



**COMMUNICATIONS
WITHIN
MUNICIPALITIES**



FINAL REPORT

Communications Within Municipalities

**FY1967: Pilot Project #67-021-007
Title I Higher Education Act 1965**

**Western State College of Colorado
Gunnison, Colorado 81230**

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PREFACE

Some serious thinkers of our time wonder about the future of the small town, those crossroad communities with populations under 10,000 that have been so prominent in American life. Some point toward the limited opportunities for individual development, toward the provincialism, toward the absence of the metropolitan sophistication with its expressions of different points of view, toward the monolithic society which permits no room for flexing of individual muscles. They see the restrictions which are frequently so obvious in the "incubators of democracy" and wonder if these soils for the grass roots of our culture deserve to survive.

Others note what they consider to be the continuous exodus of the most capable, the most ambitious young people and wonder if the typical small community has the leadership that will make it possible for it to survive.

No one can deny that small towns are in fact "small townish," and most young people do have to move on. Most people who are really concerned with small communities have noted these same problems. However, many who really know small communities realize that limited numbers do not necessarily stifle the development of the individual--even though the lack of anonymity perhaps forces a greater personal commitment to divergent values than is necessary where one can be "truly individual" without anyone noticing. And they argue that limitations of a world awareness and of individual aspirations and achievement are also present in the largest cities. In fact, more and more national leaders are recognizing that the decay of the small community is paralleled by a mushrooming of population in big city districts whose limitations on human fulfillment are little different in effect from those of the crossroads. They argue, further, that many men of ability do, in fact, have ambitions that do not force them permanently into the large city. But the fact remains that there are limitations to the opportunities offered by small towns and the most capable men are not always attracted to positions of official leadership in the municipal affairs of the small community; perhaps the very values that attract them to the small town also discourage their participation in "small town politics," and sometimes they are repulsed by the matters considered appropriate for the attention of the elected municipal leaders.

The two questions of should the small community be preserved and can it be are quite related.

It is, as we frequently observe, all a matter of communications.

The future of small communities (and of world communities, for that matter) seems to hinge on the ability of their leaders to generate the kind of communications which thrives on the exchange of information and opinions and judgements and values. What is needed is a kind of communications that expects and respects differences and seeks to

identify and consolidate the best from each position, whenever community action is needed, rather than seeking to obliterate all differences through petty bitterness, political overpowering, ignoring or ignorance.

At one level, this kind of communications occurs only when someone is asking the right questions. Knowing what are the right questions and how and when and of whom to ask them is almost as important as discovering their answers. And it is to the identification of the right questions that this pilot project has directed itself.

Operating with money made available by Title I of the Higher Education Act of 1965 and partially matched by Western State College of Colorado, the project has been primarily concerned with two basic areas:

- 1) What questions must the leaders of a community ask in order to discover what the community is, what its citizens want it to be, what it is capable of becoming, and what it ought to be by any other relevant standards.
- 2) What questions must be asked to determine the status of communications within that community and the role communications could play in discovering, developing, and achieving common goals.

Obviously, this is not any ordinary kind of public relations communications, which is generally directed more toward accomplishing known objectives than to discovering those objectives. The activities of this pilot project have, therefore, addressed themselves almost totally toward the development of and evaluating of questions. Accordingly, the one constant characteristic of the following report is its focus on "the right questions" for Salida, Colorado. Assuming some success in this pilot venture, the next step would be to explore the extent to which the questions developed for Salida would need to be adapted to fit other similar communities.

The official leaders of Salida agreed to cooperate with the project and then spent the summer fulfilling their promise. The hospitality and cooperation of the people of Salida has been such that, if the pilot "communications within municipalities" project was unsuccessful, it is because the coordinator failed to ask the right questions.

J. W. Campbell
Project Coordinator

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November 1, 1967

Mr. J. W. Campbell, Project Coordinator
Communications Within Municipalities
Western State College
Gunnison, Colorado

Dear J. W.:

"Communications Within Municipalities" has been a project in Salida of much value to the "Official Family." It has demonstrated the importance of the news media in molding opinions of the populace and has crystalized the "need for action" to be undertaken by the City Council.

The personnel did an outstanding job in surveying the popular attitudes and then reducing these attitudes to statistics. The techniques used by the personnel in interviewing the populace demonstrated, to me, a need to be very careful in the wording of questions asked. I have a feeling that the questions must be simple, clear, and to the point. The questions must not assume any facts or opinions that may not be accepted as such by the interviewees.

The sample of the populace chosen for interviews must be taken with extreme care, so to be sure that near perfect representation of all the people is selected. An illustration could be the contemplated sale to the Salida Housing Authority of the two blocks near the swimming pool. The survey results indicated a close but successful race for the sale of the two blocks. The election results showed a four to one decision in favor of the sale. I believe the survey could have been closer in its results also had the question asked been very explicit and not left room for "hedging".

While it may not be the most desirable thing to be able to say "the newspaper literally controls the thinking of the people," it is still necessary to reaffirm the truth of this statement. I fully believe that popular satisfaction with the City can be changed to discontent with City actions through slanted news stories and editorials. The converse is also true, but to a lesser degree.

Should a similar project be applied to another community, I would strongly suggest a careful review of the wording of the questions, as I believe this is the most vulnerable part of the project.

I would like to take this opportunity to thank the project personnel for their extreme courtesy and tolerance in coping with the idiosyncrasies of the many people in Salida. It was only with their patience and understanding that the project was so fruitful. I would welcome a repeat of this project as I feel the abilities developed during this past summer would make the next undertaking more satisfactory.

Sincerely,

A handwritten signature in cursive script, appearing to read "Edward Toubert", followed by a horizontal line extending to the right.

Edward Toubert
Mayor of Salida

INTRODUCTION

With increasing frequency today, leaders of communities and of many different activities recognize how important a position communication plays in the success or failure of their projects. It is quite appropriate, therefore, that an attempt be made to assess the role of communications within the municipalities of our nation. And specifically it is appropriate that assistance be given to the small communities of around 5,000 to 10,000 population, for several reasons. Generally these communities do not have resources to initiate concerted research projects on their own. At the same time, a number of people are convinced that something must be done to help preserve the relatively small communities. The decline of the smaller community presents a double problem because, not only is the loss of the small community a problem to the nation, but the very fact that many smaller communities are declining in population is paralleled by the flocking of the people to the larger urban areas and compounding the problems there. The extent to which the members of a given community can work together in solving their problems is directly determined by the extent to which those people are able to exchange information, opinions, arguments, concepts, goals, and ambitions. In short, the extent to which the people of a community can preserve their identity is largely determined by their ability to communicate. This would lead to the assumption that the failure of a community to survive is partly determined by failure of the members of that community to communicate with each other effectively.

Purpose

The purpose of the project "Communications Within Municipalities," financed by Title I of the Higher Education Act of 1965, is to explore techniques by which concerned leaders of any community of the size previously described might get the maximum benefits from the powers of communications. Such an attempt necessarily involves an initial step of developing some means to assess the level of communications already achieved and to identify those areas in which improvement needs to be made.

Because communications is such a diverse and all-permeating factor in modern society, to simply say that a study of communications within a municipality is to be made is such a general statement that it says very little. For example, such a study might be concerned with such matters as the basis of communications between, or the level of, or the success of the communication that exists between the mayor and his councilmen, or that exists between one councilman and the other councilmen, and the ability of these men to verbalize their concepts and arguments and ambitions. The study might also be concerned with the degree of communications between the administrative heads of the government and the policy-making councilmen and mayors. It could be concerned with the extent to which the administrative heads communicate with each other, or how well they communicate with their subordinates, or how well the clerical staff in the city offices communicate with the clients, the consumers of city services, as they come in contact with city

personnel. Or how well the safety programs of the fire department and the police department are communicated to the people. Or how well the people understand the ordinances that are agreed upon. Or how well the persons responsible for writing letters to the members of the general populace are able to gain clearly the understanding a cooperation which they are attempting to achieve. The list of possible areas of communications within municipalities could be extended much further.

It was decided early in the project that the most important single area of concern, the one that would be focused upon most closely in this project, is the exchange of facts and ideas and arguments between the official family of the community, comprised of the elected and appointed officials, and other publics that might be identified. The primary concern of this project then was to attempt to establish the extent to which existing or potential problems in the pilot community are caused by or aggravated by any lapse in communications, any inaccurate communication, any dishonest, insufficient communications, etc.

Although the ultimate goal of the project is a generally applicable instrument and technique for improving the communications in other communities, the entire focus of the project has been upon the pilot community. The assumption was that before attempting to generalize and to reach out with the application of any technique to other cities, the primary concern should be with finding out as much as possible about a single community. Then after this has been achieved, it may be possible to stand back from the data and try to assess the relative success of the attempts that were made and try to predict how successful certain of these techniques might be in other communities. It might be said then that the approach in this particular project has been quite inductive. The project coordinator, whose primary concern and preparation is in the areas of English language and theoretical communications, with some limited newspaper experience, brought to the project a very limited background in the theories and conclusions of the political sciences. It was essential, therefore, that he consult with many different people and that he explore the data with few preconceived concepts and few hypotheses at the beginning of the project. One basic hypothesis that has permeated the project, however, has been an assumption that the role of municipal government is such that the better the communications the better government.

As the project progressed and new data encountered, several new hypotheses were generated. It is hoped that such a basic inquiring approach might be productive of something of value.

It is readily recognized that since all of the gathering of information and all of the sampling was conducted in only one community, it is impossible to make any generalizations on the basis of the information gathered here about any other community without serious chance of mistake. But it might be interesting that the matters discovered about the present pilot city are assumed to provide the basis for further exploration some of which is suggested in Part IV of this report.

One of the most frequently asked questions raised by the people of Salida was why Salida was chosen as the pilot city. Probably there are at least six reasons why Salida was chosen. One reason, of course, is that it is close to the campus of Western State College and that it is, therefore, convenient. Another is that it is a relatively compact community of a size that could be worked with in the time available, and, also, it is of the approximate size of a great many communities in Colorado and, for that matter, in the nation. Thirdly, it is a changing community: although the population of Salida has been amazingly constant in number since 1910, the reasons why the people have stayed in Salida and come to Salida have changed a number of times and are changing now. Fourth, Salida is a relatively complex community in terms of national or racial origins of the people, in terms of age, in terms of economic standing, etc.

Perhaps all of this can be summed up by saying that Salida was assumed to be a somewhat typical community in many different respects, although it has not been verified that Salida is in fact typical enough that any generalizations about other communities of approximately 5,000 people can be made simply because something has been established as being reasonably true of Salida.

Perhaps the deciding factor was that Salida was a cooperative community in the sense that the mayor and city council were willing to agree in advance that they would cooperate with such a project as was described to them.

Five Parts of Report

The pattern of the report to follow will be broken into five basic steps. Part I will be a chronological description of the procedures used during the summer of 1967 exploring the status of communication between the identified publics of the pilot city. Following this chronological account will be copies of the schedules of questions used in the tape recorded interviews and an analysis of the responses (Part II) and that used in the sampling of the general population (Part III) assembled as a starting point for extension of the project.

Part IV of the report will be a quick evaluation of the techniques and procedures involved in this project and an attempt on the part of the project director to describe further work that needs to be done in developing instruments and techniques to assess the patterns of communications in communities of the size with which this project has been concerned.

Part V is comprised of four appendices including an evaluation of the search of the written records of Salida (Appendix A), an annotated bibliography of materials related to previous work done in this area of communications (Appendix B), a collection of questions considered but not included in the surveys of Salida (Appendix C), and a brief report of a panel discussion arranged in Salida as a part of the project (Appendix D).

Acknowledgements

Limited background of the project director in terms of political science awareness has already been mentioned. It was necessary in the pursuit of this project to call upon the assistance of many people. In fact, one of the major virtues of this particular project may very well be in the fact that so many different minds were involved in exploring, suggesting and analyzing approaches to be taken. It might be quickly stated, in defense of a small college which is usually not involved in research projects of this type, perhaps there is this virtue which is hardly available at a larger, more specialized institution, in that men with varying specialities were so readily available for consultation. In addition to numerous over-coffee chats in which the project was discussed with many individuals, the following people associated with Western State College were involved in assisting the coordinator in putting together the project:

The person of most value was Mr. Edward Battiste, Director of Extension, who was designated by the institution as Director of the Project. His main contribution was in the frequent conversations in which he offered his experience primarily as former public school superintendent to provide the sounding board for the exploration of ideas. The project coordinator spent many hours simply discussing and exploring, questioning and arguing with Mr. Battiste and Mr. Rial Lake, whose background interests in journalism and small-city government were the first causes and the sources of the first descriptions of this project as originally proposed. A political scientist who was quite closely involved in the project and especially concerned with exploring the political science literature was Mr. Arthur Sears, Assistant Professor of Political Science. It was his awareness of the problems usually discussed concerning municipalities that contributed a great deal to the formation of the original set of questions which were used in interviewing the leaders of the community in the quest of specific problems as they related to the pilot city of Salida. It was also early in this stage that Thorrel B. Fest, Chairman of the Department of Speech at the University of Colorado and Executive Director of the International Center for Communication Art and Sciences, spent a day in Salida with the project coordinator exploring, suggesting possible approaches, giving the benefit of much previous experience in somewhat similar activities.

Others who contributed time and suggestions included Dr. Harold Binford, Chairman of the Department of Business of Western State College; Dr. Jess Gern, Chairman of the School of Arts and Humanities; Dr. Roger Duncan, formerly associated with Western State College and now research consultant to the State Department of Education in Denver; Dr. Edward Randall, Director of Graduate Studies and specialist in educational research; Mr. Bill Dorgan, Professor of Mathematics and Mr. George Douglas, Assistant Professor of Sociology.

Three other men with the awareness of the backgrounds and training made special contributions to the project. Dr. Baldwin Ranson, Assistant Professor of Political Science and Economics and Dr. Charles Miller, Associate Professor of English, spent many hours reading the typescripts

of the original interviews and recording their reactions and suggestions. These appear as Appendix #3, comprising an interesting experiment, as the multiple readings were attempts to explore the validity of the so commonly held assumptions that the conclusions a man reaches and the things that he sees in any body of information is largely a result of his own experiences which are reflected in his awareness. More practically and more directly related to the project, of course, was the hope that these men would identify potential or real problems which the project coordinator might have overlooked.

The third person who became involved toward the end of the project was Mr. Scott McRae, Assistant Professor of Mathematics at Western State College, who did the statistical analysis which is reported in Part III of this report.

Guide to Readers

The following breakdown might serve as a guide so that those with certain interests can find the matters with which they are concerned without having to wade through many pages of matters irrelevant to their concern. Those people concerned primarily with what has been said about and recommended for Salida, the pilot city, should read Parts II and III and in doing so can get most of that which is relevant to their interests. Anyone interested in a detailed description of the way this particular project evolved and was conducted should at least sample all parts of this report, and anyone wishing a quick summary of the evaluation of the techniques involved in this project and the recommendations for further study should read Part IV.

Finally by way of general introduction, the following pattern of possible reactions describes the main avenues open to the leaders of the community in response to this report. This pilot project would most clearly justify its expenditure of time and energies if it should in some way cause more people in Salida to emerge in the role of seriously concerned leaders and if it should increase the effectiveness of current leaders. After reading this report, the people of Salida may:

- I. Disregard the findings
- II. Reject the findings by:
 - A. Attacking the validity of findings by:
 1. Attacking the validity of questions
 2. Attacking the validity of sampling and statistical techniques
 - B. Denying the conclusions of the project director by:
 1. Denying the assumption that agreement is good or necessary or possible
 2. Denying that disagreement from some sources is important.

III. Accept the findings and:

A. Change their own opinions and resulting conduct

B. Attempt to develop new opinions held by the people by:

1. Educating them regarding facts

2. Persuading them regarding reasons

TABLE OF CONTENTS

	Page
PREFACE	iii
LETTER Mayor Edward Touber	v
INTRODUCTION	vi
Purpose	vii
Acknowledgements	x
Guide to Readers	xi
PART I - Chronological Description of Procedures	1
Exploring the Literature	3
Preparing Questions for Tape-Recorded Interviews	3
Conducting the Tape-Recorded Interviews	4
Preparing Typescripts of Interviews	5
Analyzing the Recorded Information	6
Preparing Schedule of Questions for General Survey	7
Selecting the Interviewers	8
Selecting the Respondents	9
Announcing the Survey	10
Conducting the Interviews	10
Tabulating the Results	11
PART II - Interviews with the Leaders of Salida	15
Schedule of Questions with Officials	17
Summary of Findings by Mr. J. W. Campbell	27
Summary of Findings by Dr. Baldwin Ranson	43
Summary of Findings by Dr. Charles Miller	49
PART III - Interviews with General Public of Salida	59
Rationale Underlying the Interviews	62
Study of Questions Used	69
Personal Data of Respondents	69
Awareness and Opinion of Salida	76
Role of Government	89
Planning	109
Communications	117
Fringe Areas	126
General Conclusions	133
PART IV - Proposals for Further Exploration	141
PART V - Appendixes	
Appendix A - Analysis of Written Record	145
Appendix B - Bibliography	149
Appendix C - Schedule of Questions Not Used	159
Appendix D - Results of Open Discussion	168

PART I

CHRONOLOGICAL DESCRIPTION OF PROCEDURES INVOLVED IN PILOT PROJECT

PART I

CHRONOLOGICAL DESCRIPTION OF PROCEDURES INVOLVED IN PILOT PROJECT

Following official notification that the project Communications Within Municipalities as proposed by the Public Services Department of Western State College had been approved for partial funding and following the employment of the project coordinator, the next step was largely a matter of exploration, gathering information upon which further steps might be made. A subscription to the Salida Mountain Mail was immediately acquired and a clipping file of news stories reporting on the activities of the municipal government and on community affairs relevant even in an indirect way was kept. An informal list of people whose names appeared in the news as advocates or opponents of municipal projects was also compiled at this time to serve as a guide in choosing interviewees later.

Exploring the Literature

An annotated bibliography of printed materials which were used and considered to be of value to the project or identified as potentially useful was compiled by Mr. Arthur Sears and included as Appendix A of this report. Professor Sears also made an analysis of the ordinances of the city of Salida and of the minutes of the council. His conclusions on these matters and their relevance to such a study is also included in Appendix #A. The primary purpose of these explorations was simply to assess as nearly as possible what are those matters of specific concern to the people of Salida which deserve further consideration and to study the potential value of such explorations to the assessment of the status of communications.

Preparing Questions for Tape-Recorded Interviews

It was out of all of these efforts that the schedule of questions to be used in the interviews with the first groups of leaders in Salida was developed. It might be interesting to note here quickly the source of the types of questions used. In attempts to assess the judgement of the people being interviewed, a technique learned in Toastmaster's International was used. It is simply a matter of asking for a positive response first. For example, the first searching question of the interview was "What is the best thing about the way the present mayor and council operate?" and then if the respondent didn't make the transition himself, as they frequently did, the next question was, naturally, "What is most in need of improvement in the way the present council operates?" It is obvious that the design of these questions is more likely to gain a positive, constructive type of criticism than would be evoked by a reversal of their order or a rewording of the queries.

Another source of the types of questions is the Great Books program which emphasizes that in all searching queries there are three major

types of questions. There are questions of fact, questions which explore matters which have been or can be verified; questions of interpretation, questions which attempt to assess the significance or meaning of factual matters; and questions of evaluation, questions which attempt to explore the individual's personal reactions to judgements of the facts.

And a third concept which was introduced into this project that still remains as a goal that should be explored further is the Evaluative Criteria of the North Central Association of Colleges and Secondary Schools. This is a set of questions designed to guide a self-evaluation by the administration and teachers of a high school which is about to be re-evaluated by the Association. One of the stated goals of the project from the beginning was to develop a set of questions just like this so that the leaders of any community who are sincerely interested in assessing the role of communications in their community might know the kinds of questions that they need to ask in order to achieve a valid evaluation.

Conducting the Tape-Recorded Interviews

The initial schedule of questions was prepared in slightly over one week. The next step in the course of the project was the conducting of open-ended interviews with the leaders of the community which required three weeks. The project coordinator established temporary residence in the pilot city and armed himself with a small transistor, cartridge operated tape recorder. He then made appointments with all of the elected and appointed officials of the community and with a similar number of non-elected leaders who were identified in several informal ways. No attempt was made, really, to identify the "power structure" of the community, but the people interviewed were identified largely by the frequency with which their names had appeared in the newspaper reports and in the minutes of the council, and they were sometimes identified simply in response to a question which was asked at the end of most interviews: "You see now the kinds of things I am trying to do. Can you name somebody else in Salida I ought to talk to?"

A special effort was made to achieve interviews with persons who were known to be overt critics of the way the municipal authorities had operated in the past and to contact some representative of the Spanish-American community of Salida which, according to statistics from the Colorado Department of Employment, comprise about 20 percent of the population of the city.

Not only did the list of potential interviewees grow during the course of the conversations with the leaders, but also the list of questions being asked tended to change. Some questions were judged by the end of the first or second week to be not very productive. These tended to be questions which evoked lengthy answers but only repetitions of ideas and information previously obtained. The tendency of the interviewer in this case was to play down those questions as the interviewing progressed. But there were other questions which the interviewer was not aware of at the beginning of the conversations and which were added to the list. This acquisition of new questions was one of the major objectives of the interviews.

Actually there were two primary objectives of these interviews. One was, as has already been stated, to discover the questions of potential controversy and differences of opinion in the community, questions which might later be incorporated into the projected schedule of questions to be used in exploring the opinions and evaluations of the general public. The second purpose was to explore the extent to which any differences of opinion were identifiable between the publics that had been arbitrarily established, that is, the elected and appointed officials as opposed to the non-elected leaders of the community. The hypothesis was that if there are any problems of communication in this community, they would show up as differences of opinion between those two groups. One suggestion, which incidentally was made by the Mayor of Salida, was used to good result in the interviewing stage of the project: the project coordinator had originally intended to interview all of the elected and appointed officials and then go to the non-official leaders of the community in an attempt to compare attitudes and opinions discovered. It was suggested, however, that after interviewing two or three of the officials, the interviewer then contact some of the outsiders and converse with them. This going back and forth between the two groups was quite productive in new questions and new insights and new matters of potential disagreement and controversy for discussion.

Preparing Typescripts of Interviews

The next step of the project was to prepare typescripts of the interviews, and this process involved several problems, none of which are profound theoretically, but quite important from an administrative point of view. There were problems of finding secretaries who could work, of getting equipment that would operate and especially matching recorders, one for the interviewer and one for the typist to shorten the time interval between recording and typing. There was one special problem that ought to be recognized and dealt with and that was the tendency of the secretaries to edit the conversations. Certainly no attempt was made to record every possible slip of the tongue so that a Freudian analysis of the responses might be made, but the reason for using the tape recorder in the first place was very simple. It was concluded that if the interviewer did not force himself to decide on the spot which matters were of sufficient importance to be recorded in his notes that he might, therefore, concentrate more on pursuing with follow-up questions the responses that were given. It was further recognized that in such a "fishing expedition" as this in which no one really knew what might ultimately prove to be significant, any attempt to simply keep notes in the early conversations might lead the interviewer to overlook matters which might possibly become quite important or which might become important if they hadn't been overlooked.

With this in mind, the secretaries were then instructed to make verbatim transcriptions, omitting nothing except the obvious repetitions in which a speaker in the course of conversation backs up, starts over, repeats himself. And they were also given the latitude of attempting to put the statements into sentences which would be a more accurate recording of what the person really said as revealed by the intonation

of his recorded voice, than would be a strict verbatim recording of the fragments, starts and stops. The more mature typists were quite able to recognize the importance of following these instructions. A younger girl, however, a high school student and competent typist, apparently concluded that the highest achievement would be to process as many tapes as possible. She, therefore, took it upon herself to edit the responses and, in effect, to evaluate the significance of what the respondents had said and to economize in typing, speeding up the whole process. When the project coordinator recognized that some of the transcriptions just simply did not record what he remembered having said or having heard, a check was made and it was found to be necessary to retype some of the conversations. All this is recounted to emphasize the value of using the tape recorders in the interviewing stage of the project, and also to emphasize the importance of full and complete and nearly verbatim transcriptions, if this activity is to be repeated in another city.

Analyzing the Recorded Information

The fifth step taken in the project was one which was conducted concurrently with the typing. It involved a process of reading the transcriptions, and then dividing the responses according to topic and according to respondent, separating responses by subject and by the two publics previously, arbitrarily established. This was done by assigning to each respondent a number and working with the original outline of questions which were asked in the course of the conversation. Therefore, a comment by the mayor about the streets of Salida would be designated as 10-II-A-2 according to the following plan: the first 10 was the mayor's number; II was the section dealing with services; A designated those services rendered by the city; and 2 designated the streets. These designations were indicated by the project coordinator and then the carbon copies of the interview transcripts were cut by a secretary in accordance with the designations and placed in folders in such a way that all of the comments regarding the street services of Salida were brought together in one place and segregated as to the two publics. This process made it possible to see if there were any discernable differences of opinion about streets between those held by the elected and appointed officials and those held by the non-elected leaders. The folders were then read by three different persons who were asked to determine what they could learn from the conversations, what kinds of things should be discussed further in each category, and who should discuss them. The results of this activity along with an evaluation of its value in the application of this technique in another project is included as Part II of this report.

The purpose of the different readers is perhaps obvious, but there were three main reasons for going to this time and expense: (1) to summarize the findings up to this point, to serve as a source of questions to be taken to the general population, (2) to check the hypothesis that readers tend to see different things in the same material depending upon who they are and what their backgrounds are, and (3) to avoid the possibility that one reader might miss something important. In fact, this is the reason for the tape recording at the very beginning. In actual practice, the summer passed before it was

possible to complete this part of the project and it was necessary, therefore, to hasten on to the preparation of a schedule of questions to be used in the interviewing of the general population before this part of the project could be completed. It would undoubtedly have been advantageous to have completed the steps in order.

Preparing Schedule of Questions for General Survey

The sixth step of the project then was to prepare the schedule of questions for the general survey of the pilot city. This was done in a somewhat inductive manner; that is, on the basis of the interviews and the transcriptions of the interviews a list of questions which might be asked the people was compiled. It became clear very early that the questions that might be included in the questionnaire were too numerous and many needed to be discarded. It was at this time that the project coordinator consulted with the research specialists on the campus, one of whom insisted that a clear statement of aims, purposes and assumptions be prepared before he would even consider the individual questions. This statement was prepared and has been included as a section of Part III in this report. And on the basis of the general principles there, many questions were discarded. Because it is often as revealing to know what a person does not say as to know what he does say and to know the questions that were not asked as to know those that were asked, the list of discarded questions is also included in this report as Appendix B in Part V. As a matter of fact, it was learned as the project progressed that there were some questions included which should not have been and some questions discarded which should have been included. This identification of productive questions was, of course, considered to be a major part of that which was learned in the course of this project. In actual practice, many weeks were spent reading the transcriptions and preparing the schedule of questions and polishing the questions and options provided, reading them with colleagues, searching for the best way to ask the questions to get the information desired, etc.

After the schedule of questions began to take form, dry runs were conducted with a number of respondents. Among those people who were given the questionnaire during this stage of preparation were three students who were on the college campus during the summer and who were residents of Salida and, therefore, able to assist in developing questions that would be readily understandable to Salidans. It must be made clear that no assumption was made that these people were typical respondents. The fact that they were college students set them apart from the general population and it was not assumed that if these people could understand and respond to a question in a given form that therefore anybody else in Salida might be able to do so. But it was clearly understood that if these students could not understand questions, then many other people in Salida would have difficulty.

Then the length of the interview became of paramount awareness and an attempt was made to cut back the number of questions so that interview time would be held to a minimum. Each of the dry runs required

more than an hour. It should also be noted that at this stage in the preparation of the questionnaire somewhat constant liaison (but as it was learned later, not constant enough) was maintained with the computer technicians and concern was given in the preparation of the schedule of questions to be sure that the format of the questions and the responses were such that could be tabulated and analyzed through the computer with a minimum of difficulty. Several questions were left open-ended and several were designed to accept multiple responses which could not be handled by computer equipment available, but it was determined that no important questions would be omitted, simply to bow to the limitations of the machine available. By the time the questions were finally put together and prepared for the printer, it was believed that it had no extra questions or at least no questions included that were not there for a specifically known purpose. Perhaps it was merely an undue fondness that prevented the elimination of some other question then, even though it was known that the interviews were going to be too long.

One of the things learned through the analysis of the questionnaire is something about which questions are really productive and which can be easily omitted and which ones must be rewritten or adapted to new situations before applied to another community.

Selecting the Interviewers

The seventh step involved in conducting the research was related to the selection of a group of people to conduct the interviews in Salida. A number of possibilities were considered. For example, one possibility briefly considered was working through some service group in Salida like the Junior Chamber of Commerce or perhaps just simply working through any source and hiring a group of local people, training them in the art of interviewing and in the special questions involved in this particular interview schedule. Then it was decided that the best way to achieve the information desired, in fact perhaps the only way, was to employ interviewers who were strangers to the situation and the people of Salida. This conclusion needs to be tested much further. But its truth would suggest that the original premise that it would be possible to develop a set of questions by which a community might do a self-analysis, a self-evaluation of the status of communication within the community needs to be re-evaluated. This is certainly one aspect of the project that needs to be further explored: does the familiarity of the interviewers to the matters under discussion and to the discussants make any significant difference to the results achieved and the information gathered?

Perhaps it should be explained also that the choice of a sampling device involving personal interviews as opposed to mailed interviews or other possibilities was made largely in deference to the advice of the persons more familiar with this matter. They generally agree that a mailed questionnaire, which permits the respondents to select themselves, tends to produce commendatory results, praising the status quo and the present way of doing things, without much clear indication as to the existence of any opposite viewpoints.

This project was not concerned especially with commending or criticizing the status quo, but with a more valid randomization which more truly gives every individual in the pilot city a chance to be included. It was concluded that the only way to do this was to select interviewers in whom it was possible to place a professional type of confidence and send them out with specific instructions on whom to contact.

Since Dr. Duncan had been involved in the early stages of the research project, he was aware of what had been done and he requested that the project coordinator speak to his graduate classes in educational research currently in session. There were two main advantages of this activity. One was that it provided an excellent source of interviewers, and secondly it provided an opportunity to back away from the specific details far enough to get a little perspective. In order to talk to the group about two months' work in one hour, it was necessary to make generalizations and so the reports to the classes was quite beneficial. These speeches plus the four or five quick reports to the Salida City Council were important in forcing a periodic evaluation of the data collected.

With the cooperation of Dr. Duncan, who reminded his class several times, it was possible to identify the full-time interviewers who were able to spend a week in Salida after the summer session had been completed and before their new fall jobs began. Partly because they had just finished a whole summer concerned with principles of research and partly because they were the kind of people they were, the interviewers seemed to have performed their duties quite well.

Having selected the persons to conduct the interviews, an agreement was made with them to establish the basis on which they would be paid. Rather than working on the basis of a daily salary, it was decided that their pay should be more nearly computed on the basis of performance and so a rate of pay per interview was agreed upon.

Selecting the Respondents

In selecting the respondents to be included in the sampling and in an attempt to gain the best possible and most accurate representation of the people, two possible methods of selection were considered. The first might be described as a geographical, pre-designated survey which would be not a true randomization, but a stratified random sampling built around a geographical distribution, on the assumption that any concentrations of certain types of people might be significant to the results of the survey and that samples selected on the basis of geographical distribution would give an opportunity for all to be included.

The plan finally set upon was a more pure randomization, again being assured by the statistics experts that if a pure randomization were achieved a proportionate number from each category would have a chance to be included. It seems that principles of randomization are understood or at least the effects of randomization are understood,

but not too many people know why or how they happen. The final decision was made, however, when it was learned that the city clerk's office includes in the water records a listing of every residence in the community by address and in some cases by resident and that these are numbered consecutively and the city clerk would permit us to use them as a basis for selection. It was a simple matter then to go through a table of random numbers and to select the numbers even before leaving the Western State College campus. The procedure involved in selecting the people to be included in the sample is further explained in Part III.

Announcing the Survey

As soon as these people were selected, a newstory was prepared and mailed to the major news outlets in Salida telling the people of Salida that this project was to take the form of a sampling of the general population the next week and including a picture of the interviewers and a brief biographical description of each. This was run in the Thursday Mountain Mail and was carried over Radio Station KVRH. Another news story was also prepared in advance but written to be released on Monday which told a little bit more about what was happening and alerting the people to the possibility that they might be interviewed. In retrospect it is believed that the use of the news media in this way was quite important and quite effective in opening doors to the interviewers. In addition, the radio station presented a five-minute interview with the project coordinator describing what was happening and asking again for their cooperation, and Bill Skains, Editor of the Mountain Mail, included in his personal column a comment about the project, giving his approval and urging people to cooperate. It is impossible to scientifically establish this, of course, because no attempt was made to do so, but the interviewers all mentioned that as the week progressed, especially after Wednesday when the radio interview and the newspaper column, the people were much more willing to participate and much more aware of the purpose of the interviewers. This, in itself, tells something about the status of communications in Salida: if the news media are convinced about the importance of some activity, they can pretty effectively sell it to the people.

Conducting the Interviews

In this chronological account of the summers' activities, the tenth step was the actual conducting of the interviews. This was preceded by a training session of about eight hours on Sunday afternoon and evening, prior to the interviewing campaign the next week. Since the people had just finished a course in interviewing and sampling techniques and other matters of this type of research, they were quite interested in the techniques involved and were capable of understanding what was happening. So most of the training time was spent in going over the schedule of questions item by item, explaining exactly why each question was being asked, and discussing the assumptions and factual information that lay behind each of the questions.

It could easily be argued that this was not necessary and that if the questions were at all well prepared that the interviewers need only read the forms. Being intelligent people, they needed to know what was behind the questions for two reasons. Even the best phrased questions sometimes need to be explained and the very fact that it needs to be explained indicates that it is ambiguous and might be misunderstood. If the interviewer himself is not given a clear statement of what is intended, he also might misunderstand. In the course of conducting the oral interviews when he is called upon to make an explanation of what the question really intends, he might easily give a false interpretation. Another factor, of course, is that going over the same set of questions 30 or 40 times can become a very boring process. The project coordinator recognized earlier that unless there is some real involvement of the interviewer, it is quite easy for him to become disinterested in what is happening, and defeat the whole purpose of the oral sampling.

In practice it was found that the interviewers become quite interested in what they were discovering and this itself was considered to be a factor in the success in that part of the project. Since the interviewers found that about the only time they could really have much success in scheduling interviews with the male respondents they were required to interview was in the evening, it was decided to have coordinating and idea-exchanging conferences in the mornings. This was done on Tuesday morning when the participants discussed what they had learned the first day and then decided it would not be necessary to meet again until Thursday afternoon or Thursday evening at which time it was decided to meet again at noon on Friday and exchange numbers to spread out the load, working toward a conclusion of this phase of the project.

Because of a special concern with the Spanish-American people who have already been mentioned, one of the interviewers selected was a young man with very obvious Italian appearance. With his willing agreement, he was given the section of town which was predominately a residence of Spanish surnamed people. Whether or not any other interviewer would have had the same success that he had is not known, but it is a fact that whereas the others were all turned down and rejected with some violence at least once or twice, this young man was never rejected in his part of town. It is, of course, also possible that this young man would have had no doors closed to him in any part of town.

Tabulating the Results

The last two phases of this project involve tabulating the results and interpreting the findings. Since Part III of this report includes a discussion of all the questions including an explanation of the assumptions behind the questions and conclusions drawn, it is not necessary to go into that here. It might be appropriate to explain, however, that the structure of the questionnaire made it possible for the computer and card-sorting equipment available for the project to make a great number of analyses. The primary concern was to determine whether there is an identifiable difference of opinion between the four

major publics which were identified and used for the project. These are discussed in greater detail in Part III, but they are, very briefly, #1, the official family, comprised of the elected and appointed officials of the municipality; #2, the non-elected leaders previously interviewed; #3, the randomized sampling of the general population with an element of structuring in that a previous decision was made to exclude any members of the first two groups when their names appeared in the randomization; and #4, a group of twenty-seven persons who lived in areas outside the city limits.

The randomized sampling was further broken down into geographical areas of approximately equal population. Such a question-by-question analysis in all of the 75 different categories established by the responses to the 15 questions presented is a bulky and drawn-out piece of analysis and in many instances insignificant. In some cases, however, it is possibly revealing to know that a certain type of person answers a certain type of question in a certain way. This is the kind of tabulation that would be virtually impossible to do in any way without the use of the computer and the card-sorting equipment. This was all compiled and is available on request but only partially included here because of space requirements.

PART II

FINDINGS FROM OPEN-ENDED INTERVIEWS WITH LEADERS OF SALIDA

PART II

FINDINGS FROM OPEN-ENDED

INTERVIEWS WITH LEADERS OF SALIDA

One of the first extended contacts with the people of Salida during the project was in the form of tape-recorded, open-ended interviews with some of the leaders of the community. These discussions took the form of slightly structured conversations, with the project coordinator seeking after facts and opinions about the municipal affairs and attempting to explore as deeply as possible any discernable areas of disagreement. The assumption was that these would be the best indications of local problems. Every effort was made to encourage each participant to express fully and freely his opinions, assured that, though his opinions were to be considered seriously and reported to the people, they would not be personally identified.

Selection of these respondents was accomplished according to two standards. Since the initial focus of the project was to be on municipal matters, it was early decided that all members of the so-called "official family, the elected and appointed members of the municipal government, should be contacted in the early explorations. In addition to these, a similar number of unofficial, non-elected leaders were contacted. They were identified by informal means, as discussed earlier, but mainly by the frequency with which their names appeared in the council minutes, in newspaper reports, and in conversations about city matters.

The following information helps to clarify the different roles played in the community by the unofficial leaders selected for interviews. Professionally, the list includes an attorney, a banker, four businessmen, an engineer, a mortician, two newsmen, three representatives of real estate firms, a secretary, a state employee, and two persons retired from business. In addition they include a former mayor of another city, two state legislators, a county commissioner, two former members of the city council, a former school board president, at least one former Chamber of Commerce president, and a representative of the Spanish-surnamed part of the community.

One of the members of this group was specifically chosen because he operates a business along U.S. 50, just outside the city limits. But a special sign of the times for Salida and probably for most other cities of similar sizes, is indicated by the fact that four other men, selected because of their importance in and to the community, have chosen to live outside the city limits.

The preparation and analysis of the typescripts are described on pages 5 and 6 of Part I. Part II is comprised of the list of questions used to guide the conversations, followed by the interpretations produced by the three different readers.

SCHEDULE OF QUESTIONS
FOR
FOR OPEN-ENDED INTERVIEWS
WITH
ELECTED AND APPOINTED OFFICIALS AND UNELECTED LEADERS OF SALIDA

June 12-30, 1967

The following schedules of questions were used in the open-ended, tape-recorded interviews during the first weeks of the summer. Not all of these questions were asked in the same way of all respondents for three reasons: 1) as the interviews progressed, it became clear that some areas of exploration were unprofitable for various reasons, 2) some of the questions were suggested in the course of the interviewing and then added to the schedule, and 3) some questions were deemed inappropriate or needed to be adapted for some respondents.

The questions are included here because they demonstrate the kinds of explorations pursued in the initial stages of the study during which an attempt was made to discover any existing problems or areas of disagreement or concern. The questions are both general and specific, the specific questions having been suggested by newspaper accounts during the preceding four months and by the brief discussions held with Salida officials while exploring the possibilities of the project. It was assumed that those questions would give each respondent ample opportunity to express his opinion on each topic and to raise other matters of concern to him.

It appears that any initial exploration of the status of communications within another community would need to start with an inquiry quite similar to that patterned by this schedule.

I. Personal Data:

- A. Age?
- B. Place of birth?
- C. How long in Salida?
- D. Profession?
- E. Experience in profession?
- F. Religious preference?
- G. Education? Where?
- H. Experience in municipal government before?
- I. How oriented to job of councilman (familiar with Handbook for Mayors and Councilmen from the Colorado Municipal League?)
- J. General opinions: What's the best thing about the way the council operates?

What's most in need of improvement?

II. Services:

A. Provided by the city

1. How satisfactory is the water and sewer service?

a. As you see it

1. Best points
2. Your problems with it?
 - a. Does it pay its way? Should it?
 - b. What about meters?
 - c. Economically operated?
 - d. Floridation?
3. What changes would you like?
4. Should city apply for water from Pan Ark Project?

dirty water?
pressure?
shortages?
rates?

b. As public sees it?

1. Best points?
2. Main complaints?
3. Source of complaints?
4. Handling of complaints?

c. As it relates to other community areas

1. Under what policy is it extended beyond city boundaries?
2. How should it be extended?

2. How satisfactory is the street service?

a. As you see it

1. Best points?
2. Your problems with it?
3. What changes would you make?

b. As public sees it

1. Main complaints: repairs, parking, drainage, storm sewers, etc.
2. Source of complaints
3. How complaints handled?

chuck holes? damage for
repairs to water, etc.? cost?
clearing? snow removal?

3. How satisfactory is the police department?

a. As you see it

1. Best points?
2. Your problems with it?
 - a. Economically operated?
 - b. Source of personnel?
3. What changes would you make?

career officers? how
attracted and held? pension
plan? competitive exams?

b. As public sees it

1. Main complaints?
2. Source of complaints?
3. How complaints handled?

c. How does the police department cooperate with the sheriff and state patrol?

brutality? unequal enforce-
ment? off duty activities?

4. How satisfactory are the parks and recreation services?

a. As you see it

1. Best points?
2. Your problems with it?
 - a. Does pool pay its own way?
 - b. Should it?
3. What changes would you make?

b. As public sees it

1. Main complaints?
2. Source of complaints?
3. How complaints handled?

c. As a part of the larger community

1. Do you favor a recreational district to operate this facility?
2. What about expanding the museum?
3. Could all this be coordinated through the county officials?
4. Any plans for a municipal center?

5. How satisfactory is the fire protection?
 - a. As you see it
 1. Best points?
 2. Your problems with it?
 - a. How rated by underwriters?
 - b. How are firemen selected?
 - c. How are firemen used?
 - d. What kind of pension plan is provided?
 - b. As public sees it
 1. Main complaints?
 2. Source of complaints?
 3. How complaints handled?
 - c. To what extent is this protection extended beyond the city boundaries?
 1. How should it be extended?
 2. Could this be worked out in cooperation with county officials?
6. How satisfactory is the city health services?
 - a. As you see it
 - b. As public sees it
 - c. As a part of the larger community beyond the city boundaries
 1. Do you approve to the extent to which the city is (or is not) included in mental health, ambulance services, etc.?
7. How satisfactory is the library service?
 - a. As you see it
 - b. As public sees it
 - c. As a part of the larger community

(How is the librarian selected?)
8. Any other service?
 - a. Civil Defense plans?
 - b. etc.

B. Franchized services: What agreement does city have with...

1. Public Services
2. Mountain States
3. Salida Gas
4. Cable TV
5. Others

How long? what conditions?
conditions being met? main
complaints?

III. Planning:

A. Do you have a planning commission?

1. What mandate (obligations and limitations) did the council give:
 - a. Pertaining to long-range plan for use of privately-owned land?
 - b. Pertaining to long-range use of city-owned land?
 - c. Pertaining to potential annexation?
2. How were members selected?
3. How successful has the commission been to date?
4. Have they developed a "master plan"?
5. What would you like to see the commission accomplish?
 - a. Do you think they will?
 - b. Why?

B. Do you have a zoning ordinance?

1. How long has it been in effect?
2. What considerations were involved when adopted?
3. How is it changed?
4. How often?
5. Why changed--specific instances?
6. Do you approve?

C. What is happening to change Salida?

1. What major changes do you see operating in the economy of Salida now?
 - a. Bringing in new people?
 - b. Taking out people?
2. What changes do you foresee?

- D. How are the people involved in planning?
 - 1. Only as objectors?
 - 2. Are opportunities made available to them?
 - 3. Should they be more involved? How?

- E. Can you name any areas you would like to see annexed to the city?
 - 1. What would be the advantages to the city of the annexation?
 - 2. What would be the disadvantages to the city of the annexation?
 - 3. What would be the advantages to the people of the annexation?
 - 4. What would be the disadvantages to the people of the annexation?
 - 5. Why do people build their homes and/or businesses outside the city limits?

- F. Should Salida apply for Pan-Ark water?

IV. Budget:

A. Expenditures

- 1. How is your budget prepared? When? By whom?
- 2. How specifically binding do you consider it to be?
 - a. How easily amended?
 - b. How often amended?

- 3. How many people appear for the hearings?
 - a. Should the people be more involved?
 - b. How could they be encouraged?

- 4. Are you satisfied with the ratio of monies expended for activities?

From mayor's chart of 1966 spending:

General Fund	21,000
Police	42,000
Highways	71,000
Fire	29,000
Hot Springs, recreation	29,000
Airport	24,500
Miscellaneous: Health, Insurance Advertising, etc.	26,000
Surplus	14,000

- a. Which of these should get more money?
- b. Which less?
- c. Which are best operated (most economically)?
- d. Which offer most problems?

B. Sources of revenue

- 1. Do you approve of the ratio of revenue sources?

Property taxes
 Special assessment
 Service charges
 Licenses, fees, fines, etc.
 State and Federal sources

- 2. What is the city indebtedness?

- a. For what reasons?
- b. Do you approve?
- c. What changes would you make? (more or less conservative)

C. Regarding the chart

- 1. From what funds are people paid (e.g. Mr. Brazil, who is involved in many activities indicated?)
- 2. What are "other sources" for each block?
- 3. From which fund are debts retired?
- 4. What is included in the "general fund?"

D. General

- 1. Do the people understand the budget process?
- 2. Should they?
- 3. Do they generally approve city indebtedness?

V. Cooperation with other agencies:

- A. Has the city council ever overtly cooperated with the following governmental agencies? And if so, how? Should it?

- 1. School District?
- 2. County commissioners?
- 3. Water districts?
- 4. Buena Vista City Council?
- 5. Other taxing bodies?

- B. How does the city use state and federal services and financial aid?

- 1. Do you believe you take advantage of all available funds?
- 2. Do you believe you should?

C. Has the city ever overtly cooperated with the non-governmental groups, such as: And if so, how? Should it?

1. Chamber of Commerce?

2. Activity sponsors?

a. Radio group?

b. Fib-Ark Club?

c. OTA, etc?

3. Civic organizations?

a. PTA?

b. League of Women Voters?

c. Rotary?

d. Lions?

e. JC's?

f. Etc.?

4. Labor organizations?

D. Would you like to see joint meetings between the city council and any of the above?

VI. Personal attitudes toward: (For elected officials only)

A. Municipal personnel

1. Mayor?

2. Councilmen?

3. Administrative heads?

4. City employees?

Had any dealings with? your reaction: respect/resent?

Do they care what you think?
Do you know what they are paid?
Do you think this makes much difference? When you vote, do you consider it a positive or negative gesture?

B. Membership on the council

1. Was there any particular reason for your running for the council?

2. Have you since learned that you couldn't accomplish some things?

3. Have you changed your ambitions?

4. Does the amount of pay make a difference to you?

5. What are your prime responsibilities on the council (what does the council do)?

- a. What powers are given you?
- b. Are they too many or too few in comparison with your responsibilities?

6. What assigned duties and committees do you have? How do they operate?

7. Who was your opponent in the last election(s)?

8. What would he have done differently?

9. What do you believe membership on the council has cost you?

C. The constituents

1. Do you represent the whole city or a certain part?

2. How do you know what people want?

3. Are you satisfied with their knowledge?

a. Are there certain groups that are better informed?

b. Are there certain groups more poorly informed?

4. Do you have many visitors to the council meetings?

a. Is this too many or too few?

b. How could you encourage more?

c. Would an informal agenda announced in advance help?

5. How much should the people be told?

6. How much do they want to know?

7. Why has the number of voters in recent municipal elections declined?

D. The decision-making process

1. Has the council ever faced a conflict between what the people need and what they want? What do they do then?

2. Do the councilmen know what the people want?

3. Do the people know?

4. Would a prepared, even published agenda help there?

5. How long are council meetings? Do you approve?

6. Does the council ever hold closed sessions?

7. When would they be justified in doing so?

8. Are council members well-enough informed on matters they are expected to decide (do their home-work)?

9. Does the council ever hold special meetings? How publicized?

10. Would a stricter adherence to parliamentary procedure help?

11. To what extent does the council use the city attorney?

12. Do you approve of the degree to which the mayor leads the councilmen?

13. Do you ever attend council meetings? Why?

E. Administrative personnel

1. How do the department heads report to the council?
2. Would you like to know more? Written?
3. Do they ever exchange help?

F. Structure of local government

1. What is the form of your government?
2. Are you satisfied with it?
 - a. Have you ever considered changing the form of the municipal government?
 - b. Has "fixing the blame" ever been a serious problem?
 - c. Does the statutory form of government provide too many restrictions?
 - d. Would you be interested in a panel discussion exploring other forms?

G. Communications

1. Is the image of Salida to the casual visitor good, bad, indifferent?
 - a. Why?
 - b. Any particular areas of disapproval or approval?
 - c. Are you greatly concerned about their attitudes?
2. Are news media reports accurate in fact, in tone, in flavor, and in emphasis?
 - a. Salida Mountain Mail?
 - b. Radio Station KVRH?
3. What previous communications efforts have helped?
 - a. Would they still work?
 - b. Did any attempts seem to fail?
4. What conscious efforts to gain favorable publicity are used?
 - a. Paid ads? Why? Approve?
 - b. Slip-ins with city bills?
5. What is done to gain sense of public opinion ? ("Feed back" from public?)
6. Can you name some opinion makers and community leaders who should be included in this inquiry? Any who have disagreed with some council actions?

SUMMARY OF FINDINGS
DERIVED FROM
INTERVIEW TRANSCRIPTS

(By J. W. Campbell, Project Coordinator)

Best thing about council and most needed improvement:

Only a very few of the non-elected leaders were unable or unwilling to give some praise to the present council and mayor. The most commonly expressed approval was for the openness of the meetings, which some pointed out was so much on their minds because of the contrast with the council "way back" and with the county commissioners. Most respondents credit the councilmen with being conscientiously sincere and dedicated, willing to diligently try to do a good conservative job. In addition to being willing to listen cooperatively to anybody, they are praised for attempting to consider in detail all angles of every question, a process which is facilitated by the varied interested represented by the members.

On the other hand, most objections to the way the council and mayor operate are aimed at what might be considered excesses of some of the above virtues. For example, the most commonly expressed criticism is that the detailed discussions are too much concerned with the administration of specific cases and not enough on long-range policies. This tendency leads, some say, to excessive vulnerability to any group who can demonstrate considerable strength of number. Other suggest that the mayor should exert stronger leadership, that the councilmen often don't know enough to make certain decisions and that they don't have time to make the necessary on-the-spot inspections. Several emphasized that they believe the desire to save on taxes has led to a rejection of some projects the city really needs. Of course, there were others whose opinions ran exactly opposite to those just described.

One man's explanation of what he meant by "I think the council should make policy decisions, not case decisions," is worth being quoted here: "I think a council should handle matters of policy. They should not handle small administrative matters and details. The council sits up here by the hour fighting out little administrative problems. It is almost a common joke around the community that great and important decisions are made in a matter of a few minutes, and they spend two hours on a small insignificant problem which should have been handled by one man, an executive. And this seems to be a pattern. Some of these, particularly where there is a little disagreement, go on for great lengths of time in the meetings and merit great discussion and yet the consequences are of no significance to the community. Whereas, big and important decisions go through, in some cases, without even due consideration, or due understanding."

Sometimes, another observer pointed out, larger decisions are made strictly on the basis of an engineer's recommendation and too quickly for the councilmen to really understand the implications of that which they were approving.

At least two members of the official family pointed to the same tendency, citing the adoption of the five building codes this summer as an example. Some respondents believed that the greatest improvement of the council's operations could be achieved through the inclusion of younger men and others believed that what was needed was more experienced businessmen with a background of success in their own businesses. One pointed out a hindrance to communications created by the seating arrangement of the councilroom with its platform and separation between audience and council.

Generally, the members of the official family are happy with the way things operate. They like the informal atmosphere of harmony which pervades the council meetings. Few respondents, either in or out of the city family, see much danger that men with such a variety of interests as those represented on the present council and administrative staff will become too friendly.

What dissatisfaction was expressed by members of the official family was indirectly similar to that cited above. Some felt that, with the mayor's leadership, much more administrative detail could and would be handled by the various committees into which the council has divided itself. However, this suggestion was countered by other respondents who feel the committees function very satisfactorily now, and most officials of the city agree with the unelected leaders in generally appreciating the efforts of the mayor, even when disagreeing with his concept of his role as leader, decision maker, administrator, etc.

Water:

City officials are generally well pleased and believe that the people are well pleased with water and sewer services to date. There is a concern for a redesign of the sewer plant to make its operation more thorough and efficient; that problem is being pursued with the engineers now, and the money for the necessary changes is available in the sewer fund.

Another concern facing some city officials is an obvious waste of water. So long as the population remains near its present level, existing facilities seem to be adequate. Any marked growth or other cause for increased water use or any reduction in water sources would create a more lasting water shortage problem than the one felt only temporarily this spring. Consensus of city officials seems to be that more efficient use of present supplies should be the first step taken to, in effect, increase water supplies: this might be accomplished, they feel, by returning to a policy of timed, alternate-day irrigating or by installing water meters in private homes.

Complaints regarding foreign matter in the water, excessive chlorination, low pressure in some areas, etc., are considered minor and correctable. Plans to comply with health department requests for covers on city reservoirs are being actively pursued. Although the sewer plant is said

at present to return some effluent to the river too soon and there might be some direct dumping of sewage into the river in the fringe areas, city officials see no reason to be greatly concerned with any pollution originating in Salida. The problem of the fringe areas is under the jurisdiction of the State Health Department, and few Salidans were greatly concerned. Apparently floridation has never been a matter of discussion here. The other (unelected) leaders seem to concur that water and sewer systems are adequate for present needs and may have to be expanded later. Most feel this service has been well directed. Some would like to see the city and county develop "every possible dam site," as sources of water and recreation and to help re-supply underground water reserves. Some believe the city has sewer mains dumping directly into the river. A few of these people are concerned about whether the city plans to make application to buy water from the Pan-Ark Project.

Water and Sewer to fringe areas:

No clear consensus has developed within the council regarding extending water beyond the city limits. Most agree that so long as the city has ample water supplies, some cooperation with bordering residents is in order, provided that some special arrangements are made to compensate for the failure to pay city property taxes and to withdraw the services if this should become a threat to the city's supplies. There is a feeling of resentment toward the outside-the-city residents and this seems to have been one cause for the doubling of the rates to these people. Apparently, a careful accounting of costs and incomes was not involved in reaching the new 200% rate, but rather a desire to somehow encourage annexation to the city and construction within the present municipal boundaries and to discourage people from moving outside.

Several other factors were considered: the potential problems of maintenance of city lines when they are not on city property and even the possibility of surreptitious tapping on without city knowledge or authority. A previous decision to require new sewer lines to be deeded to the city has not been strictly enforced and this failure offers problems. The possibility of attaching a pressure pump to city mains in order to provide water to some areas on the mesa is seen by some as a threat to the pressure within the city. Many councilmen mentioned in this context the fact that the city provides police and other services to bordering residences, and there is a move toward requiring a commitment for annexation to be signed with each new extension of service.

Briefly mentioned was the need of the city to supply sewer services to the south side of US 50 (water seems easily attainable through wells) with a line that conceivably could extend all the way from Poncha Springs.

(See Section III-F "Annexation" for further discussion of the role of extending city services beyond municipal boundaries as a factor in the question of annexation.)

Streets:

The number of paved streets in Salida is a source of pride for the councilmen and most have considerable confidence in the street commissioner. They acknowledge that repair was behind schedule this past summer, primarily because of involvement of the crews with the airport. In fact, the most common and basic complaint lay in the unsatisfactory manner in which excavations for utilities, etc., were repaired.

Little consideration for making any streets one-way has been given, although some discussion regarding F Street was reported. Some feel it would solve several problems, but that the decision of which way would raise considerable controversy among downtown merchants. This factor seems to be one of the main reasons why the idea has never been considered seriously; that plus the fact that some see no need for one-way streets.

No one likes the four-way stop sign at the intersection of F Street and Colorado 295. But so far all efforts to get the State to make a change have been futile, and a general air of "it's out of our hands" seems to prevail.

No consensus has developed regarding the importance of requiring homeowners to install curbs and gutters, although several believe such requirements should be made before any future paving.

Snow removal and street cleanliness were mentioned as problems.

An interesting difference of opinion appeared regarding the appointment of Mr. Brazil as street commissioner after he was "voted out" of office as mayor. It is seen both as a wise use of experience and as an indication of the way "they" run things the way they want to.

Police:

Councilmen have only the highest praise for the operation of the police department. Matters of discussion concern the need for another car, the belief that policemen should walk more than ride, off-duty activities of policemen, and the extension of police protection outside the city limits. Most people are proud of the preparation and state-wide reputation of the chief, his record-keeping system, and the cooperation that exists between the Colorado State Patrol, the sheriff's office, and the city police. No one reported any awareness of any discrimination against minority groups or any prejudicial enforcement at all.

Parks and recreation:

City officials are generally pleased with the parks services. Some would like more ball diamonds, fishing ponds, and play equipment. Plans are developing for more rest room services despite a discouraging problem of vandalism. Some believe that the future of tourism in the area should be considered in planning for parks and recreation facilities. An almost unanimous indication was given that the Board of County Commissioners should be involved in some of these activities, but that at the present time there is little possibility of county participation.

No clear consensus was discernable regarding the role of a recreation district, (although most seemed favorably disposed toward this suggestion but doubtful of its acceptance) and about how strongly the people want a museum (although the attitude seems to be that Salida could build a new museum building, and that without a bond election, if enough people want it badly enough.)

The swimming pool is the biggest single parks and recreation problem for the council. Having been "burned" once, they are hesitant to make any long-reaching decisions on it. The appointment of the committee with Mr. William Rush as chairman to make plans seems to have been an excellent move, though it had apparently produced no real results by the end of the summer.

Most councilmen are reluctant to consider the pool in the same terms as they approach the other parks, disliking the money spent in upkeep and the proportionately small return, although some critics argue that no close accounting of costs and incomes has been made. Council would like to see it added to the tax rolls, citing an ad valorem tax saving of about two mills which now goes to the pool's operation plus the increased valuation. Opponents of the sale argue that the council's motivation is simply to rid themselves of a problem. Some believe that the mayor, specifically, believes Salida is overparked. The basic conflict here tends to revolve around the old question of private enterprise vs. governmental operation yet most acknowledge that it is no longer a matter of choice since they don't expect any new offers to buy and, therefore, agree the matter will not come up to a vote again.

Some disagreement exists about the \$20,000 from the sale of the blocks to the Salida Housing Authority as a site for low-cost housing for the aged. Most agree that it should not be included in the general fund, but earmarked for improvements to that area. Some councilmen say that has been definitely decided, others say it has never been discussed and that such earmarking is, in fact illegal for statutory cities. Another area of disagreement is on the effect of the sale of the two blocks to the value of the property as a potential recreational site. The matter of how the money is to be used seems to be related to communications; the disagreement over effects of the sale is not. A most pronounced disagreement is discernable over the question of what the voters meant when they defeated the proposal to sell the swimming pool. Some see it as a mandate to spend whatever money is needed to develop it, others insist the people had in mind the entire area including the two blocks recently dedicated to the Salida Housing Authority. Still others argue that the vote was so confused and so close that any attempt to infer what the majority of the people were really saying is futile.

Another matter of communications difficulty is clearly indicated here: the vast range of figures cited for the proposed sale and the plans Mr. Bevington revealed for future development and his agreements with the city indicate considerable confusion. Almost all agree that a concerted effort by the councilmen, newspaper and radio and other leaders could have gained approval for the proposed sale.

Fire protection:

Councilmen seem convinced that the fire protection they provide the people of Salida is quite adequate. Most are convinced that the paid department is a good asset to the community. This opinion, however, is not unanimous with the councilmen; some believe a strictly volunteer department would adequately serve the need.

There does seem to be a general awareness of the department's efforts to inform the people of hazards, etc. The firemen's pension fund seems quite inadequate to meet the demands that someday may be made of it.

Some problems were encountered: how the city can work with the South Arkansas Fire District to the best and most equitable advantage of both seems to most councilmen to be solved but there remains the question of the responsibility to areas outside the district.

Some councilmen indicated that it took the refusal of the city department to go with district equipment to a fire just outside the protective district to make those people aware of the new policy. There is talk of extending the district's area, but it is generally considered the responsibility of the people wishing the new protection to initiate the action.

The proliferation of quasi-governmental agencies with their own boundaries and taxing authorities, such as the fire protective district, is a matter of concern for some. They would like to see these activities coordinated and handled more on the county level.

Health Services, etc.:

No problems have forced themselves on the awareness of the council regarding city health services. There is some question that the health officials required by the state statutes do very much for their money. The food inspector seems to rely on the state inspector, while the municipal doctor reportedly helps the police department occasionally, but is called on to do little else.

It seems to be the consensus that providing ambulance services is not a responsibility of the city. Probably the city would cooperate with the county in subsidizing somehow a private service, if requested to do so, and if the county would participate.

All concerned seem satisfied with the mental health services granted by the state and some other agencies including the schools and the county. No one seemed very familiar with existing arrangements or with any need for change.

The city library has its own policy-making board which asks of the council nothing except the collection of its 2-mill tax support and the maintenance of the lawn. This arrangement seems quite satisfactory to the council.

Few are very well informed about civil defense planning. Different city officials named the county sheriff, the police chief, and the fire chief as the local head.

Some believe the city should give its endorsement to efforts to gain for Salida the technical training part of the junior college of Glenwood and Leadville, but this seems to be the extent of city involvement in the matter to date.

Franchised services:

Since no complaints are received from the people regarding franchised services or from the franchised holders themselves, councilmen feel all is well here.

There was some concern with the CATV people, (getting behind in their franchise payments to the city and permitting some kind of interference with other TV reception) but this seems to be satisfactorily remedied.

At least one councilman believes Mountain States Telephone and Telegraph should pay on the basis of a percentage of gross income as do the other franchise holders, but this policy is believed by most to be generally fair to both parties and to be more economical in terms of bookkeeping.

Planning Commission:

Because of the time lapse between reports of action by the Planning Commission appointed by the council, there is considerable uncertainty among the city's leaders about even its existence, and certainly about its activities. Several councilmen indicated they have no idea what might have been accomplished to date, and few persons interviewed had a clear concept of what the commission should accomplish. Some would like to see closer cooperation with the county in such matters as securing air line service, long-range planning for all community services, land use and development, etc. Others feel that a revised zoning ordinance would be a worthy accomplishment.

A professional planning agency has been retained to prepare a master plan based on projections from past land use, growth, etc., but its services have been delayed because of a hold-up in matching federal funds, which reportedly are now available to carry the work forward. Some believe the commission should be involved in coordinating developments along US 50, locating the home for the aged and any new museum, etc., closer to the downtown, a move which was seen to be of benefit both to the users and to the merchants.

Problems suggested for the commission: increased recreation through more participation in federal programs, tighter zoning, better traffic control, more housing, more certain water supply, along with assurance that US 50 is not cluttered in such a way to promote its being moved further south, creation of a recreation district and extension of planning

into county areas, attraction of some small industry, cleaning up of surrounding areas, elimination of smoke and odor nuisances, up-dating of and tighter enforcement of all city ordinances and building codes, etc. If this seems to reflect some question about the legitimate function of a planning commission, it might be because so little has been revealed about the completed and projected activities of the group.

Most persons interviewed would like to see Salida remain about the same in size as it is now with its same "diversified" economy and its same small-town freedoms and concern for individual problems. The general feeling seems to be that staying the same can be achieved by merely continuing to do things as they have been done in the past. Little evidence was shown that leaders have overtly considered what long-range plans need to be followed in order to preserve the good of the present city in a changing world.

Annexation:

Most councilmen point to the legal fact that a certain percentage of residents and property holders of an adjacent area must petition the city for annexation to explain their general belief that nothing will be done in this respect though most would like to see certain areas annexed. The role that services offered by the city are to play in solving this problem is quite undetermined and the stated approach now is to consider each request as it arises. Confusion exists over whether extending the services encourages or discourages annexation: on the one hand it is seen to encourage by providing the people with utility services thereby precluding the necessity of their establishing their own independent water and sewer systems while on the other hand some say the extension of services beyond municipal boundaries discourages annexation and only evokes the response "why bother with city taxes when we have all the advantages already?"

Use of water rates to encourage annexation. Almost everyone sees some areas that should be annexed to the city; most frequently mentioned, of course, is the area along US 50. Some unofficial leaders approve the use of higher water rates to encourage this annexation. But there are three basic types of disagreement voiced, (1) by those who wonder if the higher rates are based on any business-like accounting of actual costs for services rendered and argue that if they are not then they are a kind of blackmail, (2) those who argue that the increased costs will have little or no effect toward encouraging annexation because the saving of money is so far down the list of reasons for moving outside the city (it is pointed out that the mill levy savings is almost totally erased by higher insurance rates alone, and certainly by the increased costs of installing, maintaining, and operating private water and sewer facilities.) For the same reasons neither will a concerted effort to hold the ad valorem mill levy to a minimum have much effect, they say, and (3) by those who fear that the higher rates will encourage the installation of these private facilities and therefore actually discourage annexation by making the new residents even more independent of city attraction.

In fact, one businessman along the highway who has his own systems emphasized quite strongly that "Salida needs us much more than we need Salida." This statement is not to be interpreted as signalling a dis-association with Salida; almost all those interviewed feel a very close tie to the community, if not to the municipality.

Some of the unofficial leaders who live outside the city (and almost a third of those interviewed do) expressed a desire to have the freedom from concern for these private utility systems, and some have seen a reluctance of outside investors to become involved with business opportunities along US 50 because of this factor. A few also expressed another kind of personal dissatisfaction with one result of a rural residence, since they feel a moral obligation to be able to more directly participate in the affairs of the city where they make their livings; they'd like to be able to vote in city elections, for instance.

In effect, several suggested that the only solution is education through the press and radio, a mutual understanding between the people of the city and those of the adjacent areas, of advantages and disadvantages and not coercive pressures which tend to invoke stubborn rebellion. Generally, city officials have not considered annexation very important nor possible, and therefore they haven't explored the legal, historical and social factors involved. (Several different descriptions of an attempt to annex an area near US 50 and why it failed were reported.)

It seems, then, that no consensus has developed regarding the possibilities of bringing certain areas into the city. Generally most agree that incorporating some additional areas into the city would be to the benefit of all concerned, but little collective study has been given to determine just what those advantages are.

There is a general feeling that people move outside the city limits basically to escape city property taxes; when one considers the increased costs of essential utilities and of fire insurance, etc., the conclusion that the move is purely to save money becomes suspect. But so long as that is held as the cause, any efforts to deal with the problem are likely to be misdirected.

Few have much hope of ever improving this situation, unless the people "out there" decide to apply for annexation, and most councilmen tend to dismiss the subject by pointing to this legal requirement. However, most non-council discussants implied a strong dependance on the council to solve the problem and a strong feeling that it is the council's job to inform the occupants of the fringes of the advantages offered by annexation. Whether such "informing" would have much effect is doubtful, but a mutual and honest exploring of relative advantages and disadvantages to the city and to the residents of adjacent areas could at least clear the air for reasonable discussion.

Zoning:

General satisfaction with city zoning was voiced, although most council interviewees could think of "an instance or two" when they felt

variances had been granted too easily, some as much as ten years ago. Most felt that an active and relatively liberal board to consider specific cases and to grant variances in terms of changes of the community is a good and vital aspect of the codified planning of zoning ordinances.

Councilmen, especially those most closely associated with the zoning board of adjustments, revealed more awareness of a need for bringing the ordinances up to date, recognizing that certain changes, for example the commercial development along US 50, were not anticipated in the 1940's when the present ordinances were prepared and these changes need to be accounted for now. Such a revision is pending the submission of an acceptable master plan by the Ken R. White Agency to the planning commission.

Some feel that much more concern must be given to county zoning, especially in those areas adjacent to incorporated cities and the major highways.

Changes:

Remembering that the population of Salida has been amazingly constant since 1900, no one expects the city to change much in the next ten to twenty years, nor do any of the persons consulted want it to. However, some anticipate that Salida will feel the impact of the increases of population elsewhere in an increasing number of retirees and more freely traveling tourists coming to and through the area and workmen commuting from Salida to their jobs. Most anticipate continued declines in the influence through new dollars brought in by the railroad, agriculture, and mining, although the tendency of some Climax employees to come to live in Salida has helped hold the economy stable in the face of other cutbacks. Some point to the estimated sixty incomes produced locally by the Bureau of Reclamation headquarters, the 260 from Climax and the many State Reformatory employees, and to the decline of railroading to argue that one of the most striking effects on Salida is a new and important tendency toward youth. And the major growth expected for the area is predicted to be along US 50, mostly outside the present municipal boundaries.

Non-council leaders wish for more effort in terms of service activities: more recreation, including development of fishing lakes near the city, more for the aged, and more for the young people growing up, especially jobs but also some kind of post-high school educational opportunities.

Perhaps a "brain storming" session in which some of the best thinkers of the city and county sit together to probe into the possible changes of the next few years with an exploration of the implications of these possibilities to the local governments would be a valuable use of time. (Should this be a part of any future project?)

Involving the people in planning, etc.:

Most believe there are people in Salida quite capable of making the

necessary decisions to insure the kind of future desired, if someone (and generally this means someone in the city and/or county government) will take the lead to lure them away from their TV's long enough to do it.

Some councilmen suggested that they would be happy to make decisions on and give their help to any well-worked out plan that is presented to them, suggesting that they do not consider it a primary function of their group to initiate plans. Some feel that involving more people might introduce too many divergent opinions with too many people championing too many pet proposals and getting their feelings hurt when their suggestions aren't adopted. More than one expressed a doubt that increased participation from the people would "help the council much."

Pan-Ark Water:

A few leaders were quite concerned about the city's plans for applying for additional water which will become available with completion of the Pan Ark Project. Councilmen's reactions ranged from a firm belief that the council has already decided to apply for the water to a conviction that the city has an ample supply and that the problems involved in conveying any water from the "Big River" to present storage and treatment plants would greatly reduce the value of any new water source gained in this way.

All agree that Salida must have an ample supply of water for the future. But how much that is, how to get it, how far into the future, and what the council has done or will do or should do in this matter are all unsettled questions. This is clearly an area in which informed citizens and the officials have not communicated much.

Budget:

Partly because the mayor is a trusted accountant in Salida, few people have given much thought to the budget processes. In this case, the lack of concern was overtly reported as a kind of vote of confidence. Even the strongest critics indicated that they wouldn't make any big changes in the expenditures or city indebtedness. Several indicated a dissatisfaction with an alleged tendency to let large-sum incomes (like that from the sale of the property for the home for the aged and from the sale of the Brecco ranch) disappear into the general fund without replacing their sources with anything of substantial value, and there were scattered criticism of the absence of any clearly agreed policy by which the council decides on individual requests for funds. It was pointed out that such a tendency makes special interest groups (or "pressure groups") even more influential than they otherwise would be.

Possible areas of increased expenditure suggested included stronger enforcement of the dog leash ordinances, street repair, recreation (most mentioned), a museum, a new fire truck, an additional police car, etc.

Less money was recommended by some for the airport, advertising, police and fire departments, chamber of commerce, boat races, rodeo, etc.

Three additional sources of revenue were suggested: a cigarette tax, a gasoline tax, and a sales tax.

Few respondents, especially outside the official family, expressed much concern for the planning necessarily implicit in the budget-making process. This is revealed by two facts: 1) the absence of visitors at the budget hearings, and 2) the fact that even after the budget is put together, the councilmen feel quite free to spend moneys for new projects as they are presented, pretty much on an individual-case basis.

Cooperation:

Almost all agree that there should be closer cooperation between the city and the county officials. A relatively amicable exchange of help seems to pass between the crews, but the official groups have little or no communication. This seems to be the pattern also with the school district. Several see the possibility of benefit from a discussion of mutual problems by the commissioners and the councilmen of both Salida and Buena Vista. Councilmen also agreed that joint meetings should be very productive, but there was a general feeling that nothing of value would come of it. Possible matters of discussion might be: planning of zoning, ambulance service, recreation facilities and activities, education beyond the high school, county sales tax to be shared with municipalities, and possibility of doing away with duplication of services such as accounting (treasurer's offices), clerical, police, fire, road and bridge (and acquisition of expensive pieces of machinery) and certainly in a uniform and equalized assessment policy.

One area of increased cooperation between the city and the schools is in the area of recreation: some believe the schools could make a more valuable contribution in this field, both in physical facilities and leadership.

Some questions were raised about and some outright opposition was voiced against the city's financial advertising fund contributions for the boat races and the rodeo. The monthly support of the chamber of commerce was quite generally supported, with a very few exceptions, by the men interviewed, and this should not be surprising since almost all those interviewed are members of the business community.

Role of Government--miscellaneous:

Some wish the council committees would take more responsibility for the detailed administration of the activities under their jurisdiction. A marked disagreement about the role and performance of the mayor in this respect was reported: some say he could lead the members of the committees to accept this responsibility and save council meeting time for more important discussion; others believe that he does an excellent job of assigning responsibility, following up on the assignments, and insisting that the committees function.

Some councilmen believe they have had to endure cuts in their business operations because of their membership on the council. Most

see little such effect. Some wish they were not paid at all. While appreciating the honorium, all contend that they would do the same job for nothing, and some feel the pay may attract some men for that alone.

Almost every councilman ran originally to provide some competition and few indicated any real campaign or special interest as an inciting motivation.

Descriptions of the job of the council members are generally limited to responding to matters brought to their attention, to represent the people, to grease the squeaky wheels, etc. Basically, the councilmen seem to consider the major portion of their job to keep house, to maintain and administer expected city services. The role of the government in initiating projects to involve the city in other aspects of the community, if such role exists, has not been considered much by the government. Few of the non-elected leaders interviewed had many suggestions in this respect either, although many were quite critical of the council for not doing more in this respect.

General Conclusions:

Except for the still-smoldering question of the swimming pool and a couple of other matters, there seems to be few areas of clear-cut disagreement between the official family and the unelected leaders interviewed. And in these areas of contention there are usually as many disagreements among the councilmen and mayor as a group and among the other leaders themselves as there are between the two collective groups. This phenomenon is contrary to original expectations.

It was also surprising to recognize that the basic agreement among all community leaders on general principles and aims (or at least the absence of serious disagreement) on most issues facing the community is accompanied by a fairly general criticism of the elected officials. It appears now that serious and sincere disagreement can easily exist in an environment of total communications between the different publics involved. In fact, such might even be expected just to the extent that the publics are different. But to find basic agreement accompanied by hostility is to find a problem clearly indicative of a lapse in communications.

Probably the paradox described above has come about because the people of Salida who have not had access to the information and reasoning of the council don't know what the council believes or, knowing that, don't know why they believe it.

The facts that all formal council discussions are open to the public and that all councilmen are quite readily approachable are apparently irrelevant to this question of communications. Councilmen generally believe that the newspaper and radio offer sufficiently accurate and complete reports of their activities and that anyone who is really interested and/or dissatisfied with the information presented in those media will actively pursue the matter further, even to the point of attending council meetings. Most critics acknowledge a kind

of self-deprecation for not knowing more about some of the things with which they are dissatisfied, and almost all state that the information is available to them.

A relevant question to raise here, perhaps, is just who is responsible for any existing communications gap? Is merely making the information available the extent of the government's responsibility?

Obviously, the potential recipient of a message also has the responsibility of providing willing ears. It remains, however, for the ones in a position of leadership to exert that leadership by taking the active initiative. Or, perhaps more accurately, it is the obligation of the person with a message, whether official leader or not, to attract the attention of his intended audience and then to deliver his message as accurately or as effectively as he can. Just to the extent that he does this has he become a leader. This process is much easier if the two parties have achieved one of the first steps of effective communications: agreement on those areas of mutual interest about which they should be communicating. Perhaps this study, especially the survey reported in Part III, will help the people of Salida toward that agreement.

An interesting activity for any community would be a bringing together of several community leaders for the express purpose of exploring communications, discussing together such questions as: what do the people of this community want to be informed about? what decisions do they want to be consulted about? who should initiate communications in that community? to whom? when should discussions take place? how can all this best be accomplished in this city? In short, what policies regarding communications do the people of this community wish to see followed? Certainly representatives of all news media should be present, for though they will not accept anybody's attempting to tell them how to do their jobs, no one else is so directly concerned with the principles implied by the questions.

Another positive but simple suggestion provides a partial answer to the "what-to-whom" query above. Most councilmen in office in August indicated that they were either unaware of or had but recently become aware of the Handbook for Councilmen and Mayors prepared by the Colorado Municipal League and readily available to member cities, like Salida. Any newly elected alderman should explore this booklet and others like it, even before he assumes his legal responsibilities. It contains a quick, handy introduction to the general limitations and expectations of his job and would be a great aid in his initial orientation.

The comments recorded in the typescripts of the interviews reveal that there are people in the community of Salida--presumably any elected council will include some of these, as did the council in office at the time of the pilot project--who could work out satisfactory solutions to most problems in the right environment. That right environment is one in which sufficient time is given over to inquiring after the facts of situations, ambitions and goals, and then to free discussion of means of achieving these goals.

Part of this time could be made available in Salida (and probably in most other similar cities) if some way were found to reduce the amount of in-session time spent on short-range, immediate-problem decisions. This might be achieved through the delegation of more authority for administrative, housekeeping decisions to department heads or to the council committees or to the mayor or to someone else, who would operate under general principles established by the elected officials.

Communications involves someone with something to communicate to someone who wants to be or who can be persuaded to be communicated to about that subject. Most of the people interviewed indicated that they are quite willing to delegate to the municipal government complete authority to make decisions on those day-to-day matters of operation. For example, most non-councilmen don't want to be told about or consulted about the size of pipe to be used in certain sections of town, the best price available for any needed fire-fighting equipment, the regular operation of the library, etc. In fact, it is quite doubtful if most councilmen themselves are really interested in some of these matters.

On the other hand, many alert citizens of Salida are quite concerned about the general policies followed in making the administrative decisions just described and in other situations. For example: what is the basis for decisions regarding city services extended beyond the municipal boundaries? what is the basis on which financial assistance is granted to non-governmental agencies, like the Chamber of Commerce, Old Timers (summer baseball) Association, etc.? what is city business anyway? what can be done to give the people of Salida the greatest possible freedom and control in determining their own future? what is the role of city-provided recreation? what should be the official attitude toward the tourist industry? how can opportunities be provided so those younger citizens of Salida who desire to do so may stay home longer? It is quite possible that the majority of citizens in any community do not want to be bothered with such questions. If such is the case, the councilmen's and mayor's peace of mind would be greatly improved just simply by knowing which matters have been delegated to them. They would then know something about what and to whom they were expected to communicate.

Most writers on management acknowledge a difficulty in clearly separating policy and administration in many situations, but this difficulty is not experienced with the extreme cases, such as those used as examples above. Richard Childs, in a National Municipal League publication,¹ states that "modern city governments are manning staffs of technical employees with a mere five per-cent sideline of occasional ordinances regulating the conduct of citizens." No council should have trouble mustering an assembly room full of participants in discussions of those conduct-related ordinances, nor should it be impossible to gain enlightened assistance with the policy-making decisions that guide the selection, retention, and direction of city staffs and activities.

¹ The First 50 Years of the Council-Manager Plan of Municipal Government, 1965, p.73.

In short, the interviews indicate that the more influential citizens of Salida would like to know in advance when matters of long-range policy are to be decided. Then if they are really interested, they could make themselves available for participation. It follows, too, that should they be informed in advance about such discussions, their failure to involve themselves would justly be considered as further delegation of decision-making authority. Communications has been accomplished by default.

These comments are certainly not to imply that the city council of Salida operates with no policies. However, most existing policies, outside of those specified by the state statutes, are unwritten and derived largely from the consciences and senses of decency of individual officials evolved largely from a case-to-case approach. It is all too easy to make an individual decision, but if care is not exerted, a decision made with attention focused on a single case might suddenly become a precedent for other cases with other factors not anticipated when the precedent is set: a policy has been developed without due consideration of the entire matter. The mayor and councilmen of Salida know all this, of course, and it is impossible to anticipate all possible situations. What is being argued is the danger of operating without consciously developed and openly discussed policy, preferably agreed upon prior to any encounter with a specific application of that policy. When individual cases are discussed without the background perspective of community agreement on general principles, the influence of special-interest groups becomes disproportionately heavy as they exert their pressures for special favors.

If the citizens of Salida really want to gain an improved environment of communications, they will be well advised to consider together what might be profitably communicated to whom and when. Working with this understanding and announcing in advance discussions of the so-called policy matters, the council and mayor might well find that they no longer operate in that vacuum in which apparently nobody cares what they do. Such procedures may make no appreciable changes in actual city operation or council decisions, but the atmosphere of trust and respect might be greatly improved.

SUMMARY OF FINDINGS
DERIVED FROM
INTERVIEW TRANSCRIPTS

(By Dr. Baldwin Ranson, Assistant Professor of Economics)

There seems to be general agreement that council members have the interest of the city at heart and try their best. Also there is agreement that the council is attentive to all opinions.

The problem with the council is not seen by the interviewees as a failure to find out what the people want, but as a failure to get the facts about what should be done. The problem is expressed in two ways: 1) as a shortcoming of the procedures of the council and 2) as a shortcoming of the skill of the members.

- 1) On procedure. a) mayor doesn't lead enough
 b) council wastes time on administrative matters
- 2) On skill. a) members are poor judges of importance
 b) members lack procedure for getting evidence

Since all these criticisms imply a lack of "professionalism" in city government, it could be that establishing the position of city manager would remove them. But the "professionalism" of the council would still be in question even if that group dealt only with policy decisions. I would guess the only genuine solution would be to provide councilmen with a scientific method of approaching city problems. If they developed the practice of basing decision on publicly observable evidence, their critics would be obliged to collect, evaluate, and publish any counter evidence.

Water and Sewer:

Two kinds of complaints were reported.

Operational: periodic foreign matter, too much chlorine, etc.

Future: doubts that council has really evaluated future needs; believe that Fryingpan possibilities should be explored.

Interviews show council feels present water supply could go further, but not how much council has studied future needs.

Water and sewer as examples of city service: fundamental question is who should get what service at what cost? This factual question is diverted to one of motives: residents build outside city to escape taxes; city government wants to annex because of power seeking. This I would identify as communication problem between city government and county residents, not between the official family and the public.

City seems to be attempting application of the economic theory that taxes should be on those who receive benefit of a service and in

proportion to that benefit. In case of water, sewer, possibly fire protection, it is easy to identify who benefits; not so for recreation or police. And only for water and sewer can tax be adjusted to amount of benefit.

A more useful framework for discussion might be to take each service separately, decide what people in county or valley need it and what organization would best provide it. Shifting attention from motives to needs might bring people to accepted desirable changes, such as elimination of duplication in county and city fire, police and sanitary services.

Hasn't this happened in education? Would it be useful to review the controversy over educational reorganization and see what present attitudes reflect?

Parks and Recreation:

Clearly a hot issue for many, centering on proper use of swimming pool and adjacent land. I do not identify a difference between official family and opinion makers. The split seems to be between a group which feels that these recreational services should pay for themselves, those who dislike the direct costs to the city, and a group more concerned with recreational needs of citizens and tourists.

Perhaps some further questions would clarify the conflict:

- What are attitudes toward tourists per se?
- What are beliefs concerning economic impact of tourism?
- Should city provide recreation for purpose of helping businesses by bringing tourists?
- Can recreational needs of citizens be tabulated?
- Can swimming pool meet both local and tourist needs?

These factual questions would force those with strong opinions to examine *why* they believe as they do, and would probably reduce the differences. Few would consciously maintain that recreation should pay for itself; many would be willing to provide a service for tourists if it would help business.

Commission:

Planning is contrary to American common sense, as well as to capitalistic theory (cf . Tarcher, Leadership and the Power of Ideas, Harper and Row, 1966). Most of the people interviewed know nothing about the commission and seemed not to care. Most intimated that when problems arose they would be solved. One implied that planning is a waste because we can't know the future and will have to change when the future comes.

A few who displayed a desire for planning had vague fears of unwanted change overwhelming the community, or else wanted things to change in certain ways. No one displayed any awareness that planning requires study and analysis of possible or desirable changes. If planning

had one common meaning to those interviewed, it was synonymous with zoning.

I conclude that planning commission is not a current problem because there is nothing that the community wants to plan.

Zoning:

I'm coming to the conclusion that there is no division between government family and public. Maybe the division could accurately be identified as between those with roots in "old Salida" and those without such roots. For the rooted ones zoning and planning and change mean how can we get more money out of the real estate we own or the business we run. These goals don't satisfy most newcomers, or people working for other than a local firm.

I suspect that the following quote would apply to Salida:

Now, to increase the population of a town and to raise the nominal values in ground rents is almost a moral imperative in our American communities. That is why our zoning laws, which attempt to regulate the use of land and provide against unfair competition in obtaining the unearned increment, almost universally leave a loophole through which the property owners, by mutual consent, may transform the character of the neighborhood for more intensive uses and higher ground rents. All our city planning, and more and more our architecture itself, is done with reference to prospective changes in the value of real estate.¹

Changes:

This word is in the air, but for most people it just means more of the same--a gradual expansion of tourism, ranching and agriculture, mining.

Annexation:

This doesn't appear to be much of an issue; no groups appear as pro or con. Interest in it is mostly motivated by city financial issues or business possibilities; no one is really concerned with how annexation would help or hinder city welfare.

Pan-Ark Water:

Only one man is informed and concerned. The uninformed say get water if you can; the council says it's not needed.

Cooperation:

Little agreement that this is real problem, except for traditional feud with Buena Vista and conservatism of commissioners.

¹Lewis Mumford, Sticks and Stones, 1924, p.226

Role of Government--miscellaneous:

Involving People. There seems to be general agreement that it is not desirable to involve everybody in every issue. The reasons: there would be more chronic complainers; public should only respond when things go wrong. But it seems to me that the responses overlook two possibilities. First, it should be possible to silence chronic complainers by presenting them with the facts and requiring that they find facts to the contrary if they expect to be listened to. In other words, there appears to be little effort to deal rationally with people who got involved. Second, there seemed to be no effort to identify who in the community ought to be concerned with a particular issue, and then to contact those people. Certainly the old folks should have some criteria for locating and designing a home for them. Were they asked?

Informing People. Everybody for it but most think it is well done now.

City Manager. Everyone favored discussion, although officials seemed pretty well set against change. An interesting question would be how often councilmen have felt incompetent to make a decision because they were not professionals, or if they recognize any decisions they made wrong because they were not professionals. In other words, is the claim that a professional and full-time manager is better arrived at just by logic or on the basis of actual errors of amateurs?

Personal Attitudes. It seems that everyone likes these amateurs and think they do a good job.

Number of Voters. Lack of competition in previous city elections not seen as a problem. (cf. involving people above.) I wonder if all these people don't have the theory that the proper function of government is just to solve problems and respond to pressures when they come up? An alternative theory might be that government should foresee changes and problems and make sure that the particular citizens who should be concerned with an issue are brought in to any decisions made. I suspect that only a very severe crisis--like the poverty now being experienced in the San Luis Valley--could make people change from theory one to theory two. However, communications could play a part in bringing the people to a rational consideration of the alternatives.

Theory one--in effect complete delegation of responsibility from people to officials--can be practiced with mayor or manager form of government. Therefore, I suspect that the panel on forms of city government might generate some interest but not raise the underlying theoretical alternatives.

Attitude Toward Council. Responses here just provides further evidence that people delegate responsibility to government, as stated under Number of Voters.

Want vs. Need. The swimming pool issue is most frequently identified in this area of discussion with the implication that the

people needed to sell but didn't know it. On this issue it appears to be assumed that there are just two positions: the council's reasoned arguments in favor of sale, and opponents' emotional and selfish arguments against. I think a questionnaire of the general public might disclose another position which was never verbalized but might explain rejection of the sale proposal. There could have been distrust of an unknown and untested promoter; of his vague plans and promises; and a feeling that the city's needs for a recreational center had not been analyzed to determine exactly what grounds and what facilities the city ought to own and operate. In other words, there seems to be an entire area of legitimate opposition to the sale proposal which the council never considered. Since neither of the interested parties analyzed this possible third position, the public was never able to communicate or verbalize its reasons for voting to keep the pool.

Conclusions:

I personally think the question of cooperation and jurisdiction is the biggest obstacle to solving problems and preparing for the future. If one were to identify the interests of city and county, and who is represented by each governing body, I suspect one would find that the country has no interests independent of the city and that only a small percentage of residents aren't represented in city government. But until residents recognize that many of their problems are solved slowly or poorly because of outmoded jurisdictions there is no problem of communications and outsiders can't tell them they have problems which they haven't recognized.

SUMMARY OF FINDINGS
DERIVED FROM
INTERVIEW TRANSCRIPTS

(By Dr. Charles Miller, Associate Professor - English)

Instead of commenting section by section or summarizing material in various sections, let me see if I can make sense of this at a more general level from the point of view of communications - especially since some of the material and sections seemed to have little to do, very directly, with any kind of communications problem. What I would like to do then is make some general remarks about the nature of communications (particularly in the light of the study), then mention some of the areas where difficulties exist (about suggestions for improvement I have doubts but may make a few), then make a few suggestions about future studies like this.

In the first place, two things seem to be fundamentally involved in communications: the elucidation of positions with regard to any given problem (a problem exists over any issue where there is more than one opinion and the system (or possibly systems) of values out of which (possibly - unless the system or systems are scrambled) the positions arise. The ultimate role of communications, or we might even say the goal of communications, would be to reduce all opinions to one on any given issue. That is, granted the existence of positions x and y plus communications, they ought to become position z -- both x and y now being represented by z about the issue involved. And so on and on with the addition of positions a, b, c, etc. Even supposing this would be desirable, it would be impossible because of the value systems involved, which are in opposition to each other. It is x and y's disagreement about what is important, or is good and bad, right and wrong, that causes different positions to arise.

The real goal of communications then ought to be the attempt not simply to elucidate the position, or even change one position into another or resolve the various positions into a single position - but to clarify how and why the position arises out of the system of values involved, and possibly to defend or explain the system of values. Only a discussion at this level, it seems to me, would bring the various positions to respect the others. Any lack of understanding about the opposed position often gives rise to charges of stupidity, sentimentality, cupidity, etc. (Note the issue of the swimming pool). Once the value systems are known and understood, the debating about the positions involved over an issue may at least be rational and efficient to a greater degree than it was before. There may not, probably will not, be agreement--the reduction of all positions to z about a given issue - but certainly there has been communication to the extent that each position knows why it is what it is and why the others are what they are. At this point compromise becomes relevant, because each position is aware of the integrity of itself and of the others, and rational knowledge of what can and what cannot be given up based on the particular value system is obvious.

So much for the framework. The next element that should be considered is the makeup of the various communicators or communicator blocs,

which was the structure set up and the way I then looked at it. Primarily this was a matter of the "ins" and the "outs" or the official family and the non-official community leaders. A structure such as this makes certain suppositions which may give the material a particular slant; about which more at the end.

Obviously in any kind of question-answer survey what is fundamentally at issue is the psychology of the interviewer-interviewee. Here is one level with which we can do very little. Another even more difficult level of communications is the one within the individual being interviewed (to say nothing of the interviewer); certainly a psychologist would be concerned with the internal communications process, the existence of various opposed positions on any number of issues within the individual arising from opposed value systems or parts of systems to which the individual subscribes at one time or another. All this must lie outside the scope of the study, which is more sociological than psychological in its orientation. But there ought to be the awareness of this psychological predisposition of the material to qualify any judgements made about the nature of communications and the various positions and value systems represented.

Certain sociological communications units are present in the study; it seems to me that their makeup is primarily economic. That is, the various individuals interviewed seemed to speak most of the time from whatever business position they happened to occupy; there always seemed to be an awareness that "this issue causes me to take this position with regard to it because I make my living, I do my work, as a _____." Other positions (I see I'm overworking this word, using it in another sense now, but bear with me) occasionally arise: "I react in this way because I am a father, an elected official, a social being, etc." But the men interviewed are job-oriented for the most part. (This, of course, suggests one severe limitation of the study: the almost total absence of women. Mother limitations would be the very fact that the individuals were interviewed in their places of business rather than their homes, say.) This is not to say that those interviewed took positions on the basis simply of how the issue advantaged or disadvantaged them economically; in fact often their positions were not at all dependent on their line of work. As I tried to argue above, their positions are in fact based on their value systems, which more often than not are there only by implication - if they are there at all. But it is also a fact that their value systems must allow them to take the economic role they take. Or else their value system must be so adjusted that such a role is possible for them. You can't be a druggist and a Christian Scientist, for example, without conflict and contradiction showing up somewhere along the line.

Let me, then, go through some of the issues that seem most relevant to this material as a communications study. From this point let me simply use the terms "ins" for the official family, "outs" for those leaders interviewed outside the official family.

The issue of water, sewer, services: the ins are quite consistent in their position: there are no fundamental problems, only minor ones as demonstrated by the nature of the complaints. Various solutions to

these minor problems have already occurred to them, have been discussed, will be instituted if the problems become significant. The situation is at least under control; with a little effort it could be brought completely under control. The outs are pretty much in agreement with the above (as they often are due to similarities in terms of work and values between them); but as happens on almost every issue the outs are not so complacent, don't feel things are that thoroughly under control. The outs are more concerned than the ins in getting Pan Ark water and in straightening things out for the future - they always speak more often than the ins about the need to plan ahead, to foresee difficulties and get ready to meet them.

In fact the ins, the mayor, council, and administrative personnel, always tend to see their function as one of reacting to issues; they will take positions and solve problems as they arise and require solution. For one thing they can't be too dissatisfied or they make work for themselves - and most seem to feel that what they do requires a good deal of time - even if it is busy work, much of it. The outs, on the other hand, always see a wider range of problems, are more critical. At the same time, though, they often don't complain much because this would amount to an implicit criticism of their own lack of participation: "Why aren't you on the council, then?" So things are not so good as they could be but certainly they could be much worse than they are and really are not too bad after all. But...

The issue of water and other services outside the city: Here the ins and outs are often on the same side; there seems to be little communications problem between the two groups. Both groups are concerned with the problem of annexation, which immediately arises. The ins, though, of course, are more concerned with their political responsibility to those who elected them. They are more highly conscious of the priorities: city first, out-of-city second. But there seem to be two rather different responses to the problem of how to go about annexation. The outs feel that it's up to the city to sell annexation to those out of town; the city should convince and persuade. Various means for doing this are suggested, door to door campaign, etc. In other words, they advocate an aggressive program. The ins, on the other hand, while seeing the need to sell annexation, feel that it is not the role of the city to be aggressive. Both groups see the logic of annexation; both know that selling it will have to be involved. But the outs want it done and the ins are reluctant. In the first place it means a lot more work. Various possibilities occur to both ins and outs. The services might be used to pressure those outside to come in, more could be charged for them or they might not be furnished, etc. But from a communications standpoint such suggestions signal a breakdown in communications; this is violence and would provoke counter violence, communications would therefore stop (at least at one level - war itself may be seen as a rather extreme form of communications: the attempt to resolve opposed positions).

From a standpoint of verbal communications, then, what seems to be involved is a question of reluctance to begin the communications process. Neither party differs much with regard at least to their stated positions. Occasionally there is the rather enlightened position of recognizing that

the city/non-city designations are fundamentally arbitrary and artificial and that both sides would be better off without them. From a communications standpoint this is a recognition that what is involved is or ought to be a matter of internal rather than external communication. The value systems of both sides are, in fact, the same. Working this out through the process of communications would reveal to both sides that their best interests are identical. But both sides are reluctant to initiate the process: the outs of the city-oriented say the city should come to us, the ins say its not our responsibility, petitions for annexation must come from them. Like all failures to communicate, there seems to be something rather absurd and perhaps a little neurotic in this - a problem for psychology rather than sociology, which can only take us so far and no farther.

Issue of Parks and Pool: here is a good example of the same sort of thing found above with slightly different sides being involved. Only here, the process has already broken down: communications has been shattered and is no longer really even being attempted. The communication process in some way was misused such that communication was not really achieved: a vote was taken, one side won, but barely, the other side lost, but barely, and no one learned much from it. Both sides are angry, frustrated, unwilling to communicate; the only hope of either side is for a different kind of resolution in the form of a recreation district. Some on both sides see no hope here, either they seem to realize that this is just a way of dodging the issue. Ins: again the same sort of reaction as with services: basically they are good or where park system is not good it could with a little effort be made better. If it gets to be a significant issue we'll do something about it. The pool, though, was and is a significant issue. We tried to solve it but they wouldn't let us. A recreation district would be a way of getting the problem off our hands. And then as often as not the suspicion is voiced that since we couldn't resolve the problem a recreation district couldn't either. Outs: in general not quite so impressed with the park program or with recreation facilities in general. They tend to favor a recreation district more strongly than ins, believe this would get rid of the impasse. One man, though, recognizes what is probably at issue: the value systems of the two sides: the belief that public ownership is bad and private ownership is good - thus the vote to sell the pool; and the belief that private ownership is not necessarily good (Bevington, some believed, might have ruined the pool for the public of Salida) and that there is nothing wrong with enlightened, local public ownership. A recreation district, therefore, is a way of achieving public ownership but at a level above the city and with federal assistance. Thus the ins' (who are private ownership oriented) bitterness and lack of belief in the district; as well as the outs' frustration about the lack of local imagination and energy. They see the Council as lazy and lacking in vision. What obviously ought to have occurred here--and should still occur; it is not too late--is the process of communications that would reveal to each side the value system motivating the other. Then an attempt could be made to resolve the issue of the pool such that neither side's fundamental values would be destroyed.

Issues of police, streets, fire, health services, franchise service,

etc.: a good deal of discussion but nothing much in the way of opposed positions which would indicate issues in need of being communicated about. This raises the business of how to best conduct such a survey as this, which I'll try to get at toward the end. What it amounts to, however, I suppose, is that two sides are not possible on such matters as these. Two opposed value systems are not likely to arise over such elements (unless something very unusual occurs). No one could well favor poor police, streets, etc.

Issue of planning (had trouble following interview sequence through here): again the pattern of response of ins and outs is similar to above. Mayor and Council are complacent, satisfied with things as they are being done in this area. Planning is really a matter of pie in the sky; you can't plan for the future. All you can do is react to things as they occur on a day to day basis. The best kind of growth is gradual, a boom would not be good (a boom is poor in the long run for the economy--these men are all assuming the long run, not the get-rich-quick approach). All favor a planning commission but the attitude is rather pious - thinking and planning are luxuries, not what is important. Outs agree with much of this. Their system of values is again largely the same with regard to economics. They want cooperation, are more enthusiastic about planning. In fact over such issues as zoning, recreation, and traffic there is a general feeling of helplessness and frustration; they recognize the problems which have been caused, are being caused, and in some cases will be caused by lack of planning, growth by mess and chance. They realize nothing is being done. Again it is a matter of the ins being concerned with the city first, the non-city running a poor second. The main concern of the ins with zoning is to make the city look better, a desire based on a concern that outsiders will confuse unzoned outside areas with Salida. Their job is Salida; they are doing their job.

As far as what this signals in the way of communications I'm not quite certain. What it all stems from is the mayor's and council's understanding of what the role of mayor and council is -- as opposed to the outs' version of the deficiencies of that understanding. All this is often pretty vague on both sides. Only occasionally are there any very well formulated statements (on either side) as to what the role ought to be. Most of these arise in considering a particular issue: instead of doing this they (or we) could and perhaps ought to have done this. Certainly there is a lack of communications here, though among whom it is hard to say. There ought, in the first place, to be more communication within the council: the members should work out among themselves a more imaginative, comprehensive concept of their jobs. Many of the petty details and time-wasting discussions ought to be recognized for what they are and dispensed with. There needs to be a real understanding of what the role of a city council is - at both an abstract and concrete level. Another unexploited area of communications would seem to be with the outs: they should participate in the formulation of the council role.

Still another level would involve communications with groups outside the municipality of Salida, the County Commissioners, for example. This raises the issue of cooperation with other agencies. The ins again

are complacent, believe everything is going well with the county; though the more knowledgeable believe there's little cooperation and often charge lack of communication. But if the council's role is to take care of Salida, there's little reason to communicate. It's only when the notion of the community as a unit arises that there can be any broader attempt to deal with other agencies. Even one of the major leaders who in one place spoke of the community concept, is credited with not even being interested in cooperation. The outs conform to the above pattern: they are more disturbed than the ins by the lack of cooperation, are more receptive to the idea of meetings (in which they would not have to participate). There is an intelligent recognition of the existence of complexities - opposed positions, value systems, interests and goals. There is a strong tendency on the part of the outs to favor the existence of organizations outside the city council to participate in communication (recreation district, for example) with other agencies - certainly an implicit charge that little can be expected from the ins along this line.

Issue of council and the people: ins are pessimistic about their constituents, about people in general. Admit they generally do not know enough to make the decisions they make; yet they feel more knowledge is not possible and feel they know more than most. Most people, the ins believe, neither know nor care about what is being done. They see their job as making minor decisions. The people are often as wrong as they are right; see their job as doing for the people what they perhaps ought to do for themselves, but are a little unsure here. There is both similarity and divergence of opinion here. Again as to the budget and the quality of the men on the council, the ins feel it's a job they've been elected to do and they're doing it. "We're as good as can be expected." The outs: are inclined to be more positive in cases about the lack of knowledge of the council; mention specific instances of council failure. Complacent or impolite or too agreeable attitudes are charged against ins. Outs also share ins' cynicism about people in general. Again outs have greater doubt about caliber of men on council. The charge is made that the money paid makes a difference. Better men ought to be involved - but won't be. Neither money nor prestige will bring them in - so we're not too badly off. (The outs can't complain too much, you remember.)

Newspaper and radio: ins: radio all good. Paper either very accurate or slanted to "their" point of view. Great concern with totally accurate representation of fact, tone, emphasis. Outs: accuracy of both is respected. They want more editorial opinion from paper, but don't expect much from the radio. They see the roles as different. (This attitude toward paper is rather different than council's belief that paper is slanted at times.)

Rather than summarize any of the above or point out again the rather obvious pattern that emerges (emerges perhaps too strongly as a result of over-simplification on my part), let me make a few points about communications.

At the verbal level, communications is an intellectual process; as such it may be rather painful if not, indeed, impossible for some. It also takes time, particularly in its early stages which must be devoted

to defining terms and working them out repeatedly for different issues. And so if one is involved in non-essential, non-communicative activity, communications may take on the aspect of an unnecessary luxury. In the long, painful process of achieving it, people's feelings may be hurt, people may be stirred up enough to cause trouble, one may expose himself and some of his ideas as foolish, etc.

Yet one can only hope that communication is worth the price paid for it. Seemingly if it could be achieved thoroughly enough issues could be dealt with logically and efficiently. Value systems could be identified and made active in the service of one's self and one's community.

If we regard the present study of Salida as experimental, several things might be learned from it. In the first place the experiment was rather highly structured in terms of who was first talked to. As I tried to point out at the beginning, two communicator blocs were identified prior to the opening of the study on the basis that there were fundamental differences between them, differences then in their opinions, and so it was logical to suppose problems of communications would exist. Certainly the study tended to bear this out. It found something in an area where it expected something could be found. But taken from the beginning, a somewhat less pre-structured situation might have led to other, possibly more revealing results which more truly represented the condition of communications in general in Salida - not simply communications between two rather arbitrarily chosen blocs. It might be of value, then, in some future study, to try a different experiment. This would not be based so much on wanting to know what the state of communication was between two blocs, but what communication problems exist through-out the community. What this would consist of would be the inclusion of all segments of the community in an open-end survey designed to locate issues and positions; then the structure could be developed and the interviewing conducted. Certainly one could learn from the present study that there was a certain amount of wasted motion. Some issues were highly revealing, others less so, others failed to amount to issues at all. A pre-survey would probably have helped identify which was which without fundamentally changing the nature of the information which emerged.

Another possible device would be to institute, on an experimental basis, a communication situation between two groups which the study would reveal to be failing to communicate. The experimental nature of this needs to be stressed. It would not be an attempt to promote communications, merely to learn if, in fact, it was helpful and if it had failed in the past to exist. What I have in mind here is not a bringing together of two warring parties such as exist over the home for the aged project (which seems to be the swimming pool issue arising again), but bringing together a few members plus the mayor from the city council and the county commissioners. And this session should not be in public, where they would feel in a political atmosphere, but in private, around a table. There should be a knowledgeable moderator of the discussion who should conduct it around certain pre-identified issues. And he should try to get beyond these issues, where possible, to the value systems which determine the positions. And once these systems are

identified they should be defined, spelled out, illustrated how they work in the light of other issues, perhaps even problematic ones.

This could, of course, be of benefit to the communications process. But it could also be of great benefit to a communications study: to help identify where communications has and has not been achieved, even whether it is beneficial or irrelevant.

My conclusion with regard to the present study is that there is too little real communication in Salida; that achieving it would be fruitful for the people living there. The value systems present are not terribly dissimilar but until they are identified and explained they can only seem to cause perverse, irrational or wrong-headed conduct. And things can only get worse, not better.

As I see it, the greatest difficulty in Salida, in terms of communications, is the attempt to initiate the communications process at a sufficiently abstract level.

PART III

SCHEDULE OF QUESTIONS FOR INTERVIEWS WITH THE GENERAL PUBLIC OF SALIDA

INTRODUCTION

The following pages present a somewhat detailed analysis of each question included in the survey of opinions in the pilot community. Several matters of concern for the people of Salida are indicated, but the tabulation of responses is presented primarily to demonstrate the kind of information gathered by the techniques used.

The original purpose of the "Communications Within Municipalities" project was to explore techniques for assessing the status of and results of communications in Salida with the expectation that these techniques might be adapted to other similar cities. It would be foolish, however, to attempt to evaluate techniques apart from the accuracy and usefulness of the information gathered.

PART III

To some extent, both the accuracy and the usefulness of such information are beyond the reach of any outsider, since it is impossible in a limited time for him to become aware of all possible facts and implications, and since it is entirely the province of the people of the community to be paid to the information compiled.

SCHEDULE OF QUESTIONS FOR INTERVIEWS

WITH THE GENERAL PUBLIC OF SALIDA

Still, an outsider can observe and draw conclusions. And perhaps more important, he can report the responses to the people of the community concerned for their discussion, interpretation, and possible use.

The following presentation of each question in the schedule will include, where relevant, these items: 1) a statement of the reason for including the question, 2) the question and optional responses as presented to the respondents, 3) the tabulated responses to the question by "publics" as explained below along with a report of any significant differences, and finally 4) an estimate of the potential value of the question or line of inquiry to other communities.

The item analysis for most of the 89 questions in the schedule will be presented according to the following sample format:

PART III

SCHEDULE OF QUESTIONS FOR INTERVIEWS WITH THE GENERAL PUBLIC OF SALIDA

INTRODUCTION

The following pages present a somewhat detailed analysis of each question included in the survey of opinions in the pilot community. Several matters of concern for the people of Salida are indicated, but the tabulation of responses is presented primarily to demonstrate the kind of information gathered by the techniques used.

The original purpose of the "Communications Within Municipalities" project was to explore techniques for assessing the status of and results of communications in Salida with the expectation that these techniques might be adapted to other similar cities. It would be foolish, however, to attempt to evaluate techniques apart from the accuracy and usefulness of the information gathered.

To some extent, both the accuracy and the usefulness of such information are beyond the reach of any outsider, since it is impossible in a limited time for him to become aware of all possible facts and implications, and since it is entirely the province of the people of the community to decide how much or how little attention is to be paid to the information compiled.

Still, an outsider can observe and draw conclusions. And perhaps more important, he can report the responses to the people of the community concerned for their discussion, interpretation, and possible use.

The following presentation of each question in the schedule will include, where relevant, these items: 1) a statement of the reason for including the question, 2) the question and optional responses as presented to the respondents, 3) the tabulated responses to the question by "publics" as explained below along with a report of any significant differences, and finally 4) an estimate of the potential value of the question or line of inquiry to other communities.

The item analysis for most of the 89 questions in the schedule will be presented according to the following sample format:

Total: (Here is presented the compilation of the results from all 222 respondents.)

Group #1 (Those elected and appointed officials of Salida who were able to participate.)

Group #2 (A sampling of unofficial leaders of the community, those interviewed early in the summer.)

Group #3 (The random sample of the general population of Salida, excluding those in groups #1 and #2.)

Group #4 (A small geographically-selected sample comprising about 14% of the community members who reside outside the municipal boundaries.)

Know councilmen
and
mayor

(Here is presented the tabulation of total responses divided as to the ability to recognize the names of the mayor and of the city council at the time. No comments regarding the implications of this information are made, but in certain instances it might provide some insight into the relationship between this factual awareness and opinions reported.

Don't know council-
men and mayor

Statistically significant differences between: (The meaning of this information is revealed partially by the comments presented in explanation of the sources of the differences. It is further explained, however, to those aware of scientific statistical analysis by the following explanation:

The four study groups (as determined by question I-A) were analyzed in pairs by use of a Multiple Chi-square Test at the .05 level of significance to determine if the responses of these groups to each of the questions in Sections II-VI differ significantly from each other. On questions soliciting opinions, only the responses indicating an opinion preference were used (i.e., "No Opinion" responses were deleted) so if the interpretation of the test indicates a difference in responses, it is because of an actual difference in opinion.

The five study groups as determined by question I-J (Education) were analyzed in the same manner on selected questions from Sections II-VI.

Actual compilations and computations were conducted in the Data Processing Center at Western State College. The IBM 1620 computer (Forthran with Format Compiler) was used extensively for the determination of the Chi-square values.

In addition to the areas of analysis described above, the responses of the general population of Salida have been broken into five geographical groups based upon the area of town in which the respondents live. And, further, the responses to most of the 74 questions in sections II through VI were analyzed in terms of the categories created by responses to the 15 questions in section I. As can be readily seen, such an investigation would be utterly impracticable without the aid of mechanical processing; even a report of all the tabulations produced would be quite space-consuming.

All these studies were made in an attempt to learn as much as possible from the responses solicited. However, a complete analysis of this information has not been made, and much of the information compiled is not included in this report; it is available upon request to the project coordinator.

This part of the report includes four subdivisions which follow in this order: 1) a statement of the principles and assumptions lying behind the original preparation of the instrument, 2) an explanation of the method of selecting the sample of the general population, with a clear statement of all variations from pure randomization, 3) the item analysis of the questions, and 4) a statement of general conclusions based on the opinions reported in the survey.

Certainly the people of Salida will be able to ferret some usable information from the following pages, but the primary purpose of this section of the report is to explore the value of the items included in the schedule of questions. Basically, it can serve as a starting point for any further exploration into the status of communications in other similar communities.

RATIONALE UNDERLYING
Schedule of Questions
For
Interviews with General Public of Salida

General Question: The attempt to explore the role of communications within the municipality of Salida has been limited to one broad question: To what extent are the existing and potential problems of Salida caused by or aggravated by faulty communications? Or more positively: What role can communications play in attacking or preventing problems?

Answering this question involves three major areas:

1. Identifying existing and potential problems.
2. Determining effects of former and current communications activities.
3. Assessing any casual relationship that can be identified between the communications and the problems.

Definitions:

Municipality: the city, including all its aspects--citizens, elected and appointed officials in an organized governmental structure, and the territory demarcated by the legal city limits.

Community: the municipality plus other people, governmental agencies, and lands directly concerned with, and of concern to, the city. (The municipality is legally defined on a map; the community usually is not.)

Communications: the exchange of information, opinions and directions between a sender and a receiver. In this study the two parties are arbitrarily defined as the municipal government and the citizens of Salida.

Problem: any source of concern or any area of uncertainty to any member of the municipal government or to any other member of the community. (Since the entire study was conducted by examining the information and opinions reported by members of the Salida community, no problem could be identified unless someone were at least vaguely aware of it or unless recognizable disagreements were reported. Thus, a problem is any misunderstanding of facts or disagreement in their interpretation or even one person's or one group's concern because they don't know whether some other person or group of person understands or agrees.)

Method of approach:

For the purpose of this study, four "publics" were arbitrarily defined, basically in terms of their possible relation to communications within the municipality. The first two--the "official family", the elected and appointed officials of the city government, and an equal number of other leaders of the community who were identified by several

informal criteria--were subjected to open-ended interviews designed to discover their concepts of Salida as it is and as they would like it to become.

On the basis of these interviews, certain general areas were identified as existing or potential sources of problems, because in these areas basic differences of opinion were expressed. These include:

1. The awareness and opinion of Salida, including an evaluation of services currently offered.
2. The role of the city government and its officials with their responsibility for administration or policy making of initiating programs, for planning future growth, and for involving the people in decision-making processes.
3. The effectiveness of present communications efforts and media.

An opinion questionnaire is being prepared to check further some of the hypotheses generated in these areas. It will be administered to all members of the first two publics and to a sampling of the general population of Salida and of the population residing outside the municipal boundaries (the third and fourth publics).

Hypotheses: to be checked by the questionnaire are:

1. Present communications activities are not so sufficient as members of the official family believe.
2. The people believe that they have elected the city officials to perform a larger role in the community than that assumed or believed in by the men who were elected.
3. Aspirations for Salida held by all the people of Salida are basically the same, although there is no consensus of how to attain these aims.

Types of Questions:

- A. Classificatory: Assumption: Some significant relationship may be discovered between the opinions of the people and who they are.
(If this is true, the city government might be given a clearer picture of the success of present communications as it relates to different groups within the community.)
- B. Content:
 1. Factual--an analysis of the awareness of the people regarding the facts of their community for two purposes: to explore the adequacy of present communications techniques and to see if there is any relation between factual awareness and the kinds of opinions held.

Assumption: if a significant number of people do not know information that has been available to them through existing media, then the dependency on these media is ill founded (and vice versa).

2. Reactive--a probing of reactions of approval or disapproval to situations past and present in the municipality. (Assumption: any significant difference between the evaluations reported by the official family and those reported by the other leaders or by the people in general comprises a problem of communications.)
3. Aspirational--a probing of the aspirations of the community held by the different "publics". (Assumption: any significant difference in hopes for the future of Salida or in the role of the government in achieving these goals is a problem either of values or of communications.)
4. Instructive--simple questions pertaining to decisions facing the community, designed to provide a comparison of suggested conclusions from the different publics and to let this questionnaire itself serve as a means of communications between the publics.

SELECTION OF THE SAMPLE AND METHOD OF RANDOMIZATION

Since the primary concern of the survey was concluded to be with adult citizens of Salida, it was decided that one way to gain a sampling would be to consult one voting-age member of a sufficient number of households. The total population of Salida was estimated by the Colorado Department of Employment in January of 1967 to be 4,800, and the city water records list about 1,400 water services for residences. This indicates a need for a sampling of about 180 to 200 to achieve 98% precision or better, according to a table prepared by Morris J. Slonim in Sampling in a Nutshell (New York: Simon and Schuster, Inc., 1960) and reprinted by permission in Edward J. Robinson's Communication and Public Relations, Columbus, Ohio: Charles E. Merrill Books, Inc., 1966.) Unless the 17 Salidans who refused to or were unable to participate be included in the total, only 167 usable responses were collected, but these were felt to be enough to give acceptable and reliable results.

Since there are about 1,750 water services in Salida and these represent every residence within the city limits and are recorded in ledgers with numerical designations which were made available to the project, it was decided to use this source and a random table of random numbers to choose the sample for the interviews.

The table used was prepared by M. G. Kendall and B. B. Smith and first appeared in the Journal of the Royal Statistical Society in 1938 and was reproduced in Allen L. Edwards' Experimental Design in Psychological Research, Rinehart and Co., New York, 1950.

It contains five pages with eight columns of twenty-five five digit numbers. Arbitrarily it was decided to start at the bottom of the third column from the left of the second page, reading the four digits to the right. The reading was to be to the top of the column, then down column four, up column five, etc. This was to be continued until a total of 300 numbers were selected, with an accurate account of the order of selection. If the end of the table was reached without producing the desired selection of numbers, the reading would go back to the first column of the first page and read in order to the original starting point. If a sufficient sample were still not produced, the four left digits of each column were to be selected, again starting with the first column of the first page.

Since the city records include business accounts in the same ledgers with the residences and since the present concern was with residences only, it was decided in advance that any number not designating an occupied residence would be discarded and replaced by the next number from the random table.

The following additional provisions were made:

- a) At the residences identified by odd numbers drawn from the random sample, the interviewers were instructed to contact the man of the house, if there was one,

- b) if the residents of any drawn number could not be contacted or refused to participate during the designated time, the next number on the random list was to be consulted, and
- c) at least two call-backs were to be made before concluding that a representative of any given household could not be contacted.

In practice, it was found that there were five types of discarded numbers: a) those designating a business account (26), b) those which were not used in the city records to designate any kind of account or which designated a vacant house or the home of someone who could not be located (61), c) those designating residences outside the city limits (5), d) those designating the residences of persons previously assigned to the two specialized "publics" (elected and appointed officials of the city and informally identified community leaders outside the official family) (4), and e) those who refused to participate or were unable to participate because of language or other difficulties (17).

Since five interviewers had been selected to work within the city limits, it was desired to divide the municipal area into five geographical territories. This was done by asking members of the Salida Fire Department to roughly section off the city into five areas of approximately equal population. After this was done, they helped to sort all selected addresses into five groups ready to be submitted to the interviewers.

STUDY OF QUESTIONS USED

I. PERSONAL DATA OF RESPONDENTS

The questionnaire starts with a total of fifteen questions concerned with personal characteristics of the respondents. The assumption here is quite simple: the answers provided to the subsequent questions of the schedule might fall into patterns, the significance of which can be explored on the basis of who the respondent is. For example, the people of one age group might tend to have certain opinions different from those opinions held by people of another age group. And the same thing may appear regarding income, or location within the city, or education, etc. This type of information also serves as a test of the representativeness of the random sample.

I-A. Group Identification:

	<u>Number Represented</u>
Total Respondents	222
Group #1 (Elected and appointed officials)	13
Group #2 (Unselected leaders)	15
Group #3 (Random sampling of the other adults of pilot city)	167
#3-a (Residents of the Mesa)	11
#3-b (Residents of the Westend)	36
#3-c (Residents of the downtown areas)	68
#3-d (Residents of the addition, east)	20
#3-e (Residents of the southern section of town)	32
Group #4 (Sample of residents outside the city limits)	27

I-B. Sex:

	<u>Male</u>	<u>Female</u>
Total Respondents	124	98
Group #1	13	0
Group #2	13	2
Group #3	87	80
Group #4	11	16
Know councilmen - mayor	76	39
Don't know councilmen - mayor	47	59
Statistically significant variation between:		
	groups #1 and #3	
	groups #1 and #4	
	groups #2 and #3	
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It should be noted that the ratio between male and female in the random sampling as represented by groups #3 and #4 is approximately even. The disproportionate ratio of male representatives in the

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It should be noted that the ratio between male and female in the random sampling as represented by groups #3 and #4 is approximately even. The disproportionate ratio of male representatives in the

"Total Respondents" category is caused by the almost total preponderance of male representatives in groups #1 and #2, the official family and the unofficial but influential leaders of the community.

I-C. Age: "What is your age?"

This information for the city as a whole exists in the Colorado Year Book and can, therefore, serve as a check on our random sample. The breakdown used for the survey should coincide with that used in the Year Book. One other check on the accuracy of the sampling is information from the Welfare Department in Salida which indicates that 17.3% of the people in Salida are over the age of 65.

	<u>Under 25</u>	<u>25 to 34</u>	<u>35 to 49</u>	<u>50 to 64</u>	<u>Over 65</u>
Total	5 (2%)	35(15.8%)	79(35%)	64 (29%)	37(16.8%)
Group #1			8	2	3
Group #2			7	6	2
Group #3	1 (.6%)	28(16.9%)	55(34.5%)	53(32.1%)	28(16.9%)
Group #4	4	7	9	3	4

Perhaps the representativeness of the sampling is at least partially verified by the fact that the 28 persons in group #3 who indicate that their age is over 65 years constitute almost 17% of the 167 total in that group. (An interesting pattern which seems to develop throughout the survey is indicated here: although groups #1 and #2 were chosen on bases which are certainly not random, the 37 respondents over 65 constitute 16.8% of the total sampling, almost exactly the same ratio as in the random sample. It is interesting to note that throughout the survey the ratio of responses is about the same whether one consider only the random sampling in group #3 or the total respondents which includes the random sampling plus three other groups.) When groups #1, #2, #3 and #4 are compared with each other in terms of age distribution there are two areas of statistical difference both caused because the membership in group #4 is statistically younger than that of either #2 or #3.

It will be noted that there is a variation of only four-tenths of 1% difference between the estimate of the State Welfare Department and those actually interviewed during the course of the survey. This is a little surprising inasmuch as the interviewers and all concerned feared that, because the older people would tend to be more available for interview and because it seemed to the interviewers that they were talking to so many older people, the representativeness of the sampling would be off with an imbalance of older people.

I-D. Occupation: "What do you (or what does the man of the house) do to make a living?"

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>	<u>G</u>	<u>H</u>	<u>I</u>	<u>J</u>
Total:	9	14	40	5	14	27	25	50	37	1
Group #1	3		5		5					
Group #2	2	4	7				2			
Group #3	3	3	26	5	9	21	18	43	34	
Group #4	1	2	2			6	5	7	3	1

- A. Doctor, Lawyer, Engineer, etc.
- B. Teacher, Priest, Minister, Editor, etc.
- C. Businessman (owner or operator) Foreman, etc.
- D. Government Service
- E. Clerical Worker (salesman/lady), etc.
- F. Laborer
- G. Housewife (employed outside the home)
- H. Housewife (unemployed outside the home)
- I. Retired or disabled.
- J. Unemployed

(Note: In any case, as here, when the totals do not add up to the expected figure, the reason is that a "No Response" category has been considered insignificant enough to be omitted.)

The options provided to this question seem to be so ill conceived and so illogically defined that the results seem to have little value.

I-E. "How many regular incomes are there in your immediate family?"
"Would you mind telling me where your family's total income fits in the following ranges?"

Again this information is available and can serve as a check on the accuracy of the sampling.

Regional Economic Development Council.	1964 estimate	Income breakdown
	0 to \$2,499	32.3%
	2,500 to 3,999	22.7%
	4,000 to 6,999	31.3%
	7,000 to 9,999	6.9%
	Over to 10,000	6.8%

Regular Incomes:	<u>Under \$2,500</u>	<u>\$2,501-4,000</u>	<u>\$4,001-7,000</u>	<u>\$7,001-10,000</u>	<u>Over \$10,000</u>
Total	34 (15.4%)	34 (15.4%)	75 (34%)	46 (20.8%)	32 (14%)
Group #1	1	1	2	3	6
Group #2				5	10
Group #3	29 (17.5%)	32 (19.2%)	61 (36%)	31 (19%)	14 (8%)
Group #4	4	1	12	7	2

	<u>Under \$2,500</u>	<u>\$2,501- 4,000</u>	<u>\$4,001- 7,000</u>	<u>\$7,001- 10,000</u>	<u>Over \$10,000</u>
Know councilmen - mayor	7	11	40	28	29
Don't know council- men - mayor	27	23	35	18	3

At first appearance it would seem that the income categories would belie the representiveness of the sampling. However, it should be explained that the question as put to the respondents in the sampling was, "What is the total family income?" and this might very well explain the disproportionately low number of persons who reported incomes under \$2,500 and the higher percentages who indicate that their income lies between \$4,000 and \$10,000. It is believed that the total income of a family might well lie within these areas, whereas the individual incomes might be considerably lower.

Statistically significant variation between: groups #1 and #3
groups #2 and #3
groups #2 and #4.

This is primarily because the incomes reported in groups #3 and #4 are spread more generally over the continuum than are the incomes of the other groups which are predictably reported to be all over \$7,000 per year.

I-F. How long have you lived in the Salida area?

	<u>Under 5 years</u>	<u>5 to 10 years</u>	<u>10 to 20 years</u>	<u>Over 20 years</u>
Total:	40(18%)	21(10%)	44(20%)	117(52%)
Group #1		1	4	8
Group #2	4	1	3	7
Group #3	30(18%)	15(9%)	32(19%)	90(54%)
Group #4	6	4	5	12

No significant difference between the groups was reported in terms of years of residence in the area. It is especially interesting to note, however, that Salida has perhaps an unusual characteristic in that 52% of the people said they have lived in the Salida area for more than 20 years. And it is interesting to note again how closely the percentages of distribution correspond between group #3 and the "Total Respondent" figures.

I-G. How long do you presently expect to stay in Salida?

	<u>Less than one year</u>	<u>One to two years</u>	<u>Two or more years</u>	<u>Indefinitely</u>
Total:	9	6	6	201
Group #1				13
Group #2		1		14
Group #3	8	4	5	150
Group #4	1	1	1	24

I-H. With which nationality do you usually identify yourself?

	<u>Anglo/ European</u>	<u>Austrian</u>	<u>Italian</u>	<u>Spanish American</u>	<u>Other</u>
Total:	147	3	27	18	22
Group #1	11				1
Group #2	15				
Group #3	107	3	25	17	11
Group #4	14		2	1	10

Statistically significant variation between: groups #2 and #4
groups #3 and #4,
primarily because of the heavy dominance of the Anglo-Europeans in #2
and #3 while #4 reported a heavy leaning toward an unspecified "other"
category. One hundred percent of the members of group #2 report them-
selves as being of the Anglo-European origin.

The responses in this area tend to cast some doubt on the represent-
ativeness of the sampling. A recent study by the Colorado Department of
Employment estimated that 20% of the people of Salida are of Spanish-
American origin. The 17 respondents in this study comprise only 10.8%
of those interviewed in group #3. There are at least three possible
explanations of this: 1) there were a few of Spanish descent who were
unable to participate in the interview because of language barriers,
and 2) since the sampling was based on households and since it is
generally understood that Spanish-American people have more members per
household, it might be very true that only 10% of the households in
Salida belong to Spanish-American people. And, of course, the sample
might be unrepresentative in this respect.

I-I. What kinds of property do you own within the city limits?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>	<u>G</u>	<u>No Opinion</u>
Total:	78	88	11	1	13	4	3	24
Group #1		8			1	3	1	1
Group #2	3	2	1		6		2	1
Group #3	72	77	7	1	6	1	1	2
Group #4	3	1	3					20

- A. Personal property only
- B. Home only (plus A)
- C. Income producing property only (plus A)
- D. Unimproved land (plus A)
- E. Home and income property
- F. Home and land
- G. All four

Statistically significant variation between: groups #1 and #2
 groups #1 and #4
 groups #2 and #3
 groups #3 and #4,

because most members of group #1 reported "home only" ownership whereas those of #2 were more generally spread with a strong showing in option E. (home and income property): 43% of #3 reported ownership of "personal property only"; and, of course, members of #4 would be expected to own less property within the city limits.

I-J. What level of formal education have you completed?

	<u>Grade School or Less</u>	<u>Some High School</u>	<u>Graduate High School</u>	<u>Some College</u>	<u>Four or more Years College</u>
Total:	31	45	77	45	22
Group #1		2	4	3	4
Group #2		1	5	4	5
Group #3	27	35	60	32	11
Group #4	4	7	8	6	2

Statistically significant variation between: groups #2 and #3 basically because the members of #2 tend to report higher levels of education obtained. (The responses to a selection of later questions were analyzed in terms of education, and the results of this comparison are reported where appropriate.)

I-K. Here again is a possible check on the accuracy of the sample because circulation figures for Salida are available although it would be invalid to assume that readership and circulation figures would exactly coincide. The second check here (and in question I-L) is on the stated assumption of city officials that the Mountain Mail and Radio Station KVRH are satisfactory vehicles for communicating with the public. The assumption is clear, of course: if a number of people do not read the local newspaper or listen to the radio station, then they do not receive any direct messages from the city administration. It would also be possible to compare the factual awareness with reported reading and listening habits.

How often do you read the reports of city council activities in the Salida Mountain Mail?

	<u>Always</u>	<u>Often/ Usually</u>	<u>Sometimes/ Occasionally</u>	<u>Hardly Ever</u>	<u>Never</u>
Total:	95(43%)	50(23%)	34 (15%)	21(10%)	20(9%)
Group #1	10(63%)	2(15%)	1 (1%)		
Group #2	8	5	2		
Group #3	71(43%)	36(21%)	24 (15%)	16(10%)	18(11%)
Group #4	6	7	7	5	2

Statistically significant variations between: groups #1 and #4.

I-L. How often do you listen to the accounts of the city council activities on KVRH?

	<u>Always</u>	<u>Often/ Usually</u>	<u>Sometimes/ Occasionally</u>	<u>Hardly Ever</u>	<u>Never</u>
Total:	52(24%)	39(18%)	41 (19%)	45(21%)	43(19%)
Group #1	4(31%)	2(15%)	7 (54%)		
Group #2	2	3	2	3	5
Group #3	43(25%)	30(18%)	29 (18%)	35(21%)	28(17%)
Group #4	3	4	3	7	10

Statistically significant variations between: groups #1 and #2
groups #1 and #3
groups #1 and #4

because no member of #1 reported that they listen to the accounts "hardly ever" or "never."

The fact that 19% of the respondents indicate that they "hardly ever" or "never" read the accounts of the city council activities in the newspaper and 40% say that they "hardly ever" or "never" listen to the radio accounts of those activities would tend to indicate that, to the extent that the city officials depend upon these two media as a contact with the people, some people never get the word. Representatives of the media will understandably and justifiably want to focus on the other end of the continuum.

I-N. To how many service organizations (Lions Club, JC's, Rotary Club, etc.) do you or the man of the house belong?"

	<u>Member None</u>	<u>Member One</u>	<u>Member more than one</u>
Total:	183	27	12
Group #1	9	2	2
Group #2	3	7	5
Group #3	153	11	3
Group #4	18	7	2

Statistically significant variation between: group #2 and #1
group #2 and #3
group #2 and #4
group #3 and #4.

I-O. Did you ever attend a city council meeting in Salida?

	<u>Yes</u>	<u>No</u>	<u>No Response</u>
Total:	84	133	5
Group #1	13		
Group #2	14	1	
Group #3	50	112	5
Group #4	7	20	

Statistically significant variation between: groups #1 and #3
 groups #1 and #4
 groups #2 and #3
 groups #2 and #4.

II. AWARENESS AND OPINION OF SALIDA.

The twenty-nine questions in this section of the schedule were designed to explore the extent to which the citizens of the pilot city know their community. The assumption is that the awareness and opinions of what Salida is can be a key to the effectiveness of previous communications efforts. It might also correlate with other more specific attitudes to be explored later.

II-A through E: These are all factual questions; there are correct answers to these. It was originally hoped that the score of the respondents achieved on these five questions plus five other factual questions elsewhere in the schedule might be used to check the assumption that the people who know more of the facts about Salida will have a different kind of opinion about the community.

Do you know how much the city councilmen are paid per month?

	<u>Nothing</u>	<u>\$20</u>	<u>\$40</u>	<u>\$60</u>	<u>\$100</u>	<u>No opinion</u>
Total:	1	8	74	20	14	105
Group #1			13			
Group #2		1	10	1		3
Group #3	1	5	47	19	12	83
Group #4		2	4		2	19
Know councilmen - mayor	1	5	55	15	8	31
Don't know councilmen - mayor		3	19	5	6	72

Statistically significant variations between: groups #1 and #3
 groups #1 and #4
 groups #2 and #3

because all the members of #1 and most of the members of #2 know the pay granted city councilmen is \$40 per month and because the members of #3 and #4 tend to report a great many "no opinions." A breakdown of responses to this question and to all subsequent questions in terms of the 15 categories in section I of the schedule of questions was prepared and is available but is not included in this report in its entirety because its bulk is so great that it would seem to take more space than it is worth. (Probably this is a good question and would be of value when modified to fit the specific situations of other communities.)

II-B. Who is the current mayor of Salida. Which of the following is mayor?

	<u>Ted</u> <u>Judge</u>	<u>Bob</u> <u>Brazil</u>	<u>George</u> <u>Oyler</u>	<u>Ed</u> <u>Trouber</u>	<u>Bob</u> <u>Rush</u>	<u>No</u> <u>Opinion</u>
Total:	1			208	2	11
Group #1				13		
Group #2				15		8
Group #3				156	2	
Group #4				24		3
Know councilmen - mayor				115		
Don't know councilmen - mayor				92	2	11

Statistically significant variation: none.

Because the figures reported indicated such a total awareness of the name of the mayor of Salida, it might be interesting to try to identify the people who don't know the mayor in terms of the 15 categories explored in the survey. Basically this mythical person seems to be someone of low income, reporting an income under \$2,500; he has lived in Salida under 5 years but he plans to stay in Salida indefinitely; he owns little property and he is a member of no fraternal or service organization. (Probably a good question.)

II-C. Which of the following men is not a member of the city council?

	<u>C. L.</u> <u>Glenn</u>	<u>Anthony</u> <u>Barbiero</u>	<u>Harold</u> <u>Koster</u>	<u>William</u> <u>Murphy</u>	<u>No</u> <u>Opinion</u>
Total:	13	5	146	17	41
Group #1			13		
Group #2			15		
Group #3	12	4	101	13	37
Group #4	1	1	17	4	4
Know councilmen - mayor			116		
Don't know councilmen - mayor	13	5	30	17	41

Statistically significant variation between: none.

II-D. And which of these is not a member of the city council?

	<u>Ted Jacobs</u>	<u>Gerald Berry</u>	<u>William Pitney</u>	<u>Kenneth Crisman</u>	<u>No Opinion</u>
Total:	130	8	10	20	54
Group #1	13				
Group #2	14	1			
Group #3	88	4	10	13	52
Group #4	15	3		7	2
Know councilmen - mayor	116				
Don't know councilmen - mayor	14	8	10	20	51

Statistically significant variation between: groups #1 and #3
groups #2 and #3
groups #4 and #3
groups #1 and #4,

mainly because the members of #3 have more trouble recognizing the names than did the members of any other group. (Probably a good question.)

II-E. How many of the current members of the city council ran unopposed in the 1965 election?

	<u>None</u>	<u>2 of the 6</u>	<u>4 of the 6</u>	<u>5 of the 6</u>	<u>All of them</u>	<u>No Opinion</u>
Total:	19	32	12	3	59	97
Group #1	2	1			8	2
Group #2	1	1	1	2	7	3
Group #3	14	25	8	1	39	80
Group #4	2	5	3		5	12
Know councilmen - mayor	14	15	8	3	43	29
Don't know councilmen - mayor	5	17	4		16	62

Statistically significant variation between: groups #1 and #3
groups #2 and #3
groups #1 and #4,

because almost half of those in the random sample indicate "no opinion" in responses to this question and the others are more aware that all were unopposed. (Probably would be of little value--and would certainly need to be rewritten to provide for local situations and to avoid the possible confusion between options A and E in response to "ran unopposed"--in another community.)

II-F. Who would you like to see serving on the council?

This question is an indirect means of exploring the attitude of the people of Salida towards the existing city council. It is also intended to collect names of people who might consider themselves to have been nominated to run in future elections. This is important to many people in Salida mainly because most of the people serving on the council at the time of the study indicated that one of the main reasons they had chosen to run in the first place was to provide a little competition and to give a choice and, therefore, some real meaning to the democratic process in Salida. After they were on the council, this became a service which they could no longer provide and it seemed desirable to encourage others to involve themselves in this way.

- 25 said "Incumbents; we're satisfied."
- 5 said "More businessmen." (from groups #1 and #2)
- 5 said "Any capable, progressive-minded young man."
- 3 said "Anyone but those on it now."
- 1 said "I don't hate anybody that much." (from group #4)

Seventy three different persons were named (including some out-of-town residents).

- 43 were named one time
- 16 were named two times
- 4 were named three times
- 3 were named four times

Names in addition to incumbents given in response to the question: "Who would you like to see serving on the council?"

(NOTE: No attempt has been made to eliminate those who live outside the city limits.)

(Complete list of names on following page to avoid splitting on two pages.)

<u>Name Reported (Alphabetically)</u>	<u>Number of Times Mentioned</u>	<u>Name Reported (Alphabetically)</u>	<u>Number of Times Mentioned</u>
Mrs. Harriett Alexander	2	Leo Leonardi	1
William Andreas	2	Joe Lynell	1
John Aragon	2	Robert McCormick	1
Anthony Bariero	1	James McCormick	3
Louis Bariero	1	V. L. McVey	5
Riley Bartley	1	Roy Mackilvain	1
Duane Berkey	1	William Manshiem	1
R. L. Bradford	1	Robert Marshall	1
Robert J. Brazil	1	Virgil Martin	1
Vern Cato	1	Joe Marquez	1
Frank Chelf	2	Dr. William Mehos	2
Osten Clark	1	J. O. Monserud	1
Curt Connolly	1	Phillip Muto	2
Jasper Cortese	3	Stuart Nadler	1
George Cooley	1	Gene O'Connor	1
Art Costello	1	George Oyler	7
Ralph Cupelli	1	F. M. Paddock	1
Sam De Leo	2	Joe Padilla	1
George Dominick	1	John Pepples	5
Harry Eagon	1	Arthur Post	1
Kenneth Englert	1	Ted Riley	2
Steven Frazee	3	Robert Rush	7
J. G. Graham	1	William Rush	2
Danny Grazella	1	Charles Salvi	1
Kenneth Griesel	2	Duane Sherer	2
Al Grigsby	1	Leslie Shewalter	1
William Haley	1	Joseph Stewart	1
Kenneth Hooker	2	William Skains	1
Ted Jacobs	9	Edward Toubert	21
Dale Johnson	1	Kenneth Teter	1
Ronald Johnson	3	James Treat	2
Ralph King	2	Richard Tuttle	4
Harold Koster	4	James Whitney	1
Wallace Koster	9	Mac Witty	1
Mrs. Wallace Koster	2	Max Winchester	1
Robert Kurtz	6		
James Lingenfelter	1		

In response to a suggestion by the project coordinator, the Salida Junior Chamber of commerce made its members available to carry petitions for anyone expressing a desire to run on the 1967 election. Certainly their activities should be credited at least partially for the 14 candidates finally listed. (A good area of exploration.)

II-G and H. A recent survey by the Department of Employment in Salida indicates that 20% of the people of Salida have a Spanish surname. These people tend to live in the Westend section of town. They tend to hold together, but so far as was determined no Spanish surnamed individual

has ever served on the city council or has held a high position in the municipality. The question here is designed to explore the relationship that exists between the general population of Salida and these people. The elected and appointed officials and the unelected leaders contacted early in the summer were unanimous in indicating that there is no minority-group problem in Salida. And specifically they were aware of none so far as the police department is concerned. These two questions will give respondents a chance to report any belief that such a problem does exist in Salida.

Which of the following do you believe is the general conduct of the public toward the Spanish-surnamed people of Salida?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>
Total:	22	77	76	10	8	29
Group #1		4	9			
Group #2		6	9			
Group #3	16	58	48	9	8	28
Group #4	6	9	10	1		1
Know councilmen - mayor	10	38	54	8	1	3
Don't know council- men - mayor	12	39	22	2	7	21

- A. They seek them out for employment and social contacts.
- B. They are not concerned with their national origin.
- C. They work together whenever necessary but avoid social contact.
- D. They seek them out as customers.
- E. They avoid contact with them whenever possible.
- F. No opinion

Statistically significant variation: none.

For this question and several others where it was considered to be of possible relevance, a statistical comparison of responses was made on the basis of formal education completed. The grouping used was: #A, less than grade school; #B, some high school; #C, graduated from high school; #D, attended and/or graduated from college. On this question there was statistically significant variation between education groups #A and #B

#A and #C

#A and #D primarily because those who report the least formal education tend to choose option B or F, "no opinion", whereas all the other groups tend to indicate more A's and C's. This is one example of the kinds of analyses that were made possible by the information compiled. (This question would be relevant for most Colorado towns.)

II-H. Do the city police pick on any special group of people because of name, nationality, or appearance?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	18	179	25
Group #1		13	
Group #2	1	12	2
Group #3	17	127	23
Group #4		27	
Know councilmen - mayor	6	105	5
Don't know councilmen - mayor	12	74	18

Statistically significant variation between: groups #3 and #4, primarily because a few members of group #3 said "Yes" and some report "No Opinion" whereas the members of group #4 are unanimous in responding "No." Respondents who answer "Yes" to this question specify that the groups they believe to have been discriminated against are Spanish and Italian (9) and those of high school age (5); one emphasized a wish that the police would pick on a few. (Good question.)

II-I. This is another factual question. The fact is that the city property taxes were reduced two years ago, but because the total ad valorem tax bill of the people remained the same or went up slightly, it is assumed that the people are not really aware of the frugality of their city government.

What has been the pattern of city property taxes?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>
Total:	43	97	56	7		19
Group #1		3	8	1		1
Group #2		6	5	4		
Group #3	43	72	36	2		14
Group #4		16	7			4
Know councilmen - mayor	18	52	33	6		6
Don't know council- men - mayor	25	45	23	1		11

- A. Go up every year
- B. Usually go up
- C. Stay the same
- D. Reduced recently
- E. Go down frequently
- F. No opinion

For several reasons, all related to the options provided in response to this question, this is a poorly worded question. (Option D doesn't comprise a "pattern.") Responses here are inconclusive but even when the C and D responses, which are the only ones that are directly related to fact, are added together they still indicate that less than 30% of the total respondents are clearly aware of this matter.

Statistically significant variation between: groups #1 and #3
 groups #2 and #3
 groups #1 and #4
 groups #2 and #4
 groups #3 and #4,

primarily because the members of #3 indicate a strong tendency toward believing the taxes in question go up every year, and those of #4 tend to group themselves under option B: whereas the other two were more evenly divided between B and C. Levels of education made no statistically significant difference in the responses to this question. (This could be revised and adapted to local situations and become a good question.)

II-J. The question to be explored here is simply why do the respondents believe that other people (and perhaps they themselves) fail to vote. The usual response to this kind of question is "apathy" or "disinterest." Neither of these responses was included as a choice here primarily to try to go behind those responses and to explore the reason for the apathy or disinterest. A heavy response in favor of A would indicate satisfaction as the reason, while a strong response to B might indicate that the non-voters feel that their vote won't make any difference anyway and will give any politically alienated people in Salida a chance to indicate their alienation.

The number of voters has declined in recent city elections.
Which of the following best explains why?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>
Total:	39	94	62	27
Group #1	1	3	9	
Group #2	5	2	8	
Group #3	30	77	36	24
Group #4	3	12	9	3
Know councilmen - mayor	22	54	37	3
Don't know councilmen - mayor	17	40	25	19

- A. Non-voters are well satisfied with the government.
- B. Non-voters feel their vote wouldn't make any difference anyway.
- C. Neither of these, but: _____.
- D. No opinion.

Statistically significant variation between: groups #1 and #3
 groups #2 and #3
 groups #2 and #4,
 primarily because the members of #1 and #2 have a heavy tendency to respond to neither of the options provided, while the members of #3 and #4 were more inclined to indicate either "no opinion" or a belief that non-voters tend to feel helpless. Any interpretation of this question must recognize that the respondent might well be talking about other people than himself in giving his answer but the strong response to C indicates that many respondents were not willing to be pushed into either the A or B options provided. The most common responses supplied were "apathy" (46), and "absence of contests" (13), both of which could be understood to be basically the same as option B, but not necessarily indicative of alienation as originally assumed. (With necessary local adaptations, this could be a good question.)

II-K. This question was originally intended to be a factual question, but as worded it probably is not. It is a fact that the pay of city employees is a little higher than the state average in most categories, and this is a source of pride for some of the city officials. Probably most of the people of Salida do not know this. The problem of the question arises, however, in that there are too many standards of judging that might be introduced in answering the question. For example, does the respondent mean that the pay is too high in comparison with other incomes in Salida, or (as the question was originally intended) in comparison with the pay of other people who do the same kind of work in other cities?

Generally speaking, how would you rate the pay of the city employees (i.e., street repairmen, water and sewer plant operators, policemen, firemen, etc)?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>
Total:	5	6	84	88	18	21
Group #1			4	7	2	
Group #2			7	7	1	
Group #3	5	6	59	63	15	19
Group #4			14	11		2
Know councilmen - mayor	1	3	45	52	14	
Don't know council- men - mayor	4	3	39	35	4	20

- A. Much too high
- B. A little high
- C. About right
- D. A little low
- E. Much too low
- F. No opinion

Statistically significant variation: none.

If the problems discussed above can be disregarded, it is possible to note some interesting patterns. The overwhelming majority of the people of Salida indicate that they believe that the pay of their employees is "about right" or "a little low." But those who do not know the mayor and councilmen tend to indicate that they believe that the pay is a little high. This same kind of shift occurs between the male and the female with the men indicating that they believe the pay is a little low. The younger people tend to believe the pay is a little low, whereas those 50 and above believe it is about right. Those with an income of below \$4,000 believe it is about right and those whose income goes above \$4,000 believe that the pay is a little low. Those who have been in Salida between 10 and 20 years believe the pay is a little low and a majority of those who have been in Salida for over 20 years believe that the pay is about right. Here, again understandably, the five respondents who indicate that they believe the pay is much too high are from the older group whose family income is reported as \$4,000 or less. And if it is possible to say that the "about right" response indicates a conservative attitude, it is interesting to note that members of fraternal or service organizations tend heavily to acknowledge the conservative value whereas non-members of these organizations tend to be more liberal in suggesting that the pay is a little low. (With clarification, this could be a good question.)

II-L. The assumption lying behind this question is simply that a person reveals his opinions of a community when he reveals his willingness to buy into that community. There may be a problem here, however, in that a person who has retired and who is over 65 or 70 years of age, for example, is quite reluctant to buy any kind of property anywhere and hesitant to assume any new kinds of responsibility. The validity of this question in relation to the older people and their attitude toward Salida then is already questioned.

Assuming you had surplus money to invest, what would be your opinion toward buying a business or other property in Salida?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>
Total:	4	33	88	48	33	16
Group #1	1		11	1		
Group #2	1	2	9	3		16
Group #3	1	20	64	34	32	
Group #4	1	11	14	10	1	
Know councilmen - mayor	3	18	58	23	12	2
Don't know councilmen - mayor	1	15	30	25	21	10

- A. Would refuse to buy anywhere else.
- B. Would be very eager to buy here.
- C. Would be willing to consider buying here.
- D. Would be reluctant to buy here.
- E. Would refuse to buy here.
- F. No opinion.

Statistically significant variation between: groups #1 and #3
 groups #1 and #4
 groups #2 and #4
 groups #3 and #4.

The responses of #4 to this question are statistically significantly different from all others, primarily because of a relatively heavy preference for D, indicating that they are reluctant to buy investment property in Salida. The difference between the responses of #1 and those of #3 is primarily because the respondents of #1 group themselves very strongly under category C whereas the members of #3 spread along the continuum, indicating that they are both more willing and less willing to buy in Salida. The responses to this question may indicate something about the attitude of the people toward the future of Salida, but there are so many variables involved in why they should indicate a response one way or the other that it would be quite dangerous to draw any strong inferences on the basis of this information alone. (The opinions desired in response to this question should be approached more directly in any later study.)

II-M. There is, of course, no way to really check the accuracy of predictions here. Recent patterns would seem to indicate that the greatest commercial growth of Salida in the next ten years will occur somewhere along Highway 50, which is outside the city limits. However, the question will serve mainly to give the people a chance to predict what might happen.

Where will the greatest commercial growth of Salida occur within the next ten years?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>
Total:	8	8	33	120	32	21
Group #1	1	1		10	1	1
Group #2	1	1	3	8	1	
Group #3	4	6	25	84	28	20
Group #4	2		5	18	2	
Know councilmen - mayor	4	4	14	77	13	3
Don't know council- men - mayor	4	4	19	43	19	16

- A. In present downtown areas.
- B. In various areas throughout the city.
- C. In various areas outside the city limits.
- D. Along U.S. 50.
- E. No growth anticipated.
- F. No opinion

Statistically significant variation: none.

When the responses to options C and D are combined, the total indicates that fully 68% of the respondents believe that the greatest commercial growth of Salida in the next ten years will occur somewhere outside of the existing city limits; and, of course, most believe that it will occur somewhere along Highway 50 and most of this territory is outside of the city limits. Exactly what implications this has to the city of Salida and its leaders is a matter for them to decide, but it appears to be an area of needed concern. It seems that either something should be done or at least a conscious decision not to do something ought to be made. (Good question.)

II-N. Many of the people contacted early in the summer indicated that they would like Salida to remain basically the same city, that they would like to see no great changes take place in Salida. This question is designed to query the general population regarding their ambitions about the future size of the city. The reported estimate of present size was given by the city clerk on the basis of city records; another estimate gathered by the Department of Employment sets the population of Salida at about 4,800.

The population of Salida is now about 4,500. What size city would you like Salida to be 10 years from today?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>
Total:	39	66	78	13	21	5
Group #1		4	9			
Group #2	1	9	5			
Group #3	35	39	57	10	21	5
Group #4	3	14	7	3		
Know councilmen - mayor	18	36	51	4	7	
Don't know councilmen - mayor	21	30	27	9	14	3

- A. Over 10,000
- B. 8,000 to 10,000
- C. 6,000 to 8,000
- D. About 5,000
- E. Less than 5,000
- F. No opinion

Statistically significant variations between: groups #1 and #4
 groups #3 and #2
 groups #3 and #4.

There is no clear concensus among the people of Salida regarding the size that they would like to see it be ten years from today except that there is a strong indication that most would like it to be larger than today. At least one person indicates that, while he chose response C, he would have preferred an option of "between 5,000 and 6,000." At least a part of the difference between the responses of #3 and those of

#2 and #4 is explained by the 21 members of #3 who would like to see Salida be a town of less than 5,000 people ten years from today. The members of #1 are more nearly agreed on the matter than are those of #4. (Good question.)

II-0. This question is basically directive in nature; that is, the response here can be tabulated and can serve as some kind of guide to the people in positions of leadership in Salida. Perhaps it will tell them something about the wishes of the people. Perhaps the way that the question is worded introduces a bias that has changed the response: the words "assuming the most reasonable proposals possible were presented" were introduced as an attempt to eliminate a concern for any specific questions that the individual might raise. It might have introduced a bias that gained greater-than-normal approval for the hypothetical proposals described.

Assuming that the most reasonable proposals possible were presented, how would you vote today for each of the following possibilities?

	<u>Yes</u>	<u>No</u>	<u>Don't Know*</u>
Improve swimming pool	168	24	11
Improve street services (paving, cleaning, snow removal, etc.)	142	44	7
Improve water system	132	42	22
Improve pay of city employees	130	46	20
Improve fire-fighting services	126	40	26 (66% of respondents yes)
Improve museum facilities	129	51	22 (64% of respondents yes)

The most obvious indication of the responses to this question appears to be a very strong approval of improvements and a significant indication of willingness to pay for such improvements. No attempt was made to separate the response here according to the four groups indicated for the other questions but it is known that at least one from every group voted for all of the options presented. (With local adaptations, a very good question.)

*This is the order of approval, not the order of the questionnaire.

III. ROLE OF GOVERNMENT

The purpose of this group of questions is to evaluate or try to assess any differences among the publics of this survey in terms of their concept of the role of government, that is, the function that the government is to perform and the manner in which the elected and appointed officials ought to go about accomplishing their jobs. Perhaps this will lead to answers to questions like: to what extent have the people willingly delegated responsibilities to the city council and how has the council accepted those responsibilities? Are the people of Salida aware of all the services that are rendered and what are their opinions of them? How do they evaluate most of the more common services rendered? And, generally, is the council aware of the public's concept of the local government?

III-A and B. These questions are designed to explore the same question. There is some problem introduced by the length of the choices, but the purpose of the two questions is to explore as closely as possible the concept of government held by the people, a description of how the people think their government ought to operate. A number of councilmen and others in the city government indicated earlier that one of the main functions of the city council is to make decisions on those matters which are brought to their attention. It is possible that the people assume that their city council is doing more than that. Therefore, it is possible that when people criticize the city council, they are doing so on the basis of this greater expectation, and the council may be defending themselves on the basis of their more limited concept of the job. It seems that such a situation would indicate a clear problem of communications.

A. With which of the following statements about the city government would you most readily agree? That government is best which...

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>No Opinion</u>
Total:	26	125	34	9	28	4
Group #1	1	11	1			
Group #2	1	12	2			
Group #3	23	82	27	8	27	4
Group #4	1	20	4	1	1	
Know councilmen - mayor	14	76	18	4	3	
Don't know council- men - mayor	12	49	16	5	21	

- A. Does what it thinks best without great concern with what the people think.
- B. Actively pursues change, including additional services to the people.
- C. Keeps things going with a minimum of involvement in the lives of the people.
- D. Leaves the people alone as much as possible, even withdrawing some of the services some of the people have come to expect.
- E. No opinion.

Statistical significant variation: none.

The differences in the concept of government anticipated on the basis of the conversations held earlier in the summer did not materialize in response to this question. As a matter of fact, a very strong consensus of a government which "actively pursues change, including additional services to the people" is indicated by all groups queried. This appears to be a description of a more active city government than was encountered in private conversation with the members of #1 and #2. And it is perhaps significant that fully 14% of the random sampling of the population indicate choice A which implies that they want the elected representatives to do what they think is best regardless of what the people think. An attempt to identify these 26 persons reveals that they are predominately over 50 years of age with family incomes between \$4,000 and \$7,000 and they have lived in Salida more than 20 years. Basically they are of Anglo-European descent; they own little property, although they may own their home. Perhaps the most significant characteristic of these people is the indication that they read the newspaper accounts of the city council and listen to the radio accounts, not always, but very frequently. Levels of education make no statistically significant difference in the responses to this question. (Good question.)

B. Which of the following best describes your ideas of the job of an ideal city council for the city?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>	<u>No Opinion</u>
Total:	83	53	12	20	23	31	6
Group #1	5	2		2	2	2	2
Group #2	11	3		1			
Group #3	44	46	12	17	21	27	3
Group #4	23	2				2	1
Know councilmen - mayor	46	30	9	16			3
Don't know council- men - mayor	37	23	3	4			22

- A. They take the lead in devising new plans and programs of activity, actively soliciting participation from the people but not waiting for them.
- B. They exert their energies toward finding ways to accomplish those jobs the people request of them.
- C. They make decisions on those matters brought to their attention.
- D. They keep essential services going in such a way as to discourage the need of complaints from the people.
- E. They keep a watchful eye on expenditures, saving the taxpayer's money whenever possible.
- F. No opinion.

Statistically significant variation between: groups #1 and #4
 groups #3 and #4
 groups #3 and #2.

The responses to this question also indicate a concept of the ideal government as one which calls for an active pursuit of change. The responses of #4 differ significantly from those of #1 and #3 primarily because the people who live outside of the city unite most solidly behind option A, that which describes a most active municipal government. The significant difference between #2 and #3 results largely from the 38 respondents in group #3 who chose D and E, extremely conservative choices, or the 27 who indicated "No opinion," whereas the members of #2 are quite heavily grouped at the other end of the continuum.

Statistically significant differences were reported between education groups #A and #D
 #B and #D, primarily because the most highly educated respondents were strongly grouped under the more liberal concepts of A and B, whereas the respondents who reported less than high school educations were either more conservative or unwilling to express a preference. (Good question.)

III-C. This obviously is a different kind of question, designed to evaluate the actual performance of the Salida council. The tabulated responses will not be too valuable, however, or will at least need some close scrutiny. The respondent will be evaluating the performance of the city on many different standards, as they are asked to evaluate how well the current city administration performs according to their individual descriptions of a good government.

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>
Total:	19	148	35	19
Group #1	5	6	1	1
Group #2	2	7	5	
Group #3	8	118	24	17
Group #4	4	17	5	1
Know councilmen - mayor	13	82	19	1
Don't know councilmen - mayor	6	66	16	16

- A. Exceptionally well
- B. Satisfactorily
- C. Unsatisfactorily
- D. No opinion

Statistically significant variation between groups #1 and #3, primarily because the members of #1 are understandably more satisfied with their operations than are the members of the random sampling of citizens (#3), who tend to express a generally guarded satisfaction.

III-D. This is another question concerned with the concept of government held by the citizens. It will be interesting to know what kinds of matters the people think ought to be brought to them for their assistance. There is a good possibility that the wording of these questions is a little loaded (tends to influence the respondent). The assumption to be checked here is that most of the people do not want to be involved in the day-by-day operation and maintenance of the city services but that a great number of qualified people would like to be involved in the long-range policies and the planning for the future of the city. Lying behind all of this is the assumption that any successful communications must be concerned with those things about which the people want to be communicated to.

In which of the following should a city council seek out the opinion of the people?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>No Opinion</u>
Total:	29	101	55	21	16
Group #1	1	7	2	3	
Group #2		9	2	4	
Group #3	27	62	50	14	14
Group #4	1	23	1		2
Know councilmen - mayor	19	59	26	10	
Don't know councilmen - mayor	10	42	29	11	

- A. Decisions regarding the day-by-day operation and maintenance of city services (decisions like the location of street signs and lights, size of pipes to be used for a water main, etc.--administration).
- B. Decisions regarding the long-range policies of the city (decisions like who shall be granted water and sewer services, budgetary allotments for different services, etc.--policy).
- C. Both of the above.
- D. Neither of the above.

Discounting any prejudice introduced by the wording of the options, it seems that a clear consensus of total respondents is indicated. The responses suggest anyway that the people are primarily concerned with

hearing about the policy decisions of the city council rather than about the day-by-day administrative matters. At the same time the members of #3 indicate a strong interest in knowing about the administrative matters--at least they report such in response to this question. For example, if one total the responses to options A and B, both of which include the idea of administrative business, he would have a majority in this group indicating a desire to hear about those matters. Part of this might reflect the difficulty in distinguishing between administrative decisions and policy decisions, but also might result from an awareness among the general population of the proper functions of a municipal council and the relationship of the general population to this function.

Statistically significant variation between: groups #1 and #4
 groups #2 and #4
 groups #3 and #4
 groups #2 and #3

because the respondents in #4 grouped themselves almost totally under option B and the other groups tended to spread themselves more along the continuum. The difference between #2 and #3 is caused by the fact that the members of #2 tended to group themselves in the C and D category with none indicating an interest in the day-to-day administrative decisions.

Responses differed statistically between educational groups #A and #C
 #B and #D
 #C and #D, primarily because the most highly educated (#D) strongly rejected option A with a majority choosing B, whereas the other educational groups were also strongly represented in B but more generally spread across the continuum. One exception to this is the least educated respondents (#A), none of whom expressed a desire to be involved in the day-to-day administrative decisions. (Some inquiry after this kind of information should be included in any future study.)

III-E. How is this done in Salida? To what extent does the present city council involve you in these matters?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>
Total:	17 (8%)	132 (59%)	53 (21%)	20 (9%)
Group #1	4 (30%)	7 (54%)	2 (15%)	
Group #2	3 (21%)	6 (42%)	5 (36%)	1
Group #3	9 (6%)	104 (65%)	38 (23%)	16 (10%)
Group #4	1	15	8	3
Know councilmen - mayor	12	75	25	
Don't know councilmen- mayor	5	57	28	

- A. Exceptionally well
- B. Satisfactorily
- C. Unsatisfactorily
- D. No opinion

Statistically significant variation between: groups #1 and #3
 groups #2 and #3,
 primarily because of the stronger grouping of #3 in the "satisfactory" judgement, whereas #1 is stronger in praise and #2 more ready to be dissatisfied. Most of the people, however (71% of #3), seem to believe that the present city council satisfactorily seeks out the opinions of the people in those matters where the people think that they ought to be involved. Any serious attempt to interpret these responses must consider the fact that "this" in the stem is related to the varied responses to the preceding question and is, therefore, good only as an indication of general attitudes. (With modification perhaps, a good question.)

III-F. This is another follow up question for III-D above. As printed it contains a typographical error because the word more was intended instead of now. Had the word more been presented, the question could have been answered by just about anybody even though he thinks he is now involved "exceptionally well." As it is, probably a number of respondents will not want to answer that question because they will feel that they are now quite sufficiently involved in these matters. At any rate this question is designed to explore the way that each respondent feels himself involved in the city government. There is an assumption also that anyone who checks A and B responses will be indicating a feeling of apathy and of little concern. Anyone who checks choice C will indicate an almost conscious awareness of a problem in communications: he wants to exchange ideas but doesn't know how to become involved. And then if anyone indicates D and E, the assumption is that there is a feeling of alienation, resentment, or bitterness toward the present government. It is known, of course, that some of these will be indications of personal attitudes towards life and might tell more about the condition of the person's digestion than about the council. Nonetheless, it might be revealing to know how people will respond to this particular question.

Why do you believe you are not now involved in these matters?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>No Opinion</u>
Total:	6	93	16	24	12	71
Group #1		4			1	8
Group #2		6			2	7
Group #3	6	80	14	19	9	39
Group #4		3	2	5		17
Know councilmen - mayor	3	47	6	9	10	11
Don't know councilmen - mayor	3	46	10	15	2	2

- A. You have actively resisted the council's efforts to solicit your opinion.
- B. You have made no effort to get involved.
- C. You would like to be involved, but you don't know how to.
- D. You would like to be involved, but you don't think anyone would pay attention.
- E. You have tried to advance your opinions and have been rejected.

There is an obvious consensus that the people have not been more involved in these matters because they have made no effort to get involved. Only a small number indicate that they don't know how to become involved and a slightly larger number indicate that they don't think that anybody would care anyway. However, when responses to item D and E are added, as they might well be to indicate the alienated group, the total is 36 or about 15% of the total respondents. And perhaps it is ironic that one of those is a member of the official family.

The strong inclination of the members of #4, those who live outside the city limits, to respond toward the middle and lower end of the continuum does not necessarily indicate an alienation but a more realistic recognition of the role of the out-of-city resident. This tendency does contribute, however, to a significant difference of opinion between groups #4 and #3. Comments volunteered in response to this question indicate that those persons who have made no effort to become involved feel a little guilty about their failure to do so. One of the interviewers commented that if all those people in Salida who indicated to him a desire for some kind of change would actually say something, Salida would thrive. (Good question.)

III-G. This is an indirect way of checking the opinion of the people of their councilmen. But it is more directly included here in response to a direct plea by both the State Senator and the State Representative of Salida, who expressly wished that the city council would help them keep more in touch with the local scene.

Should the city councilmen take an active lead in contacting and advising state senators and representatives regarding bills of local interest?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	184	19	19
Group #1	10	1	2
Group #2	15		
Group #3	138	13	16
Group #4	21	5	1
Know councilmen - mayor	102	11	3
Don't know councilmen - mayor	82	8	9

Statistically significant variation: none.

It might be said that the heavy response in favor of the city council's taking an active lead in this matter indicates a strong confidence in the present administration. At the same time, it might well be said that this heavy response more nearly indicates a concept of the role of the city council. Though it would be quite possible to argue about the indications of the attitude towards the council contained in this response, it seems quite clear that one function of the city council as many people see it is to speak for the people to the local representatives in the state government. (Good directive question.)

III-H. The results of this question might be quite revealing to the councilmen and directive to them in letting them know the kinds of things that the people of Salida expect of them. In a way, this question probes quite deeply into the concept of democracy held by the different respondents. If a significant number of people in Salida indicate choice A that the councilmen should report the opinions of the people of his precinct, then matters of communications become much more important. If they should indicate choice B then this indicates a confidence in the council and a willingness to live by the judgements of the councilmen as their representatives.

Which of the following best described the way a city councilman should make a decision?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Total:	81	52	66	4	19
Group #1	1	8	3		1
Group #2	1	10	4		
Group #3	63	32	51	4	17
Group #4	16	2	8		1
Know councilmen - mayor	49	34	27	2	2
Don't know councilmen - mayor	32	18	39	2	6

- A. He tries to find out what the people of his precinct want and his vote is a kind of report of this.
- B. He analyzes all available information (including, perhaps, opinions of the people) and then votes according to his own sense of values and his own judgement.
- C. Both of the above.
- D. Neither, but...
- E. No opinion.

When the responses to A and B are added (for both of these options include a concern with having the councilmen act as direct representatives of the people of his precinct), it becomes quite clear that the image of the city council held by most people is representative. Perhaps

the meaning of the response here can be better understood by comparing it with the response to item III-D above in which the people generally indicated that they are most concerned with matters of policy. And if it is possible to assume that the response here is referring to matters of policy, then a relatively accurate deliniation of those areas of communication that need attention is produced. This seems to identify more clearly what it is and to what extent the people want to be communicated to about.

Statistically significant variation between: groups #1 and #3
 groups #1 and #4
 groups #2 and #3
 groups #2 and #4,

primarily because members of #1 and #2 were more inclined to respond to option B than were the people of the other more representative groups. If community consensus on this matter is good, the results of this question clearly indicate an area in which the members of the leading classes of the community need either to change their idea of how the councilmen should make his decisions or they should involve themselves in some kind of educational program to bring the opinions of the general population more generally in line with their own.

III-I through M. The questions here are all very obviously designed to explore the judgement of the people of some of the services rendered by the city. These matters are not pursued any more thoroughly than this primarily because the open-ended interviews earlier in the summer indicated that these were not very profitable areas of exploration. However, the interviewers were instructed to pursue the reasons behind any response which indicated that the services were "poor" or "unacceptable." This kind of information, of course, can be of value to the people directly involved with the different services; it can also be of value to the policy making members of the government, and this information can be used in this study to explore the relationship, if any, between the judgements of the day-to-day housekeeping services of the government and the broader concept of government expressed by the people.

How do you rate the water and sewer services rendered in your neighborhood by the city?

	<u>Excellent</u>	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>Unacceptable</u>	<u>No Opinion</u>
Total:	33	125	46	11	2	5
Group #1	9	4				
Group #2	8	4	1	1		1
Group #3	14	100	40	8	2	3
Group #4	2	17	5	2		1
Know councilmen - mayor	21	73	17	2	1	
Don't know councilmen - mayor	12	52	29	9	1	

Statistically significant variation between: groups #1 and #3
 groups #1 and #4
 groups #2 and #3
 groups #2 and #4,

basically because the members of #1 and #2 virtually agree that the city water and sewer services are "excellent" to "good," while members of #3 and #4 agree that the services are "good" but with a greater leaning toward the "fair" rating. (Good question.)

III-J. How do you rate the streets?

	<u>Excellent</u>	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>Unacceptable</u>
Total:	7	114	80	18	3
Group #1	2	9	2		
Group #2	3	7	3	2	
Group #3	2	81	67	14	3
Group #4		17	8	2	
Know councilmen - mayor	5	66	38	6	1
Don't know councilmen - mayor	2	48	42	12	2

Statistically significant variation between: groups #1 and #3
 groups #2 and #3
 because the members of #1 and #2 generally split their responses in this evaluation and, in doing so, differ significantly from the members of #3, who again rate the services a little lower than do the members of the first two groups.

III-K. How do you rate the parks and recreation?

	<u>Excellent</u>	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>Unacceptable</u>	<u>No Opinion</u>
Total:	11	91	75	30	12	3
Group #1	4	9				
Group #2		5	7	1	2	
Group #3	6	62	60	26	10	3
Group #4	1	15	8	3		
Know councilmen - mayor	4	58	38	9	6	
Don't know councilmen - mayor	7	33	37	21	6	

Statistically significant variation between: groups #1 and #2
 groups #1 and #3
 groups #1 and #4.

Perhaps the respondents should have been given an opportunity to separate their evaluations of the parks from those of the recreation

program of the community. But as the question was asked a significant difference of opinion develops between the members of #1, who consider the services to be "excellent" to "good" and the members of all other groups, whose evaluations range all the way down to "unacceptable." Specific reactions in the comments reported in response to this question include the objection of several people to the money spend on the golf course because it benefits so few of the people and objections to the very limited amount of city activities during the winter, although most were willing to recognize that the parks themselves are generally satisfactory. (Good question.)

III-L. How do you rate the police protection?

	<u>Excellent</u>	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>Unacceptable</u>	<u>No Opinion</u>
Total:	36	107	56	17	5	1
Group #1	8	5				
Group #2	7	6	1	1		
Group #3	15	85	49	13	5	
Group #4	6	11	6	3		1
Know councilmen - mayor	26	59	24	6	1	
Don't know council- men - mayor	10	48	32	11	4	

Statistically significant variation between: groups #1 and #3
groups #1 and #4
groups #2 and #3.

Members of #1 and #2 generally tend to be satisfied and quite pleased with the police protection rendered, but in this they differ significantly from #3 and #4, who are divided in their ratings but with a heavy concentration under the category "fair." Comments volunteered in response to this question tend to cite specific instances of insufficient police action when the respondents considered it necessary or slowness in response, and these specific instances are cited even by those who tend to rate the department at least as "fair" or better. (Good question)

III-M. How do you rate the fire protection?

	<u>Excellent</u>	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>Unacceptable</u>	<u>No Opinion</u>
Total:	31	152	32	4		3
Group #1	6	6	1			
Group #2	5	7	2	1		
Group #3	18	116	29	3		1
Group #4	2	23				2
Know councilmen - mayor	16	87	11			
Don't know council- men - mayor	15	65	21	4		

Statistically significant variation between: groups #1 and #3
 groups #1 and #4
 groups #2 and #3
 groups #2 and #4.

Again the general satisfaction with the fire protection services as reported by the members of #1 and #2 differs significantly with the greater tendency of the members of #3 to rate the services as only "fair," and with #4, who have an almost total concentration of responses under the category "good." (Good question.)

III-N and O. These questions provide the respondent with a direct opportunity to express his opinion of the way that the present council and administrative heads operate. There is some difficulty in the question, however, in that the choices provided tend to invite responses which make the council entirely to blame for any poor or unacceptable performance of the services and yet invite responses which might very well give the administrative heads credit for any services that are exceptionally good. (These questions should be revised, but might be made into good questions.)

III-N. Why do you believe the service is not so good as it might be?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>
Total:	30	7	17	16	5	147
Group #1	1	1	1		1	9
Group #2	3		3	1		8
Group #3	26	5	13	13	4	106
Group #4		1		1	1	24
Know councilmen - mayor	23	6	7	7	1	
Don't know councilmen - mayor	7	1	9	9	4	

- A. Council is working on this problem, but has not had time or facilities to whip it yet.
- B. Council doesn't know about the problem, but would probably solve it if they did.
- C. Knows about the problem, but is powerless to do anything.
- D. Council knows about the problem, but doesn't care.
- E. Council doesn't know and wouldn't care if it did.
- F. No opinion.

Statistically significant variation: none, because all groups seem to agree in splitting just about 50-50 in that they believe the council and mayor are aware and competent and that they are not.

III-0. Why do you believe the services are as good as they are?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>
Total:	23(10%)	91(41%)	41(19%)	67(30%)
Group #1	2	8	3	
Group #2	1	5	5	4
Group #3	17	62	29	59
Group #4	3	16	4	4
Know councilmen - mayor	10	52	23	
Don't know council- men - mayor	13	39	18	

- A. The council gives excellent financial support and planning direction to the city crews and their supervisors.
- B. The council and the administrative heads (Bob Brazil, Harry Cable, Milton Meyers, etc.) work together and share the credit about equally.
- C. The department heads do excellent jobs regardless of what the council does or doesn't do.
- D. No opinion.

Statistically significant variation: none. The absence of any statistical difference here clearly does not indicate consensus, but rather a uniform disagreement among the members of the different publics. (Probably a good question.)

III-P. Would you like to see more money go to any of the services mentioned above?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	167	44	11
Group #1	8	5	
Group #2	12	1	2
Group #3	128	31	8
Group #4	19	7	1
Know councilmen - mayor	94	19	
Don't know councilmen - mayor	73	25	

Statistically significant variation: none, because a consensus is evident among all groups. The most frequently mentioned activities where more expenditures are desired are water and sewer, streets, and parks and recreation. (Good question.)

III-Q. Would you like to see any of these services given less money?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	14	190	18
Group #1	1	11	1
Group #2		14	1
Group #3	13	141	13
Group #4		24	3
Know councilmen - mayor	7	103	
Don't know councilmen - mayor	7	87	

Statistically significant variation: none. The responses to III-P and III-Q seem to suggest quite clearly that the people of Salida would like to receive improved services or to pay their employees better. This does not necessarily constitute a vote for higher taxes though such could be argued. (Good question.)

III-R through T. These questions are intended to gain something of the opinion of the people toward the council and to try to determine something about how they vote and what they say when they vote. A frequently expressed opinion during the open-ended interviews was that the people communicate to the council most effectively at the ballot box. There is some question, however, as to what the people say when they vote. These questions are attempts to discover what that is. The value of these questions is considerably reduced, however, by the fact that in the preceding election there were no choices of candidates offered to the people and, therefore, it would be difficult for them to say whether they have voted for some candidate or against some candidate. Specifically it has been suggested that a light turnout at the elections indicates satisfaction and approval of the way that things have been going. Perhaps III-T will confirm or deny that assumption.

III-R. Did you vote in the last city election (fall of 1965)?

	<u>Yes</u>	<u>No</u>	<u>No Response</u>
Total:	153	53	16
Group #1	13		
Group #2	10	5	
Group #3	125	40	2
Group #4	5	8	14
Know councilmen - mayor	88	22	
Don't know councilmen - mayor	65	31	

Statistically significant variation between: groups #1 and #2
 groups #1 and #4
 groups #2 and #4
 groups #3 and #4.

The reason for the statistical difference between #4, whose members are not eligible to vote in city elections, and all the other three categories is obvious. That between #1 and #2 is because all the members of #1 reported that they voted in the last city election whereas some members of the second group did not. (Some of this group were also not eligible for various reasons including "out of city residence.")

III-S. If yes: When you voted last time, did you believe that you were expressing:

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>No Response</u>
Total:	127	9	17	7	62
Group #1	12		1		
Group #2	6		4		5
Group #3	104	9	11	7	36
Group #4	5		1		21
Know councilmen - mayor	76	4	10	1	
Don't know councilmen - mayor	51	5	7	6	

- A. Your approval of the candidates and their policies.
- B. Your disapproval of them.
- C. Or neither of the above, but: _____.
- D. No opinion.

Statistically significant variation between: groups #2 and #3, because of the reluctance of the members of #2 to identify B as an acceptable option and a tendency to choose instead option C. A typical comment volunteered for C is that there was no choice and, therefore, no chance to express any opinion. It was also pointed out that even a blank doesn't count much because when there are no opponents it takes so few positive votes to win. It is true, of course, that there were no candidates in opposition to the incumbents in the last city election, but there was the very important and highly contested issue of the sale of the swimming pool

III-T. If no: Was your failure to vote an expression of:

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Total:	7	4	5	44	162
Group #1					13
Group #2					11
Group #3	7	4	5	22	127
Group #4				18	9
Know councilmen - mayor	5	1	2	17	1
Don't know councilmen - mayor	2	3	3	27	2

- A. Your approval of the way things were going.
- B. Your disapproval of the way things were going.
- C. Your lack of sufficient awareness of how things were going to express an opinion.
- D. Or none of the above, but:_____.
- E. No opinion.

The heavy tendency to respond to option D here indicates a general reluctance to accept any of the options provided. And all this tends to cast doubt on any attempt to say what the people communicate to the council through the ballot. (Perhaps this is a profitable line of reasoning.)

III-U. Do you believe the city should continue its financial assistance to:

<u>Response Totals:*</u>	<u>Yes</u>	<u>No</u>	<u>Don't Know</u>
OTA Summer Baseball Program	201	7	2
Salida Chamber of Commerce	144	43	12
Heart of the Rockies Rodeo	137	56	15
Fib-Ark Boat Races	117	81	12

*(This is Not the order the options were presented to the respondents.)

Some comments were given suggesting changes in operation of the boat races and the Chamber of Commerce.

III-V. If Salida had a city or county sales tax, how would you like it to be used?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Total:	30	83	64	16	29
Group #1	4	3	6		
Group #2	2	6	6	5	1
Group #3	20	60	50	12	25
Group #4	4	14	3	3	3
Know councilmen - mayor	18	55	26	6	9
Don't know councilmen - mayor	12	28	38	10	14

- A. To give relief from property tax burden.
- B. To extend some city services.
- C. Both of the above.
- D. Other.
- E. No opinion.

Statistically significant variation between: groups #1 and #4, primarily because the members of #4 are more strongly in favor of using the hypothetical income as a means of extending city services. The strong response to option B joined with option C which also includes an extension of city services, indicates again a desire of the people generally to receive greater services from the city. Comments volunteered in response to this question indicates a desire for more help for the aged or for the young.

III-W. Would you vote for a local city or county sales tax?

	<u>Yes</u>	<u>No</u>	<u>Depends On Purpose</u>	<u>No Opinion</u>
Total:	67	91	55	9
Group #1	6	6	1	
Group #2	6	4	5	
Group #3	42	74	43	8
Group #4	13	7	6	1
Know councilmen - mayor	38	46	32	
Don't know councilmen - mayor	29	45	23	6

Statistically significant variation between groups #3 and #4, largely because of a much greater willingness for the members of #4 to approve the idea.

The fact that the positive "yes" responses to this question joined with those conditional ones of option C slightly overweighs the flat "no" responses and the "no opinion" responses indicates that the right proposals and an active campaign could probably gain approval for such a proposal from the people of the Salida area.

III-X. Because this question explores the opinion of the respondents toward the role that should be played in the making of community decisions by people other than these on the council, it has direct relationships to the question of communications. Perhaps it will be possible to make some inferences about the opinion of the people regarding the role that should be played by special interest groups. Again it is quite possible that the responses here will be more closely related to a sick stomach than to anything in the reality of the world of government.

There are people in Salida who are especially interested in some special areas of city activities (such as water conservation and use, planning for the city's future, the airport, golf course, museum, water system, etc.). Which most nearly expresses your opinion?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Total:	27	85	28	37	45
Group #1	1	9	1	2	
Group #2	1	11		2	1
Group #3	23	48	26	30	40
Group #4	2	17	1	3	4
Know councilmen - mayor	17	55	10	25	6
Don't know councilmen - mayor	10	30	18	12	27

- A. You would generally be happy to let them speak for you to the council.
- B. You hope they will make their interests and opinions available as assistance to the council.
- C. You don't care really; the council can adequately handle most of the city's business.
- D. You believe these people hinder the council's operations by exerting too much pressure for their pet projects.
- E. No opinion.

Statistically significant variation between: groups #2 and #3
groups #4 and #3
primarily because of a tendency of the members of group #3 to spread themselves more generally throughout all possible options including a very strong "no opinion" response. This dispersion indicates an absence of consensus among the general populace regarding the role of special-interest groups. At the same time, the members of #4 suggest a desire for a critical hearing of all opinions.

A statistically significant difference between the opinions of educational groups #A and #C
#A and #D is produced by the tendency for the people of less education to recommend less attention to special interest groups. (Perhaps the options provided need to be restructured, but this is a significant matter of communications.)

III-Y. This is a simple question included in direct responses to a request by councilmen who believe that their business activities have been adversely affected by their membership on the council. It is also partly an exploration of whether the boycott is a form of communication sometimes used by the people of Salida.

Do you know anyone who has ever refused to patronize the business of any councilman because he didn't like some of the councilman's decisions?

	<u>Yes</u>	<u>No</u>	<u>No Response</u>
Total:	30	169	23
Group #1	5	7	1
Group #2	2	11	2
Group #3	19	129	19
Group #4	4	22	1
Know councilmen - mayor	19	91	4
Don't know councilmen - mayor	11	78	13

Statistically significant variation between groups #1 and #3, largely because of the higher ratio of people in #1 who respond "yes" to this question. It is understandable that these people would be most aware of such matters, but the very light acknowledgement of such practices by #3 might indicate that such is a very uncommon practice.

III-Z, AA and BB. The intent here is to explore the extent to which the people of Salida are willing to permit their councilmen to explore areas and discuss controversial matters in the open, public meetings, even though the councilmen do not have clear-cut solutions to offer and even though the decisions reached will undoubtedly be unsatisfactory to somebody. In short, the questions are designed to explore the extent to which the people of Salida are willing to permit the councilmen to be scientific in their explorations and in their attempts to develop ordinances, which might very well be considered attempts at defining rules by which the society should live. All of this can be summarized by saying the questions are designed to explore the extent to which the people of Salida are willing to permit the council to be wrong. It is also to be noted, of course, that each of the questions describes an action actually taken at least once by the council during the recent past.

What would be your reaction if the council should discuss something for parts of say three meetings and then decide to drop it?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Total:	55	39	108	2	18
Group #1	1	1	11		
Group #2	2	1	12		
Group #3	45	35	68	2	17
Group #4	7	2	17		1
Know councilmen - mayor	5	73	37		1
Don't know councilmen - mayor	3	70	20	1	8

- A. You'd disapprove
- B. You'd approve
- C. It would depend on the problem
- D. None of the above
- E. No opinion

Statistically significant variation: none. Sixty-six percent of the respondents indicate a willingness to approve the council's deciding to reach no decision on a matter of discussion. (This percentage is derived by adding the B and C responses. Perhaps the 25% who indicate a flat disapproval is more significant.

A statistically significant difference between educational groups #A and #D exists, primarily because those who report education beyond the high school respond most favorably (68%) to option C while those with the least education are more willing to flatly disapprove (39%) or approve (35%).

III-AA. What would be your reaction if the council should openly acknowledge that they don't know the best solution for some problem and turn to a professional consultant, an engineer perhaps?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Total:	8(4%)	144(65%)	56(25%)	1	13(6%)
Group #1		9	4		
Group #2	2	9	4		
Group #3	5	106	43	1	12
Group #4	1	20	5		1
Know councilmen - mayor	5	74	36		1
Don't know councilmen - mayor	3	70	20	1	8

- A. You'd disapprove.
- B. You's approve.
- C. It would depend on the problem.
- D. None of the above, but:_____.
- E. No opinion.

Statistically significant variation: none, because all groups are clearly agreed that this is acceptable procedure, subject in the minds of some to the nature of the particular problem.

III-BB. What if the council should make a decision in one meeting and then reverse it later?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Total:	26 (11%)	35 (16%)	144(65%)	3 (1%)	14(6%)
Group #1			13		
Group #2	1	3	11		
Group #3	19	32	100	3	13
Group #4	6		20		1
Know councilmen - mayor	8	19	85	3	1
Don't know council- men - mayor	18	16	59		9

- A. You'd disapprove
- B. You'd approve
- C. Would depend on the reason for the reversal
- D. None of the above, but: _____
- E. No opinion

Statistically significant variation between: groups #2 and #4
groups #3 and #4,
primarily because the members of #4 tend to withhold judgement, pending more knowledge of the specific cases. Again, the people acknowledge that such an occurrence might well be appropriate, under some circumstances. (Good line of questioning.)

IV. PLANNING

Almost all of the questions in this section are designed to be directive in nature. They are intended to give a kind of advice to the leaders in the government, suggesting to them directions in which the people would like to move.

IV-A. This question, however, is a matter of fact, and it is one of the questions that could be used to check the public's awareness of their community. The fact is that the museum has a number of items of local historical interest stored in various places in the community and that the space being used by the museum now is extremely cramped. (It is possible, of course, to quibble about the meaning of interest as interpreted by different respondents.)

Does the present museum have enough space to store and display all the items of regional historical interest that are available?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>
Total:	2	17	180	23
Group #1		1	12	
Group #2		1	14	
Group #3	2	14	134	17
Group #4		1	20	6
Know councilmen - mayor		9	104	
Don't know councilmen - mayor	2	8	76	

- A. Space is more than adequate
 B. Adequate
 C. Less than adequate
 D. No opinion (Statistically significant variation: None)

IV-B. It was decided not to ask a question exploring the opinions of the people toward building a museum alone but rather to raise the question of a municipal complex like that one described. It is a fact that in 1947 and 1948 initial planning was accomplished through federal assistance for such a complex. This initial work of the architect is on file at city hall and is to be paid for only in the event that the plans are actually used.

Should Salida consider building a municipal complex to include housing for a museum, a recreation center, and all the activities currently located in the city hall?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	145	48	29
Group #1	7	5	1
Group #2	14		1
Group #3	107	35	25
Group #4	17	8	2
Know councilmen - mayor	75	30	11
Don't know councilmen - mayor	70	18	15

Statistically significant variation between groups #1 and #2, because members of #1 are somewhat split in their responses with a slight advantage going to the "yes" response, whereas members of #2 are virtually unanimous in approving the consideration of such a proposal. Comments offered in response to this question generally underlined that they were responding to the question as stated, and they were saying "yes" that such a plan should be considered. (Good question when appropriate to other communities.)

IV-C. This is primarily a question designed to explore indirectly the attitude of the people toward some kind of urban renewal project in the downtown sections of Salida. The responses here will not be clearly conclusive in this matter, however, because some might be quite willing to promote another type of urban renewal program downtown for a different purpose than that described here.

Where should such a complex be located?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>
Total:	102	35	27	58
Group #1	4	2	3	4
Group #2	3	8	1	3
Group #3	79	22	21	45
Group #4	16	3	2	6
Know councilmen - mayor	54	22	14	1
Don't know councilmen - mayor	48	13	13	
A. Swimming Pool				
B. In place of some older building down town				
C. Other				
D. No opinion				

Statistically significant variation between: groups #2 and #3
groups #2 and #4,
because the members of #2 most heavily favor the downtown site. There seems to be a preponderance of opinion favoring the building of such a complex (if it is to be built) at the present site of the swimming pool. However, it should be noted that all other responses added together comprise a majority.

It should also be pointed out that in the question as placed before the respondents a special recognition of those activities normally associated with the swimming pool area is most dominant. The many comments volunteered to this question indicates considerable interest. The pool-area advocates point to the difficulties with downtown parking and to the advantage of tourist appeal. Advocates of the downtown areas (specifically mentioned are the park on F Street and some area near the high school) are attracted by the idea of replacing some of the older buildings downtown.

IV-D What should the city council do with the swimming pool?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>No Opinion</u>
Total:	117(53%)	21 (9%)	7 (38%)	63 (29%)	14 (6%)
Group #1	8	3		2	
Group #2	4	4		5	2
Group #3	92(55%)	12 (7%)	6 (4%)	46 (28%)	11 (7%)
Group #4	13	2	1	10	1
Know councilmen - mayor	72(65%)	12	1	25	
Don't know council- men - mayor	45(46%)	8	6	38	

- A. Sell it, providing the buyer would guarantee continuation of present services to the people of Salida.
- B. Turn it over for development and operation to a recreation district.
- C. Retain control, keep it open, but spend no large amounts of money fixing it up.
- D. Keep it, fix it up and spend whatever it takes, even if it means a bond election.

Statistically significant variation between groups #2 and #3, because the members of #2 are evenly divided between A, selling the pool; B, turning it over for development by a recreation district; and D, keeping it and fixing it up under city direction, whereas random sampling of #3 tend to favor more strongly the selling of the pool.

It is interesting to note that in this most controversial of questions in Salida the percentage of distribution of responses between the random sampling of #3 and that of the total responses is virtually the same, and it seems to indicate that there is in Salida today a clear majority of people who would favor selling the swimming pool, always providing, of course, the conditions spelled out in the question. Responses to this question also demonstrate another interesting dichotomy: an age-old dichotomy between private enterprise and governmental operation. It might be noted, for example, that after response A, which involves dedication to private enterprise, all of the remaining responses tend to be one form or another of government control. The response would tend to indicate that a majority of people in Salida are dedicated to the idea of private ownership of the pool facilities, although in both cases the 6% and 7% of "no opinions" might well cast a deciding vote should this become a matter of public decision again. Perhaps the most significant figure compiled here is the impressively small number (3%) who indicate that they wish to see nothing done which costs money. Again there are many comments recorded in the schedule of questions indicating considerable interest; no new ideas were presented, however. (Good question in pilot city, and probably a similar question would be appropriate in most communities.)

A statistically significant difference appears between educational groups #A and #B

#A and #C, primarily because the respondents who reported less than grade school education are more attracted to city ownership and development than are the members of the next two educational strata, who are more favorably disposed to selling the property.

IV-E. Would you favor the creation of a recreational district?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	137	50	35
Group #1	8	5	
Group #2	13		2
Group #3	101	37	29
Group #4	15	8	4
Know councilmen - mayor	77	33	2
Don't know councilmen - mayor	60	17	20

Statistically significant variation between groups #1 and #2, primarily because of the greater tendency of the members of #2 to favor the idea. The generally heavy vote in favor of "yes" indicates an interest in the idea of a recreational district. The comments volunteered in response to this question are mostly negative, pointing to the value of private enterprise. The response here should also be related to preceding questions.

IV-F. Should the council actively pursue cooperation with the new junior college in Leadville for junior college services in Salida?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	180	13	29
Group #1	12	1	
Group #2	9	2	4
Group #3	137	7	18
Group #4	22	3	2
Know councilmen - mayor	97	9	9
Don't know councilmen - mayor	83	4	14

Statistically significant variation between: groups #2 and #1
 groups #2 and #3
 groups #2 and #4,
 primarily because of a heavy (27%) "no opinion" response from the members of #2.

It should also be pointed out that the question as worded here really comprises two questions, and it should have been separated.

There is the matter, for example, of the concern for the junior college services in Salida, and then there is the question about the role of the city council in procuring such services should they be desired. However, from this response and others throughout the survey, it seems obvious that the people of Salida are quite interested in some kind of junior college services. In fact, they are interested in anything that would enable the young people of the community to stay home at least a few more years.

IV-G. You are probably aware of the controversy over the selling of the land for the home for senior citizens? What do you you believe is the main reason for the legal action?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Total:	18	44	62	34	64
Group #1	3	5	2	3	
Group #2		7	3	3	2
Group #3	14	31	44	20	58
Group #4	1	1	13	8	4
Know councilmen - mayor	11	36	31	21	15
Don't know councilmen - mayor	7	8	21	13	39

- A. The men object to the project.
- B. They object to the location, but approve the project.
- C. They object to the way the project has been handled, but not to the project itself.
- D. None of the above, but: _____
- E. No opinion.

Statistically significant variation between: groups #4 and #1
 groups #4 and #2
 groups #4 and #3,
 primarily because the members of #4 are most attracted to option C.

This is undoubtedly a poor question in that it causes the respondents to attempt to assess the motives of some men whom they hardly know. It was included in the hopes that the responses here would indicate something of the opinions of the people regarding not only the suit which has been brought, but regarding the project itself. These opinions have undoubtedly been presented, largely by the high percentage of respondents who choose to say that they had either "no opinion" or that it was none of the three options provided but something else. The comments supplied were almost always indicative of some kind of personal resentment toward the objectors. However, there was one who stated an objection to channeling the proceeds into the general fund and another who said that the city had sold the land so that the old folks home couldn't be built. These two comments reveal two extremes of factual awareness.

IV-H. What do you think ought to be done?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>No Opinion</u>
Total:	75(33%)	27(12%)	56(27%)	6(3%)	28(12%)	30(13%)
Group #1	9(69%)	3(23%)			1(8%)	
Group #2	4	5	4		2	
Group #3	51(30%)	16(10%)	45(27%)	4(3%)	25(15%)	26(15%)
Group #4	11	3	7	2		4
Know councilmen - mayor	44	16	35	1	9	
Don't know council- men - mayor	30	11	21	5	19	

- A. Proceed as the council has planned and build the units, since I enthusiastically support those plans.
- B. Proceed as planned, since we're committed so deeply.
- C. Cancel present plans, seek another location.
- D. Cancel all plans for the buildings.
- E. None of these, but:_____.

Statistically significant variation between groups #1 and #3 because the members of #1 are more strongly grouped under the first two options which express approval for present plans. Any analysis of the responses here must consider the fact that, at the time the question was asked in August, no one knew that the matter would be a matter of voter decision on the November ballot.

When options A and B were combined (45%), and compared with the totals of options C, D and E (42%), the 13% who indicate "no opinion" might very well make the decision. Also, when considering #3 alone, since this is the random sampling of the population, and presumably a representation of the voter's opinion at the time, it is clear that the ratio is 40% in favor of proceeding with the plans as compared with 45% who suggest some kind of change, ranging from canceling the plans to changing the location. If all of these people might be expected to cast negative votes in the election unless their opinions are changed, this would indicate a very close contest for the proposal to be presented to the people.

Educational levels made no statistically significant difference.

IV-I. Probably no clear cut pattern of assigned responsibilities will be expressed here. The assumption is implied that the matters described in IV-I and J are important and ought to be taken care of by someone, but probably the people of Salida don't really know whom they should depend upon to do these things. In a sense, these two questions might be a directive in that they will suggest to the existing agencies who the people believe should assume the responsibilities described.

Who in Salida should you be able to depend upon to initiate local action to explore and decide on such matters as the following:

The type of industry, if any, to be sought after or permitted here and where such would be located?

	<u>Response *</u>
City Council	43
Chamber of Commerce	41
Planning Commission	26
Business Community	13
County Commissioners	9
Other	22
No Opinion	45

Combinations Suggested:

Chamber of Commerce in cooperation with others	16
The Planning Commission	13
The County Commissioners	9
The City Council	14

*(This is not the order in which the options were presented to the respondents.)

About all that this question really indicates is that there is no clear consensus as to who is responsible for this kind of activity.

IV-J. Who in Salida should you be able to depend upon to initiate local action to achieve the coordination of local governmental agencies (city, county, schools, special districts, etc.) and the long-range effects of their taxes?

	<u>Response</u>
City Council	50
Planning Commission	37
County Commissioners	14
Chamber of Commerce	8
Business Community	7
Other	25

Including: School board, combination of all, newspaper and radio to bring public pressure, the people (by vote).

The sense of who is responsible is a little clearer here, but why? (An important line of questioning.)

IV-K. This question was intended to set the imagination of the respondents free: asking them to describe what they would ideally like Salida to become without feeding any responses. This, then, might become another directive instruction for the leaders of the community. It might help the city to formulate goals to which the

united community can strive. It is recognized, of course, that the placing of this question in this position after the preceding discussions might have suggested some possible responses.

If you had your way, regardless of any known limitations, how would Salida be different ten years from today? (For yourself, for the children, for business, etc.)

<u>Concept Mentioned</u>	<u>Frequency</u>
More industry (small)	66
More recreation (for young and old, better parks)	38
More job opportunities for young	32
More and better business opportunities (stronger economy)	28
Education beyond high school	27
Growth (slow to as much as 20,000)	24
Better schools	19
Improvements to downtown and culture	16
New government (young blood and a change)	10
Miscellaneous:	
cleaner, wider streets	10
progressive and aggressive attitudes	8
better cooperation	6
senior citizens home	5
changes at pool	4
development of U.S. 50	3
city manager	2
mining	2
local dam	2
lower utilities	2
better police	2
improvement of hospital	2
different tax scale	2
(to encourage property improvement and to benefit those on fixed incomes)	
zoning and annexation	1

Two points seem abundantly clear: no clear consensus of desire exists, but the people of Salida do want to do something for the youth.

V. COMMUNICATIONS

Although the entire purpose of this project has to do with the exploration of matters of communications, it was discovered that this is a difficult thing to explore directly and, therefore, this section is relatively short. Most of the questions are indirect, but they seem to be the best available at the time.

V-A. This question is intended to be factual because it is, of course, illegal for a city council to make any "important binding decision in secret meetings." There is some possibility, however, that the respondent might interpret the statement to mean that the decision is made in a secret meeting and private discussions, and only formalized in the council sessions. This possibility casts some doubt on any conclusions about either the awareness of the facts or the opinions of the council implied by the tabulation here.

Do you believe the present city council ever made any important, binding decisions in secret meetings?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	38	131	53
Group #1		13	
Group #2	4	8	
Group #3	32	93	42
Group #4	2	17	8
Know councilmen - mayor	20	83	11
Don't know councilmen - mayor	18	48	33

Statistically significant variation between: groups #1 and #2
 groups #1 and #3
 groups #1 and #4,
 because of the unanimous denial of #1 to the allegation. Three respondents pointed specifically to the airport renovation project as an example of one decision which they say was approved so readily in the council chambers that the real decision had to have been made elsewhere.

V-B and C. A frequently mentioned subject in the open-ended interviews earlier in the summer was the possibility of a council-manager system of government for Salida. These questions are designed to explore the general attitude of the people toward this matter. The results here might actually serve as the basis of a kind of "bench mark" from which to examine future efforts at communicating with the people of Salida on a particular point. For example, the panel discussion of this question which was planned for Salida might have some measurable effect on the opinions of the people in this matter.

Some cities like Salida have changed to a council-manager form of government. Do you believe that taxes would go up if Salida hired a city manager?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	139	52	31
Group #1	7	5	1
Group #2	10	5	
Group #3	102	40	25
Group #4	20	2	5
Know councilmen - mayor	73	33	5
Don't know councilmen - mayor	66	19	15

Statistically significant variation between: groups #1 and #4
 groups #2 and #4
 because the out-of-city members of #4 tend to be much more attracted
 to the idea than were the members of either of the leadership groups.

V-C. What is your attitude toward a city manager form of government?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>No Opinion</u>
Total:	49	111	33	29
Group #1	5	6	2	
Group #2	1	8	5	1
Group #3	34	85	21	27
Group #4	9	12	5	1
Know councilmen - mayor	25	63	24	3
Don't know councilmen - mayor	24	48	9	19

- A. It's not for Salida
- B. You'd like to know more about it
- C. You're ready to change right now

Statistically significant variation: none.

It is possible that the position of this question, immediately following one which raises the problem of higher taxes associated with the city manager form of government, might very well have had some influence on the decisions reported here. The noncommittal responses do indicate, however, that such a change could be sold to the people if the right leaders wanted to do so and if they used effective leadership approaches.

V-D. Frequently during the open-ended interviews the implication was very strong that so long as nobody complains everything undoubtedly is satisfactory. This question is to explore the opinion of the people regarding the significance of the absence of complaints.

What should the mayor and council conclude when they hear no complaints?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>No Opinion</u>
Total:	88	57	40	21	16
Group #1	8	1		4	
Group #2	8	4	1	1	1
Group #3	65	43	33	11	15
Group #4	7	9	5	5	
Know councilmen - mayor	53	23	21	11	
Don't know councilmen - mayor	35	34	19	10	

- A. The people are satisfied.
- B. The people are not aware of what is happening.
- C. The people have given up on fighting city hall.
- D. Other

Statistically significant variation between: groups #1 and #3
 groups #1 and #4,
 because the members of #1 repeat their confidence in the meaning of
 silence, while the members of #3 and #4 lean more toward the belief
 that silence is caused by ignorance or despair. In all groups a
 significant number refused to accept any of the options provided. A
 frequently stated comment suggesting the meaning of no complaints is
 that the people don't really care, or that they are quite apathetic.
 One suggested that all certainly would not be happy if anything were
 being done.

Probably it would be impossible to conclude anything on the basis
 of the responses here except that there are differences of opinions
 about what the absence of complaints really means. And so there is
 some question about the validity of assuming that silence means
 contentment.

V-E. Probably there is a correct answer here, for no one being
 dissatisfied with the city water service should call the mayor first.
 Recognizing again the advantages of the informal relationships of the
 small community, it still seems that a well educated populous would
 consult through the city hall, the administrative heads who are paid
 full time to be responsible for the city services. It is assumed,
 however, that the responses here will indicate a general lack of aware-
 ness on the part of the people as to the best way to use the "chain of
 command" in communicating on these matters.

If you are dissatisfied about some city service, what do you
 usually do?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>	<u>No Opinion</u>
Total:	71	30	13	37	28	35	8
Group #1	4	4		1		4	
Group #2	3	5		3	2	1	1
Group #3	52	16	13	33	22	26	5
Group #4	12	5			4	4	2
Know councilmen - mayor	50	16	5	15	9	19	
Don't know councilmen - mayor	21	14	8	22	19	16	

- A. Call your councilman
- B. Call the mayor
- C. Wait until election day and vote against them
- D. Call city hall
- E. Complain to wife/husband and neighbors
- F. Other: _____.

As predicted the majority of the people indicate that when they have a complaint they will contact the policy-making members of the city government. Perhaps this is merely a reflection of the nature of the governmental structure in Salida which is built on a combination of policy and administrative functions, and perhaps this is the way the people want it. Eight of the respondents who indicated "none of the above" said that they would contact the administrative head responsible for the operation at fault. Most of those who commented, however, stated that they would contact both the councilmen and the mayor, and five, who incidentally were not members of the official family, said that they would take it to the next council meeting.

V-F. Did you ever try to contact the mayor or councilman?

	<u>Yes</u>	<u>No</u>	<u>No Response</u>
Total:	102	113	7
Group #1	12		1
Group #2	14	1	
Group #3	67	96	4
Group #4	9	16	2
Know councilmen - mayor	67	44	1
Don't know councilmen - mayor	33	69	

Statistically significant variation between: groups #1 and #3
 groups #1 and #4
 groups #2 and #3
 groups #2 and #4,

because, as is obvious, the members of #1 and #2 would respond "yes" to this question more frequently than would members of #3 and #4.

V-G. (If yes) How would you describe the response you got?

	<u>Very Satisfactory</u>	<u>Satisfactory</u>	<u>Unsatisfactory</u>	<u>No Opinion</u>
Total:	30	57	17	5
Group #1	6	6		1
Group #2	6	6	3	
Group #3	13	43	12	4
Group #4	5	2	2	18
Know councilmen - mayor	23	38	9	1
Don't know councilmen - mayor	7	19	8	3

Statistically significant variation between: groups #1 and #3
 groups #4 and #3,

because of the absence of any judgements of "unsatisfactory" from #1

and because of the heavy "No Opinion" response from #4.

V-H. One of the most frequently discussed matters during the open-ended interviews was the relationship between the city council and the Board of County Commissioners. While it was frequently mentioned that the administrative personnel of the city do in fact cooperate with the county commissioners, there seems to be very little direct communication between the city council and the commissioners, even though they are in some instances concerned with very similar problems. This, then, is to be a kind of directive question which might encourage the members of the two groups to discuss together problems of mutual interest. In a way this is another check on how much the people actually know about their government. Response A and B, though ostensibly judgements of fact, are not actually related to fact.

What is your opinion regarding the possibility of joint meetings between the city councilmen and the county commissioners?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>
Total:	3	15	3	87	71	43
Group #1		1	1	7	4	
Group #2			1	12		2
Group #3	3	13	1	53	58	39
Group #4		1		15	9	2
Know councilmen - mayor	1	5	2	61	35	10
Don't know councilmen - mayor	2	9	1	26	36	20

- A. They have too many now
- B. They have enough now
- C. They should never meet
- D. They should meet once or twice a year
- E. They should meet every month
- F. No opinion

Statistically significant variation between: groups #2 and #3
groups #2 and #4
because the responses of #2 tend to center under choice D, "once or twice a year," whereas the respondents in #3 and #4 tend to spread out more on the continuum.

As is explained above, it is doubtful that the 15 respondents who indicate choice B are really expressing approval of the status quo inasmuch as they apparently do not know what the status quo is. There seems to be a clear indication, however, that the people of Salida, including the official members of the city government, believe that the city council and the county commissioners should get together occasionally for a mutual discussion. The heavy response to F "No opinion" is accompanied by several comments, one of which states that the city council of Salida should not meet with the county commissioners

because Salida is not the only city in the county. But 23 say that the two groups should meet whenever matters warrant, which might be interpreted to be agreement with option D. The final tabulation, then, shows more than 150 who indicate that the groups should meet together as compared to 21 who say that they should not.

V-I. Another matter of fact is explored by this question, and question V-J is sort of a directive to the council indicating whether the people think the council should ever use city funds for this kind of direct report.

Has the city council ever paid for space in the newspaper or time on the radio to provide a "direct report" to the people of the city?

	<u>Yes</u>	<u>No</u>	<u>No Response</u>
Total:	93	45	84
Group #1	10	3	
Group #2	8	5	2
Group #3	71	26	70
Group #4	4	11	12
Know councilmen - mayor	63	22	30
Don't know councilmen - mayor	30	23	44

Statistically significant variation between: groups #1 and #3
 groups #1 and #4
 groups #2 and #4
 groups #3 and #4,

because of the heavy negative and "no opinion" response to this question from the representatives in #4 and an even stronger acknowledgement of ignorance from #3.

V-J. Should it?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	146	50	26
Group #1	7	4	2
Group #2	8	6	1
Group #3	113	34	20
Group #4	18	6	3
Know councilmen - mayor	77	31	6
Don't know councilmen - mayor	69	19	6

Statistically significant variation: none.

A clear consensus seems to be that the city should be willing to pay for the space and time required to communicate directly to the people.

Several qualified their "yes" by pointing out that they believe that the city should pay as well as everyone else does, and some specified they would approve paying for financial reports only, emphasizing that all other city communications should come under the category of news. Comments volunteered in support of negative responses argue that these matters should be presented as a service of the paper and the radio station, and one notes that he believes the city officials would be using city money to defend themselves if they pay for "direct communications" other than financial reports. All this suggests another area of needed exploration: what kinds of communications should the city pay for?

V-K. Have you ever believed you had information which the council should have considered in reaching some decision?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	49	161	12
Group #1	10	3	
Group #2	12	2	1
Group #3	24	133	10
Group #4	3	23	1
Know councilmen - mayor	38	75	
Don't know councilmen - mayor	11	86	

Statistically significant variation between: groups #1 and #3
 groups #1 and #4
 groups #2 and #3
 groups #2 and #4:

again it is not surprising that groups #1 and #2 should be significantly different from groups #3 and #4 in response to this question.

V-M. Was any effort made to secure that information either from you or from any other source?

	<u>Yes</u>	<u>No</u>	<u>No Response</u>
Total:	31	91	100
Group #1	10	3	
Group #2	7	4	4
Group #3	12	83	72
Group #4	2	1	24
Know councilmen - mayor	27	50	7
Don't know councilmen - mayor	4	41	8

Obviously, as worded, this question is meaningless. It should have been oriented only to those who indicated "yes" in the preceding questions, although it is clear that the responses indicate that it was not so interpreted. But as reported there is a significant statistical difference of

opinions between all of the groups except #1 and #2.

V-N. Did you make any effort to let someone know that you possessed this information?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	49	90	83
Group #1	13		
Group #2	10	1	4
Group #3	23	88	56
Group #4	3	1	23
Know councilmen - mayor	40	45	
Don't know councilmen - mayor	9	45	

The same comments regarding the responses to V-M are relevant here. (But with the needed revision, this could be made into a valuable line of questioning.)

V-O. The more one considers the matters of communications within a city, the more he becomes aware that communications is not a static thing, that communications has a tendency to change things and that basically the only reason that anyone wants to communicate very much would be to change things or at least to establish reasons why things should remain the same. Since a strong desire to keep Salida the same way that it has always been was expressed during the open-ended interviews, it seemed wise to explore as directly as possible the opinion of the people regarding communications. Is communications good or is it bad, especially if it is to have the effects that have just been described? One difficulty with the optional responses provided is that there is hardly any middle ground.

How would you complete this statement: Discussion and exchange of information and ideas which makes some people want to change Salida is:

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Total:	58	127	10	2	25
Group #1	4	7	2		
Group #2	8	5			2
Group #3	27	108	8	2	22
Group #4	19	7			1
Know councilmen - mayor	38	61	7		4
Don't know councilmen - mayor	20	66	3	2	7

- A. Obviously good
- B. Probably good
- C. Probably bad
- D. Obviously bad
- E. No opinion

Statistically significant variation between: groups #1 and #4
 groups #2 and #3
 groups #4 and #3,

because the responses offered by the members of #1 and #3 tend to include some negative reactions towards communications while there were none at all in the responses of #2 and #4. The conclusion becomes obviously clear, however, and that is that most of the people believe that discussion and exchange of ideas is at least "probably good," even if it does lead to a demand for change.

V-P. This question might provide some kind of pattern to confirm or to challenge the frequently expressed confidence in the existing news media as satisfactory avenues of communications.

To what extent do you depend on the following media for news reports?

	0-25%	30% to 50%	55% to 75%	80% to 100%
Salida Mountain Mail	62	53	8	21
Radio Station KVRH	89	32	5	9
Television (non-local)	102	29	11	2
Out-of-town dailies	115	24	3	2
Other: _____	143	2		

About all that can be concluded from this is that very few people depend on any single medium as a source of their news.

VI. FRINGE AREAS

VI-A. Among problems facing many communities like Salida is the tendency of the people to move their residences and even their businesses outside the city limits. It is quite obviously impossible to raise any kind of wise attack on this problem--if problem it is--unless one is aware of the reasons behind it. Several recent decisions of the Salida city council have been based partially on the assumption that the reason that people will move outside the city limits is to save money by escaping city property taxes. At the same time, evidence tends to deny that, all things considered, out-of-city residents actually save money, even though freed of city taxes. Whether this question in this survey will provide satisfactory answers to this matter remains to be seen. But it is certainly one that deserves serious consideration. Probably the responses made available will be unsatisfactory to many respondents, but they will be given a clear chance to indicate whether they believe the saving of city taxes is a primary motive.

*(Based on usable answers: those whose estimates totaled 100%)

What is the main reason why people move outside the city limits?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>
Total:	64	7	23	84	25	19
Group #1	3	1	2	7		
Group #2	12					3
Group #3	42	5	17	71	17	15
Group #4	7	1	4	6	8	1
Know councilmen - mayor	42	4	9	37	15	5
Don't know councilmen - mayor	22	3	14	47	10	9

- A. For pleasures of suburban living
- B. For status or prestige
- C. To be away from people
- D. To save on city taxes
- E. Other: _____.
- F. No opinion.

Statistically significant variation between: groups #1 and #2
 groups #3 and #2
 groups #4 and #2,

because those representatives in group #2 who stated an opinion are unanimous in saying A "people move outside the city limits for the pleasures of suburban living" and all the other groups are divided in their opinions. It is clear that a plurality of the total respondents believe, as was predicted, that the people move outside the city limits to save on city taxes. This is especially true of the members of group #1 and of the representatives in the random sampling of group #3. However, representatives in #2 categorically reject such an explanation, and the people who actually live outside the city limits (#4) offer all kinds of explanations but mainly they reject the options presented and give comments somewhat related to the advantages of suburban living for which they are willing to pay if necessary.

VI-B. One of the most persistent questions facing the council in recent times has pertained to the way the city's services should be extended beyond the municipal limits. Many of the problems and decisions that have to be faced relate in one way or another to this matter. This question is simply intended to collect some of the opinions of the people, to serve as a guide for community leaders.

What should be the city's policy toward extending services of water, sewer, police, fire protection, etc., to these areas?

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Total:	23	64	66	35	34
Group #1		3	5	4	1
Group #2	1	9	3		2
Group #3	18	36	53	31	29
Group #4	4	16	5		2
Know councilmen - mayor	9	40	41	18	3
Don't know councilmen - mayor	14	24	25	17	22

- A. No restrictions apply same standards as for city residents.
- B. Extend services readily, but charge a higher fee.
- C. Extend services for higher fees, but only when firm agreement for future annexation is given.
- D. Extend no services beyond the city limits.
- E. No opinion.

Statistically significant variation between: groups #1 and #2
 groups #1 and #4
 groups #3 and #2
 groups #3 and #4,

since the first three options presented here provide for an extension of the services beyond the city, any such response to this question would indicate a clear desire on the part of the citizens that their services not stop at the municipal boundaries. The four members of the official family and the 31 representatives from the random sample who indicate a belief that no city services should be extended under any circumstances create a significant difference of opinion between those two groups and #2 and #4, all of whose opinions expressed are distributed among the first three options. Most comments volunteered indicate a willingness to extend services, so long as such does not endanger the city's supplies or protection.

Education levels made no statistically significant difference. (Probably a relevant question to most communities.)

VI-C. Can you name any areas that you would like to see annexed to the city?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Total:	121	66	35
Group #1	12		1
Group #2	11	4	
Group #3	91	43	33
Group #4	7	19	1
Know councilmen - mayor	78	26	4
Don't know councilmen - mayor	43	40	18

Statistically significant variation between: groups #1 and #3
 groups #1 and #4
 groups #2 and #4
 groups #3 and #4,

primarily because 19 of the 27 members of #4, those people who live outside the city limits, indicate that they can think of no areas that they would like to see annexed to the city. Responses here might also tend to suggest that any attempt of annexation would meet with some difficulties since all annexation activities must achieve the approval of the residents and the property owners involved, and their preliminary reaction as reported here is apparently negative.

VI-D. (If yes) "On which side of town?"

	<u>Mentioned Alone</u>	<u>Mentioned With Others</u>
South (the developed areas south of U.S. 50)	32	41
East (the unannexed blocks north of U.S. 50)	8	27
West (the areas on the mesa, near the golf course)	38	45
North (the areas north and east of the river)	1	13
All four		16

(These last two groups of respondents might just have been trying to be cooperative.)

Two observations can be made:

- 1) no great excitement about annexation exists;
- 2) those who would like to see city expansion point mainly south and west.

However, the question was not always understood: one person wants to annex F Street, which runs through Salida's main business section.

VI-E. This is obviously a repetition of the same question that was raised much earlier in the interview. It is mentioned here again primarily to explore a simple hypothesis that the very process of discussing city matters and spending a few minutes directly concerned with the kinds of matters faced by city officials might very well bring to the awareness of the respondent names of persons that they were unable to produce earlier in the interview. This question also, of course, provides another indirect check on the satisfaction of the people regarding the way things are now being done.

General comments volunteered at the end of question session:

1. They should stop all people from Italy coming into Salida. New people from Italy find jobs earlier than old time residents. (An Italian lady.)
2. Traffic is a problem: I would like to see some one-way streets.
3. School problem: should have one more elementary school. Should also have a better meeting place, use of general purpose room is not adequate.
4. More public interest is needed: make council meetings more interesting by taking care of housekeeping chores at other times and being more willing to discuss controversial issues. We also need more competition for officers.
5. Councilmen and mayor shouldn't serve too long.
6. Water meters are needed.
7. Shouldn't put prices up for tourists. Do something about the welfare people, (age 25-34). Reroute trucks on 291. Move carnival to ball park.

INTERVIEWS WITH GENERAL PUBLIC OF SALIDA

GENERAL CONCLUSIONS

The value of such a sampling of opinions as that just presented is dependant largely on the number of useful generalizations about the pilot city that may be safely projected. It is one thing to have a collection of numbers in properly labeled columns and even some computer-produced analyses of these numbers. But they are of little worth until they can be put into some meaningful pattern, which might, in turn, serve as the basis for enlightened conduct. Undoubtedly other observers will see other implications than those which follow, but the few presented do seem to be justified by the responses to the questions and worthy of serious consideration.

- A. The people of Salida are generally satisfied with their community and with the following specific aspects of it:
(See questions II-G and L)

INTERVIEWS WITH GENERAL PUBLIC OF SALIDA

GENERAL CONCLUSIONS

1. The tangible services (water, sewer, protection, etc.) related to the city (As revealed by responses to questions II-H and K; III-I, J, N, L, and M.)
 2. The existing tax structure and ratio of expenditures: (III-P, Q, U, V, and W)
 3. The role which people with special interest play in municipal affairs. (III-X)
 4. The availability of information made possible by the openness of the operation of the city's business and the role played by the two major local news media as agencies of communications. (V-I, J, K, M, and N)
 5. The decision-making process as recently observed in Salida (III-R, Z, AA, and BB; V-B, C, F, and G)
- B. The people of Salida would like to see changes explored or made in these areas:
1. The extent of communication and/or cooperation between the various levels of government: city, special districts, county, and state. (III-G, IV-F; and V-H)
 2. The discussion of (and perhaps even written statement of) the principles which underlie the decisions made, with more attention to long-range plans. (III-A, B, D, D, and E; V-O) (Perhaps this is somewhat in conflict with A-5 above.)

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- A. The people of Salida are generally satisfied with their community and with the following specific aspects of it:
(See questions II-G and L)
 1. The tangible services (water, sewer, protection, etc.) rendered by the city. (As revealed by responses to questions II-H and K; III-I, J, K, L, and M.)
 2. The existing tax structure and ratio of expenditures: (III-P, Q, U, V, and W)
 3. The role which people with special interest play in municipal affairs. (III-X)
 4. The availability of information made possible by the openness of the operation of the city's business and the role played by the two major local news media as agencies of communications. (V-I, J, K, M, and N)
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 2. The discussion of (and perhaps even written statement of) the principles which underlie the decisions made, with more attention to long-range plans. (III-A, B, D, D, and E; V-O) (Perhaps this is somewhat in conflict with A-5 above.)

3. The physical facilities provided by the city for recreation, administration, etc. (IV-A, B, C, and D; IV-K)
 4. The possibility of something to keep the young people at home: more job opportunities, better recreational activities, some kind of educational possibilities beyond the high school. (II-N and O; IV-E and K)
- C. The people of Salida seem to have no clear understanding or consensus of the following matters:
1. The importance of annexation (its advantages and disadvantages and other relevant matters). (II-M; VI-A, B, C, and D)
 2. The identification of who in Salida is responsible for making decisions on some apparently important matters: (III-X; IV-E, I, and J)
 3. The most effective means of communicating information and opinions to (as opposed to getting the information from) the policy makers. (III-R, S, T, and Y; V-D, E, K, M, and N) (In this context, it is perhaps appropriate to point out that the very instruments used during the summer of 1967 in Salida provided a means of getting some directive opinions from the people to the city's leaders.)

But one of the most interesting observations made possible by the results of the study is produced by a comparison of the distribution of opinions as reported by members of the different publics. On the basis of the open-ended interviews earlier in the summer, a subjective feeling was produced that, even though many of the non-official leaders of the community were sometimes quite critical of the existing council and their methods, the two groups were basically in agreement about aims and aspirations for the community. (This is explored in more depth in Part II of this report.) Several explanations to this paradox suggest themselves, including: 1) the members of the two groups might well agree on the goals for Salida and know that they do, but disagree on means of attaining those goals; 2) the antagonism, where it exists, may be the result of factors unrelated to the city's business; 3) the members of the two groups may not be aware of their common ambitions for Salida. (There is also, of course, the possibility that the influential leaders chosen so informally for inclusion in group #2 is not truly representative of that strata of the community. Denying that the selection represents an accurate ratio of opinions from the "power structure" or "opinion makers" of the city, however, does not detract from the fact that the opinions expressed in the interviews do exist among the prominent citizens of the community.

It is to be further observed that the first explanation given above does not in any direct way constitute a problem of the kind of communications with which the pilot project was concerned. To the extent that each man and group of men knows and understands the opinions of the others, communications has been accomplished, regardless of disagreement. The ability to gain agreement by persuasion is a kind of communications, of course, but few societies and few governmental leaders desire or hope to eliminate all differences of opinion. In fact, the very idea of freedom of speech presupposes such differences. Good communications can be said to exist whenever open and informed discussion of the differences occurs.

The second explanation proposed above is also unrelated to communications, except inasmuch as closer contact among the combatants might smooth out the extracurricular differences or, more likely, make the participants aware of the nature of their differences and therefore more clearly in a position to respond appropriately.

But the third possible explanation clearly points to a matter of communications. And the results of the study tend to suggest that such might well be the case in Salida.

The statistical analysis of the questions reveal a very strong parallel between the opinions and judgements reported by the official family and those of the unelected leaders. The following tabulation brings together a summary of the statistical study, revealing in an abstract way the degree of agreement and disagreement between each pair of the publics identified. (The summary pertains to the 58 non-factual questions only.)

Groups compared:	Number of questions evoking statistically different responses:	Totals of statistical differences between each public and all others:	
#1 and #2	6	#1	50
#1 and #3	21	#2	50
#1 and #4	23	#3	63
#2 and #3	23	#4	63
#2 and #4	21		
#3 and #4	19		

(All four groups basically agreed in their responses to 19 of the questions.)

What this seems to indicate is that there is a very close parallel between the opinions of the officials of the municipality who comprise group #1 and those of their counterparts in #2. The spread of opinions reported by the two groups differs to statistically significant degrees in only six cases. By contrast, #1 differs significantly with #3, the representatives of the general population, in response to 21 questions. All the other areas of comparison are so close that it would be dangerous to try to draw any conclusions, but it seems quite clear that there are considerable differences between the opinions of groups #1 and #2 and those of the groups #3 and #4.

This difference was suspected by most of the community leaders and fairly accurately predicted by some, but the very fact that no one knew for sure how closely the groups' opinions related is evidence of incomplete communications. This is, of course, a very different kind of communications lapse than that between groups #1 and #2. If the values accepted by the community consider such disagreement between the leadership groups and the general population to be undesirable, it comprises a problem that would have to be attacked quite differently than would the problem (again, if it is so conceived) between the leadership groups themselves. One seems to call initially for more factual information, the other for mutual explorations of interpretations of reality and of value systems underlying proposed policies.

Perhaps it is also revealing to note just which questions evoked the disagreement between groups #1 and #2:

III-K. How do you rate the parks and recreation services provided by the city?

IV-B. Should Salida consider building a municipal complex to include housing for a museum, a recreation center, and all the activities currently located in the city hall?

IV-F. Would you favor the creation of a recreational district?

V-A. Do you believe that the present city council ever made any important, binding decisions in secret meetings?

VI-A. What is the main reason why people move outside the city limits?

VI-B. What should be the city's policy toward extending services of water, sewer, police, fire protection, etc., to these areas?

The disagreement on III-K seems to be, at one level, an indication of a different goal or standard of judgement. (The members of #2 seem to hold up higher aspirations than do those of #1.), while all the rest are, at least distantly, indications of disagreement over methods of attainment. Probably no one who is aware of the recent history of Salida will be surprised to read of the disagreement over these matters; what is more significant are the large areas of reported agreement.

Despite some problems, including those consciously pointed out in the item-by-item analysis, the survey seems to have revealed quite a bit about the status of communications within the pilot municipality. And more directly to the point of the project, it has revealed several areas of exploration and many questions that promise beneficial results, should the principles learned in Salida be projected and adapted to other similar cities.

Methods of communications have been mentioned only lightly. So far, the project has been primarily concerned with deriving a means for determining whether there is any need to change existing practices. Should any of the leaders in Salida be convinced of any such need, the information contained in this report can serve as a starting point for new efforts, inasmuch as it identifies opinions held in August, 1967, and further enables an abstract identification of the sociological characteristics of the people who report the opinions.

PART IV

PROPOSALS FOR FURTHER EXPLORATION

If any further work is to be undertaken to carry forward the findings of this pilot project, it might pursue some of the following suggestions.

First of all, ways should be found to involve the people of the community more directly in the planning. A check of newspaper records and of council minutes can certainly aid in the discovery of the issues important to a community, but this may not be the quickest nor most profitable way. Secondly, the private tape-recorded interviews have proved themselves to be effective means of determining the areas of conflict and of insufficient communications, but this process has two major difficulties: It is exceedingly costly and time consuming, especially when evaluated in terms of results produced. The experience in Salida would suggest that, instead of the three weeks and more than thirty interviews, one or two days and about six carefully chosen interviews could produce enough insights to identify most matters of distinctly local interest. All who read the transcripts of the interviews agree that, after a time, the answers become repetitive, and the value of additional interviews reaches a point of diminishing returns.

PART IV

PROPOSALS FOR FURTHER EXPLORATION

Further, the most important disadvantage with the private interviews is that the results are not persuasive. No project by outsiders should attempt to do this, but if it is to produce any really valuable findings, they must be derived through procedures whose validity is indisputable. While the confidential nature of the conversations may evoke some candid comments which would be otherwise unobtainable, they are always subject to attack by those who might deny that anyone really said what is reported or that the outside interviewer just didn't understand what was meant or that the summaries are distortions of what was really said.

Without abandoning the private interviews, any further study of communications within municipalities should probably explore the possibility of other means of assessing the local community's awareness of its own problems. One technique which could be tried would be to arrange a round table discussion involving invited citizens who have been carefully selected to include representatives of all possible points of view and attitudes toward the way municipal matters have been handled in that city. Certainly the group should include some suburban residents, both men and women, young and old. The private conversations discussed above could easily reveal who those participants should be. In fact, the official leaders, if they sincerely desire improved communications with all factions, could name their most outspoken critics, and they should be invited to the table. The focus of the session would be on the identification of those areas most in need of additional communications. In effect, the discussants would be helping to develop the schedule of questions to be taken to the general population later.

PART IV

PROPOSALS FOR FURTHER EXPLORATION

If any further work is to be undertaken to carry forward the findings of this pilot project, it might pursue some of the following suggestions.

First of all, ways should be found to involve the people of the community more directly in the planning. A check of newspaper records and of council minutes can certainly aid in the discovery of the issues important to a community, but this may not be the quickest nor most profitable way. Secondly, the private tape-recorded interviews have proved themselves to be effective means of determining the areas of conflict and of insufficient communications, but this process has two major difficulties: It is exceedingly costly and time consuming, especially when evaluated in terms of results produced. The experience in Salida would suggest that, instead of the three weeks and more than thirty interviews, one or two days and about six carefully chosen interviews could produce enough insights to identify most matters of distinctly local interest. All who read the tapescripts of the interviews agree that, after a time, the comments become repetitions, and the value of additional interviews reaches a point of diminishing returns.

Further, the most important disadvantage with the private interviews is that the results are not persuasive. No project by outsiders should attempt to tell the people of a city what to do, but if it is to produce any really valuable findings, they must be derived through procedures whose validity is indisputable. While the confidential nature of the conversations may evoke some candid comments which would be otherwise unobtainable, they are always subject to attack by those who might deny that anyone really said what is reported or that the outside interviewer just didn't understand what was meant or that the summaries are distortions of what was really said.

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There are three obvious advantages to such an approach. First, it is a more open acknowledgement that the people can recognize their own problems and interests than was granted the people of Salida. Second, it is a means of inspiring among these people a greater interest in the results of the survey because they have been directly involved in its preparation. And finally, the very process of bringing together representatives of different viewpoints for such a discussion under the leadership of an outside "authority" is, in itself, an effective means of communications within that community.

The practicability of several possible variations could also be checked. For example, would there be any value in more than one session, with one in the afternoon primarily for the women, and another for the men that evening? Or what would be the effect of distributing in advance a list of possible questions from which the group could select and adapt those most relevant to their city?

But the experiences in Salida provide many guiding principles, including the importance of the ready cooperation of the official family and of continued publicity through all available news media. At the same time, no one should expect these forces alone to attract enough of the right people to such a meeting. Even small towns have enough activities that the key people do not have to go around looking for a meeting to attend. The project director must personally contact and invite those people he wishes to attend, both directly and by mail. And finally, it seems important that the project director must retain the authority to prepare the final wording of the questions and optional answers to be provided; otherwise, the meeting could disintegrate into a malicious warfare over who can prepare the most heavily loaded questions.

Another area of exploration should be concerned with the use of local interviewers. Perhaps the rapidly growing literature on polling techniques could provide partial answers here. The coordinator of the pilot project was of the opinion that conducting the survey with pollsters who were acquainted and involved with the situation and the people might introduce undesirable biases in the results. If this is true, then the original ambition of producing an instrument for self evaluation similar to that used by the North Central Association of Colleges and Secondary Schools (?) would not be possible. Perhaps well trained local interviewers, either hired from general sources or recruited from some service organization could, in fact, produce valid information. This possibility should be explored, for if it is possible, that community would have automatically a corps of citizens directly dedicated to the implementation of their findings. They would be involved!

Still another area of exploration in polling techniques is the possibility of soliciting written responses to the questions. This technique was used very briefly in Salida with apparently successful results. It could be accomplished much more quickly and cheaply than can the personal interview types of survey. The procedure might involve having a trained representative contact the individual members of the random sample, explain the operation, secure an assurance of cooperation, and make an appointment to pick up the completed form. This would involve

the possibility of facetious responses, but then so does the face to face interview. And it would demand more than one call back to those places where the promises were not kept on time, and there would be some who could not or would not participate after reading or trying to read the questions. In short, the participation in such a survey may not be so truly random as with the personal interviews, but it would have certain advantages, too. Aside from being quicker and cheaper, it might also produce in some cases more carefully thought out responses than are possible when a stranger is hurriedly flashing questions that have to be answered right at the moment.

If polling authorities have not already worked out satisfactory answers to the questions raised above, it might be quite appropriate to conduct double surveys in some cities, polling one randomly selected list of participants according to one technique and a second list by another technique and comparing results secured.

Clearly, if the possibilities described here prove successful, the project would be much closer to the development of a self evaluation instrument for use by the leaders of an individual community with a minimum of outside assistance. One other problem would be the development of a set of questions that could be generally applicable and profitable. Probably such a list could be prepared to explore most of the matters which could be shown to be concerned with all communities of the size under consideration. But maximum relevance would almost certainly demand some questions prepared specifically for each community. This hypothesis, too, could be explored.

In any case, there would be enough questions used in all the cities that eventually a compilation of all responses from all cities could become a standard of sorts by which the leaders of an individual city could rate their performance in communications. There is, of course, danger in unjudiciously comparing oneself with himself or even with his neighbors, but some insights into local situations should certainly be produced.

All this points to still another area of further exploration. As is frequently mentioned in earlier parts of this report, the Salida Pilot project collected much more data than has been fully analyzed. Even while similar surveys are being conducted in other cities, valuable investigations could be made with the computer, working with the data already gathered in Salida and seeking other areas of analysis which can produce useful conclusions.

The following is a suggested schedule by which a diligent worker could possibly explore the questions of techniques described above while conducting studies in as many as five or six or perhaps even more cities during the course of a summer.

First two weeks: Conduct personal interviews with approximately six key persons in three cities (for example, the mayor, a councilman, and an appointed municipal official, and a banker, a realtor, and a retail merchant) and make arrangements for and conduct the question-finding sessions described above.

Third week: Prepare the schedules of questions to be used in each community, taking care to gather together, when possible, those questions of general application to facilitate common printing. Keep local news media informed at all times.

Fourth week: While question forms are being printed, select and train interviewers to be used, especially team supervisors, and start the cycle of personal contacts in one or two other cities.

Fifth week: Conduct surveys in as many communities as possible, depending on the number of qualified interviewers available and the extent to which local persons and written responses are used. (Probably it will take at least one week for each five- or six-man team in each community.) Conduct personal contacts in one or two other cities.

Sixth week: Complete surveys if necessary and data processing if possible. Prepare for printing new schedules of questions. Start analyzing results for interpretative reports back to first three communities.

Eight week: Conduct surveys in last three communities if possible. Prepare for printing the results derived from the first three cities.

Ninth through twelfth weeks: Complete aspects of the projects which were started in previous weeks and evaluate the different techniques tried. Report results to all cities.

This schedule may prove to be too ambitious for one man, but certainly a few qualified assistants could assure even greater accomplishments than described here. Again the experiences in Salida indicate that, regardless of the profundity of the information produced, the municipal communications within the communities will be improved simply by the fact that someone has been in the area raising questions and focusing local attention on the city operations and on the relative success of the exchange of facts and opinions.

If nothing but this catalytic effect is produced, the effort should still be justified by the results. But certainly if the interviewers ask the right questions and gives able assistance in the correct interpretation of the responses, the combined results from five to seven cities should begin to lead to some acceptable generalizations about the status of and effects of communications in small communities. From that point, one might begin to make generalized suggestions about what ought to be done to help preserve and expand the worthy aspects of the small city.

APPENDIX A

CONCLUSIONS FROM ANALYSIS OF WRITTEN RECORDS IN SALIDA

By ARTHUR SEARS, ASSISTANT PROFESSOR OF
POLITICAL SCIENCE

The purpose of this project of examining the nature and the degree of communications within municipalities must be to determine whether the community represented by the municipal organization is capable of developing purposes and objectives for itself, as determined by its interests as its people see them to be. The question then becomes whether the community's elected leaders are capable of mobilizing and giving direction to the efforts of the community toward achievement of the established objectives. The change in the pre-existing economic base and demographic composition that has occurred in most of Colorado's smaller communities and their towns, in the period since World War II, has provided a great challenge to the leaders of those communities to find new purpose, to establish for themselves new objectives, and to organize the resources of their communities--human and economic.

In providing the leadership and stimulating the public conversation through which new community will and purpose can be developed, a community's leaders must indeed concern themselves with "communications within their municipalities". But in this connection, two things must be remembered: 1) that the flow of communications between the leadership and citizenry must be in both directions so as to provide for a "public conversation", and 2) the subject of the communications is the substance of the community's politics - its policies that it develops about itself - just as "the leadership" involved is comprised of the community's political leaders.

Thus an implicit part of examining communications within municipalities must be an identification and review of those interests and relationships which constitute the substance of local politics, as well as the degree to which such communications contribute toward the maintenance and/or revision or restructuring of a political consensus within the community.

So a very important part of this identification of interests and relationships that constitute the substance of local politics must be the already existent written record which may include morgue files of local newspapers, the minutes of city council, the minutes of the local school board or school boards, the minutes of the county commissioners, the file of city ordinances of the municipalities, and possibly the minutes of the board meetings of any special districts which might exist.

One of the principal problems which must first be determined is the actual extent of the community: the question of whether the actual community is co-extensive with the municipality, or possibly extends beyond the limits of the municipality. In addition, there should be identified the divisions of local political interests, within the body

politic for the municipality and the community, involving possible areas of interest that extend across political boundary lines. For example, some interests might be identified with a special district (to include a school district) or with the county as a whole, certainly extending beyond the boundaries of the municipality.

Every division of interests creates obstacles to the development or maintenance by the community leaders of communications regarding common city and/or community problems. In reviewing the various sets of minutes and files of newspaper morgues, etc., attention should be given to those matters which may identify conflict of interests between the different political organizations and the approach to these problems by the different organizations which represent, or which come to constitute, the substance of the conflict. From such a review the researcher can expect to identify many of the current topics of community political interest, along with their backgrounds, which will contribute toward his own understanding and evaluation of them and of their instant community significance.

Also, from a review of these records the researcher may be able-- or should be able--to determine the nature of the relationship between the municipal leaders and the citizenry of the community. Do the leaders actually have the confidence of the citizenry of the community? To what extent is there interaction between members of the council, let us say, and members and groups within the community who are sufficiently interested and willing to speak before the council in relation to their particular interests or the general community interest as they see it? Further, he should be able to determine what the normal pattern of operation for the council is. Do they normally discuss and debate public issues publicly at council meetings, or do they seem simply to formalize decisions apparently reached outside the formal council meetings by a rather short summary, proposal of motion, second, and passage with little further comment regarding it being reflected in the record? Or does the council seem to act in response to particular interests, which they seem either to favor or to penalize?

Is it possible, through a review of the record, to develop and identify a pattern of such favor or penalization? Is the community rife with factions and cliques with special or particular interests which they seek to pursue at the expense of the community as a whole? And is the city council indentified with a pursuit or a promotion of such interests? This may be indicated, in part, to, by studying the annual appropriations of funds, the budgets for the city; the manner in which taxes are levied and assessed for the purpose of providing funds to maintain the city administration; the manner in which city services are extended to individuals and/or groups, on what basis, in terms of what considerations; how franchise ordnances are enacted.

To what degree has the city council in the past and to what degree does it at the present concern itself with planning the city's development and growth and programming the operation of its administration? To what extent, as reflected by the written record, do the city's officials,

especially its city council and mayor, seek to advise the citizenry of the actual problems of the city? To what extent do they seek to stimulate public conversation and debate for the purpose of being able to identify major interests (particularly new interests) which it should be their obligation to serve, to protect, or to promote?

In this latter connection it should be remembered that in this period of drastic change, if not near crisis, to many communities as a result of the radical alteration of their economic base and consequently of their demographic structure that has occurred in this period since World War II, it has been reasonably common for a substantial percentage, if not indeed a majority, of the natural elite of these communities to have been attracted away from them to better opportunities elsewhere. It may be exceedingly difficult then for many medium and small communities in this state to find even genuinely competent--much less dynamic--elite for the assumption of leadership positions and responsibilities within them.

In reviewing the written record in relation to Salida, it is relatively easy to identify the principal interests which in the recent past and at the present do continue to constitute the substance of community politics. There appears to be a pattern of willingness on the part of members of the council to handle these problems openly, with public discussions of them at council meetings. But there seems also to be a pattern of public apathy in relation to them, which could be interpreted to mean that the council has not thus far done a particularly good job of stimulating a response to these problems from the community itself.

It appears that one of the major problems of the municipality is that the community has developed beyond the boundary lines of the municipality, and that those persons have developed an urban type of community outside these city boundary lines which, for the most part, they do not wish annexed to the city. So the city is unable to attract or retain through attraction, its own extension, and the municipal leaders have lost the capacity to influence or substantially control the elements of the community outside its boundaries. Those elements do now constitute a very significant and somewhat disruptive influence on the affairs within the city and a distinct handicap for the city's political leaders. Otherwise, other local intergovernmental relationships appear to be, so far as can be determined from the written record, at least reasonably good, with the exception of those existing between the city council and the county commissioners of Chaffee County.

There is a pattern developing in the political affairs of the municipality of Salida which involves a definite attempt to restructure, at least in part, its economic base and give the city new direction and purpose. This comes with the creation of a new city housing development for certain types of retired personnel which the city leaders hope to attract to their community through these facilities. And though there is no master plan for the development of their city and apparently no specific new purpose and direction for growth and development, the leaders have at least engaged an outside planning firm which they

apparently hope can give direction to them. There is a pattern of desire for purpose, objective, and direction, though there seems to be some difficulty in finding means to satisfy the desire.

There is also a pattern of changing basic ordinances regulating zoning, building, plumbing, and wiring codes, etc. This is, however, for the purpose of satisfying what has become standard requirements necessary to gain federal financing of major housing projects, etc., rather than a response to the promotion or penalization of any other particular interests by either the city council or any faction within the municipality to which they might be responsive.

From the record it seems clear that there is only one major problem at the present time aside from the home for the aged, and that involves the municipal swimming pool and some of the land immediately adjacent to it which the city desires to sell for the development of the housing project. In August it was clear that many within the municipality did not approve of the utilization of this particular land for this purpose partly because it would have to be taken away from public recreational use in order to be diverted to the purpose of a housing development. Also, in the 1965 referendum, the citizenry of the municipality ruled against disposing of the municipal hot springs swimming pool to a private developer who would assume responsibility for its operation, etc. The outcome of the vote indicated clearly that the people of the city desired the city council to continue to maintain its responsibility for operating this facility for the benefit of the community.

It is equally clear from the minutes of the council meetings that the city council did not agree with its constituents, and in fact wanted no part of this facility as a continuing municipal operation. They apparently felt it would require more funds to reconstruct and maintain the facility than they were willing to spend from municipal resources and they disliked being burdened with it in its present condition. This very obviously is a matter which is not as yet by any means resolved. But, unfortunately, it also appears to be a matter in relation to which the community has achieved an impasse and the conflict in relation to this matter can adversely affect the ability of the city leaders to lead the community in other areas.

The review of the written record provides indicators to those matters that constitute the substance of the city's and the community's politics, and in turn, the subjects for meaningful communication between the city's political leaders and the members of the community, that eventually will require measurement and analysis.

The written record reflects an occasional error or administrative oversight, but no obvious dereliction of any magnitude. It does, however, seem to have reflected in it the interests and problems of the community and the manner in which the community and its leaders have sought to cope with them thus far. It also measures the degree to which they have thus far succeeded. To the credit of the city's leaders, they have gone out of their way to assure that the record would be open for review.

APPENDIX B

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COMPILED BY

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An attempt was made to find other projects of a similar or related nature that had been completed elsewhere. This research was not rewarded, but there was a substantial number of publications and documents which were discovered to be of related significance to this project, listed below:

A Commission Report, "Alternative Approaches to Governmental Reorganization in Metropolitan Areas" (A-11), Advisory Commission on Intergovernmental Relations, Washington, D. C., June, 1962. A monograph concerning itself with reasons for reorganization of local government, criteria for appraising different approaches to reorganization of local government in metropolitan areas, analysis to alternative approaches to reorganization of local government and concluding observations.

A Commission Report, "Industrial Development Bond Financing," (A-18) The Advisory Commission on Intergovernmental Relations, Washington, D. C., June 1963. This report is concerned with findings and recommendations after which we find introduction and scope for state action followed by scope for federal action. Part (2) is devoted to the historical development and general background involving the nature of local industrial development bonds, the use of local industrial development bonds, state aid in financing industrial development, citations to the constitutional and statutory provisions authorizing industrial development financing, inventory of leading court cases, source of data on the volume of local government industrial bonds issued.

A Commission Report, "Intergovernmental Cooperation in Tax Administration," (A-7) Advisory Commission on Intergovernmental Relations, Washington, D. C., June 1961. This report is concerned with a need for intergovernmental cooperation, the background thereof, benefits from the exchange program and obstacles to administrative cooperation, followed by identification of the essential steps to effecting such. These include statutory authority, preparation of an inventory, training of personnel, special projects, and more remote steps. Included as an appendix is the Internal Revenue Code provisions and regulations governing the disclosure of returns and related documents to states.

A Commission Report, "Intergovernmental Responsibilities for Water Supply and Sewage Disposal in Metropolitan Areas" (A-13) Advisory Commission on Intergovernmental Relations, Washington, D. C., October 1962. After outlining the scope of the report, it continues with the setting of the urban water problem, patterns and problems at the local level, metropolitan approaches to the water problem, the states and urban water, the role of the federal government, and concluding with recommendations.

A Commission Report, "Local Nonproperty Taxes and the Coordinating Role of the State" (A-9) Advisory Commission on Intergovernmental Relations, Washington, D. C., September 1961. This report is introduced with a statement of the problem, followed by conclusions and recommended guide lines. Next, it treats local government expenditures, reviews the sources of local financing, the local nonproperty taxes, the coordinating role of the state, and concludes with a summary of findings and statistical and biographical notes. There is excellent demonstration of points made throughout the course of the report by a very substantial and extensive set of tables with an additional number of appropriate tables demonstrating such things as local government direct general expenditure by state, state governmental expenditure by state, locally collected general revenue by state, local government tax revenue by state, tax collections of the state government by states in 1960, non-property tax revenue by local governments by states and concluding with a graph demonstrating state and local government finances for the years 1938 through 1960.

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Handbook for Mayors and Councilmen in Second Class Cities, Mayor Council (Mayor-Council Form). The Colorado Municipal League, Boulder, Colorado, 1960. The handbook, following introduction, provides a description of the city's governing body, including the positions of mayor, councilmen, the functions and responsibilities of the mayor and the council, the powers and responsibilities of the governing body, the problems involved in carrying out the governing body's job, its obligations, etc., followed by a list of certain selected reference materials and a series of appendixes providing model ordinances, model forms and ending with an index to the contents.

Hawkins, Brett W., "Public Opinion and Metropolitan Reorganization in Nashville," The Journal of Politics (Vol. 28, 1966), 410-418. A study providing a focus on voter attitudes toward metropolitan reorganization, with the purpose of the author being to contribute to an understanding of the conditions under which major reorganizations are probable and the conditions under which they are improbable. The study is developed on the basis of material gained from 181 questionnaires, from actual vote counts of municipal elections and an analysis of voter responses, in terms of education, income level, etc.

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Hennessy, Bernard D., Public Opinion, Wadsworth Publishing Co., Inc., Belmont, California, 1965. The author concerns himself with the subject matter involving, first, measurement, then public opinion and democracy, the environment of opinion, the dynamics of public opinion, and concludes with the dynamics of the public opinion-policy process.

Nolting, Orin F., Ex. Dir., Program Development and Administration, The International City Managers' Association, Chicago, Ill., 1965. A report prepared by the International City Managers' Association for the purpose of providing guide lines and specific examples for city managers and other urban administrators to help them do a better job in their continuing responsibility for the provision of essential services by being better able to do a better job of planning for the provisions of such services and checking to assure that the jobs are done right. Specific topics treated in the report are the program process and its basic characteristics, participants in the program process, initiation of programs, program formulation, program implementation, program review, after which there are four appendixes providing models of program development in connection with with multi-agency sewage system, refuse removal, etc. It is concluded with a selective bibliography.

Nuisance Control in Colorado Municipalities, Colorado Municipal League, Boulder, Colorado, 1966. This is a handbook developed for the use of municipal administrators and councilmen outlining the nuisance authority, jurisdictional aspects, court decisions and municipal abatement.

Press, Charles, Main Street Politics, Policy-Making at the Local Level, Michigan State University, East Lansing, Michigan, 1962. This publication is a survey of the periodical literature since 1950. It is divided into sections on community power, major actors, power logic and study and application.

Robinson, Edward J., Communication and Public Relations, Charles E. Merrill Books, Inc., Columbus, Ohio, 1966. In part one, the author treats "Public Relations: a Point of View", and in part two he takes up "Public Relations: a Theoretical Analysis", and in part three he deals with "Social and Behavioral Science Research Methods and Their Relationship to Public Relations".

Rosenberg, Morris, "Some Dominants of Political Apathy," Public Opinion Quarterly, 18 (Winter 1954) 349-366. A study based on interviews of 70 residents of Ithaca, New York, as a non-random sample, to determine reasons for apathy. Those reasons found were: threatening consequences from individual activity; futility of political activity; and absence of spurs to action.

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Martin, Gayle T., City Manager, Manhattan Beach, Inter-Municipal Cooperation and Possibilities, City Managers' Dept. Annual Conference, League of California Cities, Los Angeles, Oct. 24, 1960. The paper in which there was reviewed the permissive legislation existing permitting cooperation between the cities in California, a review of the extent and nature of existing inter-municipal cooperation agreements within the state and an outline of some of the possible additional areas of municipal or inter-municipal cooperation, and finally a suggested course of action which the communities might pursue to establish more effectively inter-municipal cooperation.

McLean, Mary, Local Planning Administration, 3rd Ed., The International Managers' Association, Chicago, Ill., 1959. This is a complete and separate training manual of local planning administration published for the Institute for Training a Municipal Administration by the International Managers' Association. It concerns itself in detail with the coverage of the total scope of municipal and local planning, treating first scope and methods of city planning; then the legislative basis for planning; the organization and administration of local planning agencies; basic planning studies; the planning of residential, commercial and industrial areas; urban renewal; transportation planning; public utilities and related service facilities; recreation and open spaces; public buildings and city appearance; zoning; and sub-division regulations; and long-range financial planning; with appendixes to the text including various models of enabling acts and model regulations essential to the structuring of city planning and zoning organization.

MacRavey, Richard D., Dir., A Manual of Colorado Municipal Zoning and Practice, Colorado Municipal League, Boulder, Colorado, 1966. Following an introduction dealing with definition, history and planning for zoning as well as authority to zone, there is included in part one a treatment of zoning procedure, in part two, a review of zoning law and practice, concluding with a brief treatment of the power to abate nuisances, the initiative and referendum, and federal and state assistance in planning and zoning. Appendix A consists of an extract from the Colorado State Code zoning statutes, and Appendix B, an extract of the statutes for the establishment of a planning commission.

Meehan, Eugene J., The Theory and Method of Political Analysis, The Dorsey Press, Homewood, Ill., 1965. This publication is concerned with the science and method and subject matter of political analysis, with types, theory and epistemology followed by the method technique, and the values peculiar to political analysis and finally with conclusions regarding them.

Miller, Paul A., "The Process of Decision-Making Within the Context of Community Organization," Rural Sociology, 17 (June 1952) 153-161. A study of how a number of small communities attained three major health goals: a hospital, health department, and consumer sponsored prepayment plans for medical care. The data came from questionnaires from 218 officials in a number of communities, plus case studies in selected areas. The decision making process was assumed to have three phases within the community context: making a decision, legitimation and execution.

Urban Extension, A Report on Experimental Programs Assisted by the Ford Foundation, The Ford Foundation, New York, Oct. 1966. The report is concerned with a series of projects that the Ford Foundation developed to try and encourage federal sponsorship and development of urban extension programs similar to the rural extension program that has been in existence for a century in relation to the land grant colleges providing for a county agent, a Home Economics agent and a 4-H agent to work with the people in each county. The Ford Foundation program is outlined, results are summarized and certain policy questions of a very interesting and provocative character are posed.

Utility Franchise Handbook, Colorado Municipal League, Boulder, Colorado, 1962. The handbook provides a statement of the problem relating to Colorado utilities, the legal aspects, a description of the public utilities commission, its function and operation, pointers on negotiation, comments on a number of suggested franchises, involving telephone, gas, electricity, comments on the franchise tax, tax ordinance, occupation tax methods, rate of taxation and a suggested tax ordinance.

Wages, Salaries, and Fringe Benefits in Colorado Cities and Towns, Colorado Municipal League, Boulder, Colorado, 1967. A report providing information regarding the wages, salaries and fringe benefits provided by cities and towns in the state of Colorado; in cities over 5,200 population; in municipalities of 1,000 to 5,199; and in towns of a population of less than 1,000.

Yntema, Theodore O., Chairman, Research and Policy Committee, et., al., Modernizing Local Government, Committee for Economic Development, New York, July 1966. This is a policy statement prepared by CED's Committee for Improvement of Management in Government, presenting, first, introduction and recommendations, then dealing with the "diversity of structure and arrested adaptation", then "creating a rational pattern of local self government", and the problems of "organizing, staffing and financing local governments", followed by the "steps toward effective local self-government" and concluding with "memoranda of comments, reservation or dissent".

APPENDIX C

SCHEDULE OF QUESTIONS
FOR INTERVIEWS WITH THE PEOPLE OF SALIDA, COLORADO
August 21-25, 1967

The following questions were not included in the schedule of questions used in the Salida project for various reasons, perhaps because they were not thought of soon enough. They are included in this report as a part of the record because some of them might well be adapted for a future project and some undoubtedly should have been used in Salida in place of some that were used.

They are divided here into the same eight categories that were used in the adopted schedule: Classificatory, Factual Matters, Judgement of Services, Opinion of Council, Image of Salida and Area, Directive, Concept of Government, and Communications. These seem to give a complete analysis of the matters of concern to the project.

Classificatory

1. Where were you born?
2. Do you (or does the man of the house) work within the city limits?
3. How many persons are included in your household?
4. Religious preference?
5. Does the Salida Mountain Mail come regularly to your home?
6. Is there a radio available in your home?
7. If you had to classify your role in the community of Salida, would you consider yourself:
 - a. an advisor
 - b. a talker
 - c. a listener
 - d. a worker
 - e. a non-participant
8. Do you know how the councilman from your precinct voted on some recent controversial matter?

Factual Matters

1. Are any open sewers dumped into the Arkansas River from within the city?
2. What is the status of firemen's pension fund?
3. Does Salida have a planning commission?
4. What is the basis on which fire protection is extended beyond the city limits? Water services? Police protection?
5. When is the best time of the year to contact your city council with requests for financial assistance for some project?
6. What is the current city indebtedness? Would you be more conservative or more liberal?
7. What is the present property tax levied for city purposes?
8. Were you aware that the city has preliminary architectural plans on file for a municipal complex (city hall, fire station, auditorium, museum, etc.)?
9. What is the percentage of Salida residents whose ages are greater than 65?
10. What is the percentage of Salida residents who identify themselves with the Spanish-American community?

Factual Matters (Continued)

11. Does the council ever hold special meetings? If so, how are they announced to the people?
12. Where is the legal southern boundary of the city of Salida?

Judgement of Services

1. How satisfactory is library service, civil defense planning, ambulance service, mental health service, public defender service?
2. What other services should be offered by the city?
3. What changes would you like to see made in each of the services offered by the city?
4. How satisfactory are the franchised services (electricity, telephone, CATV, gas, etc.)?
5. Should the city consider floridation of public waters?
6. Under what circumstances would you willingly accept an increase in water rates?
7. Have you any complaints about the streets?
 - a. Sufficiency of repairs
 - b. Parking
 - c. Drainage
 - d. Snow removal
 - e. Cleaning
 - f. Others: _____
8. Does officer moonlighting and other off-duty activities adversely affect performance of assigned duties?
9. Have you heard any complaints of police brutality, unequal enforcement, unresponsiveness, ineffectiveness, etc.?
10. How well does the Salida Police Department cooperate with other regional law-enforcement agencies?
11. Could you suggest any needed changes in current zoning ordnances and practices?
12. Where does Salida need more parks?

Opinion of Council

1. Are you satisfied with the ratio of moneys expended for the different activities of the city? What should get more money; what should get less?
2. Do you approve of the amount of city money spent on the golf course? Swimming pool? Etc.?
3. For what kinds of proposals would you vote "yes" in a bond election?
 - a. Anything which the council considers necessary
 - b. Anything which I am personally convinced is necessary
 - c. Nothing
4. Do you approve of the ratio of revenue sources?
5. Does the city take advantage of all available state and federal moneys? Should it?
6. Does the amount of pay they receive make any difference to the mayor and councilmen?
7. Do the city councilmen know what the people of Salida want? Should they? How could they?
8. Have you ever seen the council faced with a dilemma between what the people want and what they need?

Opinion of Council (Continued)

9. Are the councilmen sufficiently informed? Do they know enough to make the decisions they're expected to make?
10. Do you believe the council includes the "best" men of the community?
11. Why do you believe candidates run for the city council?
12. What do you believe would encourage more people to submit their names as candidates for the council?
 - a. More pay
 - b. More prestige
 - c. Less work
 - d. Less responsibility
 - e. More responsibility
 - f. A different concept of the council's role
 - g. Other: _____
13. How well does the present city council of Salida make its decisions in comparison with your concept of an ideal council?
14. Which of the following seems most nearly true of the current mayor and council:
 - a. They seem to want to assume more power and responsibility than I'd like them to.
 - b. They seem to want to assume about the right amount of power and responsibility.
 - c. They seem to want to assume less power and responsibility than I'd like them to.
15. How many of the present council members know what the people of Salida want the community to become? Is it possible for them to do a good job with the city government if they don't? Do the people know?
16. To what extent do the present council members care what the people want?
17. How do you rate the amount of leadership in local affairs asserted:
by the mayor:
 - a. too little
 - b. about right
 - c. too muchby the councilmen:
 - a. too little
 - b. about right
 - c. too muchby special interest groups:
 - a. too little
 - b. about right
 - c. too much
18. How are new councilmen oriented to their jobs and its powers and responsibilities?
19. Is it possible for the councilmen to become too friendly with each other and with administrative heads? Has this happened in Salida? If so, how could the situation be corrected?
20. Can you name any questions which the city officials do not discuss in formal session but which should be given much more attention?

21. What does the council do?
22. What is the most important responsibility of the council?

Image of Salida

1. How well do you consider yourself to have been accepted by the people of Salida? (Do you belong? Do your children belong in the schools?)
2. What are the real problems of Salida?
3. What is happening to change Salida? Bringing in new dollars, new people, taking people out, etc.?
4. Is the image of Salida to the casual visitor good, bad, indifferent? Do you really care about the opinions of visitors?
5. Are news media reports accurate:
 - a. in fact
 - b. in tone
 - c. flavor
 - d. emphasis
 - e. other: _____
6. What would be the advantages to the city of annexation of certain areas?
7. What would be the advantages to the new areas of annexation? What would be the disadvantages to the new areas?
8. Under what conditions would you be willing to leave Salida?
 - a. if you absolutely had to leave because of finances, health, etc.
 - b. if you could not find a suitable job or living conditions here.
 - c. if you could get a better job and living conditions elsewhere.
 - d. if you had the slightest opportunity.
9. Do you believe that your taxes would inevitably go up or down if Salida annexed some of the adjacent areas? Do you believe annexation is a good idea?
10. Do you believe there are any problems facing Salida for which there are just no solutions?
 - a. departure of youth
 - b. departure of railroad
 - c. apathy of people
 - d. decline of small communities
 - e. other: _____
11. Did the people understand the issues when they voted on the sale of the swimming pool? For example, what was the price agreed upon, and what agreement did Mr. Bevington have with the city regarding availability of swimming facilities to the people of Salida, and what did he plan to do with the property?
12. Do you know anyone who gets better service from the city because of who he is or whom he knows?
13. Do you see any direct affects on you or your immediate family of the war?
14. How do teachers' salaries here compare with others throughout the state? How should they?

Opinion of Council (Continued)

15. Who are the members of the "power structure" of Salida, the "opinion makers"?
16. Are there any "politically alienated" people in Salida? Who are they? Why?
17. Whose opinions do you most respect regarding community affairs?
18. Whose opinions do you believe receive too much attention in community affairs?
19. Can you name some matters of sufficient mutual interest that council and county commissioners should discuss?
 - a. ambulance service
 - b. area planning
 - c. jail expenses
 - d. fire protection
 - e. recreation district
 - f. library services
 - g. museum
 - h. cooperative purchasing
 - i. other: _____

Directive

1. How can the services of the city be used to encourage annexation of bordering areas?
2. Should the city consider making certain key arteries one-way streets? If so, which and which way?
3. Should the city provide more foot-police patrolling of downtown areas?
4. What physical improvements would you make on the swimming pool?
5. Should the museum be given larger quarters? If so, how should they be financed: private donations, city funds, county funds, etc.?
6. Does Salida need a full-time fire department?
7. What could the city do to provide more organized recreation for the girls?
8. Should the city involve itself in the development of recreation and water storage lakes in the immediate area around town?
9. Under what conditions would you willingly accept an increase in water rates?
 - a. If the city councilmen are convinced we need an increase
 - b. Only if the rate is based on the amount of water I actually use
 - c. Only if I'm convinced that the water department needs more funds
 - d. Only if services are correspondingly improved
 - e. Under no circumstances
10. In the event of a water shortage, what should be done?
 - a. Go to alternate days of irrigating
 - b. Withdraw all water from areas out of the city limits
 - c. Turn to water meters in private homes
 - d. Spend the money necessary to expand present sources
 - e. Other: _____

Directive (Continued)

11. What new laws should Salida enact? Which old laws should Salida repeal or change?
12. Should the council initiate special action to improve mutual understanding and relations with Buena Vista?
13. Should the city council actively attempt to enlarge the boundaries of the fire protective district?
14. Is the city of Salida too free in granting variances from its zoning codes?
15. Should more of the costs for recreational activities be borne by the participants? And should the city help mainly in organizing and promoting the programs with special assistance to those participants who cannot afford the usual fees?
16. Would you like to see the complete minutes of the council meetings published?
17. Should some governmental agency have been directly involved in preserving Salida's hospital services? Which?
18. What is your attitude toward the "trial balloon" type of communications?
19. What types of efforts to achieve "feed back" from the people should be pursued?
20. Supposing the aim of Salidans is to keep Salida just as it is, what would need to be done to achieve this goal? Who should do it?
21. Would you approve if the city council should institute a policy of taking a sampling of opinions regarding some question under consideration and used the results as a basis of their decision?
22. Can you describe the job you expect the councilmen and mayor to perform?
23. Should Salida insist on installation of curbs before any new pavement is laid? Should property owners pay a large share of the cost of paving?
24. To what extent should the future of Salida be keyed to tourism? Do you like tourists?
25. Should the city of Salida become involved in providing services for the attraction of tourists?
26. Should the council announce in advance an informal agenda of matters to be discussed during each meeting?
27. Should city apply for water from the Pan-Ark project?
28. What would you like to see a planning commission accomplish?

Concept of Government

1. What is your attitude toward a governmental policy implied by statements like: "If things are going all right; don't bother it." "Let sleeping dogs lie." "Grease the squeaky wheel." "Any area in which we hear no complaints must be going okay," etc.?
2. How would you respond to some such statement as: The best government is one which bothers the people as little as possible, but which does a thorough job of managing the activities and "things."
3. What kinds of things could be handled through the county commissioners? Should they?

Concept of Government (Continued)

4. Should the people be more involved in planning activities?
5. If yes, what opportunities could be made more available to them?
6. How is your budget prepared? When? By whom?
7. Should the people be more involved in the budget-making process?
8. Did you ever attend a budget hearing? Should more people? How encourage?
9. Do the people generally understand the budget process? Should they?
10. Could there be better cooperation between the city council and the schools? And the county commissioners? And the South Arkansas Fire District? Etc.?
11. Should Salida have more visitors to city council meetings? How could they be encouraged?
12. How much should people be told about city business?
13. Should the council ever hold executive sessions? For what matters?
14. Should the council hold strictly to the formal principles of parliamentary procedures?
15. Does the statutory form of government under which Salida operates now provide too many restrictions on the council's actions?
16. Should the city council have protested more strongly against the discontinuing of passenger railroad service? Should it promote some scenic tours?
17. What can be done to encourage more small industry in the Salida area? (Like a glass mine?) Who knows the possibilities? Who should do it? What kind?
18. What kind of leadership do you expect the city council to exert toward annexation?
19. What are the advantages to Salida of the present mayor-council structure of government? What are the disadvantages to Salida?
20. What would be the advantages to Salida of a council-manager structure of government? What would be the disadvantages to Salida?
21. Should the council or anyone take the lead in exploring these matters?
22. With which of the following statements about city government would you most readily agree? That government is best which:
 - a. does the most for the people
 - b. does what it has to do
 - c. does as little as possible
23. What should be the basis of a councilman's decision:
 - a. what the people of his precinct think
 - b. what he thinks
 - c. both
 - d. neither, but: _____
24. What is your opinion about the possibility of competing candidates for the offices of mayor and city councilman in November's election?
 - a. It is essential to Salida that the voters have a choice
 - b. I would be disappointed if there were no choices
 - c. I don't care either way
 - d. I hope there are no opposed candidates
 - e. It would be a serious problem to Salida if there are opposing candidates
25. Are you in favor of the "ombudsman" concept?

Concept of Government (Continued)

26. Who in Salida should you be able to depend on to initiate local action to explore and decide on such matters as:
 - a. the direction of future growth of Salida into surrounding areas
 - b. the long-range availability of water resources for the growth of Salida
 - c. the possibility of a council-manager system of government
 - d. the identification and development of natural resources (scenery/minerals, etc.)
 - e. the extent to which and manner in which tourism should be promoted
 - f. the elimination of unnecessary economic suffering and/or inequality
 - g. etc.
27. To what extent would you say the Salida council makes its decisions on the basis of clearly defined general policy and to what extent in terms of specific, individual instances as they arise?
28. How should the decisions be made in this respect?
29. To what extent does the latter approach of governing by reaction or by crisis lead to a tendency to "mend fences," "water the dry patches," "Grease the squeaky wheel," while "letting the sleeping dogs lie"? Does this tend to make pressure groups more powerful?
30. Do you approve of the extent to which the State Planning Commission has been used in helping draw up the master plan for Salida? And the Ken R. White Professional Planning Agency.
31. Do you know the extent to which the sub-committees of the city council assume responsibility to make administrative decisions? Do you approve?
32. How would you respond to the announcement that a certain regular (or special) meeting of the council is to be dedicated specifically to the planning of the city's activities for say, the next year or two years, or even 10 years?
33. Do you approve of the extent to which the city delegates authority to special boards to operate such municipally-related activities as the library, the airport, the golf course, etc.?
34. Should the city government limit itself primarily to maintaining the so-called "housekeeping" services?
35. Would you consider it good leadership if the council should hear a request or objection from some person or group and then ask the petitioners to work out the details of their solution for further consideration by the council?
36. Do you consider that you are communicating to the city government when you vote for councilmen?

Communications

1. How much confidence do you have in the Salida Mountain Mail? KVRH?
2. Would you be interested in a discussion of different forms of government available to a city like Salida? An exploration of the relative strengths and weaknesses of the present structure and of a council-manager system, for example?

Communications (Continued)

3. What conscious efforts to gain favorable publicity for city activities have been used?
4. What is done to gain a kind of "feed back" from the public?
5. Should the city exert strong effort to directly inform the people involved when new ordinances or codes are adopted? Before they're adopted?
6. What happens to complaints received by city personnel? Should the clerk keep a log of complaints with name of complainer and explanation of how the complaint was handled?
7. Do people, especially those outside the city, understand the advantages and disadvantages associated with annexation to the city?
8. (After question III-Y "Do you know anyone who has ever refused to patronize the business of any councilman because he didn't like some of the councilman's decisions?") Did you ever make such a decision? Is such a decision ever justified?
9. When did you first become aware of this study of communications in Salida?
 - a. late last fall
 - b. early this spring
 - c. this summer (after school was out)
 - d. about a week ago
 - e. just now
10. Regarding city governmental decisions, when would you prefer to know of controversial matters?
 - a. before any decisions are made
 - b. only after the council and mayor have worked out their solutions, but before official decisions are made
 - c. only after the decisions have been made
 - d. not at all
11. What is your attitude toward visitors at council meetings?
12. How should the council respond to the opinions collected by this questionnaire?
13. What were the people saying to the council when they voted down the proposed sale of the swimming pool?
14. Do you believe there is any reluctance on the part of the present council to involve more people in their decision-making processes? Should they try to get more people to participate?
15. What kinds of projects would you be willing to commit yourself to and to actively work to achieve? Would you like to see the council (or someone) organize volunteer programs to provide Salida with some essential service for the city and for any special group of citizens: the young, the very old, etc.?
16. Do you lose respect for a city official who asks questions he doesn't have the answers for?
17. How can a commitment to the future goals for Salida be achieved among the people?

APPENDIX D

RESULTS OF OPEN DISCUSSION

OF FORMS OF GOVERNMENT

Salida, Colorado, September 11, 1967

In response to several requests and to test the effectiveness of various forms of communications in Salida, the project coordinator arranged a public discussion of the forms of government available to statutory cities of the second class. The panalists were well qualified to discuss the question: Edward Touber, Mayor of Salida and defender of the present mayor-council system; Mervin Aude, former resident of Salida and present City Manager of Gunnison (both Touber and Aude are presently serving on the 12-member board of directors for the Colorado Municipal League); and Richard MacRavey, Executive Director of the CML from Boulder.

About 40 personal form letters of explanation and invitation were directed to the persons most directly involved in the summer's project. In addition, both the radio station and the newspaper gave continued publicity to promote the program.

About 35 persons were in attendance, and many participated by asking questions or stating their opinions. No conclusions were reached or planned, but most of those present indicated that they did learn something more about the relevance of the city manager system. Upon leaving, they were requested to answer five questions to provide data related to their opinions on the topic and on the communications processes involved in their attendance.

The results from the 25 responses:

1. What is your opinion of the merits of a city manager for Salida?

It's not for Salida	5
I'd like to know more about it	8
I'm ready to change right now	6
Other: (We should vote to change)	
No opinion	5

2. To what extent was your opinion influenced by this evening?

The discussion has made me completely reverse my opinion	0
The discussion has made me begin to examine my opinion with a tendency toward changing it	4
The discussion has confirmed and strengthened opinions I already held	10
The discussion has had no effect on my opinions	6
Other: (It has made me interested in that form of government in a few ways, but on the whole, I like our form)	
No opinion	4

3. Should the matter of government structure be further explored in Salida?

Yes	18
No	4
No opinion	3

4. What first made you most aware of the discussion this evening?

The <u>Salida Mountain Mail</u>	10
Radio Station KVRH	6
Personal contact (letter or word of mouth)	7
No opinion	2

5. What was most influential in encouraging your attendance here this evening?

The <u>Salida Mountain Mail</u>	5
Radio Station KVRH	5
Personal contact (letter or word of mouth)	9
Other: I knew very little about the two forms and knew I could get information on same	
No opinion	2