

LOCAL GOVERNMENT USE OF CITIZEN PARTICIPATION:  
THE IMPACT OF FORM OF GOVERNMENT AND POPULATION SIZE

BY

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# CHAPTER 1

## INTRODUCTION

### Introduction

Local government public service isn't getting any easier. Public administrators are asked "to do more with less" and there is increased pressure for accountability. Administrators face public distrust, lack of information, and lack of support. But how does an administrator combat these many obstacles? Citizen participation is one answer.

Citizen participation in administration is motivated by both choice and coercion. In recent decades, citizen demand for increased input into local government policy and decision-making processes swelled. This increase in citizen-initiated input is demonstrated by the formation of interest groups such as unions, associations, and neighborhood groups. In the 1960's federal and state government responded to these demands by tying citizen participation to local assistance programs. These requirements have continued to grow.

Demand for increased participation has been partially met through citizen initiated efforts. But how has local government itself responded to these demands? Has it stepped up its own efforts to increase the level of participation due to citizen pressure or legal mandates?

Response is difficult to assess because there is no clear consensus of what citizen participation actually is (Kweit and Kweit, 1981: 31). What we do know about citizen participation is that it is generally accepted and uncontroversial. A well-informed citizenry is valued by all political parties (Langton, 1987: 224).

Citizen participation is defined as citizens' attempts to influence policy decisions and as a means by which citizen input is incorporated into the decision-

making process. The literature review revealed 48 separate citizen participation techniques used by public administrators. These techniques may be initiated by government (categorized as citizen involvement, electoral participation, and obligatory participation) or by citizens themselves (citizen action). Only citizen involvement techniques were incorporated into this study.

In conceptualizing citizen participation, it is important to consider questions such as how much, what kind, appropriateness, goals/functions, under what circumstances, and who should be involved (Sario and Langton, 1987: 110; Cupps, 1977: 484). This study focuses on questions concerning goals/functions, 'what kind,' and 'how much' (prevalence and frequency of use).

Municipal governments differ in their reasons to employ citizen participation. Participation may be used to build public relations, to create support for agency plans, to promote interaction among interest groups, to plan, to program, and review policy, to resolve conflict, to improve poor community relations, to identify attitudes and opinions, to distribute information, to generate new ideas, and/or to simply meet state and federal requirements. In 1975, Rosener presented several functions/goals that citizen participation techniques are intended to serve (see Table 1.1).

According to Kweit and Kweit, "Essentially, the goals and techniques of participation are interrelated. Ideally, the goals should be clearly specified so that a technique can be chosen that might conceivably achieve those goals. This, of course is rarely done. Much of the current participation is only in response to mandates from the federal government, and these do not specify the goals that participation is to achieve or the techniques to be employed" (Kweit and Kweit, 1981: 60).

TABLE 1.1

## ROSENER'S TECHNIQUE/FUNCTION MATRIX

## FUNCTION/GOAL

TECHNIQUE	Identify Attitudes & Opinion	Identify Impacted Groups	Solicit Impacted Groups	Facilitate Participation	Clarify Planning Process	Answer Citizen Questions	Disseminate Information	Generate New Ideas & Alternatives	Facilitate Advocacy	Promote Interaction Between Interest Groups	Resolve Conflict	Plan Program and Policy Review	Change Attitudes Toward Government	Develop Support/Minimize Opposition
Arbitration and Mediation	X							X		X	X			
Arrette	X			X	X	X		X		X	X	X	X	X
Advisory Committee	X			X	X	X	X	X			X	X	X	X
Employment	X		X	X	X	X	X	X					X	X
Honoraria			X	X	X							X	X	X
Referendum	X			X							X	X	X	
Reps. on Policy-Making	X			X	X			X					X	X
Review Board				X								X		X
Surveys	X		X											
Training				X	X				X				X	
Community Technical Assistance	X			X	X			X	X					
Computer-based Techniques														
Coordinator or Coordinator- Analyst				X	X	X				X	X		X	X
Sign-in	X	X		X	X	X		X				X		X
Open-In Centers		X		X	X	X						X	X	X
Deliberative Planning				X	X	X	X	X			X	X	X	X
Focus Group Interview	X		X	X		X				X				
Role Simulations					X					X		X		X
Group Dynamics										X	X		X	
Hotline		X		X		X								
Interactive Cable TV	X	X	X	X			X	X				X		
Issue-based Issue Balloting	X			X		X	X					X		
Meetings-Community Sponsored	X		X	X	X	X	X	X				X		X
Meetings-Neighborhood	X		X	X	X	X	X	X				X		X
Meetings-Open Informational			X		X	X	X					X		
Neighborhood Planning Council	X			X				X	X			X		
Ombudsman		X			X	X	X					X	X	
Open Door Policy		X		X	X	X	X					X	X	
Planning Balance Sheet	X											X		
Policy Capturing	X													X
Policy Delphi	X							X						
Policy-Setting Committee	X			X								X	X	
Public Hearing		X	X	X		X	X					X		
Public Information Programs					X		X					X	X	
Randomly Selected Participa. Groups	X		X	X				X	X			X		
Roundtable Conference	X			X	X	X	X	X		X	X	X		X
Stakeholder Forces			X					X				X	X	X
SWOT Analysis	X			X								X		X
Workshop	X		X	X	X			X		X	X	X	X	X

als and citizen participation techniques which were tested in the validation survey are highlighted.

rosener, Judy B. (1975) "A Cafeteria of Techniques and Critiques." *Public Management*, (Dec.) 16-19.

There are several benefits associated with the use of citizen participation in the administrative process. Increased communication enables government to more clearly identify citizen service needs and thereby improve responsiveness and effectiveness (Brudney, 1984: 467; Green, 1982: 347). Additional benefits include reducing citizen alienation, educating citizens regarding the intrinsics of government operations and decisions, developing trust (Kweit and Kweit, 1981: 35-36), resolving conflicts, receiving better information, making better decisions (Thomas, 1983: 180), and enhancing responsiveness (Strange, 1972: 479). The literature review also revealed that citizen participation may result in redistribution of power from local government to citizens (Aleshire, 1970:2). This study will explore whether local government is taking advantage of these benefits and allowing a redistribution of power or whether associated problems such as cost and time have impeded the use of citizen participation.

### Purpose of the Research

The purpose of this research is to partially replicate Rosener's 1975 study concerning citizen participation techniques and the functions/goals they serve. In her 1975 publication, Rosener did not conduct a scientific study, rather she informally asserted that certain citizen participation techniques could be used to achieve specific goals. This study draws from her matrix of citizen participation techniques and associated goals and seeks to validate her findings by conducting a study of the perceptions of local government officials. In addition, this study seeks to identify relationship patterns between citizen involvement participation techniques and the goals public officials are trying to achieve. The researcher expected to find results similar to Rosener's study.



This study next assesses the overall use of citizen participation techniques. This assessment will provide an indication of local government response to citizen demands for input.

In 1989, Poister and Streib conducted an analysis of the prevalence of use of management tools. They examined the use of these tools as they relate to the independent variables "population group", "geographic region", and "form of government". Because the researcher's present study was much like the Poister and Streib study in that it measures use, the researcher selected two of these independent variables (population size and form of government) to apply to the dependent variable, "prevalence of use of citizen participation techniques".

Therefore this study was developed not only to validate Rosener's research, but to further her research by investigating patterns of use of citizen participation techniques and the relationship of two independent variables (form of government and population size). This study focuses on these variables' relationships with citizen participation as a whole, and then assesses how they may impact use of each individual citizen participation technique. The results of this assessment will reveal which forms of government and cities of varying size are taking advantage of the benefits of citizen participation. It will also assess whether one form of government or population group has redistributed power more than the other.

To date, it appears that research has primarily focused on individual techniques of citizen participation and studies have had little or no empirical verification. Research has been limited to a description of each technique's advantages and disadvantages, rather than discussing techniques generally in terms of their predominance and frequency of use. The researcher was unable to identify any study which investigated the relationship between an independent variable (in this study, form of government and population size) and a dependent variable such

; citizen participation techniques. This study is also unique in that it examines a variety of citizen participation techniques.

In summary, this study considers overall use of citizen participation techniques. Next, this study analyzes the relationship between use of citizen participation techniques and goals/functions they serve. In addition, it analyzes the relationship between the frequency of use of citizen participation techniques as a whole with both city population size and form of government. Finally, it analyzes the relationship between utilization rates of individual citizen participation techniques with both city population size and form of government.

The following hypotheses have been developed:

#### YPOTHESES:

- 1: Cities with the council-manager form of government utilize citizen involvement techniques of citizen participation as a whole more frequently than the mayor-council form of government.
- 2: Cities with larger population sizes utilize citizen involvement techniques of citizen participation as a whole more frequently than cities of smaller population size.
- 3: Cities with the council-manager form of government have higher utilization rates of individual citizen involvement techniques of citizen participation than cities with the mayor-council form of government.

H<sub>4</sub>: Cities with larger population sizes have higher utilization rates of individual citizen involvement techniques of citizen participation than cities of smaller population sizes.

A hypotheses was not developed for the relationship between goals/functions and use of citizen participation techniques, but a comparison will be made with Rosener's matrix.

### Summary

Using Rosener's 1975 report to construct a conceptual framework, this study examines citizen participation techniques and their associated goals. This study will assess overall and individual use of citizen participation techniques. In addition, it will show whether there is a relationship between use of citizen participation techniques and both form of government and population size.

Chapter two will first examine the historical and legal development of citizen participation. The literature suggests that citizen participation has had an important role since the inception of American government. The development of citizen participation is discussed beginning with the Constitution through the 1990's. Secondly, the different forms of government, mayor-council and council-manager, are discussed with a brief comparison of their attributes.

Chapter three will examine the literature which has been produced on citizen participation. It will provide an overview of citizen participation, definitions, classifications of citizen participation techniques, descriptions of individual techniques, goals/functions, benefits, and problems.

Chapter four explains the methodology used for this research project. This study is both explanatory and descriptive, and used survey research to gather data.

Measurement of variables, population parameters, research instrument, and null hypotheses are also discussed.

Chapter five analyzes the results of the survey. A statistical analysis was conducted to determine if a relationship exists between the variables. The results are presented in tabular and narrative form. The findings will address each of the hypotheses individually.

Chapter six will provide a summary of the findings. It will discuss each hypothesis separately to determine if the hypotheses were supported by the survey results.

## **CHAPTER II - SETTING HISTORICAL AND LEGAL DEVELOPMENT OF CITIZEN PARTICIPATION**

This section seeks to illustrate the historical and legal development of citizen participation, beginning from the institution of our government through the 1980's. It also seeks to discuss the legal parameters of how cities may be classified by form of government.

Enhancing the role of citizens has historically been pursued with varying degrees of enthusiasm (Strange, 1972: 458). Beginning with the institutionalization of our government, our forefathers were wary of citizen participation. This perception is demonstrated by the development of constitutional checks (Ventriss, 1985: 433). In contrast, Lincoln reflected his confidence in the American public's ability to participate in a meaningful way when he envisioned "government of, by, and for the people" (Kweit and Kweit, 1981: 32).

Citizen participation issues in administration, especially at the state and local level of government, were not brought to the forefront of attention until the 1950's. The Administrative Procedures Act was the first federal administrative initiative to require citizen participation. The federal government also began tying urban renewal assistance to participation. Rather than soliciting community ideas, cities used these federal requirements to legitimize their own efforts by involving citizens who were not representative of the community as a whole. As a result, in the 1960's participation was redefined, through the passage of the Equal Opportunity Act, to require "maximum feasible participation" of the poor in programs such as the Community Action Program of the Office of Economic Opportunity and the Model Cities Program of the Department of Housing and Urban Development (Thomas,

1983: 175-186; Crosby, Kelly, and Scheifer, 1986: 170). These new initiatives have served as a catalyst for growth of citizen participation at the local level.

Federal government citizen participation requirements were initially perceived by local public administrators as a process which undermined technical and professional judgment. But attitudes of municipal administrators may be changing. Many are abandoning this adversarial relationship and moving toward a more cooperative alliance based on newly found, common interests. Administrators have begun to realize that effective implementation of proposed and existing programs depend upon citizen acceptance (Thomas 1983: 175).

In the 1960's, public interest groups and citizen organizations increased their efforts to participate in administrative proceedings and gain access to government information (Strange, 1972: 478). By the early 1970's, participation had evolved and expanded into new forms of interest groups (unions, associations, neighborhood groups) which have expanded citizen's roles (Strange, 1972: 457). Almost all new federal legislative programs now include participation requirements (Langton, 1978:3).

### Forms of Government

Because this study examines the relationship between the form of government and the level of use of citizen participation, the following is provided to serve as a brief description of forms of government.

All home rule cities in Texas operate under one of two forms of government: mayor-council or council-manager. Of Texas' 285 home rule cities, 25 or nine percent have the mayor-council form of government and 260 or ninety-one percent have the council-manager form of government. The mayor/council form has two types: strong mayor and weak mayor. Under the strong mayor form, most administrative and appointive powers are fulfilled by a full time Mayor. The mayor

presides over meetings of the city council, has the power to hire and fire department heads, commission members, and board members. He/she also prepares the city budget and has veto power over council actions. Under the weak-mayor/council form, the mayor is appointed by the council, therefore limiting his influence. Decisions regarding employment of department heads are determined by council majority vote, and he/she is not usually granted veto power (see Figure 2.1).

In the council-manager form of government, the council acts as a legislative body whose activities are limited to setting policy, approving the budget, and determining level of services and associated cost. The council has no administrative duties which impact daily operations of the city. These decisions are reserved for the city manager which has the authority to supervise all municipal employees and programs, develop and execute the city's annual operating budget, and most importantly, to implement council policies (see Figure 2.2).

This chapter highlights the historical interest and commitment citizens and the federal government have toward citizen participation. A more detailed description of citizen participation and its benefits/problems are provided in the following chapter.

# Mayor-Council Form of Government

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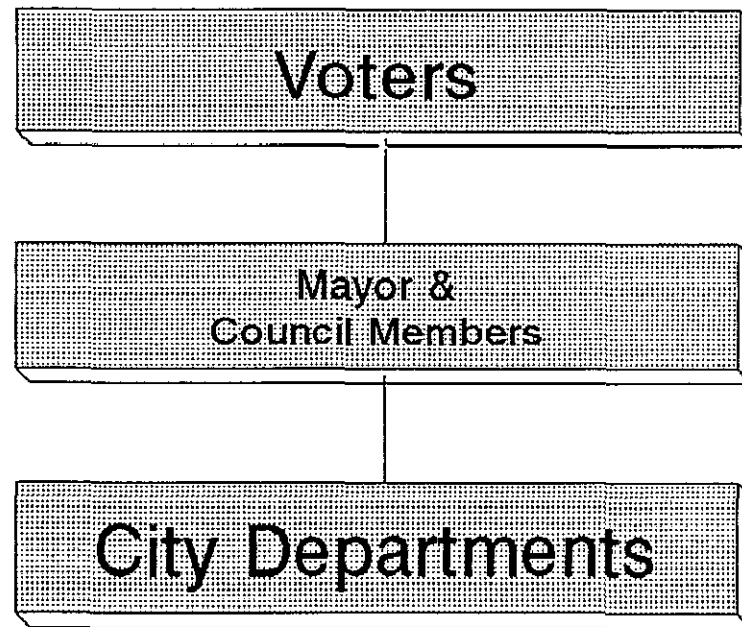


Figure 2.1



# Council-Manager Form of Government

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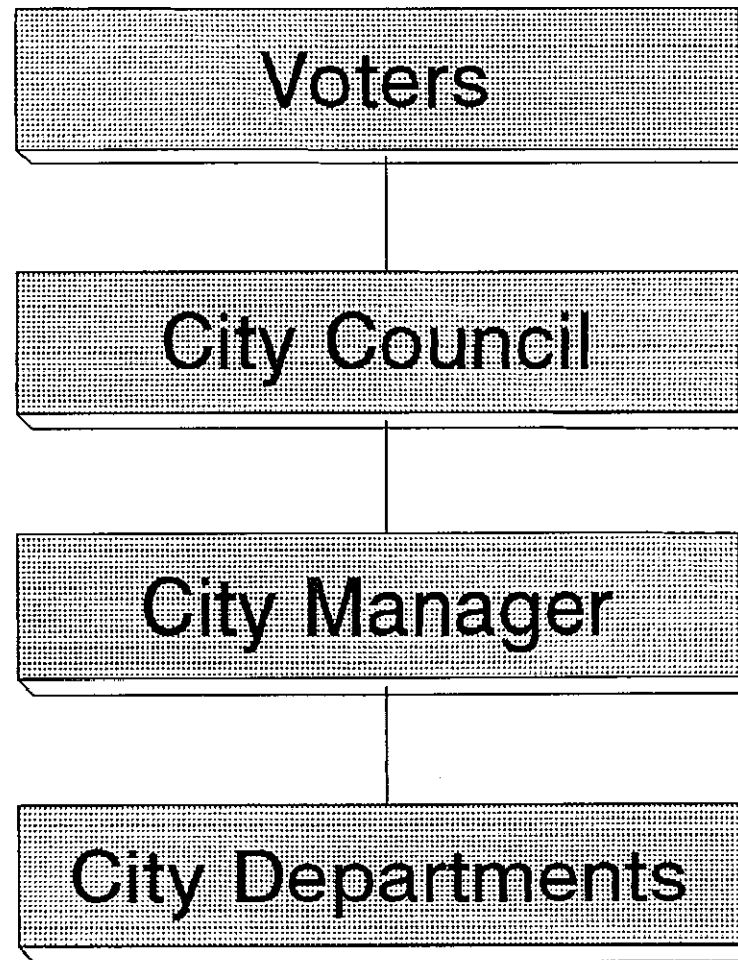


Figure 2.2

### **CHAPTER III -- LITERATURE REVIEW**

Investigation of the literature concerning citizen participation techniques resulted in several findings. Very little scientific research has been conducted within the last five years regarding citizen participation in public administration. Studies have generally been limited to descriptive studies which focused on individual techniques of participation, describing each technique's advantages and disadvantages. While a variety of citizen participation techniques exist, there has been little analysis regarding frequency of use, nor have there been any relationships established regarding external factors which may impact frequency of use. Because of the limited scope of the past research on this topic, the literature review will concentrate on providing a basic review of citizen participation. It will discuss the various techniques available, how they can be categorized for analysis purposes, as well as discuss the advantages and disadvantages of utilizing citizen participation.

The literature review revealed that the numerous forms of documented citizen participation may be organized into a typology of techniques. These categories can be utilized to draw generalizations about citizen participation and to analyze the relationships that may be established with external factors such as city population size and form of government.

This review primarily focuses on citizen participation as a whole, rather than individual techniques of citizen participation. Drawing from Judy Rosener's 1975 article which conceptualizes the relationship between citizen participation techniques and the goals/functions they serve, the proposed study considers overall and individual citizen participation and techniques. It also identifies goals for utilizing participation, and analyzes the relationship between the use of citizen participation techniques, and both citizen population size and form of government.

## Overview

Citizen participation is often perceived as an "intrinsic good" by American society (Kweit, 1981: 32). As a result of this perception, there is a consensus among political and social theorists, conservatives, liberals, and radicals. They believe citizen participation is the basis of operation for democracy (Langton, 1978: 27). In support of this theory, Kweit and Kweit have stated that, "it is incumbent on a government that invokes the mantle of democracy to find a means for citizens to have access to governmental activities" (Kweit and Kweit, 1981: 31). On the other hand, in the 1950's many prominent political scientists observed that what is termed democracy often represents a relatively low level of citizen participation. This observation brings about questions of whether citizen participation is necessarily a prerequisite to democracy. (Ventriss, 1985: 433).

The concept of citizen participation is generally accepted and uncontroversial because it is valued bipartisanly. Citizens should be well informed and involved in the political community. In general, each partisan group has a different reason why it supports citizen participation. A conservative might argue to limit citizen participation in order to maintain political stability but stress citizen participation through the election process. A liberal might support citizen participation to bring about social change and stress citizen empowerment. A pragmatic would stress the need for political consensus by informing and involving citizens (Langton, 1987: 224). At the same time, citizen participation can be considered controversial because there are many unanswered questions about participation such as how much, what kind, and when is it appropriate (Langton, 1987: 224).

## Definition of Citizen Participation

Researchers and political theorists have been unable to develop a consensus of what citizen participation is (Kweit and Kweit, 1981: 31). Citizen participation

has been defined as a means by which citizen input is incorporated into the decision-making process concerning a municipality's operations and delivery of services. (Falkson, 1974: 5). Participation has also been defined as a means by which citizens organize into interest groups to lobby, pressure, or alter existing or proposed programs (Strange, 1972: 460). In determining what is meant by participation, it is important to consider whether participation represents giving advice, making decisions, or making policy (Strange, 1972: 460). Although these questions are often posed, they remain primarily unaddressed by research.

Sherry Arnstein described citizen participation as a "categorical term for citizen power. She explains that "it is the redistribution of power that enables the have-not citizens presently excluded from the political and economic processes to be deliberately included in the future." She concluded that while participation is predominantly perceived as the cornerstone of democracy, reality reveals that citizen participation can range from citizens receiving real power to influence decision-making processes or it may serve only as an empty ritual (Arnstein, 1969: 216).

Citizen participation is initiated by both citizens and government. Government initiated citizen participation comes from state legislatures, municipalities, and administrative agencies. Participation is also initiated by law to ensure continuity of leadership and a stable governmental environment (Langton, 1978:21). Citizen participation requirements are primarily derived from federal regulations tying citizen participation to funding (Falkson, 1974:10).

### Conceptualization of Citizen Participation

In conceptualizing citizen participation, De Sario and Langton assert that it is important for public administrators to first establish what should be accomplished by

involving citizens with various aspects of developing public policy. In addressing this issue, it is pertinent to determine who will be involved, what functions participation will serve, when participation is needed, the extent and nature of involvement, and desired results of the citizen participation process (Sario and Langton, 1987: 110).

Vroom and Yetton (1973) developed a decision-making tree which can be used as an analysis tool for determining the level of citizen/group involvement needed. Vroom and Yetton argue that managers employ citizen participation more frequently under circumstances where the quality of the ultimate decision is consequential, when there is a void in information that is available, where citizen acceptance of the decision has an impact on implementation, or when the problem to be addressed remains fairly unstructured (Vroom and Yetton, 1973: 108-111).

### Classification of Citizen Participation Techniques

Classification of citizen participation techniques is varied among researchers. Classification of techniques is insightful because it assists the researcher in drawing generalizations about various citizen participation techniques such as their characteristics, use, and function. The following is an overview of many of the classifications discussed in the literature.

In 1969, Sherry Arnstein developed a typology of levels of citizen participation which is illustrated in a ladder format. She identified eight levels of participation which were placed in three categories (nonparticipation, tokenism, citizen power), representing the extent of citizen participation. The nonparticipation category includes manipulation and therapy. These represent a local administrator's attempts to educate citizens or get them to buy in to programs with little or no intent of providing meaningful and impacting participation. Tokenism includes informing, consultation, and placation. In this classification, citizens are provided an

opportunity to be heard, but actually have no way of ensuring their recommendations will be implemented. Citizen power, which includes partnership, delegated power, and citizen control, represent increasingly higher degrees of decision-making power. Under this category, "have-not" citizens have considerable impact on decision making (Arnstein, 1969: 217).

Other researchers have broken citizen participatory roles into the following categories: citizens who affect urban policy-making; citizens who select and remove local officials; citizens who consume and evaluate public services, citizens who participate in groups; and citizens who directly contact government on an individual basis (Percy, 1984: 431).

The primary categories of citizen participation in administration most frequently identified in research include citizen action, citizen involvement, electoral participation, and obligatory participation. Citizen action is initiated by the citizens themselves and is usually initiated for a specific purpose. Citizen involvement, which can be initiated either on a voluntarily or involuntarily basis, is controlled by local government itself whose purpose may be to achieve a variety of goals/functions for programs and services. Electoral participation is initiated by local government in accordance with legal requirements in order to elect representatives or vote on specific issues. Obligatory participation represents involvement of citizens in fulfillment of their legal responsibilities associated with citizenship. These responsibilities may include items such as paying taxes or serving jury duty (Langton, 1978: 21).

### Techniques Of Citizen Participation

Citizen participation techniques may be classified as citizen action, citizen involvement, electoral participation, and obligatory participation. A comprehensive

list of techniques, identified by Rosener and other researchers, was selected and classified into these categories. A composite of these techniques follows, each classified in their corresponding categories:

## CITIZEN INVOLVEMENT

### Ad Hoc Committees:

Temporary committees established by Councils to address specific problems and provide recommendations (White, 1983: 222)

### Advisory Commissions:

Set up to advise the council on policy and implementation. (White, 1983: 222)

### Appeals Boards:

Board composed of both government representatives and citizens, derived from different jurisdictions (White, 1983: 222).

### Arbitration and Mediation Planning:

"Utilization of labor-management mediation and arbitration techniques to settle disputes between interest groups in the planning process" (Rosener, 1975: 18; Sario and Langton, 1987: 217).

### Charrett:

Process which involves interest groups (governmental and non-governmental) participating in intensive interactive meetings (Rosener, 1975: 18).

### Citizen Advisory Committees:

Citizens charged with representing the ideas and attitudes of their respective groups and/or communities (Rosener, 1975: 18; Sario and Langton, 1987: 217).

### Citizen Employment:

Citizens are employed directly by the municipality to act as client representatives, for the purpose of receiving continuous input of clients' values and interests (Rosener, 1975: 18).

### Citizen Representation on Public Policy-Making Bodies:

Public policy-making boards consisting of appointed or elected citizen representatives (Rosener, 1975: 18)

### Citizen Review Board:

"Technique in which decision-making authority is delegated to citizen representatives who are either elected or appointed to sit on a review board with the authority to review alternative plans and decide which plan should be implemented" (Rosener, 1975: 18).

### Citizen Surveys of Attitudes and Opinions:

"Only technique other than talking with every citizen that is statistically representative of all citizens; allows for no interaction between citizens and planners" (Rosener, 1975: 18). Surveys can be used to gather factual information (statistics); information on citizen needs and preferences; and information on citizen satisfaction levels (Stipak, 1980: 521)

### Citizen Training:

Consists of providing citizens with information and leadership training. Examples include game simulation, lecture, workshops, etc. (Rosener, 1975: 18)

### Community Technical Assistance:

Interest groups are gathered and given professional assistance in developing, articulating, or objecting to proposed plans and policies (Rosener, 1975: 18).

### Computer-based Techniques:

Utilization of computer technology to enhance citizen participation (Rosener, 1975: 18).

### Coordinator or Coordinator-Catalyst:

"Technique vests responsibility for providing a focal point for citizen participation in a project with a single individual. Coordinator remains in contact with all parties and channels feedback into the planning process" (Rosener, 1975: 18).

### Design-In:

Citizens planning groups are given maps, scale representations and photographs to analyze proposed community plans and projects (Rosener, 1975: 18).



Drop-In Centers:

Located in a proposed project area, manned information distribution centers which provide project/program literature or displays and allow citizens to directly ask project-related questions (Rosener, 1975: 19).

Fishbowl Planning:

Planning process in which all parties are given to opportunity to support or oppose an alternative before it is adopted, thereby allowing the plan to be redesigned to meet all expressed concerns. May include use of public meetings, public brochures, workshops, or a citizen's committee (Rosener, 1975: 19).

Focused Group Interview:

Guided interview or discussion in which participants are exposed to other participants' ideas and are encouraged to react to information/comments derived from other group members (Rosener, 1975: 19).

Game Simulations:

"Primary focus is on experimentation in a risk-free environment with various alternatives (policies, programs, plans) to determine their impacts in a simulated environment where there is no actual capital investment and no real consequences at stake (Rosener, 1975: 19).

Group Dynamics:

Interpersonal techniques and exercises used to facilitate group interaction or problem-solving techniques (Rosener, 1975: 19).

Hotline:

Utilization of a phone answering system for input and information to a planning process" (Rosener, 1975: 19).

Interactive Cable TV-based Participation:

"An experimental technique utilizing two-way coaxial cable TV to solicit immediate citizen reaction" (Rosener, 1975: 19).

Management Boards:

Autonomous groups with broad decision-making and oversight powers, such as school and recreation boards" (White, 1983: 222)

Media-based Issue Balloting:

Involves citizens by informing them of an existing problem, describing alternatives, then soliciting their views and opinions (Rosener, 1975: 19).

Meetings-Neighborhood:

Government organized meetings of residents of a neighborhood which will or may be impacted by a specific plan or project (Rosener, 1975: 19; Sario and Langton, 1987: 217).

Meetings-Open Informational (Public Forum):

Governments voluntarily hold public meetings to present detailed information on a proposed plan or project (Rosener, 1975: 19).

Neighborhood Planning Council:

"A technique for obtaining participation on issues which affect a specific geographic area; council serves as an advisory body to the public agency in identifying neighborhood problems, formulating goals and priorities, and evaluating and reacting to the agency's proposed plans" (Rosener, 1975: 19).

Ombudsman:

Utilization of "An independent, impartial administrative officer who serves as a mediator between citizen and government to seek redress for complaints to further understanding of each other's position, or to expedite requests" (Rosener, 1975: 19).

Open Door Policy:

Facilitates communication by encouraging citizens to visit a local project office at any time with no prior notice (Rosener, 1975: 19).

Planning Balance Sheet:

"Application of an evaluation methodology that provides for the assessment and rating of project alternatives according to the weighted objectives of local interest groups, as determined by the groups themselves" (Rosener, 1975: 19).

Policy Capturing:

"A highly sophisticated, experimental technique involving mathematical models of policy positions of parties at interest. Attempts to make explicit the weighting and trading-off patterns of an individual or group" (Rosener, 1975: 19).

Policy Delphi:

"A technique for developing and expressing the view of a panel of individuals on a particular subject. Initiated with the solicitation of written views on a subject,

successive rounds of presented arguments and counter-arguments work toward consensus of opinion, or clearly established positions and supporting arguments" (Rosener, 1975: 19).

Priority-Setting Committees:

Citizen group appointed by city councils to provide advice on community priorities in community development projects (Rosener, 1975: 19).

Public Hearings:

Formal, recorded meetings designed to allow individuals or groups to comment on proposed programs or projects. This technique is often utilized when passage of legislation is required or involves federal or state programs (Rosener, 1975: 19; Sario and Langton, 197: 217; Ferris, 1984: 327; Langton, 1978: 21).

Public Information Program:

Programs specifically designed to provide the public with information on a specific program or proposal. (Rosener, 1975: 19).

Random Selected Participating Groups:

"Random selection within a statistical cross-section of groups such as typical families or transit-dependent individuals which meeting on a regular basis and provide local input to a study or project" (Rosener, 1975: 19).

Short Conference:

"Technique typically involves intensive meetings organized around a detailed agenda of problems, issues and alternatives with the objective of obtaining a complete analysis from a balanced group of community representatives" (Rosener, 1975: 19).

Task Force:

Government initiated planning process, in which ad hoc citizen committee members are asked to address a clearly-defined task. Task forces usually consist of 8 to 20 members and are given a specific time frame to accomplish its task. (Rosener, 1975: 19).

Value Analysis:

Interest groups rank consequences of proposals and alternatives: (Rosener, 1975: 19).

### Workshops:

"Working sessions which provide a structure for parties to discuss thoroughly technique issue or idea and try to reach an understanding concerning its role, nature, and/or importance in the planning process" (Rosener, 1975: 19).

## CITIZEN ACTION

### Citizen-Government Contacting:

Acts to facilitate communication between government and citizens through writing, phoning, or personal meetings (Kweit and Kweit, 1981: 55)

### Meetings-Community Sponsored:

Citizen-organized meetings designed to provide a forum in which interest groups can share their individual perspective on proposed plans or projects (Rosener, 1975: 19).

### Single Issue Interest Groups:

Group participation in lobbying for a specific cause or program. Single issue groups such as neighborhood groups are often used as a vehicle for communication and as a government watchdog (Kweit and Kweit, 1981: 55).

## ELECTORAL PARTICIPATION

### Citizen Referendum

Citizen referendum places proposed public initiatives and/or policies on a citizen ballot for approval/disapproval or selecting between alternatives (Rosener, 1975: 18; Sario and Langton, 1987: 217).

### Electoral Participation:

Electoral participation: involves such activities as voting and working for a political candidate or in support or opposition to an issue (Langton, 1978: 21; Kweit and Kweit, 1981: 54).

## OBLIGATORY PARTICIPATION

Paying taxes

Jury duty

Military Service (Langton, 1978: 21)

For the purposes of this research, only citizen involvement techniques were used for analysis.

### Goals/Functions of Citizen Participation

There is little or no consensus concerning goals and objectives of citizen participation (Rosener, 1978: 457). Local governments often use participation as a means to achieve their own objectives with little or no transfer of power.

Participation is frequently designed to meet federal requirements, to serve as a public relations tool, to build support for agency plans, and/or to dissolve poor citizen relations (Checkoway and Jon van Til, 1981: 32). For some, the goal might be to "achieve a radical restructuring of society" (Kweit and Kweit, 1981:33). Citizen input can result in citizen influence, an alteration in the decision-making process, an impact on program performance/efficiency and effectiveness; or a change in citizen attitudes (Falkson, 1974:15).

According to Cupps, when addressing a new or existing policy or program, the public administrator's goal should to include a combination of professional and technical judgments, a well devised implementation strategy, and opportunity for citizen input. Therefore, citizen participation is only one factor to be considered in defining an effective policy or program, but should not be the sole deciding factor (Cupps, 1977:481-482).

It is important to identify goals for citizen participation. Without clear goals and objectives, it is difficult, if not impossible, to measure effectiveness of citizen participation. Local public administrator's goals may be to disseminate information, generate alternative options for decision-makers, provide opportunities for those affected by policy decisions to review and comment on decisions already made, change policy, provide a more open political process, or act as a safety valve for citizens to vent their emotions. Citizen participation techniques are often politically motivated and may be used as a political means of obtaining certain things, getting results, or justifying change (Stipak, 1980: 522). Many see participation as sharing the power of decision-making (Rosener, 1978: 458).

Citizen participants often have differing, vague, or ill-defined goals, and as a result, public officials may try to develop policies that meet all their goals. Affected groups are often left to set their own goals and standards for evaluation, resulting in participation described as "not real participation" (Kweit and Kweit, 1981: 37).

Citizens and public administrators particularly differ in their goals for participation. Citizens are often found to expect a redistribution of power, while public officials are looking for increased trust and support for resources and knowledge (Kweit and Kweit, 1981: 37). In addition, mandates (voluntary or involuntary) for participation do not always specify what goals should be achieved. Left to develop their own expectations, conflicting results often occur (Kweit and Kweit, 1981:8).

Local public administrators often engage in participation activities without thoroughly thinking through their purpose, and what techniques might serve to achieve their desired goals. This often results in failure to meet citizen expectations and/or the administrator's original intent (Sario and Langton, 1987: 111).

Theoretically, goals should be clearly specified and agreed upon at the early stages of the planning process. Once defined, these goals should dictate the selection of

citizen participation techniques to be implemented. In reality, this order of progression is rarely followed. Citizen participation is usually a reactive response to public outcry or federal government mandates. These mandates do not specify the participation goals to be achieved nor do they specify techniques to be used (Kweit and Kweit, 1981: 60). In determining what goals and objectives should be, administrators should consider whether participation is intended to generate ideas, identify attitudes, disseminate information, resolve conflict, measure opinion, review proposals, or to serve as a mechanism to express emotion (Sario and Langton, 1987: 111).

According to Rosener, participation techniques may have the following goals:/functions:

- "1) identify attitudes, opinions, and priorities of the community;
- 2) identify impacted groups;
- 3) solicit impacted groups and invite them to participate in the planning process;
- 4) facilitate participation;
- 5) clarify planning process by explaining and informing the public on planning, policies, projects, or processes;
- 6) answer citizen questions;
- 7) disseminate information;
- 8) generate new ideas and alternatives;
- 9) facilitate advocacy by providing assistance in developing and presenting a particular point of view or alternative;
- 10) promote interaction between interest groups;
- 11) resolve conflict;
- 12) plan, program, and policy review;
- 13) change attitudes toward government; and

14) develop support/minimize opposition by explaining the costs, benefits, and tradeoffs to the public, thereby defusing possible opposition and building support" (Rosener, 1975: 18).

The relationships identified with these goals and citizen participation techniques are best illustrated with Rosener's technique/function matrix (see Table 1.1). Although this matrix has not been statistically validated, it represents an overview of how citizen participation techniques can be implemented for different purposes (Rosener, 1975: 17).

### Benefits of Participation

What is known about citizen participation indicates that when organized, both liberals, conservatives, and radicals all agree that it enhances the development of democracy (Checkoway and Van Til, 1981: 27). Cupp, 1977, suggests that "it is no longer sufficient simply to be 'for' citizen participation; increasingly the central issues in the participation debate will be how much public participation, in what form, under what circumstances, and with what impact on public policies and administration." While citizen participation is considered beneficial, it is also imperative that it be kept under well-defined and manageable limits (Cupps, 1977: 484).

Citizen participation can result in improvement of administrative operations and policy. When citizens are more informed, they become more trusting and more aware of the problems municipal officials face (Kweit and Kweit, 1987: 195). Kweit and Kweit have hypothesized that participation will reduce citizen alienation from the political system. It serves to educate citizens about the increased demands on government, the problems it faces, and complex issues that must be addressed. This education often results in more trust and support for government (Kweit and Kweit, 1981: 35).



Efforts to increase citizen participation have also resulted in enhanced neighborhood participation, improved service delivery, and encouraged resolution of conflicts (Moskowitz and Simpson, 1983: 183). Advantages of utilizing participation techniques also include better information, better quality decisions and better implementation, and political standing (Thomas, 1983: 180).

Participation in general, is seen as positive since it allows municipalities to have a greater understanding of community desires and as a result, enhances governmental responsiveness. At the same time, citizen participation heightens citizens' political awareness and may even increase the level of participation (Strange, 1972: 478-479).

Goals for giving political responsibility to citizens include opportunity for growth of democratic participation; service delivery which is more responsive to community needs; and reduction of citizen alienation to government. As citizens participate, they no longer feel they are at the mercy of the organization (Moskowitz and Simpson, 1983: 183).

In a 1982 survey, Greene suggests that administrators believe citizens, rather than administrators, are able to more clearly identify and articulate service delivery problems (Greene, 1982: 347). This improved communication enables government to more fully understand needs, and to provide satisfactory resolution (Kweit and Kweit, 1981: 36).

From the citizen's perspective, they receive a variety of benefits from citizen participation including a greater role in governance, and increased involvement in decision-making which can impact efficiency and responsiveness in municipal service delivery (Brudney, 1984: 467). Rose and White, 1981, also assert that participation may enable governments to be more responsive to actual preferences and hence more efficient in the long run (White, 1983: 221).

Harlan Cleveland of the Hubert Humphrey Institute of Public Affairs at the University of Minnesota asserts that citizens and interest groups are usually more receptive to addressing problems with new approaches or changes in public policy. Their input often impacts politicians' and local government officials' receptivity to these new ideas (Woods, 1984: 221). As a result, citizens are often able to affect the formulation and implementation of policy through their participation in public programs (Whitaker, 1980: 240).

### Problems of Participation

#### Representativeness

There have been many articles, books, and various publications which explore who participates and how representative of the population they are. Checkoway and Van Til conclude individuals and citizen groups opt to participate at various degrees of frequency. Research on levels of participation indicate that a very small segment of the population engages in participation, but this segment plays a very active role (Checkoway and Van Til, 1981: 28).

Milbrath asserts that Americans cluster into three categories of participation, ranging from active to inactive. He concludes that one-third of the American population are "apathetics" or passive toward the political process; that sixty percent are "spectators" who are involved with voting and keeping fairly attuned to and expressing preferences on governmental actions and programs; and that only five to seven percent are "gladiators" who attend meetings, campaign, run for office, and actively participate (Milbrath, 1965: 20-21). Citizens generally participate only when they are directly affected by local government changes i.e. public condemnation proceedings, tax increases, etc. Otherwise, citizens rarely choose to

participate (Rosener, 1982: 344). It is interesting to note that although there are clearly advantages for citizens to join together to participate in the improvement of municipal service delivery, this grouping rarely occurs unless there is a mechanism in place to encourage them to do so (Ahlbrandt Jr and Sumka, 1983: 212).

Those few that do choose to participate, are not representative of the population as a whole. An individual citizen's income level, education, and occupational status correlate positively with levels of participation, each characteristic impacting social attitudes and concerns (Checkoway and Van Til, 1981: 28; Kweit and Kweit, 1987: 197). Participation techniques differ in their ability to be inclusive of the entire population. An illustration of this is that public hearings are designed to solicit input from all sectors of the population, but advisory groups are designed to represent only the ideas of their respective group (Kweit and Kweit, 1987: 197).

Rosener asserts that more participation does not necessarily result in better public policy (Rosener, 1978: 457). Several studies show that boards and councils are often represented by "blue ribbon citizens", "local notables", and the "socially elite". Other researchers argue that although low income citizens participate less than those in higher socioeconomic categories, many actively participate (Checkoway and Van Til, 1981: 28).

Interest groups constitute a very politically active group of the population. Cupps questions who public interest groups represent and how accurately they reflect the views of their constituency. These groups assert that they represent the public interest and therefore their view should be valued more than special interest groups. In actuality, they are often found to represent a much smaller group than they assert and because they enjoy growing influence and legal 'leverage', they often have the ability to create excessive delays or alter the results of the decision-making

process (Cupps, 1977: 482). Tactics used by interest groups can also have a detrimental effect on press and public relations (Cupps, 1977: 480).

### Influence Over Local Government Decision-Making

As discussed earlier in this study, local public administrators differ in the extent to which they allow redistribution of power through citizen participation. Few cities have developed and implemented citizen participation processes which encourage citizens to develop policies and set priorities. Citizens are mostly given the opportunity to participate only after a plan or policy has been proposed. Budgets, plans, and ordinances would fit into this category. Examples of activities which tend to involve citizens at the early planning stages include long range planning, grant applications, and capital improvement programs (Epstein: 1987: 147). Falkson asserts that when implemented at the later part of the planning process, citizen recommendations have little or no influence on the final outcome. By that time, public administrators have had the opportunity to develop and feel comfortable with their own policy and program initiatives, and it becomes more difficult for them to remain open-minded about recommendations citizens present for consideration. He concludes that citizen participation actually has only limited impact on municipal service delivery and programs (Falkson, 1974: 32). Many other researchers agree that overall impact of citizen groups has been limited and most participatory programs do not include policy-making (Crosby, Kelly, Schaefer, 1986: 170).

Few citizens engage in directly contacting their local government administrators, and the few that do, do so based on their lack of or need for services. These contacts generally have little impact on government operations. (Greene, 1982: 346). Research also indicates that local government bureaucrats dictate decisions regarding service delivery, but may be influenced by citizens or

elected officials (Greene, 1982: 346). In a survey conducted in 1982, a researcher found that approximately fifty-seven percent of public administrator respondents believe that agency effectiveness is diluted when responding to direct citizen requests (Greene, 1982: 348). Under these circumstances, public administrators tend to analyze how much of the request can be reasonably met without substantially impacting the municipality's effectiveness, and are unwilling to compromise further, regardless of whether it meets citizen expectations (Greene, 1982: 348).

### Other Considerations

Another problem associated with participation, referenced earlier in discussion of goals, is that citizen participants and local public administrators usually do not think through the goals of participation. As a result, the citizen participation process may produce benefits, but those involved may not recognize them or may be disappointed with the results since they did not meet their own implicit goals (Kweit and Kweit, 1987: 96).

Expectations involved with citizen participation are often too high and may also result in disappointment. Citizens believe that they will receive more control over government, and government officials believe that because citizens know more about problems and programs, they will become more trusting (Kweit and Kweit, 1981: 7).

Barriers to involvement may include bureaucrats who perceive citizen involvement as a hindrance to productivity. Additional time for development of policies is needed when advisory boards, review boards, and public hearings are utilized (Brudney, 1984: 468). Additional time is expended by administrators because participation requires them to engage in consensus-building (Thomas, 1983: 180). Also, citizens are often considered uninformed and incapable of

understanding complex issues, and lack the expertise to effectively provide recommendations (Checkoway, and Van Til, 1981: 33).

There are other problems which may arise as a direct result of citizen participation. Administrators may fall at risk of dealing with issues shortsightedly due to political pressures which may develop from citizen participation. Pressures may cause administrators to avoid or delay long range decisions and planning (Cupps, 1977: 479-480).

### Conclusion

The above synopsis is not an exhaustive review but attempts to provide a general understanding of citizen participation. As referenced in the introduction, much of the research cannot be applied to the proposed research project since most of prior literature has been limited to descriptive methodologies only. The lack of research regarding frequency and level of use of citizen participation techniques demonstrates the need for additional analysis in this area. In addition, although Rosener presents an expansive list of citizen participation techniques and the relationship between goals based on her qualitative observations, this study goes one step further and will serve to test and statistically document her findings.

## CHAPTER 4

### METHODOLOGY

This study is both explanatory and descriptive. It is descriptive in that it describes in numerical and statistical terms, the use of citizen participation techniques and the goals/functions these techniques serve. In addition, this study is explanatory in that it develops and tests four hypotheses and seeks to explain the "use of techniques" (dependent variable) as it relates to "form of government" and "population size" (independent variables). This study also seeks to explain utilization rates of individual techniques as it relates to the same independent variables.

#### Overview of Survey Research

The research questions were investigated using the survey method to gather primary data. Survey research may be conducted by mail, telephone or in person. Because of the diverse geographical location of the population and the researcher's limited personal budget, a mail survey was implemented. The survey method was appropriate for this study since it provides original data which can be tested and represented statistically. This method is often considered the best method for collecting original data of a population that is too large to observe directly. The survey method also allows for great flexibility in the data collected. Standardized, closed-ended questions helped to ensure reliability and allowed the researcher to make refined descriptive assertions.

Surveys are also considered excellent methods for measuring attitudes and perceptions in a large population (Babbie, 1989: 217). In this study, perceptions of citizen participation techniques and the goals/functions they serve were assessed.

Careful wording of the questionnaire, specifically in descriptions of citizen participation techniques, was needed to reduce the respondent's own unreliability and to ensure all respondents were using the same citizen participation technique definitions. It should also be noted that survey research is often considered weak in validity.

### Unit of Analysis

This study investigates two units of analysis. The individual is the unit of analysis for examining "perceptions of use" and associated goals/functions. The local government organization is the unit of analysis for examining "use of techniques" as it relates to "form of government" and "population size".

### Population

The population consists of Texas cities with population sizes of 10,000 or more. Population sizes were grouped as follows: 10,000-24,999; 25,000-49,999; 50,000-99,999; 100,000-249,999; and 250,000 or more. The population includes 171 cities in the State of Texas. Because the research population is reasonably small, it was possible to survey the entire population, thereby increasing accuracy of the study.

The names, positions, and addresses of the city managers, administrators, and mayors surveyed were obtained from the Texas State Directory and verified through demographic related questions in Section A of the survey (See Appendix A and B). The Texas Municipal League was used as a reference to cross-check information in addition to updates provided by the Texas City Management Association, Region 7.



## Variables

This study analyzes the independent variables "form of government", and "population size" as they relate to the dependent variable, "frequency of use of citizen participation techniques". This study also analyzes the dependent variable "utilization rates of use of each individual technique" and both the independent variables "form of government" and "population size". Finally, the researcher seeks to identify the relationship between the independent variable, "citizen participation techniques", and the dependent variable, the "functions/goals" these techniques are intended to serve.

Although there are generally 48 citizen participation techniques, (categorized as citizen involvement which is government initiated, citizen action which is citizen initiated, electoral participation, and obligatory participation which is legally mandated), only citizen involvement techniques were surveyed since public officials are only qualified to answer questions concerning goals/functions of techniques they initiated. These 21 techniques were selected from Rosener's 1975 matrix (see Table 1.1). Use of all possible citizen involvement techniques would have made the survey too long, and adversely impacted the rate of return. Obligatory participation and electoral citizen participation techniques were not included in this study since all cities should be using them, providing little valuable information.

Several of Rosener's goals were similar and were therefore combined. 'Solicit impacted groups' was combined with 'facilitate participation', and 'answer citizen questions' and 'disseminate information' were combined. This leaves seven categories of goals for analysis: 1) identify attitudes, opinions, priorities, 2) solicit impacted groups and invite them to participate, 3) generate new ideas and alternatives, 4) resolve conflicts/dissolve poor relations, 5) plan, program, and policy review, 6) develop support or minimize opposition for programs, and 7) answer citizen questions/disseminate information. The goal of 'Meeting

state/federal/local requirements' was added for informational purposes and to assess impact of mandated citizen participation.

### The Research Instrument

The survey questionnaire is in a standardized format. Section A of the survey consists of closed-ended questions. A matrix, partially replicated from the Rosener matrix (see Table 1.1), was used in Section B of the survey to organize responses about the use of techniques and the goals/functions they serve (see Appendix B).

The questionnaire is two-part with an appendix. Section A asks for background information including verification of city name, population size, and form of government. In addition, information on grants, total budget, and number of employees were not used, but were collected for future replication of this study. Section B, which is in matrix format, asks respondents to first indicate whether a technique is used sometimes, often, or never. If used, it then further asks the respondent to check all of the functions/goals that apply to the technique used (see Appendix B). It should be noted that there may be some weakness in the identification of citizen participation technique functions since this factor is based more on perception than fact.

An appendix to the survey includes definitions of citizen participation techniques. These definitions are based on Rosener's and other researcher's definitions identified through the literature review, along with additional explanations made as a result of pretesting the survey. These definitions were attached to the survey for uniformity and clarity purposes since public officials may be unfamiliar with citizen participation terminology.

### Pretesting

The survey was pretested by four local government officials including two city managers and two assistant city managers. As a result of their analysis, several modifications were made. The original survey included citizen involvement, citizen action, and obligatory citizen participation technique categories. Because of the limited number and nature of the goals/functions, the forms of citizen participation were adjusted to reflect only citizen involvement (government initiated) participation techniques. Administrators were found to be unqualified to answer questions concerning citizen-action and obligatory participation goals. As referenced earlier, many of the definitions were also clarified.

### Distribution of the Research Instrument

Surveys were mailed to Texas city managers, city administrators, and mayors on February 24, 1993. The return deadline was March 10, 1993. In council-manager governments, questionnaires were mailed directly to the attention of the city manager. The cover letter indicated the researcher prefers that the survey be completed personally, but acknowledged this may not be possible and encouraged managers to delegate completion of the survey to a select group of employees (deputy city manager, assistant city manager, assistant to the city manager, and administrative assistant). In mayor-council cities, questionnaires were directly addressed to city administrators, or if none existed, directly to the mayor. In any event, all respondents were asked to indicate their position by checking the appropriate job title in Section A of the survey. Surveys completed by others not specified (public information officers, city secretaries, and some department heads), were reviewed and all deemed usable for the purpose of this study.

An explanatory cover letter was attached to the instrument explaining purpose, need for expeditious turn-around time, and identification of the researcher

(see Appendix B). A self-addressed, stamped envelope was enclosed. A sufficient number of surveys (96), representative of the population were returned by the stated deadline, therefore a follow-up survey and letter were not needed. Follow-up telephone calls were utilized on a limited basis to clarify omissions in survey responses.

### Variable Measurement

The following null hypotheses were developed.

- Ho1: The proportions in the three categories Often, Sometimes, and Never for use of the 21 citizen participation techniques as a whole are the same for different forms of local government (mayor-council and council-manager).
- Ho2: The proportions in the three categories Often, Sometimes, and Never for use of the 21 citizen participation techniques as a whole are the same for different city population sizes.
- Ho3: The proportion of use of each individual citizen participation technique is the same for different forms of government.
- Ho4: The proportion of use of each individual citizen participation technique is the same for different population sizes.

Surveys were physically separated by form of government and assessed by descriptive statistical methods, primarily chi square.

A Chi square analysis was then performed on each null hypothesis. Chi square is appropriate when assessing frequency of occurrence of an event and

testing for significant difference. Chi square tests whether any two variables in a cross tabulation are independent and may be used to evaluate the "discrepancy between a set of observed frequencies and a set of expected frequencies."

Surveys were then separated by population size and assessed in a like manner.

The results of this survey are described in the following chapter. Each hypothesis and null hypothesis are considered independently in order to simplify analysis.

## CHAPTER 5

### FINDINGS AND ANALYSIS

This chapter discusses the results of a survey sent to city managers, administrators, and mayors of Texas home rule cities of population size 10,000 or greater. The chapter begins with an overview of the characteristics of the survey respondents. Secondly, this chapter will discuss overall use of individual citizen participation techniques. Next, it will discuss the results as it relates to goals/function of citizen participation. Lastly, this section will focus on the results of each hypothesis separately.

In the following discussions, nominal variables are illustrated in tabular format and ordinal variables are shown in statistical analysis and tabular format.

#### Survey Response

The characteristics of responding cities are presented in Table 5.1. Of the 171 surveys mailed, 96 responded for a 56.1 percent overall rate of return. Follow-up telephone calls were utilized on a limited basis to clarify omissions in survey responses. This rate of return resulted in data which could be considered highly representative of the population and exceeded the researcher's expectations. In addition, the response rate for each classification of the variables was satisfactory. The response rate for cities of varying population size had a wider range of response (37.5% to 75%) than the two forms of government which had a 53 to 56 percent response range.

Of the 99 surveys sent to population sizes of 10,000 to 24,999, 55 or 55.6 percent responded; of the 33 surveys sent to population sizes of 25,000 to 49,999, 15 or 45.5 percent responded; of the 19 surveys sent to population sizes of 50,000

**TABLE 5.1****CHARACTERISTICS OF  
RESPONDING CITIES IN TEXAS**

	<b>Number of Cities Surveyed</b>	<b>Percent Surveyed</b>	<b>Number of Cities Responding</b>	<b>Percent Responding</b>
<b>Total</b>	171	100%	96	56.1%
<b>Population Group</b>				
250,000 or more	8	4.7%	3	3.1%
100,000-249,999	12	7.0%	9	9.4%
50,000-99,999	19	11.1%	14	14.6%
25,000-49,999	33	19.3%	15	15.6%
10,000-24,999	99	57.9%	55	57.3%
<b>Form of Government</b>				
Council-Manager	156	91.2%	88	91.7%
Mayor-Council	15	8.8%	8	8.3%
Other	0	0%	0	0%

to 99,999, 14 or 73.7 percent responded; of the 12 surveys sent to population sizes of 100,000 to 249,999, 9 or 75 percent responded; and of the 8 surveys sent to population sizes of 250,000 more, 3 or 37.5 percent responded.

Of the 156 surveys sent to Council-Manager governments, 88 responded to the survey (56.4%), and of the 15 surveys sent to Mayor-Council governments, 8 responded (53.3%).

### Use of Individual Citizen Participation Techniques

In Section A of the survey, respondents were asked to indicate whether their city currently used each individual citizen participation technique often, sometimes, or never. Table 5.2 summarizes these responses, grouping the often and sometimes categories to determine the level of use of each technique.

Table 5.2 illustrates that individual citizen participation techniques have very different utilization rates. All techniques were found to be used, but the percent using them varied greatly (2.1% to 92.7%). With the exception of two techniques, most of these techniques were used substantially. In 9 of the 21 cases, a majority of the respondents utilized the techniques. Policy delphi and ombudsman techniques experienced the lowest rate of use at 2 percent and 8 percent respectively. In contrast, citizen advisory commissions and public forum meetings experienced the greatest level of use at 92.7 percent and 89.6 percent respectively.



TABLE 5.2  
USE OF INDIVIDUAL PARTICIPATION TECHNIQUES  
96 Survey Responses Received, 56.1% Rate of Return

Technique	Number Using Technique*	Percent Using Technique
Citizen Advisory Comm.	89	92.7%
Citizen Review Board	48	50.0%
Citizen Survey	66	68.8%
Citizen Training	38	39.6%
Community Technical Assist.	24	25.0%
Coordinator/Coor. Catalyst	44	45.8%
Design-In	23	24.0%
Drop-In Center	16	16.7%
Fishbowl Planning	32	33.3%
Focused Group Interview	14	14.6%
Hotline	26	27.1%
Meetings-Neighborhood	76	79.2%
Meetings-Public Forum	86	89.6%
Neighbor. Planning Council	17	17.7%
Ombudsman	8	8.3%
Policy Delphi	2	2.1%
Priority-Setting Committees	52	54.2%
Public Information Program	64	64.0%
Random Selected Partic. Grp	24	24.0%
Task Force	75	78.1%
Workshops	68	70.8%

\*Respondents indicated the technique is often or sometimes used

## Goals/Functions of Individual Citizen Participation Techniques

In a 1975 publication, Rosener asserted that specific goals can be achieved through use of certain citizen participation techniques. In this section, each of the twenty-one selected citizen involvement participation techniques are discussed individually. In addition, they are compared with Rosener's expectations. This survey tested seven of Rosener's goals for using individual citizen participation techniques. The goals tested include: identify attitudes, opinions, priorities; solicit impacted groups and invite them to participate; generate new ideas and alternatives; resolve conflicts/dissolve poor relations; plan, program and policy review; develop support or minimize opposition for programs, and answer citizen questions and disseminate information. The goal of meeting federal/state/local requirements was added to the study for a total of eight goals tested.

In partial replication of Rosener's earlier study, the survey asked respondents to consider each technique separately. For each citizen participation technique that they currently use, respondents were asked to check all goals which apply. Table 5.3 summarizes these responses, indicating the number and percent of respondents that used each technique. In addition, the table shows the percent that used the technique to achieve a particular goal. For illustrative purposes, the goals cells which Rosener asserts are fulfilled by individual techniques are highlighted with light shading.

The survey results are in general agreement with Rosener's assertions that particular techniques can be used to achieve certain goals. While the results did validate many of the goals/technique relationships, several deviations from Rosener's results were identified. Overall, the results show that public administrators perceive that individual techniques may achieve a greater number and variety of goals than what Rosener asserted. The technique/goals

**TABLE 5.3**  
**USE OF CITIZEN PARTICIPATION TECHNIQUES AND THE GOALS THEY ARE INTENDED TO SERVE**

Rosener's Associated Goals are Indicated by Light Shading, Significant Goals/Technique Deviations are Indicated by Dark Shading

			Of those using the technique, percent that used the technique to achieve each goal							
Technique	Number Using Technique N=96	Percent Using Technique	Identify attitudes, opinions, priorities	Solicit impacted groups & invite them to partici.	Generate new ideas and alterna-tives	Resolve conflicts/ dissolve poor relations	Meet federal/ state/local require-ments	Plan, program, and policy review	Develop support or minimize opposition for programs	Answer citizen questions, disseminate informa.
Citizen Advisory Comm.	89	92.7%	83%	53%	76%	42%	38%	76%	60%	61%
Citizen Review Board	48	50.0%	52%	46%	44%	54%	58%	71%	33%	56%
Citizen Survey	66	68.8%	94%	35%	53%	23%	14%	46%	39%	36%
Citizen Training	38	39.6%	29%	45%	26%	42%	8%	24%	47%	71%
Community Technical Assist.	24	25.0%	33%	67%	50%	38%	25%	25%	38%	50%
Coordinator/Coor. Catalyst	44	45.8%	68%	59%	59%	71%	32%	59%	64%	73%
Design-In	23	24.0%	61%	61%	70%	30%	26%	57%	74%	57%
Drop-In Center	16	16.7%	56%	38%	31%	44%	19%	13%	38%	81%
Fishbowl Planning	32	33.3%	81%	81%	59%	63%	25%	47%	66%	72%
Focused Group Interview	14	14.6%	71%	71%	71%	29%	14%	21%	43%	57%
Hotline	26	27.1%	54%	42%	46%	42%	4%	15%	15%	77%
Meetings-Neighborhood	76	79.2%	79%	79%	63%	74%	25%	38%	75%	93%
Meetings-Public Forum	86	89.6%	86%	71%	58%	59%	44%	43%	69%	92%
Neighbor. Planning Council	17	17.7%	65%	59%	59%	59%	6%	35%	59%	53%
Ombudsman	8	8.3%	50%	25%	25%	88%	13%	25%	38%	50%
Policy Delphi	2	2.1%	100%	50%	100%	100%	0%	100%	50%	100%
Priority-Setting Committees	52	54.2%	85%	67%	75%	39%	17%	67%	56%	56%
Public Information Program	64	64.0%	33%	31%	27%	41%	16%	20%	69%	92%
Random Selected Partic. Group	24	24.0%	63%	63%	50%	25%	13%	46%	54%	46%
Task Force	75	75.0%	73%	68%	80%	59%	13%	67%	86%	59%
Workshops	68	68.0%	74%	66%	75%	56%	22%	72%	53%	66%

relationship which Rosener did not identify, but which the results reflect a significant deviation (67%+) of use are highlighted in Table 5.3 with dark shading.

The results show that eleven of the twenty-one techniques may serve goals that were not identified by Rosener. Examples include citizen training which was used by 71 percent of the respondents to achieve the goal of answering questions and disseminating information; fishbowl planning was used by 81 percent to identify attitudes, opinions, and priorities; public forum meetings were used by 86 percent to identify attitudes, opinions, and priorities, etc. Only fishbowl planning and citizen advisory commissions strongly matched Rosener's goals/techniques relationships.

### Hypothesis 1

H<sub>1</sub>: Cities with the council-manager form of government utilize citizen involvement techniques of citizen participation as a whole more frequently than the mayor-council form of government.

Hypothesis #1 is based on the reasoning that under the council-manager plan, city managers, assuming a more technical, professional, and administrative role, would seek citizen input more frequently to avoid political influence by single issue interest groups or council members. Citizen participation techniques are also considered a management tool, deriving many of the benefits aforementioned, which city managers, because of their assumed training, would be more inclined to use. In addition, because citizen participation is considered time-consuming, mayors may not have sufficient time to dedicate to citizen participation since the majority of mayors do not serve in full-time positions. In contrast, city managers are full-time

employees who would be in a better position to oversee on-going citizen participation processes.

In order to test the hypothesis the following null hypothesis was tested:

$H_{01}$ : The proportions in the three categories often, sometimes, and never for use of the 21 citizen participation techniques as a whole are the same for different forms of government (mayor-council and council-manager).

Surveys were grouped by form of government. Of the 156 surveys sent to council-manager governments, 88 (56.4%) responses were received. Of the 15 surveys sent to mayor-council governments, 8 (53.3%) responses were received.

Individual survey responses were tabulated for each form of government, indicating whether techniques were used often, sometimes, or never. Sums for each of the three categories were recorded, indicating the total number of responses under each heading (see Appendix C). Grand total distribution in each category by form of government are illustrated in Table 5.4.

A chi square analysis was performed to determine if there is a significant difference in frequency of use of citizen participation techniques between the forms of local government. The researcher chose to use the  $p < 0.05$  level of significance for the test. The resultant chi square value of 10.598 with 2 degrees of freedom shows that there is a significant difference in frequency of use of citizen participation ( $p < 0.005$ ). Therefore, the null hypothesis was rejected.

Although the chi square test yields a significant difference in the use of citizen participation, it does not indicate which form of government utilizes citizen participation techniques more frequently. Referencing Table 5.4, the data unexpectedly suggests that mayor-council forms tend to be more inclined to use

citizen involvement participation techniques more frequently than the council-manager form.

TABLE 5.4

FREQUENCY OF USE OF ALL 21 CITIZEN PARTICIPATION TECHNIQUES  
BY FORM OF GOVERNMENT

	# Times Techs Used Often	%	# Times Techs Used Sometimes	%	# Times Techs Used Never	%	Total Times Techs Used
Council-Manager	330	17.9%	474	25.7%	1042	56.4%	1846
Mayor-Council	34	20.2%	60	35.7%	74	44.0%	168
Total	364		534		1116		2014

Chi Square 10.60, df=2, significant at .05

## Hypothesis 2

H<sub>2</sub>: Cities with larger population sizes utilize citizen involvement techniques of citizen participation as a whole more frequently than cities of smaller population size.

Use of citizen participation techniques is not only time consuming, but also requires commitment to a high level of resources. Hypothesis #2 is based on the assumption that large cities have more monetary resources and personnel (due to a larger tax base) to engage in activities of this nature, thus providing flexibility to utilize citizen participation more frequently. In addition, larger populations represent a very diverse group of citizens that must be served, and it is difficult for a city to develop an understanding of citizen needs without participation. This hypothesis assumes that in trying to identify these diverse needs, in order to better serve the public, citizen participation techniques would be used more often.

The following null hypothesis was developed to test the hypothesis:

H<sub>02</sub>: The proportions in the three categories often, sometimes, and never for use of the 21 citizen participation techniques as a whole, are the same for different city population sizes.

Surveys were regrouped by population size. Individual survey responses were tabulated for each of the five population groups, indicating whether techniques were used often, sometimes, or never. Sums for each of the three categories were recorded indicating the total number of responses under each heading (see Appendix C). Grand total distributions in each category and population size are illustrated in Table 5.5.

TABLE 5.5

FREQUENCY OF USE OF ALL 21 CITIZEN PARTICIPATION TECHNIQUES  
BY POPULATION SIZE

	# Times Techs Used Often	%	# Times Techs Used Sometimes	%	# Times Techs Used Never	%	Total Times Techs Used
10,000-24,999	171	14.8%	273	23.7%	709	61.5%	1153
25,000-49,999	60	19.1%	98	31.2%	156	49.7%	314
50,000-99,999	59	20.0%	85	28.8%	151	51.2%	295
100,000-249,999	45	23.8%	57	30.2%	87	46.0%	189
250,000 or More	29	46.0%	21	33.3%	13	20.6%	63
Total	364		534		1116		2014

Chi square 74.19, df=8,  $p<.005$

A chi square analysis was performed to determine if there was a significant difference in frequency of use of citizen participation techniques among the population groups. Significance was tested at the  $p<0.05$  level. The resultant chi square value of 74.193 with 8 degrees of freedom shows that there is a significant difference in frequency of use of citizen participation ( $p<0.005$ ). Therefore, the null hypothesis was rejected.

Again, the chi square test does not indicate which population group uses citizen participation techniques more frequently. Inspection of the data seems to suggest that the frequency of use of citizen participation techniques increases with city population size. There is one exception to this pattern. Population sizes of 25,000-49,999 and 50,000-99,999 fall a couple of percentage points off this pattern in the "sometimes" and "never" category. Because of the limited scope of this report, this phenomenon was not tested.



### Hypothesis 3

H<sub>3</sub>: Cities with the council-manager form of government have higher utilization rates of individual citizen involvement techniques of citizen participation than cities with the mayor-council form of government.

Hypothesis #3 is based on reasoning similar to hypothesis #1. The following null hypothesis was developed to test the hypothesis:

H<sub>03</sub>: The proportion of use of each individual citizen participation technique is the same for different forms of government.

Table 5.6 summarizes the respondents' utilization rates for each individual technique. A chi square analysis was not conducted for hypothesis #3 since chi square software packages would not accept twenty-one dependent variables and the scope of this research is limited to requirements for a three hour course.

Both forms of government have technique utilization rates that are very similar. Only six of the 21 techniques revealed a substantial difference in their use. These include citizen review board, citizen training, community technical assistance, design-in, drop-in centers, and fishbowl planning. Unexpectedly utilization rates in these techniques were higher for the mayor-council form of government. At the same time, none of the technique utilization rates for the council-manager form are substantially higher than the mayor-council form.

TABLE 5.6

**UTILIZATION RATES OF INDIVIDUAL CITIZEN PARTICIPATION TECHNIQUES  
BY CITY POPULATION SIZE AND FORM OF GOVERNMENT**

Technique	Total # Responses- All Cities	Population Size					Form of Government	
		250,000 or more	100,000- 250,000	50,000- 99,999	25,000- 49,999	10,000- 24,999	Council- Manager	Mayor- Council
Total Responses Each Category	96	3	9	14	15	55	88	8
Citizen Advisory Comm.	90	3 (100%)	9 (100%)	14 (100%)	15 (100%)	49 (89.1%)	83 (94.3%)	7 (87.5%)
Citizen Review Board	47	3 (100%)	5 (55.6%)	8 (57.1%)	9 (60.0%)	22 (40.0%)	40 (45.5%)	7 (87.5%)
Citizen Survey	67	3 (100%)	6 (66.7%)	10 (71.4%)	13 (86.7%)	35 (63.6%)	63 (71.6%)	4 (50.0%)
Citizen Training	38	3 (100%)	5 (55.6%)	5 (35.7%)	7 (46.7%)	18 (32.7%)	33 (37.5%)	5 (62.5%)
Community Technical Assist.	25	3 (100%)	3 (33.3%)	5 (35.7%)	5 (33.3%)	9 (16.4%)	20 (22.7%)	5 (62.5%)
Coordinator/Coor. Catalyst	42	3 (100%)	5 (55.6%)	7 (50.0%)	6 (40.0%)	21 (38.2%)	37 (42.0%)	5 (62.5%)
Design-In	22	2 (66.7%)	4 (44.4%)	5 (35.7%)	2 (13.3%)	9 (16.4%)	17 (19.3%)	5 (62.5%)
Drop-In Center	17	2 (66.7%)	0 (0.0%)	6 (42.9%)	5 (33.3%)	4 (7.2%)	12 (13.6%)	5 (62.5%)
Fishbowl Planning	32	3 (100%)	6 (66.7%)	5 (35.7%)	8 (53.3%)	10 (18.2%)	27 (30.7%)	5 (62.5%)
Focused Group Interview	15	1 (33.3%)	1 (11.1%)	5 (35.7%)	2 (13.3%)	6 (10.9%)	14 (15.9%)	1 (12.5%)
Hotline	27	2 (66.7%)	4 (44.4%)	5 (35.7%)	5 (33.3%)	11 (20.0%)	25 (28.4%)	2 (25.0%)
Meetings-Neighborhood	74	3 (100%)	8 (88.9%)	12 (85.7%)	13 (86.7%)	38 (69.1%)	68 (77.3%)	6 (75.0%)
Meetings-Public Forum	86	3 (100%)	8 (88.9%)	12 (85.7%)	15 (100%)	48 (87.3%)	78 (88.6%)	8 (100%)
Neighbor. Planning Council	17	2 (66.7%)	3 (33.3%)	4 (28.6%)	5 (33.3%)	3 (5.5%)	14 (15.9%)	3 (37.5%)
Ombudsman	8	1 (33.3%)	3 (33.3%)	1 (7.1%)	1 (6.7%)	2 (3.6%)	8 (9.1%)	0 (0.0%)
Policy Delphi	2	1 (33.3%)	0 (100%)	0 (0.0%)	0 (0.0%)	1 (1.8%)	2 (2.3%)	0 (0.0%)
Priority-Setting Committees	52	3 (100%)	5 (55.6%)	8 (57.1%)	10 (66.7%)	26 (47.3%)	47 (53.4%)	5 (62.5%)
Public Information Program	64	3 (100%)	9 (100%)	11 (78.6%)	8 (53.3%)	33 (60.0%)	58 (65.9%)	6 (75.0%)
Random Selected Partic. Grp	24	1 (33.3%)	1 (11.1%)	3 (21.4%)	4 (26.7%)	15 (27.3%)	22 (25.0%)	2 (25.0%)
Task Force	77	3 (100%)	9 (100%)	13 (92.9%)	13 (86.7%)	39 (70.1%)	70 (79.5%)	7 (87.5%)
Workshops	69	2 (66.7%)	6 (66.7%)	9 (64.3%)	12 (80.0%)	40 (72.7%)	62 (70.5%)	7 (87.5%)

#### Hypothesis 4

H<sub>4</sub>: Cities with larger population sizes have higher utilization rates of individual citizen involvement techniques of citizen participation than cities of smaller population sizes.

Hypothesis #4 is based on reasoning similar to hypothesis #2. Because there is a need to identify diverse needs, wider varieties of citizen participation may be needed. Larger cities also have larger bureaucracies and as a result, become less accessible to the public. Public administrators may respond by trying innovative ways to reach out and stay abreast of needs and/or to disseminate information throughout the city.

The following null hypothesis was developed to test the hypothesis:

H<sub>04</sub>: The proportion of use of each individual citizen participation technique is the same for different population sizes.

Table 5.6 illustrates a graduated pattern of utilization rates for each technique. As stated previously, chi square analysis was not conducted for hypothesis #3 since chi square software packages would not accept twenty-one dependent variables and the scope of this research is limited to requirements for a three hour course.

Generally speaking, the results show that the larger the population size, the higher the utilization rate will be for each technique. In five of the techniques, the utilization rate remains approximately at the same level for the three population groups ranging from 25,000 to 250,000. In all but two techniques (focused group interview and workshops), the 250,000 or more population group had a higher utilization rate than the other population groups. In the 25,000 to 49,000 population group, the utilization rates of five of the twenty-one techniques fell outside of the

graduated pattern of utilization. This deviation is reflected by this group having a higher technique utilization rate than many of the other population groups. Also, the 100,000 to 250,000 population group experienced several very low utilization rates compared to the other groups. Low rates were experienced in drop-in centers, focused group interviews, and random selected participation groups.

These findings will next be presented in summary form. Summaries will highlight the results of each hypothesis separately, providing interpretations of why the expected results were or were not met.

## CHAPTER 6

### SUMMARY AND CONCLUSIONS

#### Use of Individual Citizen Participation Techniques

These findings suggest that only a few techniques of citizen participation play a substantial role in local government. This is demonstrated by the results which show that although all techniques are being used, they represent varying degrees of utilization. Only eight of the twenty-one techniques reflected utilization rates of 50 percent or more. These techniques included citizen advisory commissions, citizen surveys, neighborhood meetings, public forum meetings, priority-setting committees, public information programs, task force, and workshops.

Other techniques were used only on a very limited basis. Although a majority did not utilize the rest of the techniques, a substantial number of the respondents did utilize each technique (33%).

Several factors may explain these expected results. The techniques which were more highly utilized require little staff training. In addition, these techniques also required fewer resources, with the exception of public information programs. Those techniques which are not used by a substantial number of the respondents, may have lower utilization rates due to limited time and budget constraints.

Also, it is interesting to note that among the individual techniques which were highly utilized, respondents were trying to achieve very common goals. These goals include identifying attitudes, opinions, and priorities; generating new ideas and alternatives; developing support or minimizing opposition; and answering citizen questions and disseminating information.

As would be expected, the techniques with the most simple, familiar names had a high pattern of use.

## Goals/Functions of Citizen Participation

As expected, the survey validates Rosener's goals/techniques relationship. Surprisingly though, administrators perceive that additional goals may be met through utilization of these techniques.

It should be noted that although many of these techniques were found to serve additional goals not identified by Rosener, these results are only perceptions of public administrators and may, in reality, not be fulfilled by the individual citizen participation technique.

As suggested in the historical chapter of this report, although government initiatives have grown to require citizen participation, ironically, the results show that meeting state and federal requirements was the least prevalent of goals. An average of 20.6 percent of the respondents were trying to meet this goal through citizen participation techniques. This percentage is very low compared to the percents associated with the other goals. Therefore governmental initiatives may not be having the impact that the federal and state government had intended.

## Hypothesis #1

Unexpectedly, the results show that the mayor-council form of government utilizes citizen involvement techniques of citizen participation more frequently than the council-manager form. This was demonstrated by the higher percent of respondents who used citizen participation "often" and "sometimes".

These unexpected results may be attributable to several factors. The researcher initially believed that city managers would rely on citizen participation more frequently because they play a more technical, professional role. An explanation for these results may be that mayors and council members feel

uncomfortable with making certain decisions without formalized citizen input. Rather than having to depend on the few citizens who would normally voice their opinion, mayors/councils may look to citizen participation to provide views which are more representative of the population. The highly utilized techniques which include citizen advisory commissions, citizen surveys, various types of meetings, task forces, and workshops would provide these varying views.

Mayors/councils may be asking administrators to conduct various forms of citizen participation each time a difficult, controversial policy decision arises. This may result in a greater frequency of use in mayor-council forms than council-manager forms.

### Hypothesis #2

The relationship between frequency of use of citizen participation and population size was consistent with expectations. The results show a graduated frequency of use depending on population size. Larger population sizes (250,000 or more) were found to have the greatest frequency of use. Frequency of use was found to decrease as city population size decreases. As discussed previously, it appears that larger cities may have more resources and personnel available which allow them to conduct citizen participation more frequently.

### Hypothesis #3

The results of this hypothesis indicate that in general, utilization rates for individual citizen participation techniques are very similar, regardless of form of government. Only six of the techniques demonstrated a difference in utilization, and

surprisingly, these techniques were more highly utilized by the mayor-council form of government.

Again, the more highly used techniques were consistent with the techniques that provide more feedback to city councils. Therefore, the explanations described in this chapter for hypothesis #1, appear to apply to this hypothesis.

#### Hypothesis #4

The results of this hypothesis indicates the relationship between population size and citizen participation utilization rates was consistent with expectations. The results show the larger the population size, the higher the utilization rate for each individual citizen participation technique. This may reflect that larger populations not only have more resources to conduct citizen participation more frequently, but because of the diversity of a larger population, it becomes necessary to use a wider variety of techniques to stay abreast of citizens' varying needs.

#### Conclusions

The demand for increased citizen participation has been met with a lukewarm response. This response has been limited to use of only a few select citizen participation techniques and does not play a substantial role in local government decision-making. Increased citizen participation requirements by state and federal governments have not had the impact as could be expected. It appears that cities are beginning to see the benefits of citizen participation, but full acceptance has not been adopted.



This research found that it is possible that more goals can be achieved through citizen participation techniques than initially presented in the 1975 Rosener study. It also found that mayor-council governments utilize citizen participation more frequently. Frequency of use of citizen participation and overall utilization rates were consistent with conventional wisdom which would assume that the larger the population size, use of citizen participation would increase.

Other factors which could influence citizen participation have not been explored in this study. Impact of grants, number of city employees, and budget size may also have bearing on the use of citizen participation. These variables would be an interesting topic to explore.

NAME1	NAME2	NAME3	NAME4	CITY	ADDRESS1	ADDRESS2	POPULATION	
Mr.	Jim	Blagg	City Manager		City of Abilene	P. O. Box 60	Abilene TX 79604	108,030
Mr.	Roel	Valadez	City Manager		City of Alice	P. O. Box 3229	Alice TX 78333	19,788
Mr.	Jon	McCarty	City Manager		City of Allen	One Butler Circle	Allen TX 75002	18,400
Mayor	Allen	Gray	Mayor		City of Alvin	216 W. Sealy St.	Alvin TX 77511	19,220
Mr.	John	Ward	City Manager		City of Amarillo	P.O. Box 1971	Amarillo TX 79186	157,615
Mr.	Len	Wilson	City Manager		City of Andrews	111 Logsdon	Andrews TX 79714	10,578
Ms.	Ruth	Hertel	Administrator		City of Angleton	121 South Velasco	Angleton TX 77515	17,189
Mr.	George	Campbell	City Manager		City of Arlington	P.O. Box 231	Arlington TX 76004	250,000
			City Manager		City of Athens	501 N. Pinkerton	Athens TX 75751	10,818
Dr.	Camille C.	Barnett	City Manager		City of Austin	P.O. Box 1088	Austin TX 78767	496,861
Mr.	Elland	Archer	Administrator		City of Balch Springs	3117 Hickory Tree Rd.	Balch Springs TX 75180	17,500
Mr.	Bobby	Rountree	City Manager		City of Baytown	P.O. Box 424	Baytown TX 77520	65,714
Mr.	Ray	Riley	City Manager		City of Beaumont	P.O. Box 3827	Beaumont TX 77704	113,352
Mr.	Jim	Walker	City Manager		City of Bedford	P.O. Box 157	Bedford TX 76095	43,762
Mr.	Joe	Montez	City Manager		City of Beeville	400 N. Washington St.	Beeville TX 78102	14,503
Ms.	Lea	Dunn	City Manager		City of Bellaire	7008 S. Rice Ave	Bellaire TX 77401	13,842
Mr.	Jeffery	Holberg	City Manager		City of Belton	P.O. Box 120	Belton TX 76513	12,600
Mr.	Ken	Neystel	City Manager		City of Benbrook	P.O. Box 26569	Fort Worth TX 76126	22,000
Mr.	Hal	Boyd	City Manager		City of Big Spring	P.O. Box 3190	Big Spring TX 79721	23,093
Mr.	Alyn	Rogers	City Manager		City of Borger	P.O. Box 5250	Borger TX 79008-5250	15,675
Mr.	Leonard	Addicks	City Manager		City of Brenham	P.O. Box 1059	Brenham TX 77834-1059	12,000
Mr.	Kirby	Lilljedahl	City Manager		City of Brownsville	P.O. Box 911	Brownsville TX 78522-0911	98,962
Mr.	Virgil	Gray	City Manager		City of Brownwood	P.O. Box 1389	Brownwood TX 76801	19,403
Mr.	Ernest	Clark	City Manager		City of Bryan	P.O. Box 1000	Bryan TX 77805	55,002
Mr.	Gary	Bean	City Manager		City of Burkburnett	501 Sheppard Rd.	Burkburnett TX 76354	10,903
Mr.	Jack	Eades	City Manager		City of Burleson	141 W. Renfro	Burleson TX 76028	16,113
Mr.	Glen	Metcalf	City Manager		City of Canyon	301 16th St.	Canyon TX 79015	11,365
Mr.	Dan	Johnson	Acting City Manager		City of Carrollton	P.O. Box 110535	Carrollton TX 75011	82,169
Mr.	Gregory	Vick	City Manager		City of Cedar Hill	P.O. Box 96	Cedar Hill TX 75104	19,976
Mr.	Joel	Victory	City Manager		City of Cleburne	P.O. Box 657	Cleburne TX 76033	22,205
Mr.	Ron	Ragland	City Manager		City of College Station	P.O. Box 9960	College Station TX 77842	52,456
Mr.	Robert	Stripling	City Manager		City of Colleyville	P.O. Box 185	Colleyville TX 76034	12,724
Mr.	Bill	Storey	Administrator		City of Conroe	P.O. Box 3066	Conroe TX 77305	27,314
Mr.	John	Klaiber	City Manager		City of Converse	P.O. Box 36	Converse TX 78109	10,000
Mr.	Alan	Ratliff	City Manager		City of Coppel	P.O. Box 478	Coppel TX 75019	17,800
Mr.	Johnny	Smith	City Manager		City of Copperas Cove	P.O. Drawer 1449	Copperas Cove TX 76522	24,079
Mr.	Juan	Garza	City Manager		City of Corpus Christi	P.O. Box 9277	Corpus Christi TX 78469	273,677

Mr.	Craig	London	City Manager	City of El Paso	200 North 12th St.	El Paso TX 79901	25,761	
Ms.	Jan	Hart	City Manager	City of Dallas	City Hall 1500 Marilla	Dallas TX 75201	1,006,877	
Mr.	Ron	Crabtree	City Manager	City of Deer Park	P.O. Box 700	Deer Park TX 77536	27,652	
Mr.	Florencio	Sauceda	City Manager	City of Del Rio	P.O. Box 4239	Del Rio TX 78841	37,000	
Mr.	Larry	Cruise	City Manager	City of Denison	P.O. Box 347	Denison TX 75020	21,505	
Mr.	Lloyd	Harrell	City Manager	City of Denton	215 E. McKinney St.	Denton TX 76201	66,270	
Mr.	Mark	Sowa	City Manager	City of Desoto	P.O. Box 550	Desoto TX 75115	32,627	
Mr.	Juan	Cedillo	City Manager	City of Donna	921 Miller Ave.	Donna TX 78537	12,652	
Mr.	Larry	Smith	City Manager	City of Dumas	P.O. Box 438	Dumas TX 79029	12,746	
Mr.	Dan	Savage	City Manager	City of Duncanville	P.O. Box 380280	Duncanville TX 75116	35,007	
			City Manager	City of Eagle Pass	P.O. Box 4019	Eagle Pass TX 78853	20,651	
Mr.	Hector	Solis	City Manager	City of Edinburg	P.O. Box 1079	Edinburg TX 78540	29,885	
Mr.	Terry	Roberts	City Manager	City of El Campo	315 E. Jackson	El Campo TX 77437	10,511	
Mayor	William	Tilney	Mayor	City of El Paso	2 Civic Center Plaza	El Paso TX 79901	515,342	
Mr.	Steve	Howerton	City Manager	City of Ennis	P.O. Box 220	Ennis TX 75119	13,883	
Mr.	Tom	Hart	City Manager	City of Euless	201 N. Ector Dr.	Euless TX 76039	38,149	
Mr.	Richard	Escalante	City Manager	City of Farmers Branch	P.O. Box 819010	Farmers Branch TX 75381	24,200	
Mayor	Gary	Acker	Mayor	City of Flower Mound	2121 Cross Timber Rd.	Flower Mound TX 75028	18,500	
Mr.	Edward	Badgett	City Manager	City of Forest Hill	6800 Forest Hill Dr.	Fort Worth TX 76140	11,482	
Mr.	David	Ivory	City Manager	City of Fort Worth	1000 Throckmorton	Fort Worth TX 76102	447,619	
Mr.	Meryl	Walters	City Manager	City of Freeport	128 East 4th	Freeport TX 77541	11,389	
Mr.	Ronald	Cox	City Manager	City of Friendswood	109 Willowick Ave	Friendswood TX 77546	22,710	
Mr.	Lyle	Dresher	City Manager	City of Gainesville	200 S. Rusk	Gainesville TX 76240	14,081	
Mr.	Doug	Matthews	City Manager	City of Galveston	P.O. Box 779	Galveston TX 77553	59,070	
Mr.	Dean	Ransom	City Manager	City of Garland	P.O. Box 469002	Garland TX 75046	185,000	
Mr.	Bob	Stevens	City Manager	City of Gatesville	110 North 8th	Gatesville TX 76528	12,492	
Mr.	Bob	Hart	City Manager	City of Georgetown	P.O. Box 409	Georgetown TX 78627	14,842	
Mr.	Gary	Gwyn	City Manager	City of Grand Prairie	P.O. Box 530011	Grand Prairie TX 75053	100,715	
Mr.	Mark	Watson	City Manager	City of Grapevine	P.O. Box 95104	Grapevine TX 76051	29,202	
Mr.	Ed	Thatcher	City Manager	City of Greenville	P.O. Box 1049	Greenville TX 75401	23,071	
Mr.	A.R.	Kimler	City Manager	City of Groves	P.O. Box 846	Groves TX 77619	17,090	
			City Manager	Haltom City	P.O. Box 14246	Haltom City TX 76117	32,856	
			City Manager	City of Harker Heights	901 S. Ann Blvd	Harker Heights TX 76543	16,500	
			City Manager	City of Harlingen	P.O. Box 2207	Harlingen TX 78551	48,735	
			City Manager	City of Henderson	400 W. Main St.	Henderson TX 75652	11,139	
Mr.	Chester	Nolen	City Manager	City of Hereford	P.O. Box 512	Hereford TX 79045	14,745	
Mayor	Bob	Lanier	Mayor	City of Houston	P.O. Box 1562	Houston TX 77251	1,717,000	
Mr.	James	Baker	City Manager	City of Humble	P.O. Box 1627	Humble TX 77338	12,060	
Mr.	Gene	Pipes	City Manager	City of Huntsville	1212 Avenue M	Huntsville TX 77340	27,925	
Mr.	Jim	Starr	City Manager	City of Hurst	1505 Precinct Line Rd.	Hurst TX 76054	33,574	
Mr.	Jack	Huffman	City Manager	City of Irving	P.O. Box 152288	Irving TX 75015	155,037	
Mr.	Jim	Dunaway	City Manager	City of Jacksonville	P.O. Box 1390	Jacksonville TX 75766	12,765	

Ms.	Jan	Hart	City Manager	City of Dallas	City Hall 1500 Marilla	Dallas TX 75201	1,006,377	
Mr.	Ron	Crabtree	City Manager	City of Deer Park	P.O. Box 700	Deer Park TX 77536	27,652	
Mr.	Florencio	Sauceda	City Manager	City of Del Rio	P.O. Box 4239	Del Rio TX 78841	37,000	
Mr.	Larry	Cruise	City Manager	City of Denison	P.O. Box 347	Denison TX 75020	21,505	
Mr.	Lloyd	Harrell	City Manager	City of Denton	215 E. McKinney St.	Denton TX 76201	66,270	
Mr.	Mark	Sowa	City Manager	City of Desoto	P.O. Box 550	Desoto TX 75115	32,627	
Mr.	Juan	Cedillo	City Manager	City of Donna	921 Miller Ave.	Donna TX 78537	12,652	
Mr.	Larry	Smith	City Manager	City of Dumas	P.O. Box 438	Dumas TX 79029	12,746	
Mr.	Dan	Savage	City Manager	City of Duncanville	P.O. Box 380280	Duncanville TX 75116	35,007	
			City Manager	City of Eagle Pass	P.O. Box 4019	Eagle Pass TX 78853	20,651	
Mr.	Hector	Solis	City Manager	City of Edinburg	P.O. Box 1079	Edinburg TX 78540	29,885	
Mr.	Terry	Roberts	City Manager	City of El Campo	315 E. Jackson	El Campo TX 77437	10,511	
Mayor	William	Tilney	Mayor	City of El Paso	2 Civic Center Plaza	El Paso TX 79901	515,342	
Mr.	Steve	Howerton	City Manager	City of Ennis	P.O. Box 220	Ennis TX 75119	13,883	
Mr.	Tom	Hart	City Manager	City of Euless	201 N. Ector Dr.	Euless TX 76039	38,149	
Mr.	Richard	Escalante	City Manager	City of Farmers Branch	P.O. Box 819010	Farmers Branch TX 75381	24,200	
Mayor	Gary	Acker	Mayor	City of Flower Mound	2121 Cross Timber Rd.	Flower Mound TX 75028	18,500	
Mr.	Edward	Badgett	City Manager	City of Forest Hill	6800 Forest Hill Dr.	Fort Worth TX 76140	11,482	
Mr.	David	Ivory	City Manager	City of Fort Worth	1000 Throckmorton	Fort Worth TX 76102	447,619	
Mr.	Meryl	Walters	City Manager	City of Freeport	128 East 4th	Freeport TX 77541	11,389	
Mr.	Ronald	Cox	City Manager	City of Friendswood	109 Willowick Ave	Friendswood TX 77546	22,710	
Mr.	Lyle	Dresher	City Manager	City of Gainesville	200 S. Rusk	Gainesville TX 76240	14,081	
Mr.	Doug	Matthews	City Manager	City of Galveston	P.O. Box 779	Galveston TX 77553	59,070	
Mr.	Dean	Ransom	City Manager	City of Garland	P.O. Box 469002	Garland TX 75046	185,000	
Mr.	Bob	Stevens	City Manager	City of Gatesville	110 North 8th	Gatesville TX 76528	12,492	
Mr.	Bob	Hart	City Manager	City of Georgetown	P.O. Box 409	Georgetown TX 78627	14,842	
Mr.	Gary	Gwyn	City Manager	City of Grand Prairie	P.O. Box 530011	Grand Prairie TX 75053	100,715	
Mr.	Mark	Watson	City Manager	City of Grapevine	P.O. Box 95104	Grapevine TX 76051	29,202	
Mr.	Ed	Thatcher	City Manager	City of Greenville	P.O. Box 1049	Greenville TX 75401	23,071	
Mr.	A.R.	Kimler	City Manager	City of Groves	P.O. Box 846	Groves TX 77619	17,090	
			City Manager	Haltom City	P.O. Box 14246	Haltom City TX 76117	32,856	
			City Manager	City of Harker Heights	901 S. Ann Blvd	Harker Heights TX 76543	16,500	
			City Manager	City of Harlingen	P.O. Box 2207	Harlingen TX 78551	48,735	
			City Manager	City of Henderson	400 W. Main St.	Henderson TX 75652	11,139	
Mr.	Chester	Nolen	City Manager	City of Hereford	P.O. Box 512	Hereford TX 79045	14,745	
Mayor	Bob	Lanier	Mayor	City of Houston	P.O. Box 1562	Houston TX 77251	1,717,000	
Mr.	James	Baker	City Manager	City of Humble	P.O. Box 1627	Humble TX 77338	12,060	
Mr.	Gene	Pipes	City Manager	City of Huntsville	1212 Avenue M	Huntsville TX 77340	27,925	
Mr.	Jim	Starr	City Manager	City of Hurst	1505 Precinct Line Rd.	Hurst TX 76054	33,574	
Mr.	Jack	Huffman	City Manager	City of Irving	P.O. Box 152288	Irving TX 75015	155,037	
Mr.	Jim	Dunaway	City Manager	City of Jacksonville	P.O. Box 1390	Jacksonville TX 75766	12,765	

Mr.	Glenn	Brown	City Manager	City of Kerrville	P.O. Box 776	Kerrville TX 78028	17,384	
Mr.	Ronald	Stephens	City Manager	City of Kilgore	P.O. Box 990	Kilgore TX 75662	11,066	
Mr.	June	Lykes	City Manager	City of Killeen	P.O. Box 1329	Killeen TX 76540	63,535	
Mr.	Carlos	Lerma	City Manager	City of Kingsville	P.O. Box 1458	Kingsville TX 78363	27,500	
Mr.	Nicholas	Finan	City Manager	City of La Marque	Bayou at First	La Marque TX 77568	14,120	
Mr.	Robert	Herrera	City Manager	City of La Porte	P.O. Box 1115	La Porte TX 77572	27,910	
Mr.	William	Yenne	City Manager	City of Jackson	25 Oak Drive	Lake Jackson TX 77566		23,000
Mr.	Paul	Feazelle	City Manager	City of Lamesa	310 S. Main	Lamesa TX 79331	10,809	
Mr.	William	Faither	City Manager	City of Lancaster	P.O. Box 940	Lancaster TX 75146	22,177	
Mr.	Peter	Vargas	City Manager	City of Laredo	P.O. Box 579	Laredo TX 78042	122,000	
Mr.	Paul	Nutting	City Administrator	League City	300 W. Walker	League City TX 77573	30,159	
Mr.	Greg	Ingham	City Manager	City of Levelland	P.O. Box 1010	Levelland TX 79336	13,986	
Mr.	Charles	Owens	City Manager	City of Lewisville	1197 W. Main St @ Civic Cir	Lewisville TX 75067		48,000
Mr.	Douglas	Faseler	City Manager	City of Live Oak	8001 Shin Oak Dr.	Live Oak TX 78223	10,023	
Mr.	James	Baugh	City Manager	City of Longview	P.O. Box 1952	Longview TX 75606	70,311	
			Acting City Manager	City of Lubbock	P.O. Box 2000	Lubbock TX 79457	186,206	
Mr.	C.G.	Maclin	City Manager	City of Lufkin	P.O. Drawer 190	Lufkin TX 75901	30,029	
Mr.	Clayton	Chandler	City Manager	City of Mansfield	1305 E. Broad St.	Mansfield TX 76063	15,922	
Mr.	Tony	Williams	City Manager	City of Marshall	P.O. Box 698	Marshall TX 75670	23,682	
Mr.	Jose	Escamilla	City Manager	City of McAllen	P.O. Box 220	McAllen TX 78502	84,021	
Mr.	Donald	Paschal Jr.	City Manager	City of McKinney	P.O. Box 517	McKinney TX 75069	21,283	
Mr.	Alan	Kamasaki	City Manager	City of Mercedes	400 S. Ohio St.	Mercedes TX 78570	12,694	
Mr.	James	Prugel Jr.	City Manager	City of Mesquite	P.O. Box 850137	Mesquite TX 75185-0137		101,484
Mr.	Fred	Poe	City Manager	City of Midland	P.O. Box 1152	Midland TX 79702	89,443	
Ms.	Natalie	Flores-Kelly	City Manager	City of Mineral Wells	P.O. Box 339	Mineral Wells TX 76067		14,870
Mr.	Michael	Talbot	City Manager	City of Mission	900 Doherty	Mission TX 78572	28,653	
Mr.	John	Milford	City Manager	Missouri City	P.O. Box 666	Missouri City TX 77459	36,176	
Mr.	T. Clay	Collins	City Manager	City of Mount Pleasant	P.O. Box 231	Mount Pleasant TX 75455		12,291
Mr.	Gordon	Pierce	City Manager	City of Nacogdoches	P.O. Box 630648	Nacogdoches TX 75963	30,698	
Mr.	D.E.	Sosa III	City Manager	City of Nederland	P.O. Box 967	Nederland TX 77627	16,730	
Mr.	Hector	Tamayo	Acting City Manager	City of New Braunfels	PO Box 311747	New Braunfels TX 78131		27,334
Mr.	Rodger	Line	City Manager	City of N. Richland Hills	PO Box 820609	North Richland Hills TX 76180		46,665
Mr.	Raymond	Kendall	Acting City Manager	City of Odessa	P.O. Box 4398	Odessa TX 79760	95,000	
Mr.	Michael	Van Wickler	City Manager	City of Orange	P.O. Box 520	Orange TX 77630		19,381
Mr.	Richard	Rockenbaugh	City Manager	City of Palestine	P.O. Drawer Z	Palestine TX 75801		20,000
Mr.	Glen	Hackler	City Manager	City of Pampa	P.O. Box 2499	Pampa TX 79065	19,959	
Mayor	George	Fisher	Mayor	City of Paris	P.O. Box 9037	Paris TX 75460	25,498	
Mayor	John Ray	Harrison	Mayor	City of Pasadena	P.O. Box 672	Pasadena TX 77501	119,363	
Mr.	James	DeShazer	City Manager	City of Pearland	P.O. Box 2068	Pearland TX 77588	22,000	
Mr.	Harry	Nagel	City Manager	City of Pecos	P.O. Box 929	Pecos TX 79772	12,069	
Mr.	Pete	Sepulveda	Acting City Manager	City of Pharr	P.O. Box B	Pharr TX 78577	32,912	

Mr.	Thomas	Muehlenbeck	City Manager	City of Plano	P.O. box 860358	Plano TX 75086	131,863
Mr.	Cornelius	Boganey	City Manager	City of Port Arthur	P.O. Box 1089	Port Arthur TX 77641	58,724
Mr.	C.J.	Webster	City Manager	City of Port Lavaca	P.O. Box 105	Port Lavaca TX 77979	10,886
Mr.	James	Harrington	City Manager	City of Port Neches	P.O. Box 758	Port Neches TX 77651	12,974
Mr.	Rick	Conner	City Manager	City of Portland	P.O. Drawer 1285	Portland TX 78374	12,227
Mr.	Bob	Hughey	City Manager	City of Richardson	P.O. Box 830309	Richardson TX 75083	74,840
Mayor	Julio	Garcia Jr.	Mayor	City of Robstown	P.O. Box 872	Robstown TX 78380	12,849
Mr.	Bill	Eisen	City Manager	City of Rockwall	205 W. Rusk	Rockwall TX 75087	10,458
Mr.	Robert	Eskridge	City Manager	City of Rosenberg	P.O. Box 32	Rosenberg TX 77471	20,183
Mr.	Robert	Bennett	City Manager	City of Round Rock	221 East Main	Round Rock TX 78664	32,000
Mr.	Mike	Gibson	City Manager	City of Rowlett	P.O. Box 99	Rowlett TX 75088	22,500
Mr.	Stephen	Brown	City Manager	City of San Angelo	P.O. Box 1751	San Angelo TX 76902	84,474
Mr.	Alex	Biseno	City Manager	City of San Antonio	100 Military Plaza	San Antonio TX 78283	935,933
Mr.	Richard	Hinojosa	City Manager	City of San Benito	P.O. Box 1870	San Benito TX 78586	23,000
Mr.	Gerardo	Martinez	City Manager	City of San Juan	709 S Nebraska	San Juan TX 78589	12,000
Mr.	Larry	Gilley	City Manager	City of San Marcos	630 E. Hopkins	San Marcos TX 78666	28,173
Mr.	Kerry R.	Sweatt	City Manager	City of Schertz	P.O. Drawer I	Schertz TX 78154	10,555
			City Manager	City of Seagoville	702 N. Highway 175	Seagoville TX 75159	10,000
Mr.	Jake	Krauskopf	City Manager	City of Seguin	P.O. Box 591	Seguin TX 78155	18,853
Mr.	Talmadge	Buie	City Manager	City of Sherman	P.O. Box 1106	Sherman TX 75091	31,601
Mr.	John	Gayle	City Manager	City of Snyder	P.O. Drawer GG	Snyder TX 79549	12,195
Mayor	Reuben	Chavez	Mayor	City of Socorro	124 S. Horizon Blvd.	Socorro TX 79927	25,000
Mayor	Dennis	Cordray	Mayor	City of South Houston	P.O. Box 238	South Houston TX 77587	14,083
Mr.	Don	Davis	City Administrator	City of Stephenville	354 N. Belknap St.	Stephenville TX 76401	13,502
Mr.	David	Neeley	City Manager	City of Sugar Land	P.O. Box 110	Sugar Land TX 77487-0110	25,604
Mr.	Olen	Petty	City Manager	City of Sulphur Springs	125 S. Davis	Sulphur Springs TX 75482	14,062
Mr.	David	Maddox	City Manager	City of Sweetwater	P.O. Box 450	Sweetwater TX 79556	11,967
Mr.	Kenneth	Taylor	City Manager	City of Taylor	P.O. Box 810	Taylor TX 76574	11,472
			City Manager	City of Temple	3 North Main	Temple TX 76501	50,000
Mr.	Lanny	Lambert	City Manger	City of Terrell	P.O. Box 310	Terrell TX 75160	14,470
Mr.	George	Shackelford	City Manager	City of Texarkana	P.O. Box 1967	Texarkana TX 75504	31,656
Mayor	Charles	Doyle	Mayor	Texas City	P.O. Box 2608	Texas City TX 77592	40,822
Mr.	William	Hall	City Manager	The Colony	5151 N. Colony Blvd	The Colony TX 75056	22,300
Mr.	Pinkney	Butler	City Manager	City of Tyler	212 N. Bonner Ave	Tyler TX 75710	75,450
	Marion	Thorpe	City Manager	Universal City	2150 Universal City Blvd.	Universal City TX 78148	14,000
Mr.	Bob	Livingston	City Manager	City of University Park	P.O. Box 8005	Dallas TX 75205	22,259
Mr.	James	Thurmond	City Manager	City of Uvalde	P.O. Box 799	Uvalde TX 78801	14,655
Mr.	Paul	Hawkins	City Manager	City of Vernon	P.O. Box 1423	Vernon TX 76384	12,001
Mr.	James	Miller	City Manager	City of Victoria	P.O. Box 1758	Victoria TX 77902	55,055
Mr.	Curtis	Jeanis	City Manager	City of Vidor	170 N. Main	Vidor TX 77662	10,935
			Acting City Manager	City of Waco	P.O. Box 2570	Waco TX 76702	107,000

Mr.	Bob	Sokoll	City Manager	City of Waxahachie	P.O. Box 757	Waxahachie TX 75165	18,168	
Mr.	Ken	Reneau	City Manager	City of Weatherford	P.O. Box 255	Weatherford TX 76086		14,600
Ms.	Wai-Lin	Lam	City Manager	City of Weslaco	500 S. Kansas St.	Weslaco TX 78596	21,877	
Mr.	Michael	Tanner	City Manager	West University Place	3800 University Blvd.	Houston TX 77005	12,920	
Mr.	Robert	Miller	City Manager	City of Wharton	101 W. Burleson	Wharton TX 77488	10,500	
Mr.	Julian	Keaton	City Manager	White Settlement	214 Meadow Park Dr.	White Settlement TX 76108		15,472
Mr.	James	Berzina	City Manager	City of Wichita Falls	P.O. Box 1431	Wichita Falls TX 76307		96,259

## APPENDIX B

February 24, 1993

Dear Local Government Official:

My name is Kim Foutz. I am a graduate student in the Public Administration program at Southwest Texas State University. As part of my degree plan, I am required to complete an applied research project, which is much like a thesis.

I am currently employed in local government and have selected citizen participation as my topic. More specifically, I am interested in collecting information on the number and type of citizen participation techniques cities currently use. In addition, I am seeking information on what functions/goals each of the techniques you use are intended to serve.

I have attached a copy of my questionnaire along with a self-addressed, stamped envelope. Please take the time to fill it out personally. It is vitally important that the city manager, city administrator, or mayor complete the survey since responses by unqualified or uninformed personnel will affect the validity of my project. At a minimum, the Assistant City Manager, Assistant to the City Manager, or Administrative Assistant should complete the questionnaire. Surveys completed by others cannot be used since they could possibly provide information that does not truly reflect management's philosophy toward goals of citizen participation.

Please attempt to return this questionnaire by no later than March 10. Please note that the questionnaire forms are double-sided. If you should have any questions, please contact me at my work number, 512-556-6831, the City of Lampasas.

Your cooperation in completing the questionnaire is greatly appreciated. I look forward to your response.

Sincerely,

Kim Foutz



**QUESTIONNAIRE REGARDING  
USE OF CITIZEN PARTICIPATION TECHNIQUES**

**A. DEMOGRAPHIC INFORMATION**

1. Name of City \_\_\_\_\_
2. Form of government: (check one)  
\_\_\_\_\_ Mayor-Council  
\_\_\_\_\_ Council-Manager  
\_\_\_\_\_ General Law  
\_\_\_\_\_ Other (please specify) \_\_\_\_\_
3. Population size: (check one)  
\_\_\_\_\_ <10,000  
\_\_\_\_\_ 10,000-24,999  
\_\_\_\_\_ 25,000-49,999  
\_\_\_\_\_ 50,000-99,999  
\_\_\_\_\_ 100,000-249,999  
\_\_\_\_\_ 250,000 or more
4. Approximate grants received yearly:  
Number \_\_\_\_\_  
Total Amount \$ \_\_\_\_\_
5. Total Number of Employees \_\_\_\_\_
6. Total Annual Operating Budget \$ \_\_\_\_\_
7. Your Position Title: (check one)  
\_\_\_\_\_ Mayor  
\_\_\_\_\_ City Manager  
\_\_\_\_\_ Deputy City Manager  
\_\_\_\_\_ Assistant City Manager  
\_\_\_\_\_ Assistant to the City Manager  
\_\_\_\_\_ Administrative Assistant  
\_\_\_\_\_ Other (please specify) \_\_\_\_\_

**B. USE OF CITIZEN PARTICIPATION TECHNIQUES**

On the following pages, please identify the citizen participation techniques your city utilizes, indicating whether the technique is used often, sometimes, or never. If you do use the technique, on the same line check which functions/goals the technique is designed to serve. Check all functions/goals that apply. Please refer to the attached definitions for further explanation of each citizen participation technique.

	U S E (Check one)			FUNCTION/GOALS (Check all that apply)							
	O f t e n	S o m e t i m e s	N e v e r	Identify attitudes, opinions, priorities/	Solicit impacted groups & invite them to partici- pate	Generate new ideas and alterna- tives	Resolve conflicts/ dissolve poor relations	Meet federal/ state/local require- ments	Plan, program, and policy review	Develop support or minimize opposition for programs	Answer citizen questions; dissem- inate informa- tion
<b>CITIZEN PARTICIPATION TECHNIQUE</b>											
Citizen Advisory Committees/Commissions											
Citizen Review Board											
Citizen Survey											
Citizen Training											
Community Technical Assistance											
Coordinator/ Coordinator Catalyst											
Design-In											
Drop-In Center											
Fishbowl Planning											
Focused Group Interview											
Hotline											

\*See attached page for explanation of individual techniques

	U S E			FUNCTION/GOALS							
	(Check one)			(Check all that apply)							
CITIZEN PARTICIPATION TECHNIQUE	O f t e n	S o m e t i m e s	N e v e r	Identify attitudes, opinions, priorities/	Solicit impacted groups & invite them to participate	Generate new ideas and alternatives	Resolve conflicts/ dissolve poor relations	Meet federal/ state/local requirements	Plan, program, and policy review	Develop support or minimize opposition for programs	Answer citizen questions; disseminate information
Meetings-Neighborhood											
Meetings-Public Forum											
Neighborhood Planning Council											
Ombudsman											
Policy Delphi											
Priority-Setting Committees											
Public Information Program											
Random Selected Participating Group											
Task Force											
Workshops											

\*See attached page for explanation of individual techniques

**Citizen Advisory Committees/Commissions:** Permanent citizen committees established by Council to provide advice on policy and implementation. Citizens are charged with representing the ideas and attitudes of their respective groups and/or communities

**Citizen Review Board:** Decision-making authority is delegated to citizen representatives who are either elected or appointed with the authority to review alternative plans and decide which plan should be implemented (P & Z Commission, Board of Adjustment)

**Citizen Surveys of Attitudes and Opinions:** Factual information (statistics); information on citizen needs and preferences; and information on citizen satisfaction levels through the use of mail, phone, or personal meeting.

**Citizen Training:** Citizens are provided with information and leadership training (game simulation, lecture, workshops, etc.)

**Community Technical Assistance:** Interest groups are gathered and given professional assistance in developing, articulating, or objecting to proposed plans and policies

**Coordinator or Coordinator-Catalyst:** City employee who acts as a coordinator of citizen participation for a given project; who remains in contact with all parties and channels feedback into the planning process

**Design-In:** Citizen advisory groups are given maps, scale representations and photographs to analyze proposed community plans and projects and evaluate their effect on the community

**Drop-In Centers:** Manned information distribution centers, located in a proposed project area, which provide project/program literature or displays and allow citizens to directly ask project-related questions

**Fishbowl Planning:** Planning process in which all parties are given the opportunity to support or oppose an alternative before it is adopted, thereby allowing the plan to be redesigned to meet all expressed concerns. Involves use of several techniques including public meetings, public brochures, workshops, or a citizen's committee

**Focused Group Interview:** Guided interview or discussion in which participants (usually 6 to 10 citizens) are exposed to other participants' ideas and are encouraged to react to information/comments derived from other group members

**Hotline:** Utilization of a publicized phone answering system for input and information to a planning process

**Meetings-Neighborhood:** City organized meetings of residents of a neighborhood which will or may be impacted by a specific plan

**Meetings-Open Informational:** City sponsored public meetings which present detailed information on a proposed plan or project

**Neighborhood Planning Council:** Technique for obtaining participation on issues which affect a specific geographic area. This council serves as an advisory body to the public agency in identifying neighborhood problems, formulating goals and priorities, and evaluating and reacting to the agency's proposed plans

**Ombudsman:** Technique which utilizes an independent, impartial administrative officer who serves as a mediator between citizen and government to seek redress for complaints, to further understanding of each other's position, or to expedite requests

**Policy Delphi:** Technique for developing and expressing the view of a panel of individuals on a particular subject. Initiated with the solicitation of written views on a subject; successive rounds of presented arguments and counter-arguments work toward consensus of opinion, or clearly established positions and supporting arguments

**Priority-Setting Committees:** Citizen group appointed by city councils to provide advice on community priorities in community development projects

**Public Information Program:** Programs specifically designed to provide the general public, rather than a specific targeted group, with information on a specific program or proposal, usually over a long period of time

**Random Selected Participating Groups:** Random selection of citizens within a statistical cross-section of groups (such as typical families or transit-dependent individuals) which meet on a regular basis and provide local input to a study or project

**Task Force:** Temporary planning committees, established by Councils, in which ad hoc citizen committee members are asked to address a clearly-defined task. Task forces are given a specific time frame to accomplish its task and provide recommendations

**Workshops:** Working sessions which provide citizens or groups of citizens the opportunity to discuss thoroughly an issue or idea and try to reach an understanding concerning its role, nature, and/or importance in the planning process

# APPENDIX C

## TABULATION OF RESULTS COUNCIL-MANAGER FORM OF GOVERNMENT Sent 156, Received 88

Survey #	Often	Sometimes	Never
1	2	11	8
2	4	7	11
3	7	7	7
4	3	5	13
5	8	7	6
6	2	4	15
7	6	8	7
8	3	1	17
9	9	7	5
10	2	14	4
11	1	10	10
12	2	4	15
13	3	9	9
14	6	5	10
15	3	0	18
16	0	8	13
17	2	12	7
18	4	1	16
19	4	4	13
20	2	6	12
21	2	9	10
22	4	9	8
23	7	4	10
24	5	2	14
25	4	2	15
26	0	9	12
27	2	4	15
28	1	6	13
29	5	4	12
30	8	6	7
31	18	3	0
32	6	6	9
33	1	7	13
34	4	4	13
35	3	10	8
36	0	3	18
37	3	7	11

TABULATION OF RESULTS  
COUNCIL-MANAGER FORM OF GOVERNMENT CONTINUED  
Sent 156, Received 88

Survey #	Often	Sometimes	Never
38	0	5	16
39	5	8	8
40	2	6	13
41	3	9	9
42	3	2	16
43	9	3	9
44	3	4	14
45	2	6	13
46	7	2	12
47	5	7	9
48	1	4	16
49	0	14	7
50	3	3	15
51	5	10	6
52	12	6	3
53	4	5	12
54	5	6	10
55	2	4	15
56	3	6	12
57	7	8	6
58	3	3	15
59	4	3	14
60	1	7	13
61	7	7	7
62	6	1	14
63	1	1	19
64	4	3	14
65	1	7	13
66	6	7	8
67	0	10	11
68	2	4	15
69	2	0	19
710	1	1	19
71	1	2	18
72	2	1	18
73	4	6	11
74	2	4	15
75	2	7	12
76	3	6	12

TABULATION OF RESULTS  
COUNCIL-MANAGER FORM OF GOVERNMENT CONTINUED  
Sent 156, Received 88

Survey #	Often	Sometimes	Never
77	4	8	9
78	0	2	19
79	1	4	16
80	3	2	16
81	3	0	18
82	5	1	15
83	7	7	7
84	9	9	3
85	4	6	11
86	2	5	14
87	8	3	10
88	5	4	12
Total	330	474	1042

TABULATION OF RESULTS  
MAYOR-COUNCIL FORM OF GOVERNMENT  
Sent 15, Received 8

Survey #	Often	Sometimes	Never
1A	11	6	4
2A	3	12	6
3A	3	7	11
4A	2	3	16
5A	2	8	11
6A	2	7	12
7A	5	11	5
8A	6	6	9
Total	34	60	74



TABULATION OF RESULTS  
BY POPULATION SIZE

POPULATION 10,000-24,999 Sent 99, Received 55			
Survey #	Often	Sometimes	Never
88	5	4	12
5A	2	8	11
4A	2	3	16
3A	3	7	11
2A	3	12	6
87	8	3	10
86	2	5	14
85	4	6	11
81	3	0	18
76	3	6	12
75	2	7	12
72	2	1	18
70	1	1	19
67	0	10	11
65	1	7	13
61	7	7	7
60	1	7	13
57	7	8	6
56	3	6	12
49	0	14	7
48	1	4	16
44	3	4	14
41	3	9	9
36	0	3	18
30	8	6	7
28	1	6	13
27	2	4	15
26	0	9	12
24	5	2	4
22	4	9	8
21	2	9	10
20	2	6	12
17	2	12	7
13	3	9	9
12	2	4	15
9	9	7	5
5	8	7	6

TABULATION OF RESULTS  
BY POPULATION SIZE CONTINUED

POPULATION 10,000-24,999 Sent 99, Received 55			
Survey #	Often	Sometimes	Never
4	3	5	13
80	3	2	16
78	0	2	19
71	1	2	18
69	2	0	19
68	2	4	15
63	1	1	19
62	6	1	14
59	4	3	14
58	3	3	15
50	3	3	15
47	5	7	9
46	7	2	12
42	3	2	16
25	4	2	15
8	3	1	17
15	3	0	18
18	4	1	16
Total	171	273	709

TABULATION OF RESULTS  
BY POPULATION SIZE

POPULATION 25,000-49,999 Sent 33, Received 15			
Survey #	Often	Sometimes	Never
6A	2	7	12
1	11	6	4
84	9	9	3
82	5	1	15
77	4	8	9
73	4	6	11
40	2	6	13
35	3	10	8
32	6	6	9
29	5	4	12
16	0	8	13
10	2	14	4
79	1	4	16
74	2	4	15
53	4	5	12
Total	60	98	156

TABULATION OF RESULTS  
BY POPULATION SIZE

POPULATION 50,000-99,999 Sent 19, Received 14			
Survey #	Often	Sometimes	Never
8A	6	6	9
52	12	6	3
51	5	10	6
45	2	6	13
43	9	3	9
38	0	5	16
37	3	7	11
33	1	7	13
19	4	4	13
2	4	7	11
1	2	11	8
64	4	3	14
55	2	4	15
54	5	6	10
Total	59	85	151

TABULATION OF RESULTS  
BY POPULATION SIZE

POPULATION 100,000-249,999 Sent 12, Received 9			
Survey #	Often	Sometimes	Never
83	7	7	7
39	5	8	8
34	4	4	13
23	7	4	10
14	6	5	10
11	1	10	10
6	2	4	15
3	7	7	7
7	6	8	7
Total	45	57	87

TABULATION OF RESULTS  
BY POPULATION SIZE

POPULATION 250,000 or More Sent 8, Received 3			
Survey #	Often	Sometimes	Never
7A	5	11	5
66	6	7	8
31	18	3	0
Total	29	21	13

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