring. Being resourceful is important--often repairs are done by the resident. Most rural residents know quite a lot about their neighbors. Some may find this openness to be a refreshing change, while others may deplore the loss of privacy. If it was relatively easy to find an "acre in the sun", it will be found by others also. What may be a quiet rural residence could become crowded in a relatively short time.

A rural planner may consider making these realities of rural living systematically known to a prospective urban transplant. Pamphlets placed in mortgage and realtor offices may be one opportunity for transmitting this information.

Urban and Rural Defined:

Defining the terms "urban" and "rural" has become increasingly difficult. This difficulty is due to the socio-demographic changes which occurred after World War II and which continue through to the present. During this time, the increased mobility both to and away from rural areas, and the greatly improved communication linkages due to technological advances in media, have blurred the sharp distinctions which existed previously. In fact, this "blurring" has progressed to the point where rural areas are falsely interpreted as mere miniaturized versions of cities and suburbs.

Several criteria have, in the past, been used in an attempt to accurately define urban and rural areas. These criteria included: distance from major employment centers, total population, population density, migration patterns, predominant employment type, and service

areas. However, each of these criteria can be misleading when used alone. Alone, they no longer serve as accurate and universally accepted measures of what constitutes an urban as opposed to a rural area. Employment criteria, in particular, can confuse the distinction. The continued decentralization of retail and wholesale trade, services, recreational facilities, and jobs has occurred since World War II. Also, people are increasingly willing to drive longer distances to work to obtain the comforts of "country living." Because of these two factors, persons who now live in what would otherwise be termed as "rural areas" increasingly earn a living in professions other than those termed "rural" (agriculture and mining).⁴

Some criteria have become obsolete. For example, migration patterns no longer serve to accurately distinguish urban from rural. The population shift from rural to urban areas during the 1950's and 1960's appears to be reversing in some areas. Some metropolitan areas (those not part of any Census Standard Metropolitan Statistical Area) are not experiencing net in-migration according to the 1980 trend analysis conducted by the U. S. Census.⁵ Therefore, because both out- and in-migration patterns continue in rural areas, migration data will not be used for determining urban/rural distinctions in this study.

Population size and density are more widely used and accepted criteria and will serve as this study's major urban/rural distinguishing device. However, because no one factor can be used to accurately and consistently determine if an area could be classified as urban or rural, the combining of several factors is necessary.

Besides making the gross distinction between urban and rural areas, a more refined classification is necessary because of the existence of a rural/urban continuum. The term "rural" refers to all those areas outside (heavily) built-up areas one would call cities or suburbs. Rural areas range on the continuum from the near suburban through areas of non-farm residential and urban-oriented recreational land use, to areas that are clearly beyond any but the most specialized influences of large urban centers.

The existence of this continuum suggests that further distinctions may be necessary in order to begin to define service areas geared to those distinctions. For example, a "near suburban" rural area may have different service standards and provisions from those of a farming community.

For purposes of this study initially, only gross distinctions will be made. Time did not permit further analysis of service area data to determine service area differences within these gross classifications. However, the planner should remember that further breakdown is important.

Initially, "urban areas" will refer to: (1) Genesee County and its settlements and (2) the settlement areas of Owosso, Corunna, and Durand in Shiawassee County and the City of Lapeer in Lapeer County.

The reasons for these distinctions are as follows:

1. Population Distinctions:

Genesee County is, for the most part, currently defined by Farmers Home Administration, the Department of Housing and Urban Development, and the Bureau of the Census as an Urban area (or county) due to the sheer numbers of persons living in the county.

The settlements within Lapeer and Shiawassee Counties which will be termed "urban" are those which exhibit the highest population concentrations for their counties. None of these cities is considered urban by federal

agencies because they have less than 25,000 persons. However, they do serve as population and service areas, and to a lesser degree employment centers for the rest of the county. Therefore, for purposes of this initial study, they will be labeled "urban" to distinguish them from the more rural service areas which surround them.

2. Employment:

Genesee County contains less acreage devoted to nonmanufacturing and noncommercial uses than either Shiawassee or Lapeer (see chart and map).

According to the Michigan Bureau of Economic Analysis, Genesee County ranked first of all 83 Michigan counties in the percentage (60.77%) of labor and proprietors' earnings originating in manufacturing in 1977. Shiawassee County ranked 32nd with 36.52 percent, and Lapeer County ranked 47th with 25.9 percent. Both Shiawassee and Lapeer, however, ranked fourth and fifth, respectively, in the percentages of labor they exported in 1977. Genesee County, on the other hand, imported labor and, therefore, ranked 76th. None of the three counties ranked in the top ten of Michigan counties' percentage of labor and proprietors' earnings originating in either agriculture or mining in 1976. Therefore, when examining employment statistics, Genesee County is heavily industrialized and hence "urban." Shiawassee and Lapeer, on the other hand, tend to contain a mixture of urban and rural uses, but are distinguished by the numbers of commuters to external urban centers they contain. Therefore, these counties will be termed "rural" in the sense that as counties they exist outside of the immediate suburban ring surrounding either Flint, Detroit, or Lansing.

What follows is an exploration into the differences perceived to date in appropriate urban and rural service levels and techniques. Examined is the complete range of services and facilities provided by state, and local publicly funded agencies.

PROTECTIVE FACILITIES

Fire Protection

Fire protection facilities are integral parts of any community. Not only is the provision of this service essential and of high priority, but it has an impact upon potential growth within an area. Rural areas in general have larger response times and corresponding higher insurance rates charged to owners of property within rural communities.

The results of a sample questionnaire administered to selective areas by Region V during FY 1979 bears out this generalization.⁷ The response times tend to be shorter in the cities of Lapeer and Owosso and slower in the rural townships. Higher population densities, better surfaced roads, and a higher percentage of full time paid employees would support this conclusion.

Formal emergency assistance participation agreements are made for the most part with surrounding districts or with the county through Mutual Aid Pacts. This system helps to supplement the local fire forces during major emergencies.

A key ingredient in most successful fire fighting efforts is the quantity of water available. Thus, the availability of adequate water resources is an important aspect in planning for fire protection services and in determining present and future equipment needs. Communities served with public water supply can install hydrants at key locations to better insure an adequate supply of water. Fire departments serving

areas not provided with hydrants will have to rely entirely upon the capacity of their pumper and tanker trucks. Consequently, the services planner should be aware that where public water supply does not exist, fire fighting equipment should include pumper vehicles with a large capacity, preferably 1,250 gallons.

A company is comprised of a piece of equipment and the manpower required to operate it. The number of companies recommended by the American Insurance Association is expressed in the following formulas:⁸

Ladder Companies:

Communities over 20,000 = One (1) company + 0.03 companies x
total population in thousands

Communities under 20,000 = One (1) company

Pumper Companies:

Communities over 50,000 = 3.4 companies + 0.7 companies x
total population in thousands

Communities under 50,000 = 0.85 companies + 0.12 companies x
total population in thousands

Many rural areas are served only by volunteer firefighters. The full time paid professional firefighter is rarely found in nonurban areas. Their occurrence even in urban Genesee County is rare. In 1971, a study conducted by the Genesee County Metropolitan Planning Commission⁹ counted only three departments employing full time firemen; they included: Flint Township, the City of Fenton, and the City of Flint. The National Fire Protection Association recommends that 1.62 full time firepersons are needed to provide adequate fire protection for each 1,000 persons. These standards are based on a 56 hour work week per fireperson.¹⁰

Police Protection

Police services in the tri-county area are generally a responsibility of local units of government. However, county and state police agencies also serve in a supportive capacity to local departments. They also provide laboratory and detention facilities and are the primary investigative forces for certain criminal activities.

To a large degree, the counties' respective police agencies within the region operate independently. Agencies which are in close proximity to each other use either an informal or, at times, formal system of mutual aid in emergency situations. The various county sheriffs' offices provide radio frequencies and jail facility services for those governing units which lack their own. The jail in Flint is also used by some agencies in the tri-county area.¹¹

There are no accepted standards regarding manpower needs. The extent of manpower requirements are based on a number of factors such as density of population, crime statistics, roads to be patrolled, and other controlling factors.

The standards for jail capacities has been established by the Michigan State Department of Corrections. They recommend one prisoner space per 1,000 population. A county jail must contain at least two holding cells, two segregation cells, and four maximum security cells.¹²

In the Region V area in 1979, urban/rural differences tend to be the greatest when examining per capita costs and the types of specialized services and equipment provided. Separate juvenile services and specialized equipment are only provided in Grand Blanc Township and in the City of Flint. The greater number of police per person tend to be in the cities and villages, compared to their surrounding township areas and tend to be the highest in Genesee, compared to Shiawassee and Lapeer.

Per capita costs are the lowest in the rural areas, especially in Lapeer and Shiawassee Counties and in those municipalities immediately adjacent to the City of Flint. The highest per capita cost is found in Flint at \$76.54, while other cities in Genesee County average between \$25.00 and \$45.00 per person. The highest per capita costs in Lapeer County occur in the southeastern cities with high rates of between \$40.00 and \$55.00 per person. The highest per capita costs in Shiawassee County occur in the centralized urban area of Owosso, Corunna, and Durand which have rates of approximately \$25.00 to \$40.00 per person.¹³

Emergency Services

While the majority of the population in this nation is urban in residence, the majority of highway fatalities are rural in occurrence. The fatalities include both rural and urban residents who often die not so much because of their injuries, but because care is inadequate to the problem at hand. The urban resident as well as his rural counterpart, therefore, has a stake in the care that is available in less populated areas.¹⁴

In the tri-county area the largest category of deaths occurring under the age of 35 is not due to natural causes. In Genesee, Shiawassee, and Lapeer Counties, accidents account for 28, 48, and 36 percent, respectively, of all deaths under 35 years of age.

The estimated population per ambulance is lowest for Shiawassee County. Shiawassee also has seven different dispatch areas compared to only three for Lapeer County and nine for Genesee County.¹⁵ This presumably gives Shiawassee residents, as a whole, a more rapid emergency system. Otherwise, those involved in accidents within those cities where hospitals are located would receive the quickest emergency care.

The numbers of persons per ambulance for Genesee County are higher than both the region and state ratios.

Despite the great need for such aid, ambulance services have been cut in some areas due to increased costs. Flint Township discontinued its emergency ambulance service April 1, 1979 because Flint Township voters had rejected a 1.5 mil tax increase. Rural areas are particularly susceptible to tax cuts. They depend on fewer sources of funding than do urban areas. Also rural areas have a greater need for emergency transportation and could have future emergency care reduced by escalating fuel and equipment costs. ¹⁶

A 1973 article in the Journal of the American Medical Association suggested several different approaches to emergency care applicable to rural areas as opposed to urban areas.¹⁷ Emphasis should be placed first on improving capability to respond to emergencies that threaten life and limb rather than responding to the much larger number of less serious events. Most persons who die unnecessarily could be saved with relatively simple techniques, and improvement of basic services and skills is much more important at this time than is development of highly sophisticated training programs and response systems.

Emergency room nurses need better training and standard protocols for emergency response in rural areas. Both nurses and ambulance personnel need frequent critique sessions to make up for the sparsity of real emergencies they see.

Finally, the author suggests that program evaluation must be an integral part of any improvement effort.

LOCAL GOVERNMENT

Most rural communities in the region house several uses (fire stations, maintenance yard, administrative offices, and police stations) within the same building. This is markedly different than urban municipalities' segregation of these services. As borne out by the 1979 Region V survey, rural settings often have higher maintenance costs due to little new construction, rise in population and traffic flow, and in the case of one township, increased responsibility in road service. Several more urban communities indicated a decrease in road maintenance costs, the primary reason being that new paved streets, curb, and gutters reduced operating costs.

A planner should realize that most administrative offices are part time or volunteer effort in a rural area, which can make long term improvement programs difficult.

PUBLIC FACILITIES

Municipal Water and Sewer Systems

All urban areas in the Genesee, Lapeer, and Shiawassee County area have municipal water and sewer systems. Considerable variation exists among rural cities and villages, however.¹⁹ These communities' future often rests on whether or not they have been able to build municipal systems within the last ten years. During this period, federal funds were available to assist in their construction. With recent attempts to decrease the federal budget, however, these funds are in jeopardy. Smaller communities are often unable to unwilling to use their own resources or to cooperate with surrounding areas for municipal water and sewer construction. The operating systems are often prerequisite for a rural village's survival. A planner should be aware that often this is the most crucial problem facing these rural cities and villages.

Solid Waste Disposal

Our system of solid waste disposal has remained unchanged since the beginning of civilization. We still dispose of our wastes on or in the land. Presently we face three major problems with this system: the contamination of our waters, lack of available sites, and escalating costs, particularly transportation costs.

Few sites exist adjacent to urban areas due to local public pressure which perceives landfills as open dumps, breeding places for rodents, blowing paper, and foul odors.²⁰

For the most, these sites are located in nonpopulated areas. The potential rural resident should be aware of these sites and their potential hazard prior to relocating. The rural planner must be aware of these sites; early in his/her job tenure due to the potential environmental concerns on existing and future development.

A waste which contributes less to the total waste flow, but which is of greater concern than the typical municipal waste is industrial wastes. They include organic and inorganic residues, hazardous materials, hazardous and toxic chemicals, wood and paper. They present very real dangers to human life and all wildlife. In the past, sludges contaminated with hazardous wastes were deposited in landfills. Today because no incinerator exists in Michigan to dispose of these industrial by products, they have been sent out of state.

HEALTH CARE FACILITIES

Introduction

At one time, both the quality and quantity of health care services provided in urban and rural counties were distinctly different. However, as urban and rural areas have become more interdependent, their differences have decreased considerably.

As the inventory of services in Region V illustrated, the vast majority of key medical care services are urban oriented.²¹ This is usually particularly evident in the distribution of dentists, medical specialists, general hospitals, and to a lesser extent general practioners. However, modern transportation and communication innovation have widely diffused over the past several decades into rural areas. Modern transportation has reduced the time-cost ratio between the rural environs and the urban centered medical services. Modern communication innovations have "facilitated the transmission and penetration of urban thought-waves, including, one would assume, norms related to modern health care."²²

Urban centered hospital services have increasingly expanded the health care and educational opportunities now available in rural areas. Also, shifts have occurred in the rural occupational structure of these counties. Urbanites have followed the relocation of jobs into the countryside, are members of "white flight" movements into more rural areas, and/or have been attracted by pleasant rural and small town living. Farmers have taken up full or part time employment in business and industry.

This increased occupation and service flow into and out of urban and rural counties has increased the similarities in the two areas' health care systems. None the less, significant differences still exist in the health care delivery services among the three county area.

Hospitals

Hospitals are primarily concentrated in Flint. Lapeer County contains two hospitals; one in the City of Almont and the other in the City of Lapeer. Shiawassee County contains one hospital located in the City of Owosso. Genesee County has seven hospitals which provide general care. Six of the seven are located in the City of Flint. Wheelock Memorial Hospital is located in the Village of Goodrich, approximately nine miles southeast of Flint. The total number of licensed beds for Lapeer County is 260, Shiawassee, 272, and in Genesee County 2,276.²³

All hospitals in the region are AHA accredited. The following is a list of summarized standards or requirements for accepting general hospitals for registration:²⁴

Function: The primary function of the institution is to provide patient services, diagnostic and therapeutic, for a variety of medical conditions, both surgical and nonsurgical.

1. The institution shall maintain at least six inpatient beds which shall be continuously available for the care of patients who are nonrelated and who stay on the average in excess of 24 hours per admission.
2. The institution shall be constructed, equipped, and maintained to ensure the health and safety of patients and to provide uncrowded, sanitary facilities for the treatment of patients.
3. There shall be identifiable governing authority legally and morally responsible for the conduct of the hospital.
4. There shall be a chief executive to whom the governing authority delegates the continuous responsibility for the operation of the hospital in accordance with established policy.

5. There shall be an organized medical staff of physicians that may include, but shall not be limited to, dentists. The medical staff shall be accountable to the governing authority for maintaining proper standards of medical care and it shall be governed by bylaws adopted by said staff and approved by the governing authority.
6. Registered nurse supervision and other nursing services are continual.
7. A current and complete medical record shall be maintained by the institution for each patient and shall be available for reference.
8. Pharmacy service shall be maintained in the institution and shall be supervised by a registered pharmacist.
9. The institution shall provide patients with food service that meets their nutritional and therapeutic requirements; special diets shall also be available.
10. The institution shall maintain clinical laboratory service, with facilities and staff for a variety of procedures. Anatomical pathology services shall be regularly and conveniently available.
11. The institution shall maintain diagnostic X-ray service, with facilities and staff for a variety of procedures.
12. The institution shall maintain operating room service with facilities and staff.

A comparison of the acute care hospital services offered in Shiawassee and Lapeer Counties to those offered in Genesee County indicates that specialized hospital services are more readily available in the Flint metropolitan area. Both the City of Lapeer and the City of Owosso offer five out of twelve outpatient services offered by the Flint service area hospitals, and three and five out of 14 special diagnostic, treatment, and support services offered in the Flint service area hospitals.²⁵

Because there are no new major additions planned for the future, it can be assumed that Lapeer and Shiawassee Counties will continue to rely upon Genesee County facilities for specialized services.

Health Care Manpower

An inventory of health care available in Region V²⁶ reveals the expected concentration of doctors, nurses, dentists, and psychiatrists in county urban centers and to a much greater extent within the Flint City boundaries. While both Lapeer and Shiawassee Counties offer under five doctors per 10,000 population, Genesee County offers approximately ten doctors per 10,000 population. This compares negatively to the state's ratio of over 15 doctors per 10,000 persons.

The case is the same for other types of medical manpower including dentists, except for osteopathic physicians. In that case, Lapeer shows having a slightly higher number per 10,000 population than Genesee and the state ratios.

As can be expected, the general practice physicians compose a greater percentage of the total doctors in more rural counties.

One would assume that those persons who were unable to obtain medical services within their own county would seek those services either in Flint, Detroit, Pontiac, or Lansing. However, one must be physically and financially able to drive the required distances. The elderly, handicapped, and economically disadvantaged groups in rural areas are in a particularly vulnerable position regarding the provision of routine preventative and emergency medical assistance.

One last note, one must not assume that the patient flow is from the rural to the urban areas. One study revealed a reverse trend. The researchers state:

"Predictably, people living in small towns and rural areas go to large cities for some of their medical services. However, it is generally not appreciated that physicians practicing in small towns spend a sizeable proportion of their time providing medical care to people who live in somewhat distant,

large metropolitan areas. Apparently, these urban citizens perceive the presence of a type of medical care in small towns that is more desirable than that provided in large cities." 27

If this is true, it would indicate that medical service adjustments must be made in urban areas as well as rural areas to create a more efficient system better able to meet the immediate service area needs.

SOCIAL WELFARE SERVICES

As Ira Kaye, former Acting Director of the now defunct Office of Economic Opportunity's Office of Rural Programs, has said:

"Rural social problems are the product of neglect of our rural human resources. Modern technology has been concentrated on the agricultural and extractive industries, to the exclusion of human resource concerns. National policy has fostered this imbalance. Rural legislation has been farm legislation, and the resulting subsidy programs have contributed heavily to rural institutional deterioration and the breakdown of the rural economic base. National policy on racial and ethnic quality has also been a force in the decay of rural areas. This combination of these factors has... produced conditions which make rural areas places to get away from, not to live in."²⁸

All of the social problems one expects to find in any community may be found in rural settings. As Ginsberg states:

"A small scale of life does not imply simplicity. Rural communities are often as sociologically complex as urban communities. Many of their characteristics may be based upon little-remembered but nevertheless influential historical events focused on family conflicts, church schisms, and a variety of other occurrences which may deserve the status of legends."²⁹

However, because of the small and scattered population in rural areas, some social services that are usually provided in urban areas are unavailable to rural Americans.

According to Leon H. Ginsberg, editor of a book entitled, Social Work in Rural Communities, four major factors exist that appear to affect the delivery of social services in rural areas. They include: (1) lack of funding sources, (2) primary group orientation, (3) rural religious influence, and (4) transportation.³⁰

1. Lack of Funding

"Even when the incidence of specific need is high, local solutions to local problems may be financially impossible because the total population is too small to provide sufficient taxes or voluntary contributions to support day-care centers for aged persons, mental health out-patient clinics, nursing homes, family service agencies, settlement houses, and most of the other social welfare services that are routinely offered to the urban population."³¹

Increasingly, the federal and state governments are providing funding to rural distressed areas. Numerous countywide social service agencies receive direct and/or indirect federal funds. However, those agencies which rely heavily on provided funds have difficulty in managing multiple funding sources. The Catholic Service agencies expressed that the multi-grant funding creates the need for additional administration staff time. It also adds to the instability of the social service jobs, making the attraction and retention of qualified personnel difficult. The shortage of available volunteers compounds the staffing problem to create critical staff shortages for many of these privately funded agencies.

Federally funded housing services are available to small communities through many social service agencies and through Michigan State Housing and Development Authority (MSHDA) and local units of government who work in cooperation with developers. However, the Report of the Task Force on Rural and Nonmetropolitan Areas concluded:

". . .that available resources either have not been provided efficiently, or at all, due to (1) deficiencies in the delivery system, and (2) a failure to make full and imaginative use of existing authority and resources. This stems in large part from the failure of government administrative machinery to take into account and adapt its procedures, forms, and communications to the capa-

cities of these smaller communities and rural areas and their mode of administration and of doing business. This includes the capacities of the type of business enterprise that operates in these areas as well as the capacities of the governmental entities."

"The failure to deliver available resources has been compounded by the deliberate termination by a prior administration of programs which were serving these areas and communities successfully, such as programs under the United States Housing Act of 1937, consisting of public housing and the Section 23 (now Section 8) leasing programs, and the National Housing Act Section 235 program. Also, the overlapping jurisdiction of Housing and Urban Development (HUD) and the Farmers Home Administration (FmHA) creates some delivery problems."³²

2. Primary Group Orientation

Carl F. Kraenzel, a professor of rural sociology, has suggested that rural and/or sparsely populated areas are synonymous with primary group (e.g., family) orientation, while urban and/or metropolitan ways tend to be synonymous with secondary (e.g., schools, businesses, civic organizations, and so forth) and/or special interest group orientation.³³

Any social services organization, or for that matter, any institution that exists or develops in rural areas, is likely to be a primary unit. Faceless public servants common in urban areas are unlikely to be found in rural areas. In such a system an objectively organized and impersonally conducted social agency common in urban areas is unlikely to succeed.

A general urban and rural services questionnaire was administered to city managers, village and township clerks, and to school superintendents. The respondents were asked to rank various institutions as to the degree to which they contribute to community and individual welfare in their area. Although the survey was highly selective and given only to a very small

sample size, the results are interesting. The family, church, school, and local government institutions were commonly ranked as providing the highest amount of social services. Federal and state agencies were ranked fourth out of six for total services provided in the more urban areas while they were hardly ranked at all for the more rural areas. This may indicate the general awareness that such institutions exist, but an ambiguity regarding their function. It also may indicate the lack of visibility of federal and state institutions in the more rural areas. These institutions tend to be located in population centers.

Services were also termed more personal in rural areas as compared to urban areas with reasons being increased communication and/or personal knowledge of one's background.

3. Rural Religious Influence

In urban areas, social services are becoming increasingly secularized, but in many rural communities they are still closely related to churches. The initial results of the Urban and Rural Services Study seem to support the relevance of this statement for Lapeer and Shiawassee Counties. Churches were ranked as primary service institutions. However, when services were broken down by service category (recreation, education, health, etc.), the churches and church welfare agencies, combined, scored lower than any other social institution, with the exception of private services and good samaritan individuals.

The local units of government consistently scored the highest. This may indicate that the categories listed are phrased in such a manner so that they tend to reflect the activities of government. For example, both counties have Parks and Recreation Commissions; and therefore, the term "recreation" may be more readily identified with those institutions than the church recreational activities. Also, this may reflect the total integration of the church into the social fabric of the community. The church usually takes on a multi-purpose role. It often serves as a community center, social center, town hall, and political organization meeting place. Ginsberg states:

"The minister fulfills the whole range of social service roles from marriage counselor to youth club organizer. Whereas, the urban church usually operates as a secondary institution and the minister as a specialized functionary, the roles of the rural church and the rural minister are inextricably woven into the whole fabric of community life...separating religion from welfare services, education, and government is difficult to accept; they are all tied together. Therefore, most rural social services that are effective must involve churches and church leaders. Any other pattern is too far removed from the context of community life."³⁴

4. Transportation and Communication

Transportation appears to be the key problem in rural areas. "Almost all rural specialists from all disciplines cite this inadequacy as a major problem."³⁵ Also, all of the countywide social service agencies surveyed in Lapeer and Shiawassee Counties mentioned transportation as being the main problem they face. Often clients lack cars and access to affordable public transportation. Many cannot afford

phone service. This isolation often compounds emotional and physical problems. The lack of transportation and community services makes service information dissemination to these areas difficult. Consequently, many rural persons lack a basic understanding of the social services available to them.

However, companies selling appliances, books, and insurance have found it more feasible to extend their activities into isolated rural areas that have programs of social welfare. As one service agency administrator stated in the Region V Urban and Rural survey,

"The staff has difficulty handling present caseloads due to underfunding. Therefore, no time can be allocated for designing an aggressive outreach program which would only take away from present service hours and add to caseload waiting lists."

The United States has yet to commit sufficient resources to deal with its social problems, urban or rural, and this lack is most dramatically visible in rural areas.

5. Rural Conservatism

In addition to the above four reasons, the conservative nature of rural populations tends to influence the delivery of social welfare services. Often a local public welfare agency and its clients represent an affront to all that is held to be of value in many communities (self-sufficiency, independence, thrift, and family loyalty). After all, the department was "thrust" in by federal and state actions; it reflects outside values, and it is usually staffed by outsiders of higher educational level than most residents. This outside influence often represents an external threat.

Many problems faced by rural social service agencies are a result of what is inherent in the word "rural." A small concentration of people makes, in most cases, the provision of specialists, varied services, and outreach programs difficult and cost prohibitive.

Agencies face a shortage of manpower due to the shortage of dollars available and the increased cost per rural case. Even if dollars were readily available, it may be difficult to attract sufficient personnel due to the lack of other services in the community and surrounding areas. Recreational opportunities are fewer, professional stimulation is less available, and resources for effective practice are limited. The lack of professional services available compounds the problem. Often rural doctors, dentists, and psychiatrists are overwhelmed by their caseloads. Rural conservatism, provincialism, and an emphasis on self-reliance not only makes delivery of services difficult, it also tends to alienate new professionals who become frustrated by their inability to use new techniques.

LIBRARIES

Libraries no longer merely dispense books to a reading public. They also provide a number of services to the community including education, entertainment, and information. Lecture series, reading progress film and record collections, and other similar programs are opening the library to a variety of population groups. Functions specifically geared toward children, young adults, the elderly, and handicapped are now part of many library programs.

The State Board of Education is authorized by law (P.A. 89 of the Public Acts of 1977) to set standards for library cooperatives and public libraries and to issue certificates to library employees. These standards are based on the size and density of the population served.

All libraries in the region, with the exception of Imlay City, are part of either the Mideastern Michigan Library, the Blue Water Federation, or the Capital Area Library Cooperatives. All receive state funding and, therefore, must meet the standards listed below.

By law, cooperative libraries' services must include:³⁶

1. A central pool or rotating book collection.
2. In-service training.
3. Book selection aids.
4. Bibliographic services.
5. Audio-visual services.
6. Bookmobile services or other outlets to outlying areas.

7. Publicity and public relations.
8. Printing.
9. A centralized purchasing operation.
10. Centralized processing including cataloging and marketing.
11. Reference services.
12. Delivery services.

Public libraries (which include county, city, and village systems) by law are designated according to the following classes on the basis of population. As may be expected, staff, capital outlay, and operating requirements are considerably less stringent for more rural areas.

Population	Class	Hours	Library Expenditures
0 - 2,999	I	15/wk	.45 per capita
3,000 - 5,999	II	20/wk	.50 per capita
6,000 - 12,999	III	30/wk	.55 per capita
13,000 - 24,999	IV	40/wk	.60 per capita
25,000 - 49,999	V	50/wk	.65 per capita
50,000 and over	VI	55/wk	.70 per capita

P.A. 89 of Public Laws of 1977 states:

"Certificates will be issued by the state board, based on educational attainment as follows:

- a) Type I: Professional Certificate. A master's degree in library science or its equivalent from a college or university with a library school program accredited by the American Library Association.
- b) Type II: Limited Professional Certificate.
 - (i) A bachelor's degree with at least a minor in library science.
 - (ii) A bachelor's degree in any subject area with at least 18 semester hours in library science or recommended by the Michigan Dept. of Education.

c) Type III: Library Technician Certificate.

- (i) Graduation from a two year library technician program approved by the Michigan Dept. of Education.
- (ii) Two years of college training, nine credit hours of which must be library training as recommended by the Michigan Dept. of Education.

d) Type IV: Clerk Librarian. One year of college from a college or university approved by Michigan Department of Education.

All libraries in the region meet or exceed state standards. Differences do exist regarding the hours, staffing, and collection size per capita; areas of higher population density (Lapeer and Owosso) have much higher per capita collection ratios, are open longer, and have persons who hold more advanced library degrees. With the availability of Universal Borrower's Cards, the assumption is that the more urban areas (with the exception of Owosso) do provide services to areas larger than their defined area populations. As the population continues to rise in these counties, the urban centers will continue to feel pressure to expand their services. This pressure will be exerted by residents moving into the rural areas as well as urban centers of Lapeer and Shiawassee. If these newly arrived residents originate from areas of greater population density, one can expect ever greater pressure on these libraries to provide a greater quantity and variety of research assistance, materials, and programs.

RECREATIONAL SERVICES

No methodology has yet been devised which can aid the researcher in predicting the degree of satisfaction with rural recreational services that will be felt by the newly arrived urbanite. The theory that urbanites desire to return to nature conflicts with the theory that urbanites desire more indoor activities than rural residents; therefore, the preference for certain types of outdoor recreation does not appear to be primarily dependent on whether one is an urban or rural resident. More reliable criteria for determining preferences include place of upbringing, age, occupation, income and education levels, and the density of the areas from which and to which one is moving. Also, there exists considerable differences within urban centers (cities and suburbs) and within rural areas (small towns, market communities, farm, and non-farm).

Active/Passive Recreational Facilities: Recreational facilities provide two basic types of recreational areas--active and passive. The active recreational areas are those which are developed with apparatus and playfields. Passive areas are those which are primarily for restful activity. Scenic and picnic areas are prime examples.

Service Area: The population area which the recreational facility services determines the facility's size and form. Progressing from the most localized are home yards, neighborhood (adult and playgrounds), community, municipalwide, and regional facilities. (See Table I.) The degree of distinction between these different service areas will depend

Table I

SUMMARY OF RECREATIONAL CONCEPTS AND STANDARDS 37

	<u>Neighborhood Facilities</u>			<u>Community Facilities</u>	<u>Municipal Facilities</u>	<u>Regional Facilities</u>
	<u>Playground</u>	<u>Park</u>				
<u>Age Group</u>	Elementary	Adult		Secondary school	Family	All ages
<u>Type of Use</u>	Active	Passive		Active	All types	All types
<u>Distance from home</u>	Easy walking distance	Easy walking distance		Walking distance	Short drive time	15-30 minutes driving
<u>Location</u>	User oriented, center of neighborhood away from thru streets	User oriented, center of neighborhood away from thru streets		User oriented, center of community on thru streets	Both user and resource oriented, center of municipality on thru streets	Resource oriented areas that should be kept in natural state
<u>Size Standard</u>	5 acres plus 1 acre per 100 pupils	1 acre per 1,000 pop. approximately		20 to 30 acres plus 1 acre per 100 pupils	1 acre per 100 pop. - less space required for neighborhood and community facilities	1 acre per 100 pop. within the region
<u>Approx. Size</u>	10 acres	3 acres		25-50 acres	Varies	Varies
<u>Minimum Size</u>	2 acres for playground alone, 3.5 acres if combined with school	2 acres		10 acres for playfield alone	-----	500 to 1,000 acres or more

on the population of the area. For example, a rural township park could be described as both a community and municipalwide facility and even to some degree a neighborhood facility.

The size and shape of a recreational facility is dependent on the above two factors of service area and functional use. Other factors include clientele (for whose use it is designated and who will ultimately pay for the facility) and climate, scenery, natural areas, historic sites, soils, existing waters, and potential impoundment sites for water and wildlife habitat. Other factors may include the proximity and access of local roads and tourist routes, and the rural ownership and land use patterns.

Planning for Recreational Facilities--Basic Difference Between Urban and Rural Approaches

A Region V survey of existing recreational plans in the three county area turns up some basic differences between urban and rural approaches toward planning for open or recreational spaces. These differences are inherent in the definition of urban and rural. Urban areas tend to be either:

1. Overly developed with no vacant land or area designated as either open space or for recreational use, or
2. Fragmented by extensive vacant land and/or deteriorating buildings.

In the former case, the need is stated as being one of increasing vacant land to allow the city "to breathe." The active recreational aspects of community facilities are played down; the emphasis is on "open space." In the latter case, there is a described need for a "system of parks" which unites the city into a pleasing and coherent whole. Here the socializing aspects are emphasized. The city parks are projected as not only allowing the residents to experience visually the city as a

whole system, but to socially experience a unified city.

"They allow a diversified population to mingle, and the larger green spaces, parks and pathways, riverbanks, and waterfront give to a city the coherence that allows the urban dweller to have a feeling for the whole." ³⁸

In rural areas there is, of course, no need for "open space." However, if the area is in an area of projected population increase, the plans stress the need for preserving land now for future recreational and open space needs. As stated in Elba Township's Comprehensive Plan:

"It is wise to purchase lands for recreation early in a community's development before sites become scarce and prices inflated by the pressure of increased urbanization." ³⁹

The need to preserve wetlands, woodlands, and floodplains for passive recreational use is also a concern expressed in the rural plans. However, overall local plans tend to stress the more active recreational facility, leaving to the county and/or state the responsibility of preserving valuable positive scenic areas.

The combination uses and hence the sharing of expenses is often proposed as being a logical approach to providing recreational facilities in rural areas. The coupling of existing and future school sites with recreational areas reflects the existing dependence on school sites for active recreational sites. To a lesser degree, suggestions are made for setting land aside for a community park/township office facility, thus creating a township focal point.

Analysis of Present Recreational Facilities in Lapeer and Shiawassee Counties

Standards: Recreational standards have been produced by several national planning and recreational professional societies and associations and are listed in the following table. However, variations in these standards will exist depending on local trends or desires of the people and their places of residence.

AMERICAN SOCIETY OF PLANNING OFFICIALS STANDARDS FOR OUTDOOR RECREATION AREAS

Type Facility	Minimum Acreage per 1000 Population	Minimum Area Required	Area Required for Best Results	Age Group Served	Total Population Served	Service Radius	Location
PLAYLOT	-	2400 Sq. Ft.	3750 Sq. Ft.	Pre-School	300 to 800	1 block or 1/8 mile	High density areas
PLAYGROUND	1.25	Min. 3 acres; Max. 7 acres	5 acres	All ages but mostly 5-15 years	3,000 to 5,000	High density 1/4 mile Low density 1/2 mile	Next to an elementary school and in the center of the neighborhood
NEIGHBORHOOD PARK One or Two Family Multi-Family	1.5 2.0	1.5-2 acres	1.5-7.5 Acres 2-10 Acres	All Ages	1000 to 5000	Walking Distance 1/4 mile	Central-adjoining a school
PLAYFIELD	1.75	20 acres	20-25 acres	Young people & adults	Not more than 20,000	1 mile or less	Central - 3 to 5 neighborhoods adjoining a school--Parking required (1-2 acres)
COMMUNITY PARK	1 acre or more	25 acres	25 to 50 acres	All ages	20,000 to 40,000	1/2-2 miles	Central Adjacent to major thoroughfare -- Parking required - (1 1/2 to 2 acres)
MAJOR PARKS	2.5 acres	100 acres	100 to 200 acres	All ages	50,000	30 to 60 min. travel distance accessible to public transit	Readily accessible to whole City. Parking required (2-3 acres)
REGIONAL PARKS	500 to 5000 ac.	500 acres	1000 to several thousand	All ages	Entire urban area	60 min. travel time Flexible	Outside urban area on large tract of land

Source: Standards for Outdoor Recreational Areas is a summary of the various standards and tables as published by the ASPO Report No. 194, Jan. 1965.

MINIMUM RECREATION STANDARDS RECOMMENDED FOR THE FLINT-GENESEE COUNTY METROPOLITAN AREA 40

Type of Area	Acreage Required Per 1000 Population	Minimum Site Size	Primary Age Group	Service Area	Preferred Location
PLAYLOT	.25	.25-.50 acres	Pre-school 0-6	1/8 mile radius or 1 block	In high density areas, within safe, easy walking distance.
PLAYGROUND	1.0	3 acres	6-12	1/4 mile radius	Well centered and within safe, easy walking distance of the area served. Adjoining or a part of a school facility.
NEIGHBORHOOD PARK Low Density High Density	2.0 2.5	5 acres 7 acres	All ages All ages	1/2 mile radius 1/4-1/2 mile radius	Centrally located within the neighborhood. Adjoining or part of a school facility. Away from major thoroughfares.
PLAYFIELD	1.75	20 acres	Teen-age & Adult	1 1/2 mile radius	Adjoining or part of a high school facility. Area should provide 50-100 parking spaces, minimum.
COMMUNITY PARK	5.0	25 acres	All ages	2-2 1/2 mile radius	Adjacent to major thoroughfares for easy access. Area should include natural landscape features for ample passive uses. Minimal parking requirement; 150-200 spaces.
MAJOR PARK	15.0	200 acres	All ages	25 mile radius, 30-60 min. driving time.	Well distributed throughout metropolitan area, on or near major trafficways. Located where large open space areas are readily available.
REGIONAL PARK	20.0	1000 acres	All ages	50 mile radius, 60 min. driving time	Location determined by availability of large open spaces where the natural character and environment of the area can be retained in keeping with the development of special recreational uses.

General Urban/Rural Differences in Recreational Facilities Provided

The urban dweller is provided with recreational facilities close at hand and usually arrived at on foot. The rural dweller is mostly provided with auto user-oriented areas, particularly community and regional parks. Suburban dwellers tend to have somewhat of a "mixed bag;" they are usually provided with varied indoor and outdoor programs at the neighborhood and community level. However, access to these areas is usually less convenient by foot than to their urban counterparts. There tend to be fewer playground and playlot facilities within walking distance as well.

Basic differences between rural and urban recreational facilities are well illustrated by the facility statistics for the Region V area shown below.

The more urban county of Genesee has 1.98 locally funded parks per 10,000 population compared to the two rural Shiawassee and Lapeer Counties' ratios of 1.64/10,000 and 1.92/10,000, respectively. However, the degree of difference among locally controlled park acreage is much more dramatic. Genesee County has 234 acres of locally funded parkland per 10,000 population compared to 19 acres/10,000 and 24 acres/10,000 ratios for Lapeer and Shiawassee, respectively. This difference reflects the relatively smaller numbers per capita of locally funded and operated neighborhood and community parks in the more rural counties.

This basic difference is reinforced by the fact that in Genesee County municipal parks compose 16.6 percent of the total park acreage, while for Lapeer the amount is one percent and for Shiawassee it is 13 percent.

The two rural counties also tend to have fewer active recreational areas per capita than the urban county, especially locally provided

tennis courts, swimming beaches and waterfront footage, picnic tables, and play equipment.

Golf courses in both Shiawassee and Lapeer Counties are privately owned and tend to provide active recreation for a small portion of the older segment of the population only.

According to the Shiawassee Parks and Recreation Plan:

"There is also a complete lack of indoor recreational facilities in every municipality of Shiawassee County, and this shortcoming places the burden of scheduling indoor events upon the Y.M.C.A., the Y.W.C.A., and the public schools."⁴¹

Lapeer County Recreation Master Plan mentions the lack of a "dependable ice" facility required for hockey programming. The suggestion made is for the creation of an indoor-outdoor rink which could be converted during the summer months to a community center/tennis facility.

Recreational Services--Conclusion

The same features which contribute toward Lapeer and Shiawassee Counties' attractiveness "as a natural resource oriented, sparsely populated, pleasant rural environment also contribute toward (the two counties') relatively low tax base, lack of significant industry, and costly demands for services provided at the county level."⁴² A beautiful unpopulated landscape will more than likely come without the varied active and passive recreational services of the more urban areas.

EDUCATIONAL FACILITIES

Introduction

Schools perform two major functions in a community. The primary purpose of the elementary and secondary school system is the teaching of basic skills and knowledge. They can be used, however, to reinforce a feeling of "community," by using the school facilities for recreation, public gatherings, and adult education activities.

How well a school performs these functions depends on many factors. Just what those factors are and the importance of their contribution to an active and efficient school system have been the subjects of decades of continual debate. Usually included in the discussion are population density, dollars spent per student, and the degree of parental involvement in educational affairs. Related factors include pupil/teacher ratios, size and age of the physical plant, and the provision of special facilities, services, and activities.

A widely accepted fact is that local schools, even within district boundaries, do fluctuate in the quality and, to a lesser extent, in the funding of the educational services they provide.

Urban/Rural Differences

Those school district superintendents interviewed in Shiawassee and Lapeer Counties indicated that urban/rural school system differences do exist. Rural schools tend to be viewed as the center of activity and hence the only source of leadership in the community to promote both

educational and noneducational programs. Other differences were listed as follows:

- Less violence in rural school districts.
- Fewer serious discipline problems in rural school districts.
- Smaller schools and a greater feeling of community in rural settings.
- Expectations of the school in a rural area are higher.
- A rural school. . .is more liable to provide the services to its students which meet the needs in their own community.
- Because of size (rural schools) cannot provide as many of the vocational programs.

One must remember that these comments were provided by superintendents of rural school districts. Their comments, however biased, do reflect benefits of rural school districts as seen by those responsible for their management.

Pupil/Teacher Ratios

The numbers of students per teacher range from a low of 22 in Shiawassee County to a high of 26 in Lapeer County. According to Dave Donovan, Director of Research, Evaluation, and Assessment Services for the Michigan Department of Education, a state average of about 24 students per teacher currently exists in Michigan.

Costs Per Pupil

The Michigan Department of Education bulletin, "News," dated April 20, 1979, indicated that a large variance in costs per pupil exists throughout the state. The annual cost of educating a public school pupil in Michigan ranges from less than \$1,000 in a Tuscola County school district to more than \$2,600 in a suburban Detroit school district. The state average per pupil expenditures for slightly more than two million pupils

enrolled in 530 school districts was \$1,588 during the 1977-78 school year, up from the \$1,410 the previous year.

Genesee County (\$186.3 million) was included in the category of twelve Michigan counties whose school expenditures topped the \$50 million mark. The Lapeer County total expenditures were \$20,340,397 for the 1977-78 school year, while the Shiawassee County total for the same time period was \$24,676,935. Therefore, all three counties' average of expenditures per pupil was below the state averages.

The State Board said Michigan's nearly 100,000 teachers earned an average of \$16,454 during the 1977-78 school year. In the three county area, the Shiawassee teacher's salaries average was the lowest (\$14,415), followed by Lapeer (\$15,174), and Genesee (\$16,397). Therefore, none of the three county averages equalled the state average for the 1977-78 school year.

CONCLUSION

As should become apparant from the discussion so far, the urban planner should not confuse smaller with less difficult. Rural areas often have problems which match those of more populated areas in terms of degree of difficulty. In particular, the efficient coverage of large spaces with often minimal funds is often a considerable challenge. Historical social patterns within the community play an important role in decision making levels where past feuds can outweigh rational action. New arrivals who are desirous of more services and who support higher taxes are often pitted against the "old timers" who are suspicious of change. The philosophy of "keeping things the way they are" can often mask a village's fear of outsiders and predjudice against those that are different from themselves. Such a sentiment can block

much needed community development activities. The application of standards not relevant to rural areas can be disastrous in terms of the planner's lost credibility and the obvious inefficient use of public money. Finally, old axioms can lose their validity very quickly, and it is the planner who should be aware of new solutions to old problems. Of particular importance is the myth that rural areas are unattractive to professionals. More and more doctors and dentists, for example, are following the general population trend to non metropolitan areas. Therefore, the key to rural planning is the same creative approach taken in rural living, that is a thorough investigation of potentials despite old patterns.

In this paper urban and rural standards have been outlined and compared. based on up to date techniques presented in the literature. An application of this material in the form of a community satisfaction questionnaire follows in the next section.

APPLIED RESEARCH: THE COMMUNITY OPINION SURVEY

The measurement of community service levels is best done through the use of multiple research methods. Field observations are best used to measure environmental concerns (e.g., street maintenance, garbage disposal, housing conditions). Review of primary data sources is best used to measure areas in which statistics are kept on a regular basis (e.g., protective services, water and sewer service, land use). Public opinion is best tapped for those services in which users are self selecting (e.g., recreation) or for general opinion surveys. Surveys of key knowledgeable (e.g., department heads, commercial businesspersons, elected officials) are also useful. Combined, the multiple survey technique provides a system of checks and increases the assessment validity.

In rural communities, problems inherent in multiple techniques are significantly reduced. Due to the much reduced scale, the survey designer is also often the survey implementor, recorder, and analyst. This reduces the bias due to nonstandard application across neighborhoods. Also, direct field observation and data are synthesized immediately by the analyst, theoretically increasing chances of a more accurate community profile.

The survey which follows was designed by the author in response for an opinion survey on what was right and wrong with Imlay City, a community of 2,000 persons. The intended use was to make adjustments in the capital improvement program.

Standard scientific sampling techniques were employed in the survey design. Open and closed questions were employed to assist in analysis. A telephone survey technique with direct coding onto a micro-computer was intended to reduce costs and to keep the budget figure under a politically acceptable \$2,000.

IMLAY CITY COMMUNITY OPINION SURVEY

Survey Objectives

- I. To measure residential satisfaction with Imlay City municipal services, to uncover problem areas with current municipal services;
- II. To ascertain general satisfaction with their community;
- III. To ascertain community perspectives on the future of their city.

Methodology

Using the latest telephone directory for Imlay City, between 120 and 240 households will be randomly selected. (The sample size depends on the length of survey selected and budget constraints. See attached note.)

Colored postcards will be sent to these 120 to 240 households. The purpose of this mailing is to explain the importance and purpose of the survey and to thereby reduce refusals (hence, non-response bias). The postcard should carry the signature of an elected or appointed city official. This will hopefully legitimize the survey in the minds of most of the respondents.

Secondly, a postcard explanation will "stick" in the respondents' minds longer than a telephone explanation. This has the advantage of attuning these queried citizens to the activities of their city government and thereby encouraging future citizen participation in local affairs. It also encourages thoughtful response when they perceive that their answers will be heard by those who have the authority to make community improvements.

One problem with the forementioned technique is that survey bias is increased because those households with unlisted numbers will not be contacted. (Using a random digit dialing technique, the households with unlisted numbers would be reached.) This disadvantage, however, is outweighed by the expected reduction in nonresponse bias by using the pre-survey mailing.

IMLAY CITY QUESTIONNAIRE SCHEDULE

	<u>Completion by</u>
Develop Questionnaire	1/6/81
Submit to City Manager	1/9/81
Revise	1/21/81
Pretest (5:00 p.m. - 9:30 p.m.)	1/22/81
Revise	1/23/81
Conduct Interviews	2/6/81
240 households at 20 minutes per household contacted during the hours of 5:00 p.m. - 9:30 p.m. Responses will be coded after each interview.	
Tabulate and Analyze Response	2/11/81
Final Report	2/13/81
Final Report Delivered to Imlay City	2/17/81

BUDGET

Personnel	\$ 792.00
Personal Services Contract	300.00
Travel	100.00
Miscellaneous	50.00
*Printing and Distribution	--
Indirect	<u>745.00</u>
TOTAL	\$ 1,987.00

QUESTIONNAIRE SUMMARY

I. Questions on Service Level Satisfaction

- A. Road Related
- B. Water and Sewer Services
- C. Protection Services
- D. Municipal Recreation

II. Questions Concerning General Community Satisfaction

- A. What Do You Like About Imlay City?
- B. Primary Problem
 - Transportation
 - Recreation
 - Land Use
 - Housing
 - Criminal Justice
 - Environment
 - Health Care
 - Social Problems
- C. Identification of Possible Community Image Problems
- D. Listing of Three Most Significant Problems of Imlay City

III. Community Change Questions

- A. Community Change
- B. Major Positive Changes
- C. General Satisfaction With Imlay City Over Time
- D. Reaction to Potential Changes

IV. Demographic Characteristics

LEAD IN:

Hello. (IF CHILD ANSWERS, ASK FOR PARENT.) My name is _____.
I sent you a postcard a few days ago about a city sponsored telephone survey.
At this time I want to ask you some questions which will help your mayor and council make some decisions on planning municipal services and also on possible future projects. Our experience has shown that these questions will take no longer than _____ minutes. (IF RESPONDENT INDICATES THIS IS A BUSY TIME, MAKE AN APPOINTMENT.)

Thank you. Let's begin.

7. QUESTIONS ON SERVICE LEVEL SATISFACTION:

These first set of questions are being asked to find out how satisfied you are with the city services.

ROAD RELATED.

The first few questions are related to roads and sidewalks.

1. Have you driven an automobile in the last twelve months?

Yes, have driven	1
No, don't drive	2
Don't know	9

2. From your home, do you primarily walk or drive if your destination point is in Imlay City?

Walk	1
Drive	2
Walk and drive equally	3
Don't know	9

3. In the winter, would you give your city streets a rating of either:

Excellent	1
Good	2
Adequate	3
Inadequate, or	4
Very Poor	5
(Don't know)	9

(I'll read them again.)

4. How about in the summer, would you rate the city streets as being:

Excellent	1
Good	2
Adequate	3
Inadequate, or	4
Very Poor	5
(Don't know)	9

5. Have any repairs been made to your street during the past year?

Yes	1
No	2
Don't know	9

6. Are your neighborhood streets in the summer either:

Very smooth	1
Fairly smooth	2
Fairly rough, or	3
Very rough	4
(Don't know)	9

7. Would you be willing to pay \$40 more a year to the city to have the street on your block as smooth as you like it to be?

Yes	1
No	2
(Don't know)	9

8. During the past year, have you thought about complaining to a city official about the condition of your street or any streets in Imlay City?

Yes	1
No	2
(Don't know)	9

IF YES TO ABOVE:

9. Which streets and what would be your complaint? _____

10. Do you feel traffic signs and signals in the city are for the most part easy to read?

Yes (GO TO 11)	1
No (GO TO 11 UNLESS OFFER LOCATIONS FOR 12)	2
(Don't know)	9

11. Are correct traffic signs and signals in the city in the proper places?

Yes (GO TO 13)	1
No (GO TO 12)	2
(Don't know)	9

12. Describe where traffic signs and signals are needed. _____

13. Looking at the streets in your neighborhood, do you feel that the amount of street lighting at night is either:

About right	1
Too low	2
Too bright, or	3
There are no lights	4
(Don't know)	9

14. Would you say there are enough sidewalks in your neighborhood?

Yes, enough	1
No (too few or none)	2
(Don't know)	9

15. Are the sidewalks in your neighborhood in good condition?

Yes	1
No (GO TO QUESTION 16)	2
No sidewalks in neighborhood	3
(Don't know)	9

16. Which sidewalks need repair? _____

Looking now at the downtown area:

17. Would you rate the amount of parking in the downtown area as being either:

Excellent	1
Good	2
Adequate	3
Inadequate, or	4
Very Poor	5
(Don't know)	9

Do you see problems with traffic flow in the downtown? In other words . . .

18. Are pedestrains endangered by traffic?

Yes	1
No	2
(Don't know)	9

19. Are traffic signals confusing the downtown?

Yes	1
No	2
(Don't know)	9

20. Are traffic problems caused by cars pulling out of parking spaces in the downtown?

Yes	1
No	2
Sometimes	3
(Don't know)	9

21. Are you aware of any other problems related to traffic in the downtown? _____

WATER AND SEWER SERVICES/WASTE DISPOSAL.

The next few questions will relate to water, sewer, and waste disposal.

22. Do you have any complaints with the taste, odor, or appearance of your drinking water?

Yes, taste	1
Yes, odor	2
Yes, appearance	3
No, no complaints	4
(Don't know)	9

During the past year has the following occurred? . . .

23. Your water stopped flowing?

Yes	1
No	2
(Don't know)	9

24. Your water pressure was much less than usual?

Yes	1
No	2
(Don't know)	9

25. An unusual sudden change in the appearance of your water?

Yes	1
No	2
(Don't know)	9

26. A sudden change in your water's taste or odor?

Yes	1
No	2
(Don't know)	9

27. Which of the following categories indicates how often in the past you have been seriously inconvenienced by rain water standing in your neighborhood streets? Has it been:

After almost every rain	1
Only after heavy rain, or	2
Never	3
(Don't know)	9

28. Are you satisfied with the garbage collection and disposal in Imlay City? Are you:

Very satisfied (GO TO QUESTION 30)	1
Somewhat satisfied (GO TO QUESTION 30)	2
Neither satisfied nor dissatisfied	3
Somewhat dissatisfied, or (GO TO QUESTION 29)	4
Very dissatisfied (GO TO QUESTION 29)	5
(Don't know)	9

29. What changes in garbage collection and disposal would you like to see in the near future? _____

PROTECTIVE SERVICES.

30. Turning now to police protection, how safe do you feel walking anywhere in Imlay City at night? Do you feel:

Very safe	1
Reasonably safe	2
Slightly wary	3
Very cautious, or	4
Afraid to walk at night	5
(Don't know)	9

31. Are any areas in Imlay City what you consider to be unsafe? What are they? Are there any other areas? _____

32. Based on your own experience or hearsay, would you rate the police force as being either:
- | | |
|--------------|---|
| Excellent | 1 |
| Good | 2 |
| Fair, or | 3 |
| Poor | 4 |
| (Don't know) | |
33. Do you think the amount of police patrolling in your neighborhood is either:
- | | |
|-----------------|---|
| Too much | 1 |
| About right, or | 2 |
| Not enough | 3 |
| (Don't know) | 9 |
34. On the whole, would you say the service provided to your family by the police is either:
- | | |
|--------------|---|
| Excellent | 1 |
| Good | 2 |
| Fair, or | 3 |
| Poor | 4 |
| (Don't know) | |
35. Have you needed the help of either the fire department or ambulance service while living in Imlay City?
- | | |
|--------------|---|
| Yes | 1 |
| No | 2 |
| (Don't know) | 9 |
36. Based on your own experience or hearsay, would you rate the fire department's response time as either:
- | | |
|--------------|---|
| Excellent | 1 |
| Good | 2 |
| Fair, or | 3 |
| Poor | 4 |
| (Don't know) | 9 |
37. On the whole, would you say the ambulance service provided to your family is either:
- | | |
|--------------|---|
| Excellent | 1 |
| Good | 2 |
| Fair, or | 3 |
| Poor | 4 |
| (Don't know) | 9 |

MUNICIPAL RECREATION.

I would like to ask you several questions on the recreational services offered by the city.

38. What kind of recreational sites and programs does the city and school district provide that you know about?

RESPONDENT LISTS:

Municipal & school improvements only 1
(Parks, tennis courts, etc.)

Municipal and school programs only 2

RESPONDENT MIXES:

Private and municipal programs and sites 3

RESPONDENT LISTS:

Private programs and sites only 4

INTERVIEWER CLARIFIES TO RESPONDENT THAT WE ARE TALKING ABOUT CITY AND SCHOOL DISTRICT SERVICES AND FACILITIES!

Nothing 0
(Don't know) 9

39. How many times during the month of August did you or the members of your family use your city parks?

One time 1
Two times 2
Three times 3
Four times 4
Five or more times 5
None, never used 6
(Don't know) 9

40. Would you rate these recreational opportunities as either:

Excellent 1
Good 2
Fair, or 3
Poor (GO TO QUESTION 41) 4
(Don't know) 9

41. How do you see them being improved? _____

42. What additional programs or sites do you think are needed in Imlay City? These are additions which you would be willing to finance through an increase in millage. Are there any other recreational programs or sites? _____

43. Are you satisfied with the service you receive from your city library? Are you either:

Very satisfied	1
Somewhat satisfied	2
Neither satisfied nor dissatisfied	3
Somewhat dissatisfied (GO TO QUESTION 44)	4
Very dissatisfied (GO TO QUESTION 44)	5
(Don't know)	9

44. Why not? _____

II. QUESTIONS CONCERNING GENERAL COMMUNITY SATISFACTION:

We have just completed the questions on city services. The next few questions are related to your general satisfaction with living in Imlay City.

NOTE: ANSWERS ARE CODED AS THEY ARE RECEIVED. LISTS ARE NOT READ, HOWEVER. MORE THAN ONE ANSWER IS OKAY. SUMMARIZE, IF LENGTH OR VERBATUM IS SHORT, THE RESPONDENT'S ANSWER AT THE BEGINNING OF EACH QUESTION. CODE ONLY IF CATEGORY IS OBVIOUS.

45. What do you like most about Imlay City? Is there anything else?

Nothing	0
Characteristics of the people (for example, friendliness, fun, relaxation, etc.)	1
Lifestyle of small towns (rural setting, country living, etc.)	2
Community and recreational facilities and community/municipal services (street cleaning, plowing, refuse collection, police, fire, church/civic sponsored services, etc.)	3
Natural Environment (clean, open space, etc.)	4
Economics (stable, secure life, etc.)	5
Schools	6
Retail Services (downtown shopping, etc.)	7
Other	8
(Don't know)	9

SIGNIFICANT PROBLEM AREAS IN IMLAY CITY.

Now, let's talk about what you consider to be the most significant problems with Imlay City. These answers will help your city and other government and private organizations provide services you feel are important.

TRANSPORTATION.

The following problems in transportation are found in other communities. Do you feel they exist in Imlay City; and if they do exist, do you think they are slight or serious problems?

CODE: NONEXISTANT 0
SLIGHT 1
SERIOUS 2
DON'T KNOW 9

46. In some communities commuting to work is a problem. Is that a problem in Imlay City? Is it slight or serious? _____
47. In some communities public transportation is not available. Is that a problem in Imlay City? Is it slight or serious? _____
48. In some communities there is a lack of bus/van service for elderly and handicapped citizens. Is that a problem in Imlay City? Is it slight or serious? _____
49. In some communities speeding traffic is a problem. Is that a problem in Imlay City? Is it slight or serious? _____
- If so, where? _____
- _____
50. In some communities excessive truck traffic and noise is a problem. Is that a problem in Imlay City? Is it slight or serious? _____
51. What other traffic problems do you think exist in Imlay City?
- _____
- _____

RECREATION.

In terms of the availability of recreation and entertainment, do you feel the following problems found in other cities exist in Imlay City? Again, if they do exist, do you think they are slight or serious?

52. In some communities entertainment opportunities are few and not enough dining, banquet, or movies are available. Is that a problem in Imlay City? Is it slight or serious? _____

53. In some communities no community center is available for teens, adults, or the elderly. Is that a problem in Imlay City? Is it slight or serious? _____
54. In some cities community school buildings are not used enough for recreational programs. Is that a problem in Imlay City? Is it slight or serious? _____
55. Do you see any other problems not mentioned with recreation in Imlay City? _____
- _____
- _____

LAND USE.

The following statements relate to common city problems of the use of land and the availability of shops and factories. Do they exist in Imlay City? Are they slight or serious?

56. Imlay City is growing rapidly. Is that a problem? Is it slight or serious? _____
57. In some communities stores are inconvenient, lack variety, and need sprucing up. Is that a problem in Imlay City? Is it slight or serious? _____
58. In some communities downtown sidewalks need repair. Is that a problem in Imlay City? Is it slight or serious? _____
59. In some communities property taxes are too high, and need to be reduced along with city services. Is that a problem in Imlay City? Is it slight or serious? _____
60. In some communities building codes, zoning, and subdivision regulations are inadequate. Is that a problem in Imlay City? Is it slight or serious? _____
61. In some communities factories, offices, and/or stores are intruding in areas with housing. Is that a problem in Imlay City? Is it slight or serious? _____
62. In some communities too much farmland is being built upon right outside of the city. Is that a problem in Imlay City? Is it slight or serious? _____
63. What other potential problems will the use of land do you see?
- _____
- _____
- _____

FOOTNOTES

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12. Ibid, page 224.
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14. Julian A. Waller, M.D., "Urban Oriented Methods: Failure to Solve Rural Emergency Care Problems," Journal of American Medical Association, 1973, page 1442.
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22. Bert L. Ellenboger. "Health Care 'Styles' in Rural and Urban Areas," Rural Sociology, 1968, page 301.
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31. Ibid, page 1141.
32. U.S. Department of Housing and Urban Development, Report of the Task Force on Rural and Non-Metropolitan Areas, 1978.
33. Fred K. Hines. Social and Economic Characteristics of Population in Metro and Non-Metro Counties, 1970.
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35. Ibid, page 1143
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41. Shiawassee County Parks and Recreation Master Plan, 1975.
42. State of Michigan Recreation Resource Reports, Planning Region V. Michigan Department of Natural Resources, September, 1975.

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