

THE ROLE OF THE FOURTH CLASS MICHIGAN  
CITY CLERK IN MUNICIPAL DECISION-MAKING

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Walter Dale De Vries

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This is to certify that the

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## CHAPTER I

### INTRODUCTION

This research project arose from the conviction that in this area of municipal government there is an important field of inquiry in which little work has been done. Very little is known about the city clerk, who he is, what he supposes to be the nature of his job, and just how he does fit into the decision-making process. Several agencies have published articles on city clerks, but no effort has been directed to discovering the behavior of the city clerk within the governmental process. Most of the material which has been published has been concerned with the duty assignments, functions, volume of work, salaries, and tenure of city clerks in the United States and Canada.<sup>1</sup>

An examination of the literature, including state and local government textbooks, revealed that no attempt had been made to ascertain whether or not the city clerk participates

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<sup>1</sup>See, for example: Role of the Municipal Clerk in the United States and Canada. A Report Prepared by the National Institute of Municipal Clerks (Chicago: 1952), 15 pp. Also, Salaries, Appointment, and Tenure of Municipal Clerks in the United States and Canada, A report prepared by the National Institute of Municipal Clerks (Chicago: 1952), 21pp. Also, "Survey Shows Sharp Increase in Clerk's Work Since 1951," Connecticut Government, Vol. 8, No. 1, January, 1955.

in decisions made by the city council in the clerk's community. The reason for the lack of research is, of course, self-evident. Without exception, the city clerk in all of the communities in the United States has but one primary function--that of recording secretary. The city clerk is not granted a voice in council decisions, although he may be called upon to give advice and assistance when the council asks for it. Therefore, it would seem at first glance that the city clerk, or for that matter any other city official to whom the policy-making function is not granted, does not participate in council decisions because this is not one of their formal functions or duties. Any participation, on the part of the city clerk, in council decisions would then be extra-legal.

Exploratory interviews revealed that some city clerks do participate in the decisions made by the city council.<sup>2</sup> The extent of this participation is conditioned and determined by many variables. The writer has attempted to measure some of these variables and their effect upon participation, for example, type of municipal government, sociopolitical background of the clerk, personality characteristics of the clerk, and demographic factors.

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<sup>2</sup>Exploratory interviews were conducted with the city clerks of East Lansing, Michigan, and Holland, Michigan.

#### A. Clarification of the Terms Used in the Study

The role of the city clerk in decision-making refers to the degree or extent to which he participates in the decisions made by the city council in the clerk's municipality. The measurement of his participation was accomplished by a participation-evaluation scale, which will be further described in Chapter II of this thesis.

Before proceeding on to the definition of a 4th Class Michigan City clerk, some space must be given to a clearer definition of the words "city clerk."

How many city clerks are there in the United States? Even such a seemingly simple question is not easy to answer. Without becoming rigid about the definition of the words "city clerk," the writer includes Borough Clerks, Town Clerks, Village Clerks, and (where appropriate) Township Clerks, as well as City Secretaries, Borough Secretaries, and even Clerks of Council, as coming under the classification of "city clerk."<sup>3</sup> The writer also assumes that there is a clerk for every municipal government, however, small, and many will have a clerk if they have no other administrative official. In many small communities the clerk's job is only part-time. In many cases the clerk's office is combined

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<sup>3</sup>This information was taken from a letter to the writer from John R. Kerstetter, Associate Director, American Municipal Association, April 29, 1955.

with some other. The clerk-treasurer combination is the most common, but there are many others. Sometimes the identity of the clerk's job seems to "wash out" in the combination. In small city-manager municipalities the city-manager often assumes the responsibilities of the city clerk, and frequently those of many other offices. He is probably then Clerk, ex officio. Generally, the National Institute of Municipal Clerks takes the position that there is a clerk for every governing body, and, of course, a governing body for every municipality.

It was discovered in the exploratory interviews with the city clerks of East Lansing, Michigan, and Holland, Michigan (both cities operate under a city-manager form of government), that the city-manager takes over many of the advisory functions that the clerk had performed under the former council-manager system of government in these cities. According to the city clerk of Holland, Michigan, who has worked under both a mayor-council and a city-manager form of government, he had been allowed to participate in council decision-making prior to the inauguration of the city-manager type of government. Upon adoption of the city-manager plan, the Holland clerk was relegated to a position of virtual non-participation in council decisions, the city-manager assuming what had formerly been the clerk's position. In view of this, the writer suggests that a similar type of

situation might exist in all or most of those cities with city-manager forms of government. It was then decided to limit the total universe of this study to mayor-council forms of government.

The 1955 edition of the Municipal Year Book shows the following distribution of 2,527 cities in the United States above 5,000 population: mayor-council 1,315 (52.0%), commission 356 (14.1%), council-manager 764 (30.3%), town meeting 64 (2.5%), and representative town meeting 28 (1.1%). There are no figures available as to the distribution of the municipalities below 5,000 population. It would seem safe to assume that at least 50% of the cities below 5,000 population, as is the case with cities above 5,000, operate under mayor-council forms of government. Therefore, the total universe in this study could include at least 50% of the cities in the United States.

Within the State of Michigan there are some 491 municipalities; 196 incorporated cities and 295 incorporated villages.<sup>4</sup> These cities are legally classified as follows: Fourth Class City 21 (4.3%), General Law Village 255 (51.9%), Home Rule City 155 (31.5%), Home Rule Village 40 (8.1%), Special Charter City 5 (1.0%), and Special Charter Fourth

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<sup>4</sup>Directory of Michigan Municipal Officials, Information Bulletin Number 1 (revised) (Ann Arbor: Michigan Municipal League, 1955), p. 11.

Class City (a city incorporated by special legislative act adopting by reference most of the provisions of the Fourth Class City Act) 15 (3.1%).<sup>5</sup>

The Fourth Class Cities of Michigan were selected for this study because of two factors: first, all of these cities are incorporated directly under the Fourth Class Cities Act and as such have identical charters, i.e., the charter of these 20 cities is the Fourth Class Cities Act; and, secondly, the universe of 20 cities was small enough to enable the writer to cover them within a short period of time. The selection of only Fourth Class Cities to be used in this study had another advantage. Here was a "controlled situation," that is, the type of government and the charter under which the municipality operates is identical for each of the cities in the study.

The Fourth Class Cities Act defines cities of the Fourth Class as:

(19) 81.1 Fourth Class Cities. Section 1. That all cities within the state of Michigan heretofore incorporated and made subject to the provisions of this act or which shall hereafter be incorporated under the provisions of this act, and containing a population not exceeding 10,000 according to the last preceding federal or state census, shall be cities of the fourth class.

(20) 81.1a Definitions. Sec. 1a. As used in this act: The phrase of "having a population", or any phrase or combination of words of like import, shall be construed to mean

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<sup>5</sup>Directory of Michigan Municipal Officials, Loc. cit.



"now or hereafter having a population of". The words "last", "latest", "preceding", or "last preceding" used in connection with a "federal" or "United States" or other census, or any words, phrases or combinations of words of like import, shall be construed to also include any such census taken after the enactment of the statute.

(21) 81.2 Incorporation. Sec. 2. Any incorporated village containing a population of not less than 3,000 nor more than 10,000 as shown by the last preceding federal or state census may be incorporated as a city of the fourth class, as hereinafter provided.<sup>6</sup>

According to information supplied by the Michigan Municipal League,<sup>7</sup> there are 21 Fourth Class cities in Michigan. However, the writer discovered while interviewing in Bessemer, Michigan, that this city had changed its classification during the past two years and is now a Special Fourth Class city. The elimination of Bessemer, Michigan, brought the total number of Fourth Class cities down to 20. Each of these 20 cities was assigned a fictitious name in order to protect the anonymity of the city officials taking part in this study.

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<sup>6</sup>Laws Relating to the General Powers of Cities, State of Michigan. Compiled under the supervision of F. M. Alger, Jr., Secretary of State, and Harold E. Bradshaw, Deputy Secretary of State, Revision of 1950. (Lansing: Franklin DeKleine Co., 1950) p. 11.

<sup>7</sup>From a letter to the writer from Alan C. Davis, Staff Associate, Michigan Municipal League, February 1, 1955.

The Fourth Class cities of Michigan eligible to participate in this study are as follows:

<u>Fictitious city names</u>	<u>County</u>	<u>Population</u>
Lock City	Charlevoix	3,028
Haven City	Eaton	6,606
Morris	Midland	1,204
Millwood	Shiawassee	2,358
Deerville	Cass	6,542
Resortville	Iosco	2,040
Gobleville	Gladwin	1,878
Central City (pre-test)	Montcalm	6,668
Harring	Houghton	5,223
Baytown	Clare	884
Forville	Lenawee	2,773
Hilltown	Missaukee	719
Pleasant Island	Mackinac	572
Lakeland	Berrien	13,145
Coastville	Osceola	2,241
Clark City	St. Clair	4,098
Sand City	Mackinac	2,946
Port City	Van Buren	5,629
Newton	Montcalm	1,123
Summerton	Iosco	1,441

These cities range in population size from 572 to 13,145, with over half of the cities falling below the 3,000 population mark. This would appear to be inconsistent with the definition of a Fourth Class city as specified in the Fourth Class Cities Act. However, in a series of acts passed by the state legislature between 1905 and 1907, the cities below 3,000 population were incorporated in these special acts. The city of Lakeland with a population of 13,145 was incorporated under the Fourth Class Cities Act prior to the its population had grown to over 10,000. There is no qualification within the Fourth Class Cities Act which makes it mandatory for a city exceeding 10,000 population to

change its legal classification to something other than Fourth Class if it does not wish to do so.

Decision-making has been defined several ways. H. D. Lasswell<sup>8</sup> states:

A decision is a policy involving severe sanctions (deprivations) . . . . Since a decision is an effective determination of policy, it involves the total process of bringing about a specified course of action.

Paul A. Miller suggests that those who make the decisions are the decision-makers, or the actors in the decision-making process.<sup>9</sup> The decision-maker must possess certain capacities of "rightfulness."<sup>10</sup> The two major sources of capacities of "rightful" decision-making, are a authority and influence:

Authority consists of the rights and privileges given certain roles and positions within the community. For example, in every formally constituted group there are offices which give the incumbents special privileges in the making of decisions.<sup>11</sup>

Miller further states that authority is derived from the constellation of positions possessed by the decision-maker. The total position of the decision-maker is not only

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<sup>8</sup>As quoted by Paul A. Miller in "A Comparative Analysis of the Decision-Making Process in Community Organization Toward Major Health Goals" (Unpublished Ph.D. thesis, Michigan State College, 1953), p. 21.

<sup>9</sup>Ibid., p. 27.

<sup>10</sup>Loc. cit.

<sup>11</sup>Loc. cit.

derived from the offices he holds in formally constituted groups, but is also based on other positional elements.<sup>12</sup>

These other positional elements contribute to the total position of the decision-maker:

Whether or not he is an old or new resident of the community may determine the rights and privileges on the basis of family position. Being a member of a high prestige kinship group in the community is related to the former, . . . finally, his socioeconomic status may contribute similarly.<sup>13</sup>

From these positional elements and offices, the decision-maker receives the rights to participate in the decision-making process.

Miller defines influence as "the possession of attributes by the decision-maker which are valued as relevant by the community-at-large."<sup>14</sup> These attributes (social property) are said to consist of resources (wealth, respect, morality, success, access, obligation, and time), subject matter competence, organizational skill, ideological skill, and of personality features of relevance to community organization and action.<sup>15</sup> The degree to which the decision-maker possesses or lacks these attributes, and the way in which

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<sup>12</sup>Ibid., p. 28.

<sup>13</sup>Ibid., p. 29.

<sup>14</sup>Ibid., p. 30.

<sup>15</sup>Ibid., pp. 32-43.

the community evaluates these attributes, will determine to what extent the decision-maker has influence.

Miller draws the line between authority and influence in the following way:

Authority, as taken here, is constituted within strict associational limits. Thus, it does not depend on social property vested in the person, but on the explicit rights of position or office. Thus, the informal life of the community forms an important investment area for the decision-maker of influence. Authority is a function of the formal associational life of the community, influence is a function of informal interpersonal systems which may operate within former associational structures, but is not bound by constituted community covenants.<sup>16</sup>

The operational concepts employed by Loomis and Beegle<sup>17</sup> in their new book are similar to those used by Miller. In describing the elements of a social system, Loomis and Beegle talk in terms of power. Power, as they use the term, is control over others. The components of power are classified under two major headings, authority and influence:

Authority may be defined as the right, as determined by the system to control the actions of others. Implied in this concept of authority is the uncritical acceptance of this right on the part of subordinates and certain immunities from influence on the part of superiors. . . . Influence may be regarded as control over others which is of a non-authoritative nature. Such influence may be based upon human relations, skills, social capital based

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<sup>16</sup>Ibid., p. 31.

<sup>17</sup>These concepts are quoted from mimeographed material of a forthcoming book by Charles P. Loomis and J. Allan Beegle, Chapter I.

upon such things as past favors, superior knowledge of interrelations of members, certain types of wealth or even outright blackmail. Some aspects of influence in a given social system may be derived from relationships outside of the system. . . . Influence may be related to role performance and many other factors.<sup>18</sup>

Decision-making as defined by Loomis and Beegle is "the process whereby alternate courses of action available are reduced."<sup>19</sup> Power, then, would be the capacity of the decision-maker to reduce the alternate courses of action available.

For the purposes of this thesis, the writer will draw his operational concepts from both Paul A. Miller, and Loomis and Beegle. Decision-making will be defined as the process whereby the number of alternate courses of action available are reduced. The context in which these alternate courses of action are reduced is the city council meetings in the various cities in this project. The reduction of these alternate courses of action are readily ascertainable and available in the form of ordinances, resolutions, and motions passed by the city council.

The power (capacities) for decision-making rests upon two components, authority and influence. The former is, of course, the easier of the two to measure.

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<sup>18</sup>Ibid., p. 5.

<sup>19</sup>Ibid., p. 21.



Authority of the City Clerk. The authority of the city clerk in the municipalities of the United States is spelled out quite clearly in the charters or state laws under which the municipality is operating. The writer knows of no instance where the city clerk has the authority to participate in city council decision-making. This is especially true in the universe that has been selected for study in this research project.

The authority, i.e., the functions and duties of the office of the Fourth Class city clerk in Michigan, is nonexistent as far as active participation by the clerk in the decision-making process within the city council is concerned. The Fourth Class Cities Act of the State of Michigan defines the office of the Fourth Class city clerk very explicitly (see Appendix A).

Examination of these powers and duties of the Fourth Class Michigan city clerk by the reader will show that the clerk has no authority assigned to his office to participate in the decisions of the city council. That is, the clerk does not have the "right" to propose the enactment of ordinances, resolutions, or motions; or for that matter, to participate in any way in council decisions. This is, of course, a very rigid interpretation of the Fourth Class Cities Act, but, legally, a correct one. The point the writer is trying to make is that according to the legislative act,

under which the cities in the universe being studied are incorporated, does not give the authority to the city clerk to participate in the decision-making process involving the city council. The office of the city clerk does not give the incumbent the right to participate in the municipal decision-making process.

Influence of the clerk. A city council is subjected to many pressures. It must be constantly aware, or be made aware, of the financial, physical, and possibly moral needs of the community which it governs. In all of the cities in this study, the mayor and council meet twice a month, and in every case, are part-time officials. In about half of the cities, the only full-time city officials, excluding service personnel (fire, police, and utilities), are the city clerk and possibly the city treasurer. The treasurer does not, in most cases, attend the regular council meetings, but renders a detailed report of the financial conditions of the city, at least once a month, to the city clerk.<sup>20</sup> The clerk, in turn, keeps the council informed of the municipality's financial condition. The clerk, then, because of his day-to-day contact with the problems and routine of the city government, has the potential to develop a much higher degree of intimacy with these problems than most of the other city officials. However, a high degree of familiarity with city problems and

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<sup>20</sup>Alger and Bradshaw, op. cit., p. 27.

routine does not necessarily mean that the clerk will be more likely to participate in council decisions. The former does not preclude the latter; and, later on in this thesis, an attempt will be made to find a correlation between participation and the general knowledge which the clerk has about the governmental process and its problems. Subject matter competence, according to Miller, is one of the attributes needed by the decision-maker in order to have influence.

An attempt will also be made to measure other relevant attributes (social property) of the city clerk which may effect his participation: certain personality characteristics and his socio-political background.

The scope of this inquiry, then, is limited to a study of the influence that a city clerk can exert upon the city council and its decisions. This thesis is only concerned with the decisions made by the city council, which are readily ascertainable and available in the form of ordinances, resolutions, and motions.

To summarize, decision-making is defined in this study as the process whereby the city council reduces alternate courses of action available--the crystallization of these courses of action are found in the enactment of ordinances, resolutions, and motions. Authority for the city clerk to participate in municipal decision-making is non-existent.

Therefore, it is only through the exercise of influence that the clerk can participate in decision-making.

#### B. Limitations of the Conceptual Framework

The limitations to this approach are implicit. First of all, the writer has only drawn upon certain aspects of influence as defined by Miller, and Loomis and Beegle. No attempt was made to test several variables which may effect influence such as wealth, success, obligation, time, and so forth. Those variables taken from Miller, and Loomis and Beegle which were tested are: subject matter competence, personality characteristics, and socio-political background. The latter variables were selected because of the difficulty of obtaining data on the former variables through mailed questionnaires.

There is a second limitation to this approach. It would seem to ignore the findings of such studies as the one by Hunter.<sup>21</sup> It can be argued, and very effectively, that the city council does not make the important, and possibly even the unimportant, decisions. Might not the council members be in fact just "tools" or in Hunter's terminology, "substructure" people being controlled and manipulated by a higher elite group? This thesis can neither empirically

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<sup>21</sup>Floyd Hunter, Community Power Structure (Chapel Hill: The University of North Carolina Press, 1953).

deny nor affirm these allegations, but proceeds on the assumption that the decisions reached by the city councils in the cities studied were, in fact, made by the council members themselves. The focus here is not on whether the council members perceived an elite group, outside of the governmental structure, as directing the decisions made by the council; but, rather, is concerned with the council members' perceptions as to what extent the city clerk participated in the decision-making process. Although this is an important field of inquiry, no attempt was made in this study to discover decision-making elites outside of the formal governmental structure.

### C. Statement of the Problem

This thesis is concerned with two problems:

1. To ascertain whether or not Fourth Class city clerks in Michigan do participate in the decisions made by their respective city councils.

2. To determine and isolate the crucial variables which make for the differences in the degree of participation, in municipal decision-making, between city clerks.

Three focal hypotheses guided the study. Since each has been developed in some detail throughout the text, they will only be briefly stated here:

1. The degree to which a city clerk participates in municipal decision-making will be related to certain factors in his socio-political background.

Such factors as the age, sex, education, length of time in office, number of years residence in the community, number of community organizational affiliations, full or part-time employment, and former occupation, of the city clerk will be related to the extent to which he is allowed to participate in the council's decisions. This hypothesis will be covered in length in Chapter III.

2. The degree to which the city clerk participates in municipal decision-making will be related to certain personality characteristics of the clerk.

Certain personality characteristics of the city clerk will be measured by a PAR (participation-awareness-responsibility) test administered to each of the clerks participating in this study. The personality test will be discussed in length in Chapter IV of this thesis.

3. The degree to which the city clerk participates in municipal decision-making will be related to certain demographic factors within the community.

Chapter V of the thesis is concerned with the relationship between participation and two demographic factors: population size of the community, and the type of community,



i.e., industrial, tourist, farming, or any combination of these classifications.

Finally, Chapter VI will summarize the findings of the study and present some of its conclusions.

#### D. Research Procedure

The testing of the above hypotheses has been made possible through the use of data collected from 16 Fourth Class Cities in Michigan. The data were gathered in two ways: through the mail, and personal interviewing by the writer.<sup>22</sup> The study was so arranged that it could be conducted entirely through the mail, thereby eliminating unnecessary and expensive travel.

An explanatory letter (see Appendix B) was sent to each of the Fourth Class city clerks in Michigan. This letter explained in detail the methods and goals of this study, and requested each clerk to submit a list of ordinances, resolutions, and motions passed by the city council in that city. This letter was followed two weeks later by a personal follow-up letter to those clerks who had not as yet responded (see Appendix C).

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<sup>22</sup>During the course of the interviewing and data-gathering, the writer travelled 2,000 miles and sent out over 400 pieces of mail.

The list of decisions to be submitted was limited to the time period October 1, 1954 to March 31, 1955. This particular six month time period was selected for several reasons. First, it was discovered in the pre-test (Central City) that the city clerk and the council members experienced some difficulty in recalling just what went on in the council meetings more than a half year ago. Secondly, most of these city councils transact more business during the fall and winter months. Finally, because of the election held in April, 1955, there was a possibility that the clerk, whose participation the writer was trying to measure, may have been defeated (or did not choose to run) in this election. By not going beyond the time period of April 1, 1955, it would still be possible to measure the clerk's participation in the prior six months even if he were defeated in the April election.

It was pointed out in the introductory letter to the clerks that they only submit relatively important decisions made by the council during this six month period. Procedural motions, that is, to adjourn, waive the reading of the minutes, and so forth, were not to be included.

At the beginning of this study, there were 21 cities eligible to participate. One (Central City) was used in the pre-test; Haring was dropped because it was impossible to contact the clerk through the mail or personally; Sand City

was disqualified because the clerk had been appointed to office in December, 1954, midway between the six month time period to be tested; Bessemer was disqualified because it had changed its legal classification from Fourth Class to Special Fourth Class city; and Pleasant Island was dropped because of the lack of data.

Eleven of the twenty city clerks contacted, responded by mail with the requested lists of council decisions: Lakeland, Port City, Forville, Haven City, Deerville, Clark City, Millwood, Gobleville, Coastville, Hilltown, and Resortville. The entire study in these cities was conducted through the mail. Because the remaining nine cities, who had not responded by mail, were vital to the study, it was decided to travel to these cities to try to enlist their support. Of the nine cities the writer visited, excluding those which were ineligible to participate for reasons given above, six agreed to participate in the study. However, one (Pleasant Island) was dropped later for lack of data. Of the 20 eligible cities, then, 16 (80%) cooperated in this research project.

Upon receipt of the list of ordinances, resolutions, and motions, eight of the most important decisions were selected and placed on a participation-evaluation scale. The development and use of this scale will be explained in detail in Chapter II of this thesis. This scale (see Appendix D), with

eight of the most important ordinances, resolutions and motions passed by the city council, along with a questionnaire (see Appendix E) and a cover letter (see Appendix F) was sent to all of the city council members in that city. The same scale, with a slightly different questionnaire (see Appendix G) and cover letter (see Appendix H), was sent to the city clerk in that city. This same procedure was repeated in every one of the participating cities. Several weeks later each of the council members and mayors was sent a follow-up "thank you" letter (see Appendix I).

Upon return of the participation-evaluation scales and questionnaires from the councilmen and the clerks, the data were recorded and are presented in Chapters II and III of this thesis.

In addition to completing the participation-evaluation scale and questionnaire, each of the city clerks was sent a PAR (participation-awareness-responsibility) test and a cover letter (see Appendices J and K). The results of this test are presented in Chapter IV.

Upon completion of the project, each of the participating clerks was sent a copy of the summary of the findings.

## CHAPTER II

### THE PARTICIPATION-EVALUATION SCALE

In order to measure the extent to which the city clerk participated in council decisions, a tool had to be developed which could quantify the data in a meaningful way. It was largely through the efforts of Dr. Nathan Hakman and the writer that the participation-evaluation scale was developed.<sup>1</sup>

#### A. Development of the Scale

An attempt was made to include within the scale all of the possible ways in which the city clerk could have participated in the consideration of ordinances, resolutions, and motions by the city council. Upon receipt of the list of ordinances, resolutions, and motions from the city clerk, in each of the participating cities, eight of these decisions were entered on participation-evaluation scales.<sup>2</sup> These

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<sup>1</sup>Before the participation-evaluation scale was used in this study, it was submitted to Mr. George Sidwell, a Lansing attorney, who made several constructive criticisms and suggestions which were incorporated into the scale. The scale was then pre-tested on the city clerk of East Lansing and the city clerk of Central City, the pre-test city.

<sup>2</sup>Some of the cities conducted less business during the six month period being tested than others. Therefore, some

scales, along with an explanatory letter (see Appendices D, E, and F) and a questionnaire, were sent to the mayor and all of the council members of each of the participating Fourth Class cities. A participation-evaluation scale was also sent to the city clerk in order to discover how he thought he had participated in these decisions. This "self-image" evaluation by the clerk could then be compared effectively with the council members' perceptions of how the clerk had participated in council decisions.

The final scale that emerged after the pre-testing was as follows:

#### PARTICIPATION-EVALUATION SCALE

Below are listed several of the ordinances, resolutions and motions passed by your city council during the period October 1, 1954, to March 31, 1955. Directly beneath each of the ordinances, resolutions or motions is a series of numbers from one (1) to seven (7). These numbers correspond to the ones in the following participation-evaluation scale:

1. Clerk initiated ordinance, resolution, or motion, and it was passed by the council without deliberation.
2. Clerk's advice was requested on proposed ordinance, resolution, or motion, then accepted without council deliberation.

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of them did not have the full eight decisions to be measured. These cities are: Morris (7 decisions), Pleasant Island (6), Lakeland (7), Coastville (7), Port City (7), and Summerton (6).

3. Clerk's advice was requested on proposed ordinance, resolution, or motion, then accepted after council deliberation.
4. Clerk's advice on proposed ordinance, resolution, was requested, modified by council, then accepted.
5. Clerk's advice was requested, but not accepted by council.
6. Clerk was asked to present information on proposed ordinance, resolution, or motion; and the council did not ask for the clerk's advice.
7. Clerk did not participate.

This participation-evaluation scale covers all of the possible ways in which the city clerk could have participated in the consideration of ordinances, resolutions, or motions by the city council. We would like you to look at, for example, a resolution listed below, then look at the above participation-evaluation scale to find the course of action which best describes the clerk's participation in that particular ordinance, resolution, or motion, as best you can recall. When you have decided which one of the above 7 items is closest to the clerk's participation, mark an "x" in the corresponding blank beneath the ordinance, resolution, or motion which you are considering.

Motion (October 4, 1954) To amend zoning ordinance.<sup>3</sup>

1\_\_\_\_2\_\_\_\_3\_\_\_\_4\_\_\_\_5\_\_\_\_6\_\_\_\_7\_\_\_\_

Motion (October 25, 1954) Ways and Means Committee be authorized to negotiate for pumping station property.

1\_\_\_\_2\_\_\_\_3\_\_\_\_4\_\_\_\_5\_\_\_\_6\_\_\_\_7\_\_\_\_

Ordinance (November 8, 1954) Regulating street numbering of houses and buildings and providing a penalty for the violation thereof.

1\_\_\_\_2\_\_\_\_3\_\_\_\_4\_\_\_\_5\_\_\_\_6\_\_\_\_7\_\_\_\_

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<sup>3</sup>These eight ordinances, resolutions, and motions were included for illustrative purposes. This particular set of decisions were those made in Haven City.

Motion (November 8, 1954) Property to be purchased for new pumping station.

1\_\_\_\_\_2\_\_\_\_\_3\_\_\_\_\_4\_\_\_\_\_5\_\_\_\_\_6\_\_\_\_\_7\_\_\_\_\_

Resolution (January 10, 1955) Pedestrian bridge on U.S. 27.

1\_\_\_\_\_2\_\_\_\_\_3\_\_\_\_\_4\_\_\_\_\_5\_\_\_\_\_6\_\_\_\_\_7\_\_\_\_\_

Motion (January 10, 1955) Share of \$2,000.00 Recreation Program.

1\_\_\_\_\_2\_\_\_\_\_3\_\_\_\_\_4\_\_\_\_\_5\_\_\_\_\_6\_\_\_\_\_7\_\_\_\_\_

Resolution (January 24, 1955) Amendment of City Charter, section 258.

1\_\_\_\_\_2\_\_\_\_\_3\_\_\_\_\_4\_\_\_\_\_5\_\_\_\_\_6\_\_\_\_\_7\_\_\_\_\_

Motion (March 28, 1955) Tentative approval for new subdivision.

1\_\_\_\_\_2\_\_\_\_\_3\_\_\_\_\_4\_\_\_\_\_5\_\_\_\_\_6\_\_\_\_\_7\_\_\_\_\_

Each of the city clerks in the study sent in similar lists of ordinances, resolutions, and motions, which were typed on the mimeographed participation-evaluation scales and sent to all of the council members and city clerks of every city.

#### B. The Panel

The panel which judged the extent to which the clerk had participated in council decisions consisted of those councilmen who returned their participation-evaluation scales. The number of responding councilmen varied in each city. No minimum or maximum number of councilmen was set for the panels. The total participation score was derived from the responding councilmen, regardless of the number responding.



### C. Method of Scoring

Upon receipt of the participation-evaluation scales from the council members and the city clerk, the writer recorded the data on score tables, one for each city in the study (see Table I). Each of the numbered items in the participation-evaluation scale was assigned weights as follows:

item 1	=	1 point
item 2	=	2 points
item 3	=	3 points
item 4	=	4 points
item 5	=	5 points
item 6	=	6 points
item 7	=	7 points

The number of points that each of the councilmen had assigned to the clerk in every decision was transcribed from the participation-evaluation scales to a table (see Table I). Each of the columns was totaled, thereby showing the total participation score for the city clerk in all of the decisions, per councilman. In order to get the average points per councilman, the total score was then divided by the number of decisions. All of the average participation scores (per councilman) were then added up and divided by the number of councilmen, in order to ascertain the clerk's participation score, as perceived by all of the responding members of the city council.

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#C = Councilman  
##D = Decision

1. The first part of the document is a list of the names of the persons who were present at the meeting. The names are listed in alphabetical order.

2. The second part of the document is a list of the topics that were discussed at the meeting. The topics are listed in alphabetical order.

3. The third part of the document is a list of the actions that were taken at the meeting. The actions are listed in alphabetical order.

4. The fourth part of the document is a list of the decisions that were made at the meeting. The decisions are listed in alphabetical order.

5. The fifth part of the document is a list of the recommendations that were made at the meeting. The recommendations are listed in alphabetical order.

The clerk's "self-image" of participation in council decisions is equal to the column total divided by the number of decisions.

Instead of including a score sheet for every city in the body of this thesis, all of the score sheets have been combined into a summary table (see Table II). Because of the method used in scoring the items on the participation-evaluation scale (see pages 24-26), the clerks with the highest scores will be those who participated the least in the council's decisions, and vice versa. The clerks are arranged on the summary table according to their degree of participation, i.e., from those who participated the most on the top, to those who participated least at the bottom of the table.

Examination of the summary table (Table II) shows that in no case did any clerk receive less than 4.06 points as an average for his participation, according to the panel, in all of the council decisions being measured. This would seem to indicate that the first three points of the seven point participation-evaluation scale, for all practical purposes, were invalid. That is, no one clerk received a total participation score from the council members of either one, two, or three. Although many clerks did receive one, two, three ratings on individual decisions, when all of the scores for each decision were averaged out, a higher partic-

TABLE II

## SUMMARY TABLE WITH TOTAL DISTRIBUTION OF PARTICIPATION SCORES

No. of Decisions	City	C-1	C-2	C-3	C-4	C-5	C-6	C-7	C-8	C-9	TOTAL* PARTICIPATION SCORE	Clerk (self-image)	Deviation**
8	Deerville	5.50	2.62								4.06	6.25	+2.19
6	Summerton	4.66	4.50	4.49							4.49	4.50	+ .01
8	Millweed	4.62									4.62	7.00	+2.38
8	Cableville	5.00	5.00								5.00	4.00	-1.00
7	Port City	4.85	3.00	7.00	6.71						5.39	3.14	-2.25
8	Resortville	6.75	4.37	6.00							5.70	6.37	+ .67
8	Forville	5.74									5.74	3.87	-1.87
8	Lock City	5.75	6.75	5.37	5.75						5.91	6.50	+1.18
7	Lakeland	4.00	6.00	6.57	6.85	7.00					6.08	N.A.	--
8	Baytown	6.12	6.12								6.12	7.00	+ .88
7	Morris	6.14									6.14	5.42	- .72
8	Hilltown	6.37	6.62	5.62	6.50						6.27	4.12	-2.15
8	Newton	6.87	6.50								6.68	4.62	-2.06
8	Clerk City	7.00	7.00	6.87							6.95	6.37	- .58
8	Haven City	7.00	7.00	7.00							7.00	7.00	--
7	Coastville	7.00									7.00	7.00	--

\* The average of all the points per councilman is the total participation score, i.e., the sum total of the points in the row.

\*\* A plus sign (+) indicates that the clerk underestimated his participation in decision-making. A minus sign (-) indicates that the clerk overestimated his participation in decision-making.

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	101	102	103	104	105	106	107	108	109	110	111	112	113	114	115	116	117	118	119	120	121	122	123	124	125	126	127	128	129	130	131	132	133	134	135	136	137	138	139	140	141	142	143	144	145	146	147	148	149	150	151	152	153	154	155	156	157	158	159	160	161	162	163	164	165	166	167	168	169	170	171	172	173	174	175	176	177	178	179	180	181	182	183	184	185	186	187	188	189	190	191	192	193	194	195	196	197	198	199	200	201	202	203	204	205	206	207	208	209	210	211	212	213	214	215	216	217	218	219	220	221	222	223	224	225	226	227	228	229	230	231	232	233	234	235	236	237	238	239	240	241	242	243	244	245	246	247	248	249	250	251	252	253	254	255	256	257	258	259	260	261	262	263	264	265	266	267	268	269	270	271	272	273	274	275	276	277	278	279	280	281	282	283	284	285	286	287	288	289	290	291	292	293	294	295	296	297	298	299	300	301	302	303	304	305	306	307	308	309	310	311	312	313	314	315	316	317	318	319	320	321	322	323	324	325	326	327	328	329	330	331	332	333	334	335	336	337	338	339	340	341	342	343	344	345	346	347	348	349	350	351	352	353	354	355	356	357	358	359	360	361	362	363	364	365	366	367	368	369	370	371	372	373	374	375	376	377	378	379	380	381	382	383	384	385	386	387	388	389	390	391	392	393	394	395	396	397	398	399	400	401	402	403	404	405	406	407	408	409	410	411	412	413	414	415	416	417	418	419	420	421	422	423	424	425	426	427	428	429	430	431	432	433	434	435	436	437	438	439	440	441	442	443	444	445	446	447	448	449	450	451	452	453	454	455	456	457	458	459	460	461	462	463	464	465	466	467	468	469	470	471	472	473	474	475	476	477	478	479	480	481	482	483	484	485	486	487	488	489	490	491	492	493	494	495	496	497	498	499	500	501	502	503	504	505	506	507	508	509	510	511	512	513	514	515	516	517	518	519	520	521	522	523	524	525	526	527	528	529	530	531	532	533	534	535	536	537	538	539	540	541	542	543	544	545	546	547	548	549	550	551	552	553	554	555	556	557	558	559	560	561	562	563	564	565	566	567	568	569	570	571	572	573	574	575	576	577	578	579	580	581	582	583	584	585	586	587	588	589	590	591	592	593	594	595	596	597	598	599	600	601	602	603	604	605	606	607	608	609	610	611	612	613	614	615	616	617	618	619	620	621	622	623	624	625	626	627	628	629	630	631	632	633	634	635	636	637	638	639	640	641	642	643	644	645	646	647	648	649	650	651	652	653	654	655	656	657	658	659	660	661	662	663	664	665	666	667	668	669	670	671	672	673	674	675	676	677	678	679	680	681	682	683	684	685	686	687	688	689	690	691	692	693	694	695	696	697	698	699	700	701	702	703	704	705	706	707	708	709	710	711	712	713	714	715	716	717	718	719	720	721	722	723	724	725	726	727	728	729	730	731	732	733	734	735	736	737	738	739	740	741	742	743	744	745	746	747	748	749	750	751	752	753	754	755	756	757	758	759	760	761	762	763	764	765	766	767	768	769	770	771	772	773	774	775	776	777	778	779	780	781	782	783	784	785	786	787	788	789	790	791	792	793	794	795	796	797	798	799	800	801	802	803	804	805	806	807	808	809	810	811	812	813	814	815	816	817	818	819	820	821	822	823	824	825	826	827	828	829	830	831	832	833	834	835	836	837	838	839	840	841	842	843	844	845	846	847	848	849	850	851	852	853	854	855	856	857	858	859	860	861	862	863	864	865	866	867	868	869	870	871	872	873	874	875	876	877	878	879	880	881	882	883	884	885	886	887	888	889	890	891	892	893	894	895	896	897	898	899	900	901	902	903	904	905	906	907	908	909	910	911	912	913	914	915	916	917	918	919	920	921	922	923	924	925	926	927	928	929	930	931	932	933	934	935	936	937	938	939	940	941	942	943	944	945	946	947	948	949	950	951	952	953	954	955	956	957	958	959	960	961	962	963	964	965	966	967	968	969	970	971	972	973	974	975	976	977	978	979	980	981	982	983	984	985	986	987	988	989	990	991	992	993	994	995	996	997	998	999	1000	1001	1002	1003	1004	1005	1006	1007	1008	1009	1010	1011	1012	1013	1014	1015	1016	1017	1018	1019	1020	1021	1022	1023	1024	1025	1026	1027	1028	1029	1030	1031	1032	1033	1034	1035	1036	1037	1038	1039	1040	1041	1042	1043	1044	1045	1046	1047	1048	1049	1050	1051	1052	1053	1054	1055	1056	1057	1058	1059	1060	1061	1062	1063	1064	1065	1066	1067	1068	1069	1070	1071	1072	1073	1074	1075	1076	1077	1078	1079	1080	1081	1082	1083	1084	1085	1086	1087	1088	1089	1090	1091	1092	1093	1094	1095	1096	1097	1098	1099	1100	1101	1102	1103	1104	1105	1106	1107	1108	1109	1110	1111	1112	1113	1114	1115	1116	1117	1118	1119	1120	1121	1122	1123	1124	1125	1126	1127	1128	1129	1130	1131	1132	1133	1134	1135	1136	1137	1138	1139	1140	1141	1142	1143	1144	1145	1146	1147	1148	1149	1150	1151	1152	1153	1154	1155	1156	1157	1158	1159	1160	1161	1162	1163	1164	1165	1166	1167	1168	1169	1170	1171	1172	1173	1174	1175	1176	1177	1178	1179	1180	1181	1182	1183	1184	1185	1186	1187	1188	1189	1190	1191	1192	1193	1194	1195	1196	1197	1198	1199	1200	1201	1202	1203	1204	1205	1206	1207	1208	1209	1210	1211	1212	1213	1214	1215	1216	1217	1218	1219	1220	1221	1222	1223	1224	1225	1226	1227	1228	1229	1230	1231	1232	1233	1234	1235	1236	1237	1238	1239	1240	1241	1242	1243	1244	1245	1246	1247	1248	1249	1250	1251	1252	1253	1254	1255	1256	1257	1258	1259	1260	1261	1262	1263	1264	1265	1266	1267	1268	1269	1270	1271	1272	1273	1274	1275	1276	1277	1278	1279	1280	1281	1282	1283	1284	1285	1286	1287	1288	1289	1290	1291	1292	1293	1294	1295	1296	1297	1298	1299	1300	1301	1302	1303	1304	1305	1306	1307	1308	1309	1310	1311	1312	1313	1314	1315	1316	1317	1318	1319	1320	1321	1322	1323	1324	1325	1326	1327	1328	1329	1330	1331	1332	1333	1334	1335	1336	1337	1338	1339	1340	1341	1342	1343	1344	1345	1346	1347	1348	1349	1350	1351	1352	1353	1354	1355	1356	1357	1358	1359	1360	1361	1362	1363	1364	1365	1366	1367	1368	1369	1370	1371	1372	1373	1374	1375	1376	1377	1378	1379	1380	1381	1382	1383	1384	1385	1386	1387	1388	1389	1390	1391	1392	1393	1394	1395	1396	1397	1398	1399	1400	1401	1402	1403	1404	1405	1406	1407	1408	1409	1410	1411	1412	1413	1414	1415	1416	1417	1418	1419	1420	1421	1422	1423	1424	1425	1426	1427	1428	1429	1430	1431	1432	1433	1434	1435	1436	1437	1438	1439	1440	1441	1442	1443	1444	1445	1446	1447	1448	1449	1450	1451	1452	1453	1454	1455	1456	1457	1458	1459	1460	1461	1462	1463	1464	1465	1466	1467	1468	1469	1470	1471	1472	1473	1474	1475	1476	1477	1478	1479	1480	1481	1482	1483	1484	1485	1486	1487	1488	1489	1490	1491	1492	1493	1494	1495	14
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icipation score average appeared. Re-examination of the first three items in the participation-evaluation scale by the reader will show that it is virtually impossible for a clerk to receive a total participation score less than 4.00. If a clerk did receive a total participation score of 1.00, 2.00, or 3.00, one would be inclined to speculate about whether it was the clerk instead of the city council who made the decisions.

The extreme right hand column in the summary scale shows the deviation resulting from the council members' perceptions of how the clerk had participated in council decisions and the clerk's perceptions (self-image) of his own participation. Six (40.0%) of the clerks underestimated their participation, seven (46.7%) overestimated their participation, and two (13.3%) viewed their participation in the same way that the council had. The mean deviation for the five clerks who underestimated their participation was 1.52. For the seven clerks who overestimated their participation, the mean deviation was 1.34. It is safe to conclude, therefore, that most of the clerks were in considerable disagreement with the panel members as to the extent of their participation in council decisions.

Upon compilation of the individual participation scores, the clerks were placed into three categories: advice, information, and non-participation (see Table III). Each of

TABLE III

## DISTRIBUTION OF PARTICIPATION SCORES AND PARTICIPATION CONTINUUM

ADVICE (4.00 to 5.50)		INFORMATION (5.51 to 6.50)		NON-PARTICIPATION (6.51 to 7.00)	
Deerville	4.06	Resortville	5.70	Newton	6.68
Summerton	4.49	Perryville	5.74	Clark City	6.95
Millwood	4.62	Lock City	5.91	Haven City	7.00
Gobleville	5.00	Lakeland	6.08	Coastville	7.00
Port City	5.39	Baytown	6.12		
		Morris	6.14		
		Hilltown	6.27		
PARTICIPATION CONTINUUM					
4.00	5.50	6.50	7.00		





these categories reflects different degrees of participation, and is taken from the participation-evaluation scale: item 4 on the scale measuring advice, item 6 measuring the giving of information,<sup>4</sup> and item 7 which measured non-participation. The city clerks were distributed according to their total participation scores, with the break-off points between the categories set at 5.50 and 6.50.

#### D. Limitations of the Scale

The limitations of the participation-evaluation scale are quite obvious. The responses from the councilmen in every city varied a great deal. From a high of 57.1% response by the councilmen in Port City and Hilltown to a low of 14.2% in the cities of Morris and Forville, with the rest of the cities ranging somewhere in between. However, there was at least a 30% and higher return from the councilmen in more than 60% of the cities. In spite of the low number of responses in some of the cities, they were still included in the study. This is, of course, a serious limitation on the validity of the participation-evaluation scale.

The participation-evaluation scale has another limitation. It is a tool devised to measure all of the possible

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<sup>4</sup>Item 5 in the participation-evaluation scale measured advice given by the clerk but not accepted by the council. This item was not checked by any of the panel members or by the city clerks.

ways in which the clerk could have participated in the council's decisions. Because it is a pre-determined scale, there may have been several other possibilities, other than those listed in the scale, for action by the clerk. However, this is not as severe a limitation as the one above, in that the participation-evaluation scale appeared to have validity in the pre-test and in the rest of the study.

#### E. Summary

This chapter is a crucial one in the thesis. In it the writer has attempted to explain the development of the participation-evaluation scale into the final form used in the study. The use of a panel, to determine the extent of the clerk's participation in city council decisions, was discussed in detail. Scoring methodology, distribution of the city clerks on a participation continuum, and deviancy between clerk and council perceptions on the extent of the participation by the clerk, were demonstrated on several tables. Finally, the limitations of the scale were discussed and explained.

## CHAPTER III

### PARTICIPATION AND THE SOCIO-POLITICAL BACKGROUND OF THE CLERK

One of the problems which faced this thesis was to determine whether or not the city clerk did participate in municipal decision-making. Chapter II showed that, although city clerks tended to vary in the extent of participation, most of them did participate in some manner. Having determined differences in participation between the clerks, the writer has tried to find those crucial variables which make for these differences between the city clerks. Chapters III, IV, and V of this thesis are devoted to an analysis of some of the variables which may account for these differences.

#### A. The Questionnaire

Data for testing the relationships between socio-political background variables and participation were collected through written questionnaires submitted to each of the clerks in the project. A copy of this questionnaire can be found in Appendix G. Some of the questions were taken from studies using similar techniques, such as the Minnesota

Intergovernmental study,<sup>1</sup> a study by Hans O. Mausch,<sup>2</sup> and a study by Harry A. Grace.<sup>3</sup>

#### B. Statistical Test for Determining Relationships

Since the number of communities studied in this project was too small to make use of the more standard statistics of relationship, that is, chi-squares, correlation coefficients, or analysis of variance, the rank correlation method of analysis was chosen. Rank correlation is particularly suited to this study, because of the nature of the participation scale. Participation could easily be ranked from the data described in Chapter II. Other variables, such as age, education, organizational affiliation, and so on, were also susceptible to ranking.

The Spearman coefficient of correlation was selected as the appropriate statistic. It was chosen over the Kendall method because of the ease of completing the analysis and because of the availability of tables for determining significance. The Spearman test permits the researcher to

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<sup>1</sup>William Anderson and Edward W. Weidner, Intergovernmental Relations in the United States as Observed in the State of Minnesota (University of Minnesota, 1952).

<sup>2</sup>Hans O. Mausch, "The Socio-Political Background of the Seventy-Sixth Congress," (Unpublished Master's Thesis, University of Chicago, 1951).

<sup>3</sup>Harry A. Grace, "A Quantitative Case Study in Policy Science" (Michigan State College, 1954).

state whether there is a relationship between two rankings and whether this relationship is significant. A description of the method and the appropriate significance tables are provided by Dixon and Massey.<sup>4</sup>

Participation is ranked from 1 to 16 (from high participation to non-participation). Age, education, organizational affiliations, and so on, are similarly ranked. Where two clerks would have the same rank on a particular variable, the mid-point between the two adjacent ranks is used as the appropriate rank. In the case of sex, the men are assigned the average of the first eleven ranks; the women are assigned the average of the last five ranks. Thus, the average rank for men is 6, while the average rank for women is 14. A positive correlation in this case would indicate that male clerks tend to participate in municipal decision-making more frequently than female clerks.

### C. Testing of the Social Background Variables

It was indicated in Chapter I that certain social background characteristics of the city clerk would be related to the degree to which he participates in council decisions. No minor hypotheses about age, sex, and so on, were made as be-

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<sup>4</sup>Wilfred J. Dixon and Frank J. Massey, Introduction to Statistical Analysis (New York: McGraw-Hill Book Company, Inc., 1951), pp. 260-261.

ing definitely related to participation. The tables in this chapter were designed to determine whether there is any relationship between these social background variables and participation.

Sex of the clerk. There were more male than female clerks in this study. Five of the clerks in the study were females, eleven of them were males. Table IV is designed to test whether or not sex is an important variable in participation.

TABLE IV  
THE RELATIONSHIP BETWEEN SEX AND PARTICIPATION

	Rank Order	Sex	Rank Order	Deviation
<u>ADVICE</u>				
Deerville	1	m	6	5
Sumnerton	2	m	6	4
Millwood	3	f	14	11
Gobleville	4	m	6	2
Port City	5	m	6	1
<u>INFORMATION</u>				
Resortville	6	m	6	0
Forville	7	m	6	1
Lock City	8	f	14	6
Lakeland	9	m	6	3
Baytown	10	m	6	4
Morris	11	m	6	5
Hilltown	12	m	6	6
<u>NON-PARTICIPATION</u>				
Newton	13	m	6	7
Clark City	14	f	14	0
Haven City	15	f	14	1
Coastville	16	f	14	2

$$\rho = .49$$

$$1 - \frac{6(\text{Sum of } D^2)}{N(N^2 - 1)} = \rho$$

In order for there to be any significant statistical correlation between participation and sex, using a universe of 16, rho must equal at least .42. In this particular case, rho equals .49, which indicates that there are 5 chances out of 100 that such a distribution could have occurred by chance. It is safe to conclude, therefore, that there is a definite correlation between participation and the sex of the clerk. That is, male clerks will tend to participate in council decisions more than female clerks.

Age of the Clerk. The age of the city clerks ranged from 29 to 79 years. Two of the clerks were in the 70 years and above classification, five were 60 years and above, three were 50 years and above, one was in the 40 years and above classification, four were 30 years and above, and one was below 30 years. Table V is designed to test the relationship between age and participation.

Because rho (.13) was below the necessary level of significance (.42), there is no correlation between participation and the age of the city clerk.

Number of Years Residence in the Community. Some of the clerks have lived in their communities all of their lives, others less than 10 years. One clerk has lived in the community over 70 years, three have resided in the communities over 50 years, six over 40 years, one over 30 years, two over 20 years, and three have lived in their communities



TABLE V  
THE RELATIONSHIP BETWEEN PARTICIPATION AND AGE

	Rank Order	Age	Rank Order	Deviation
<u>ADVICE</u>				
Deerville	1	66	3	2
Summerton	2	53	9	7
Millwood	3	38	12.5	9.5
Gobleville	4	79	1	3
Port City	5	33	14	9
<u>INFORMATION</u>				
Resortville	6	52	10	4
Forville	7	60	7	0
Lock City	8	62	5.5	2.5
Lakeland	9	56	8	1
Paytown	10	65	4	6
Morris	11	29	16	5
Hilltown	12	31	15	3
<u>NON-PARTICIPATION</u>				
Newton	13	62	5.5	7.5
Clark City	14	48	11	3
Haven City	15	38	12.5	2.5
Coastville	16	75	2	14

$\rho = .13$

for less than 10 years. The following table (VI) was constructed to test the relationship between participation and the number of years of residence in the community.

The rank-correlation coefficient ( $\rho$ ) between participation and the number of years residence was .21. This is below the .42 level of significance necessary to show correlation; therefore, there is no correlation between participation and the number of years a city clerk has resided in his community.

TABLE VI  
THE RELATIONSHIP BETWEEN PARTICIPATION AND NUMBER OF YEARS  
RESIDENCE IN COMMUNITY

	Rank Order	Years of Residence	Rank Order	Deviation
<u>ADVICE</u>				
Deerville	1	40	9.5	8.5
Summerton	2	53	2	0
Millwood	3	10	14	11
Gobleville	4	49	5	1
Port City	5	33	11	6
<u>INFORMATION</u>				
Resortville	6	47	7	1
Forville	7	50	3.5	3.5
Lock City	8	50	3.5	4.5
Lakeland	9	48	6	3
Baytown	10	43	8	2
Morris	11	29	12	1
Hilltown	12	6	16	4
<u>NON-PARTICIPATION</u>				
Newton	13	25	13	0
Clark City	14	40	9.5	4.5
Haven City	15	8	15	0
Coastville	16	75	1	15

rho = .21

Education of the Clerk. The amount of formal education each clerk had undergone varied greatly. One was a college graduate, one had attended college, one had attended business school, eight had graduated from high school, four had attended high school, and one had attended through the 8th grade or less. Table VII was devised to find the relationship between participation and the amount of the clerk's formal education.

TABLE VII

## THE RELATIONSHIP BETWEEN PARTICIPATION AND EDUCATION

	Rank Order	Years of Education*	Rank Order	Deviation
<u>ADVICE</u>				
Deerville	1	3	3	2
Summerton	2	5	12.5	10.5
Millwood	3	4	7.5	4.5
Gobleville	4	4	7.5	3.5
Port City	5	4	7.5	2.5
<u>INFORMATION</u>				
Resortville	6	4	7.5	1.5
Forville	7	5	12.5	6.5
Lock City	8	4	7.5	.5
Lakeland	9	4	7.5	1.5
Baytown	10	6	16	6
Morris	11	1	1	10
Hilltown	12	2	2	10
<u>NON-PARTICIPATION</u>				
Newton	13	4	7.5	5.5
Clark City	14	5	12.5	1.5
Haven City	15	4	7.5	7.5
Coastville	16	5	12.5	3.5

\*Education is scored as follows:

- 1 = college graduate
- 2 = attended college
- 3 = business school
- 4 = high school graduate
- 5 = attended high school
- 6 = 8th grade or less

rho = .21

Again, the rank-correlation coefficient at .21 is far below the .42 level of significance, indicating that there is no correlation between the extent to which a clerk participates in council decisions and the amount of formal education to which he was exposed.

The Number of Community Organizational Affiliations.

Data were obtained on the number of community organizations in which a clerk was active. One of the clerks listed as many as 7 organizations, two belonged to 4 organizations, one belonged to 3 organizations, seven belonged to 2 organizations, 3 belonged to only one, and two listed no organizational affiliations. Table VIII was constructed to show the relationship between the number of community organizational affiliations and participation.

TABLE VIII

THE RELATIONSHIP BETWEEN PARTICIPATION AND NUMBER  
OF COMMUNITY ORGANIZATIONAL AFFILIATIONS

	Rank Order	No. of Org. Affiliations	Rank Order	Deviation
<u>ADVICE</u>				
Deerville	1	2	8	7
Summerton	2	4	2.5	.5
Millwood	3	0	15.5	12.5
Gobleville	4	4	2.5	1.5
Port City	5	2	8	3
<u>INFORMATION</u>				
Resortville	6	3	4	2
Forville	7	2	8	1
Lock City	8	1	13	5
Lakeland	9	7	1	8
Baytown	10	1	13	3
Morris	11	2	8	3
Hilltown	12	2	8	4
<u>NON-PARTICIPATION</u>				
Newton	13	0	15.5	2.5
Clark City	14	1	13	1
Haven City	15	2	8	7
Coastville	16	2	8	8

$$\rho = .42$$

The rank-correlation coefficient between participation and the number of community organizational affiliations of the city clerks was .33. Although this correlation is higher than those in the three preceding tables, it is still below the .42 level of significance. Therefore, there is no relationship between the number of community organizational affiliations of the city clerk and the degree to which he participates in city council decisions.

Former Occupation of the Clerk. Some of the clerks are engaged by their cities as full time clerks, others have two jobs, of which the clerk's job is only part-time. When the writer asked the clerks about their occupation backgrounds, two types of answers were received. From the clerks who were only working as city clerks, information was received on their occupational backgrounds before full time public office. From the other clerks holding down two jobs, the responses to the occupational background question indicated the type of job in which the clerk was currently employed in addition to his job as city clerk. Table IX was designed to determine whether clerks working in certain types of occupations or having come from certain occupational backgrounds participate more than clerks from different occupational backgrounds.

Only one clerk could be considered occupationally as "professional." He was an accountant, and ranked low (11) in the information category.

TABLE IX

## THE DISTRIBUTION OF CLERKS ACCORDING TO FORMER OCCUPATION

	Profes- sional	Business	Sales & Clerical	Gov't Service	House- wife
ADVICE		xxx		x	x
INFORMATION	x	x	xxxxx		
NON-PARTICIPATION			xx	xx	

The data show that three out of the four clerks in the advice (high participation) category came from business backgrounds. Typical responses from the clerks in the business classification were: "proprietor," "businessman," "shoemaker," and "industrial traffic manager." These findings suggest that clerks coming from business backgrounds tend to participate more in council decisions than those clerks coming from any other occupational group.

Five out of the seven clerks in the sales and clerical occupational group were among those who were included in the information category. Two of the seven clerks who listed their occupational background as clerical and sales fell into the non-participation category. Typical responses from this group were: "bookkeeper," "salesman," "insurance agent," and so on.

There were two out of three clerks whose former and current occupations were in government service who fell into

the non-participation category. The other clerk ranked lowest in the advice category. Typical responses from this group were: "post office clerk," "police officer," and so on.

One of the clerks listed her occupational background as "housewife." She ranked number three in the advice category.

Re-examination of the table by the reader will show that, in general, clerks from business backgrounds tended to fall into the advice and information categories; clerks with sales and clerical backgrounds fell into information and non-participation categories; those with government service backgrounds into the non-participation category; with the rest of the clerks distributed unevenly among the three categories.

#### D. Testing of the Political Background Variables

The writer indicated in Chapter I that there might be some relationship between participation and political background variables. Although no hypotheses were proposed, relationships, if any, were to be determined. Several political background variables were not tested, such as: total number of years in public office, political party offices, and other public offices held. These data were not susceptible to analysis, because only two clerks had ever held an-

other public office, and only two clerks had ever held a political party office.

Length of Time in Office. The length of time in office for the clerks rank all the way from 25 years to less than one year. Two had been in office for over 20 years, five had been in office from 10 to 15 years, two from 5 to 10 years, and seven had been in office for less than 5 years. Table X was designed to test the relationship between the length of time in office of the city clerk and participation.

TABLE X

THE RELATIONSHIP BETWEEN PARTICIPATION AND LENGTH  
OF TIME IN OFFICE

	Rank Order	Time in Office	Rank Order	Deviation
<u>ADVICE</u>				
Deerville	1	4	10.5	9.5
Summerton	2	12	5	3
Millwood	3	1	15	12
Gobleville	4	25	1	3
Port City	5	3	12.5	7.5
<u>INFORMATION</u>				
Resortville	6	16	3	3
Forville	7	11	6	1
Lock City	8	6	8	0
Lakeland	9	13	4	5
Baytown	10	4	10.5	.5
Morris	11	3	12.5	1.5
Hilltown	12	5	9	3
<u>NON-PARTICIPATION</u>				
Newton	13	10	7	6
Clark City	14	1	15	1
Haven City	15	1	15	0
Coastville	16	20	2	14

$\rho = .15$



The rank correlation coefficient between participation and the length of time in office was .15. In that this correlation falls below the .42 level of significance, there is no relationship between the length of time a clerk has spent in office and the degree to which he participates in council decisions.

Part of Full Time Employment as Clerk. Ten of the clerks in this study were part-time officials, and 6 were full time. However, the word "part-time" is a misleading one. Some of the "part-time" clerks worked anywhere from 10 to 40 hours a week on city business, yet they are still considered "part-time" officials. Although the distinction between full and part-time clerks is a nebulous one, a distinction must be made. Table XI was constructed to determine the differences, if any, between full time and part-time city clerks in regard to their participation in council decisions.

The rank-correlation coefficient between part-time and full time clerks with participation was .43. In that this coefficient is above the .42 level of significance, there is a definite correlation between participation and whether or not a clerk is employed by the city part or full time. That is, in this study, the part-time clerks tended to participate more in council decisions than the full time clerks. This high degree of correlation can possibly be attributed to

the number of female clerks (four out of six full time clerks) who have full time jobs; and, in addition, they rank lowest on the participation scale.

TABLE XI

THE RELATIONSHIP BETWEEN PARTICIPATION AND FULL  
OR PART-TIME EMPLOYMENT AS CITY CLERK

	Rank Order	Full or Part-time	Rank Order	Deviation
<u>ADVICE</u>				
Deerville	1	FT	13.5	12.5
Summerton	2	PT	5.5	3.5
Millwood	3	PT	5.5	2.5
Gobleville	4	PT	5.5	1.5
Port City	5	PT	5.5	.5
<u>INFORMATION</u>				
Resortville	6	PT	5.5	.5
Forville	7	PT	5.5	1.5
Lock City	8	FT	13.5	5.5
Lakeland	9	FT	13.5	4.5
Baytown	10	PT	5.5	4.5
Morris	11	PT	5.5	5.5
Hilltown	12	PT	5.5	6.5
<u>NON-PARTICIPATION</u>				
Newton	13	PT	5.5	7.5
Clark City	14	FT	13.5	.5
Haven City	15	FT	13.5	1.5
Coastville	16	FT	13.5	2.5

$\rho = .43$

#### E. Summary

Chapter III has been an inclusive chapter. Within it eight socio-political variables have been subjected to the Spearman rank-correlation coefficient method of analysis.

One of the focal hypotheses of this study has been tested and, for the most part, negated. Out of the eight socio-political background variables subjected to statistical analysis, a significant mathematical relationship was found between two variables (sex and part-time employment). Table IX suggested that there may be some relationship between the clerk's occupational background and participation; however, the data could not be manipulated statistically to give a mathematical relationship.

Analysis of the data in this chapter has shown that there was little relationship between socio-political background variables and participation. The writer will now proceed to subject to analysis the personality characteristics of the clerk to determine if there is any significant relationship between participation and personality.

## CHAPTER IV

### PARTICIPATION AND THE PERSONALITY OF THE CLERK

It was stated in Chapter I that one of the focal hypotheses of this study was that there might be a relationship between participation and the personality of the city clerk. In order to measure personality differences between the clerks, a test had to be employed which would measure certain personality traits. The PAR (participation-awareness-responsibility) test (see Appendix J), along with a cover letter (see Appendix K), was sent to all of the city clerks in order to determine these personality traits.

#### A. Development of the PAR Test

The original PAR test was developed and is currently being used by the Laboratory for Research in Social Relations at the University of Minnesota.<sup>1</sup> This particular PAR test had over 70 personality traits with 539 items within these personality traits. The 17 personality traits for this research project were selected by Dr. Herbert McCloskey, of the Laboratory for Research in Social Relations. Dr. McCloskey

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<sup>1</sup>The PAR test was also used in the Intergovernmental Relations Study conducted at the University of Minnesota. Anderson and Weidner, Op. cit.

selected, after reading the research design for this thesis, what he considered to be relevant personality traits for the purpose of this study.

Within the 17 personality traits are some 185 items. Some of the personality traits have as few as four items within them, some as many as 47 items. The PAR categories are listed below, and the code to the items within the categories can be found in Appendix L.

Personality traits which were measured:

Caste and Status Factors  
 Need for Rejection, Hostility  
 \*Self-Confidence--Indecision  
Pessimism--Optimism  
Enthusiasm, Zest, Drive  
 Life Satisfaction  
 Managerialism  
 Intellectuality  
 Aspiration--Ambition  
 Folksiness  
 Perseverance  
Stability--Disorganization  
Neurasthenia vs. Vigorous Obsessional Determination  
 Social Extroversion  
 Awareness (Political)  
 Dominance  
 MMPI (Minnesota Multi-Phasic Inventory) Ma (Mania)

\*Underlining indicates that trait was scored in that direction.

## B. Method of Scoring

Upon receipt of the completed PAR tests from each of the city clerks, the writer transcribed the data from the tests to score sheets. Only those items on the clerk's test which corresponded to those items on the code sheet, thereby

indicating that the clerk tended toward this trait, were scored. For example, if a clerk marked two out of the 5 items under the managerialism trait, his score on this particular trait would be two.

The score for each clerk within each of the 17 personality traits is depicted in Table XII. The clerks are also listed in order of the extent of their participation, from high to non-participation.

### C. Analysis of the Data

Examination of Table XII by the reader will show that there are many differences between the clerks within any one of the personality traits. These differences become especially apparent when one compares the clerks in the advice (high participation) category and the clerks in the non-participation category. Comparison of the clerks in the middle range (information) with the clerks in the other two participation categories yields no striking differences as is the case with the high participation and non-participation groups.

In order to display the personality trait differences between the high and non-participation groups, Table XIII was constructed. Within this table, all of the clerks' scores within the advice group on each of the personality traits are averaged out into an arithmetic mean. The same proce-

TABLE XII  
THE DISTRIBUTION AND PERSONALITY TRAIT SCORES OF THE CLERKS

	Caste and Status Factors (6 items)	Need Rejection, Hostility (6 items)	Self-Confidence--Indecision (7 items)	Pessimism--Optimism (6 items)	Enthusiasm, Zeal, Drive (8 items)	Life Satisfaction (6 items)	Managerialism (5 items)	Intellectualty (7 items)	Aspiration--Ambition (8 items)	Folkishness (6 items)	Persistence (4 items)	Stability--Disorganization (6 items)	Neuroasthenia vs. Vigorous Obsessional Determination (6 items)	Social Extroversion (5 items)	Awareness (38 items)	Dominance (47 items)	MMPI Ma (Mania) (13 items)
ADVICE	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer
Deerville	2	2	3	1	2	3	1	4	8	5	2	1	5	4	31	26	5
Summerton	1	0	3	1	4	4	1	3	4	4	4	0	3	3	26	12	4
Hillwood	3	1	9	1	5	1	0	3	4	4	3	0	3	3	24	20	3
Gobleville	3	3	6	1	4	1	1	2	3	3	3	0	3	3	22	23	3
Port City	3	3	9	1	5	1	1	3	4	4	3	0	3	3	22	23	3
INFORMATION	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer
Resortville	1	1	2	2	3	2	0	3	2	4	2	3	3	5	32	18	4
Perville	2	1	2	2	3	1	0	2	3	4	2	2	2	1	26	17	4
Leek City	2	1	2	2	3	2	0	2	3	4	2	2	2	1	22	21	4
Lakeland	2	1	2	2	3	2	0	2	3	4	2	2	2	1	22	21	4
Baytown	2	1	2	2	3	2	0	2	3	4	2	2	2	1	22	21	4
Morris	2	1	2	2	3	2	0	2	3	4	2	2	2	1	22	21	4
Hilltown	2	1	2	2	3	2	0	2	3	4	2	2	2	1	22	21	4
NON-PARTICIPATION	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer	no answer
Newton	1	3	3	4	1	3	0	4	4	4	1	2	2	5	22	21	5
Clark City	1	3	3	4	1	3	0	4	4	4	1	2	2	5	22	21	5
Haven City	1	3	3	4	1	3	0	4	4	4	1	2	2	5	22	21	5
Coastville	1	3	3	4	1	3	0	4	4	4	1	2	2	5	22	21	5





TABLE XIII

## THE DISTRIBUTION AND PERSONALITY TRAIT SCORES OF THE CLERKS ACCORDING TO PARTICIPATION GROUPS

	Caste and Status Factors (6 items)	Need Rejection, Hostility (6 items)	Self-Confidence* Indecision (7 items)	Resilience-Optimism (6 items)	Enthusiasm, Zest, Drive (8 items)	Life Satisfaction (6 items)	Managerialism (5 items)	Intellectuality (7 items)	Aspiration- Ambition (8 items)	Folkishness (6 items)	Persistence (4 items)	Stability-- Disorganization (6 items)	Neuroasthenia vs. Vigorous Obsessional Determination (6 items)	Social Extroversion (5 items)	Awareness (38 items)	Domineer (47 items)	MPI Ma (Mandla) (13 items)
ADVICE	2.25	1.50	3.25	1.00	4.00	3.25	.75	3.00	4.00	4.00	3.00	.75	4.00	3.25	25.75	20.25	4.25
INFORMATION	1.83	1.83	3.50	2.16	2.67	2.33	1.16	3.17	3.66	4.66	1.83	2.33	1.83	2.50	26.88	18.83	3.66
NON- PARTICIPATION	2.25	2.25	2.50	3.50	2.50	2.25	1.50	2.75	3.00	3.25	1.75	2.00	2.50	3.25	19.25	18.25	3.25
Mean - Total N	2.07	1.86	3.14	2.21	3.00	2.57	1.14	3.00	3.57	4.00	2.14	1.79	2.64	2.93	23.64	19.07	3.71
Differences between Advice and Non- Participation group	.0	.75	.75	2.50	1.50	1.00	.75	.25	1.00	.75	1.25	1.25	1.50	.0	6.50	2.00	1.00

\*Underlining indicates that personality trait scored in that direction.

[illegible]

dure was repeated with the information and non-participation groups. The chart then depicts the average score for all of the clerks in a particular participation group within each of the personality traits.

The arithmetic mean was selected as the appropriate statistic because, with the exception of two clerks, the total population of the study is being used in this comparative analysis.

When the arithmetic means for each participation group within each of the personality traits had been computed, it was then possible to ascertain differences between the personality traits of the advice and non-participation clerks. In that the clerks in the middle range (information) tended to synthesize the differences between the high and low participation groups, little mention will be made of them in the analysis.

In order to display the personality trait differences more lucidly, the arithmetic mean for the total population of clerks was computed for each of the personality traits. This offered a basis for comparison on how the average clerk of the total population compared with the clerks in the high and non-participation groups. Then, the mathematical differences between the high and non-participation groups within each of the personality traits were computed, and are also displayed in Table XIII.

Table XIII suggests that there is a relationship between certain personality traits and the extent to which a city clerk participates in council decisions. Throughout the table a strong consistency prevails, which clearly shows this relationship.

From these data, certain conclusions can be made. A few personality traits stand out as predominant among the clerks in the high participation (advice) group. The data suggests that these clerks tend to be more optimistic; have greater enthusiasm, zest, and drive; are more satisfied with life; have more aspiration and ambition; have more perseverance; are mentally more stable; have a greater determination to succeed; and are more aware of the political process in general. The latter finding, that clerks in the high participation group tend to be more politically aware, corroborates Miller's hypothesis that influence is closely associated with subject matter competence.<sup>2</sup>

Clerks in the high participation group also tend toward certain other personality traits, although to a lesser degree than those mentioned above. They do not evince a need for rejection and hostility that is evident in the clerks in the clerks in the non-participation group.<sup>3</sup> The advice group

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<sup>2</sup>Miller, Op. cit., p. 39.

<sup>3</sup>The code for the items within the "Need Rejection, Hostility" category or any other personality trait can be found in Appendix L.

also tends to be more self-confident than the non-participation group. They tend to be less inclined towards managerialism, that is, toward a highly centralized type of government. The advice group also tends to be more folksy, and slightly more dominant than the clerks in the non-participation group.

There appeared to be no differences between the advice and non-participation groups in several personality traits. These were: caste and status factors, intellectuality, social extroversion, and mania. Because there was no difference between the groups in these traits they have been left out of the analysis.

#### D. Limitations of the PAR Test

The limitations surrounding the use of the PAR test by the writer are obvious. First of all, 14 out of the 16 clerks in the total population returned their PAR tests. This left two, in in the advice category and one in the information category, unaccounted for. This, however, is not as serious a limitation as the others.

Secondly, not only do the number of items within a personality trait vary, but the items themselves within a category vary in degrees of intensity, i.e., one item will be more strongly phrased toward the personality trait than another. The Laboratory for Research in Social Relations at

the University of Minnesota has empirically tested and then scaled these items according to their intensity and have subjected them to a special analysis.<sup>4</sup> Unfortunately, the writer was unable to obtain this information from the Laboratory for Research in Social Relations and, therefore, could not subject the data to a Gutman scale analysis.

Finally, no statistical test was found which could be employed to determine if the mathematical difference between the advice and non-participation group was statistically significant. Therefore, it was decided to find the arithmetic mean of the groups, and then look for consistencies.

#### E. Summary

In Chapter IV an attempt has been made to determine whether the personality of the clerk has any effect on the extent to which he participates in council decision-making.

A PAR (participation-awareness-responsibility) test was administered to each of the clerks participating in this project. The test measured 17 personality traits. Each of these traits was then analyzed through a comparison between the advice, information, and non-participation groups of clerks, and some interesting results have been forthcoming.

It was found that those clerks in the advice (high participation) category tended to have certain personality

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<sup>4</sup>Gutman scale analysis.

traits which were different from those clerks in the non-participation group. The data suggested that the advice group were more optimistic; are more satisfied with life; have more aspiration and ambition; have more perseverance, are more stable; have a greater determination to succeed; and are more aware of the political process. The clerks in the non-participation group, of course, had these personality traits to a far lesser degree, or not at all.

The data seem to bear out the hypothesis upon which this chapter is based, that there would be a relationship between participation and the personality of the clerk.

Chapters III and IV have been concerned with variables which consist mostly of the person of the clerk, i.e., his socio-political background and his personality. Chapter V will deal with two variables of a different nature--demographic factors.

## CHAPTER V

### PARTICIPATION AND DEMOGRAPHIC FACTORS

One of the focal hypotheses of this study, as stated in Chapter I, suggested that there would be a relationship between participation and certain demographic factors in the community.

#### A. Participation and Population Size

The writer had anticipated a relationship between participation and population size. As a matter of fact, a minor hypothesis could be suggested to this effect, that the larger the city, the greater the tendency for the city clerk to participate in council decision-making. This hypothesis was based on the premise that the larger the population of the city, the more chance that the clerk would be employed in a full-time capacity. A full-time position, with day-to-day contact with city problems and routine, would then place the clerk in a potential position to participate more in council decisions than would be the case if the clerk were employed part-time. However, in Chapter III it was found that there was a relationship between participation and part-time employment. This mathematical correlation between participation and part-time employment is a misleading one. This



correlation results because all of the male clerks (except two) were part-time clerks, and all of the female clerks (four out of the total of six full-time clerks) were employed full-time. In addition, out of these four full-time clerks, three rated lowest in the non-participation category. In the light of these findings, the hypothesis concerning full-time clerks and participation has to be modified, taking into account the variable of sex. Population size could be an important variable, because it will to a certain extent determine whether or not a clerk is employed part or full-time, this, of course, being related to participation.

Table XIV was designed to determine whether there is any relationship between participation and the population size of the community.

The rank-correlation coefficient between participation and population size of the community was .10. In that this is far below the .42 level of significance, it must be concluded that the population size of the 16 communities studied was in no way related to the extent to which the clerks participated in their council decisions.

TABLE XIV

## THE RELATIONSHIP BETWEEN PARTICIPATION AND POPULATION SIZES

	Rank Order	Population Size	Rank Order	Deviation
<u>ADVISE</u>				
Deerville	1	6,542	3	2
Summerton	2	1,441	12	10
Millwood	3	2,358	8	5
Gobleville	4	1,878	11	7
Port City	5	5,629	4	1
<u>INFORMATION</u>				
Resortville	6	2,040	10	4
Forville	7	2,773	7	0
Lock City	8	3,028	6	2
Lakeland	9	13,145	1	8
Baytown	10	884	15	5
Morris	11	1,024	14	3
Milltown	12	719	16	4
<u>NON-PARTICIPATION</u>				
Newton	13	1,123	13	0
Clark City	14	4,098	5	9
Haven City	15	6,606	2	13
Coastville	16	2,241	9	7

rho = .10

## B. Participation and Type of City

The writer had also anticipated a relationship between the type of city, that is, industrial, farming, tourist, or any combination of these three, and the extent of the clerk's participation. The communities in this study were classified in these categories according to the main sources of income for the city. In order to place these communities in these categories, the clerks, who were interviewed personally by

the writer, were asked to place their communities in one of these categories. Data on the other cities, not personally visited by the writer, were obtained from Mr. Sidwell.<sup>1</sup>

If, for example, a city is categorized as industrial-farming, this indicates that the primary source of income for the community is derived from industry and the second greatest source is from nearby farmers who trade in the community. Each of the cities was placed in these categories in this manner. Table XV was constructed in order to determine any relationship between participation and the type of community.

TABLE XV

## THE RELATIONSHIP BETWEEN PARTICIPATION AND TYPE OF CITY

	Rank Order	Type City
<u>ADVICE</u>		
Deerville	1	industrial-farming
Summerton	2	industrial-tourist
Millwood	3	farming-industrial
Gobleville	4	farming-industrial
Port City	5	farming-tourist
<u>INFORMATION</u>		
Resortville	6	industrial-tourist
Forville	7	farming-industrial
Lock City	8	tourist-farming
Lakeland	9	industrial-farming
Baytown	10	farming-tourist
Morris	11	farming-industrial
Milltown	12	tourist-farming
<u>NON-PARTICIPATION</u>		
Newton	13	farming-industrial
Clark City	14	industrial-tourist
Haven City	15	industrial-farming
Coastville	16	industrial-farming

<sup>1</sup>In an interview on March 23, 1955, with Mr. George R. Sidwell, a Lansing attorney, and a specialist on city charters in Michigan.

Examination of this table shows that there are no clusterings of certain types of cities within any of the three participation categories of advice, information, and non-participation. From such a divergent distribution it must not be concluded that there is no relationship between participation and the type of city in which the clerk functions.

### C. Summary

Within Chapter III, two demographic factors, which the writer had anticipated to be variables affecting the decision-making process, were subjected to analysis. These two demographic factors, population size and type of city, were in no way related to the clerks' participation in the universe being studied.

## CHAPTER VI

### SUMMARY AND CONCLUSIONS

This thesis has been concerned with the behavior of the city clerk within the decision-making process of local government. The writer, through the use of primitive and crude methodological tools, has conducted, in a sense, an exploratory study in this important field of inquiry.

This research project centered on two problems. First of all, do city clerks participate in decisions made by their city councils, and, if so, to what extent do they participate? The findings in Chapter II proved that clerks did participate in these decisions, but it also pointed out very closely that there were sharp differences between the clerks in their extent of their participation. Thereupon, the second problem upon which this thesis was focused was considered --what are the crucial variables that affected the extent to which the clerk participated in council decisions. Chapters III, IV, and V were devoted to an analysis of some of the possible variables which may have accounted for these differences.

Three major hypotheses emerged from the study:

- 1) The degree to which a city clerk participates in municipal decision-making will be related to certain factors in his socio-political background.
- 2) The degree to which the city clerk participates in municipal decision-making will be related to certain personality characteristics of the clerk.
- 3) The degree to which the city clerk participates in municipal decision-making will be related to certain demographic factors within the community.

The testing of these hypotheses brought forth some interesting results.

The hypothesis that participation would be related to certain socio-political background factors was considered first. Eight socio-political background variables were subjected to the Spearmanrank-correlation coefficient method of analysis. Out of these eight variables subjected to a statistical analysis, a significant mathematical relationship was found between two variables (sex and part-time employment) and participation. This high degree of correlation between part-time clerks and participation is probably because all of the male clerks (except two) were part-time clerks, and all of the female clerks (four out of six full-time clerks) were full time. In addition, out of these four full-time female clerks, three rated lowest in the non-

participation category, and the other ranked third in the information category. This would explain the mathematical correlation between participation and part-time employment of the clerk. The sex of the clerk was positively correlated with the extent to which the clerk participated in council decisions. If any one variable is to be isolated as the most crucial one affecting participation, it is without a doubt the sex of the clerk.

Another social background variable which appeared to be related to participation was the former or current occupation of the clerk. The data showed that three out of the four clerks in the advice (high participation) category came from or were currently engaged in some type of business. This occupation group participated in council decisions more than any other group.

The negative findings on the socio-political background variables that the writer had anticipated to be important are almost as important as the positive findings. No relationship was found between participation and age, number of years residence in the community, education, number of community organizational affiliations, and the length of time in office.

The second hypothesis, that participation would be related to the personality of the clerk, was then considered. Personality traits of the city clerks were measured through

a PAR (participation-awareness-responsibility) test. Each of the 17 personality traits was analyzed and a comparison was made between the advice, information, and non-participation groups of clerks. It was found that those clerks in the advice (high participation) category tended to have certain personality traits which were different than those clerks in the non-participation group. The data bore out the hypothesis that there would be a relationship between certain personality traits and participation.

The third hypothesis, that participation would be related to certain demographic factors, was considered next. These two demographic factors--population size and type of city--were subjected to analysis. No relationship was found between these demographic factors and participation.

Examination of all the variables tested and their relationship to participation shows that only a few stand out as crucial variables which affect the decision-making process. Of all the variables tested, sex <sup>seems to be</sup> ~~is~~ without a doubt the most important. This can be seen in all of the data that were analyzed. The chances for a female clerk to participate in council decisions seem to be practically nil, regardless of her personality, socio-political backgrounds, or for that matter, any other factors.

The extent to which a male clerk participates in decision-making is primarily conditioned by two factors:



former or current occupation and certain personality traits. Those with business backgrounds were also high in several personality traits which were related to high participation. One might speculate that, because these clerks had these personality traits related to high participation, these traits had made them successful in business and subsequently in council decision-making.

The writer had originally intended to add two other chapters to this thesis. One, on advice and assistance patterns, was to measure to whom the councilmen went for advice on general municipal affairs, financial affairs, and in their personal political life. From this data it was planned to portray informal leadership patterns, outside of the formal council situation, among the city officials. This was intended to supplement the participation-evaluation scores of the clerks. However, lack of data from the councilmen in the study prevented the construction of these supplementary sociograms.

Another chapter had been planned comparing the sociopolitical backgrounds of the council members with the city clerk. It was thought that such a comparison might turn up similarities in backgrounds which may have been related to participation. Differences in political affiliation between the clerk and the council members may have affected participation, or differences in nationality, and so forth. Again,

lack of data from the council members prevented the writer from including these variables.

#### A. Proposals for Further Research

The methodological tools constructed by the writer and Dr. Hakman are original contributions to this type of research. Even though they need a great deal of refining, they are in their present form useful and can be easily replicated. There are several ways in which the participation-evaluation scale and the other questionnaires can be used. First of all, the study could be replicated on city clerks in other cities, those with larger populations and with different types of municipal government. Secondly, the same tools used in this study could be employed in a study of participation by the city manager in council decision-making, or for that matter, on any other city official, e.g., the city attorney, treasurer, and so forth. Finally, the participation-evaluation scale could be used on individual council members in order to ascertain the perceptions of each councilman on how the other council members had participated in council decisions. Studies of this kind would point out the formal and informal leadership patterns in municipal government.

It is hoped that this research project has added something to the scant body of existing literature on the polit-

ical behavior of municipal officials. This study, even though it was primarily exploratory in nature, has given us an insight into one of the aspects of municipal decision-making.



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## APPENDIX

**Laws Relating to the General Powers of Cities, State of Michigan**

(92) 87.6 Powers; duties. Sec. 6. The city clerk shall keep the corporate seal, and all the documents, official bonds, papers, files and records of the city, not by this act or the ordinances of the city entrusted to some other officer; he shall be clerk of the council; shall attend its meetings, record all its proceedings, ordinances and resolutions, and shall countersign and register all licenses granted; he shall, when required, make and certify under the seal of the city, copies of the papers and records filed and kept in his office; and such copies shall be evidence in all places of the matters therein contained, to the same extent as the original would be; he shall possess and exercise the powers of a township clerk, so far as the same are required to be performed within the city; and he shall have authority to administer oaths and affirmations.

(93) 87.7 Same; general accountant; tax reports. Sec. 7. The clerk shall be the general accountant of the city; and all claims against the corporation shall be filed with him for adjustment, and, after examination thereof, he shall report the same, with all accompanying vouchers and counter claims of the city, and the true balance as found by him, to the council, for allowance, and when allowed shall draw his warrant upon the treasurer for the payment thereof, designating thereon the fund from which payment is to be made, and take proper receipts therefor, but no warrant shall be drawn upon any fund after the same has been exhausted. When any tax or money shall be levied, raised or apportioned, the clerk shall report the amount thereof to the city treasurer, stating the objects and funds for which it is levied, raised, or appropriated, and the amounts thereof to be credited to each fund.

(94) 87.8 Supervision duties over moneys and property; accounts. Sec. 8. The clerk shall exercise a general supervision over all officers charged in any manner with the receipt, collection, and disbursement of the city revenues and over all the property and assets of the city; he shall have charge of all books, vouchers and documents relating to the accounts, contracts, debts and revenues of the corporation; he shall countersign and register all bonds issued, and keep a list of all property and effects belonging to the city, and of all its debts and liabilities; he shall keep a complete set of books, exhibiting the financial condition of the corporation and all its departments, funds, resources and liabilities,





with a proper classification thereof and showing the purpose for which each fund was raised; he shall also keep an account with the treasurer, in which he shall charge him with all moneys received for each of the several funds of the city, and credit him with all the warrants drawn thereon, keeping a separate account with each fund; when any fund has been exhausted, the clerk shall immediately advise the council thereof.

(95) 87.9 Financial report to council. Sec. 9. The clerk shall report to the council whenever required a detailed statement of the receipts, expenditures and financial condition of the city of the debts to be paid and moneys required to meet the estimated expenses of the corporation and shall perform such other duties pertaining to his office as the council may require.

(96) 87.10 Deputy, appointment, duties; responsibility of clerk. Sec. 10. The clerk may, subject to the approval of the council, appoint a deputy, who shall possess all the powers and authority of the city clerk, and may exercise all the duties thereof, subject to the control of such clerk, and such deputy shall be paid for his services by the clerk, unless otherwise provided by the council. The clerk shall be responsible for all the acts and defaults of such deputy, and he may remove such deputy at his pleasure.



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APPENDIX B  
Michigan State University  
Department of Political Science  
East Lansing, Michigan

May 10, 1955

Dear City Clerk:

We are conducting a study of Michigan cities which are incorporated directly under the 4th Class Cities Act. This study will focus particularly on the city clerks in these cities and on their participation in their respective city governments. As you probably know, very little research has been done on the city clerk, the nature of his job, and the degree to which he participates in municipal decisions. As a matter of fact, we are not aware of any other research that has been done on the city clerk, so you can see how important this study could be in increasing our knowledge of the governmental process.

In that it would be far too difficult and expensive to personally interview all of the 4th Class City Clerks in Michigan, we are going to do this study through the mail. Although we hope to visit some of the cities for follow-up interviews during the month of June.

Although this study is focused primarily on the city clerk, we are also interested in gathering data on the city council members. Some of them will receive two short questionnaires: one of them will evaluate your participation in the city government, the other will be a short, one-page, questionnaire with a few questions about their social-political background. These questionnaires will be sent two or three weeks apart.

However, before this study can start in your community, we need your help and cooperation. We would like you to draw up a list of all the ordinances, resolutions, and motions passed by the city council from October 1, 1954 to March 31, 1955. Only the title, or a brief sentence explaining the content, of the ordinance, resolution, or motion is necessary. Please do not include the body of the ordinance, etc., or the roll call vote. Do not include such resolutions or motions which are strictly procedural or mere formalities, e.g., motions to waive the reading of the minutes of the previous council meeting, motions to adjourn, recess, etc.

As soon as this list is received from you, it will be mimeographed in the Department of Political Science and will be sent, along with a participation schedule, to the mayor, a council member, the city clerk, and the political reporter of the local newspaper, for their evaluation.

A couple of weeks after we receive this list of ordinances, resolutions, and motions from you, a short, one-page, questionnaire will be sent through the mail which shouldn't take more than ten minutes for you to fill out. This will be explained in the letter with the questionnaire. Because you are the primary focus of this community study it is from you that we have to get the most information, and this project cannot be started until we have received the list of ordinances, resolutions, and motions. Therefore, we would appreciate it if you would compile the list and send it in as soon as possible.



Our experience in other cities has shown that the whole project will not take more than two hours of your time, spread over a period of two months.

Of course, all of the material collected in this study will be absolutely confidential, and the city officials who participate will not be identified. When the results of this study are published all of the participating cities and city officials will be given fictitious names so that identification will be well nigh impossible. When the study is completed, a summary of the findings will be sent to you upon request.

If you were not serving in the office of the city clerk from October 1, 1954 to March 31, 1955, please draw up the list of ordinances, resolutions, and motions anyway. Please enclose the name and address of the clerk who served during this period, if you did not.

Enclosed is a stamped, self-addressed, envelope in which you can send us the list of ordinances, resolutions, and motions.

If you have any questions about the nature of this study, you can either address them to the writer, or call collect to East Lansing, telephone ED 25134.

We have had excellent, one hundred per cent, cooperation from the city officials in other 4th Class cities, so we know we can count on your cooperation and support.

Sincerely,

*Walter D. De Vries*

Walter D. De Vries  
Department of Political Science  
Michigan State University  
East Lansing, Michigan

MICHIGAN STATE UNIVERSITY  
East Lansing

Department of Political Science

City Clerk  
City Hall

Dear City Clerk :

Several weeks ago, we sent you a letter explaining a study to be conducted on all of the 4th Class city clerks of Michigan. We have received no response from you thus far, and I am therefore sending this second appeal for your help.

If you'll recall, we asked you to draw up a list of all the ordinances, resolutions, and motions passed by the city council from October 1, 1954 to March 31, 1955. Only the title, or a brief sentence explaining the content, of the ordinance, resolution, or motion is necessary. We hope to be able to visit your city during the month of June, but we can't start the study in your city until we get the above information from you.

Unless complete returns are received, the significance of the findings of this study, which is motivated by a desire to contribute to increasing our knowledge of the governmental process, will obviously be seriously impaired. In case the first letter we sent you has been mislaid or has failed to reach you, we are enclosing another copy. Your assistance will be greatly appreciated.

Sincerely yours,

Walter D. De Vries  
Department of Political Science  
Michigan State University  
East Lansing, Michigan

# THEORY

1. The first part of the theory is the

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## PARTICIPATION-EVALUATION SCALE

Below are listed several of the ordinances, resolutions, and motions passed by your city council during the period October 1, 1954 to March 31, 1955. Directly beneath each of the ordinances, resolutions, or motions, is a series of numbers from one (1) to seven (7). These numbers correspond to the ones in the following participation-evaluation scale:

1. Clerk initiated ordinance, resolution, or motion, and it was passed by the council without deliberation.
2. Clerk's advice was requested on proposed ordinance, resolution, or motion, then accepted without council deliberation.
3. Clerk's advice was requested on proposed ordinance, resolution, or motion, then accepted after council deliberation.
4. Clerk's advice on proposed ordinance, resolution, or motion, was requested, modified by council, then accepted.
5. Clerk's advice was requested, but not accepted by council.
6. Clerk was asked to present information on proposed ordinance, resolution, or motion; and the council did not ask for the clerk's advice.
7. Clerk did not participate.

This participation-evaluation scale covers all of the possible ways in which the city clerk could have participated in the consideration of ordinances, resolutions, or motions by the city council. We would like you to look at, for example, a resolution listed below, then look at the above participation-evaluation scale to find the course of action which best describes the clerk's participation in that particular ordinance, resolution, or motion, as best you can recall. When you have decided which one of the above 7 items is closest to the clerk's participation, mark an "x" in the corresponding blank beneath the ordinance, resolution, or motion which you are considering.

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5 \_\_\_\_\_ 6 \_\_\_\_\_ 7 \_\_\_\_\_

APPENDIX E  
Questionnaire - City Council Members

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- (1) age \_\_\_\_\_. (2) sex F \_\_\_\_ M \_\_\_\_\_. (3) nationality background \_\_\_\_\_.
- (4) education (check one): 8th grade or less \_\_\_\_; attended high school \_\_\_\_;  
high school graduate \_\_\_\_; business school \_\_\_\_; attended college \_\_\_\_;  
college graduate \_\_\_\_; graduate or professional school \_\_\_\_.
- (5) specialized training beyond high school, if any (check one or more if applicable):  
\_\_\_\_\_ law enforcement \_\_\_\_\_ public health  
\_\_\_\_\_ accounting \_\_\_\_\_ medicine \_\_\_\_\_ social work  
\_\_\_\_\_ engineering \_\_\_\_\_ public administration \_\_\_\_\_ other \_\_\_\_\_  
\_\_\_\_\_ education \_\_\_\_\_  
\_\_\_\_\_ law \_\_\_\_\_
- (6) number of years residence in community \_\_\_\_\_.
- (7) occupation \_\_\_\_\_.
- (8) years engaged in occupation \_\_\_\_\_.
- (9) age first election to city council \_\_\_\_\_.
- (10) number of years on city council \_\_\_\_\_.
- (11) other public offices held \_\_\_\_\_.
- (12) total number of years in public office \_\_\_\_\_.
- (13) political party preference: Republican \_\_\_\_ Democrat \_\_\_\_ other \_\_\_\_\_.
- (14) have you ever or are you now holding a political party office (precinct or ward chairman, county committee, etc.)? Yes \_\_\_\_ No \_\_\_\_\_. Offices held if any: \_\_\_\_\_
- (15) organization affiliations (please write in the names of the organizations and indicate whether or not you are an officer in any of them):  
fraternal \_\_\_\_\_  
veterans \_\_\_\_\_  
business \_\_\_\_\_  
farm \_\_\_\_\_  
professional \_\_\_\_\_  
religious \_\_\_\_\_  
social \_\_\_\_\_  
labor \_\_\_\_\_  
other \_\_\_\_\_

]

APPENDIX F  
Michigan State University  
East Lansing, Michigan

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Department of Political Science

Dear

The writer, with the cooperation and help of the Governmental Research Bureau at MSU, is currently conducting a study of Michigan cities which are incorporated directly under the 4th Class Cities Act. This study is focused particularly on the city clerks in these cities and on their participation in their respective city governments. As you probably know, very little research has been done on 4th Class cities, such as yours; and no research has been done on the city clerks within these cities, the nature of their jobs, and the degree to which they participate in municipal decisions. As a matter of fact, we are not aware of any other research that has been done on 4th Class Cities or their clerks, so you can see how important this study could be in increasing our knowledge of the governmental process.

We have been in touch with the city clerk of your city, who has indicated a willingness to help us and has provided us with all of the resolutions, motions, and ordinances, passed by your city council from October 1, 1954 to March 31, 1955.

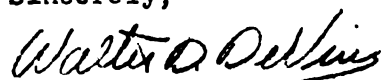
Enclosed is a participation scale which evaluates the participation of the clerk in municipal decisions. The directions to help you in the evaluation, are included on the scale. We recognize that it may be difficult for you to recall exactly what went on in the council meetings four or five months ago; so, if you can't remember, please mark down what you think might have happened in a similar situation.

Although this study is focused primarily on the city clerk, we are also interested in gathering information on the city council members, for use in this study and in future studies. Therefore, we have also enclosed a short, one-page, questionnaire for you to fill out.

It shouldn't take more than 15 minutes for you to fill out both the participation evaluation and the questionnaire. Unless complete returns are received, the significance of the findings of this study will obviously be seriously impaired. Of course, all of the material collected in this study will be absolutely confidential, and the city officials who participate will not be identified. When the results of this study are published all of the participating cities and city officials will be given fictitious names so that identification will be well nigh impossible. When the study is completed, a summary of the findings will be sent to you upon request.

Please put the evaluation scale and the questionnaire in the self-addressed, stamped, envelope, and send it to us as soon as you find it convenient. We have had excellent, one hundred per cent, cooperation from the city officials in the other 4th Class Cities, so we know we can count on your cooperation and support.

Sincerely,



Walter D. De Vries.

APPENDIX G  
Questionnaire - City Clerk

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- (1) age \_\_\_\_\_. (2) sex F \_\_\_\_ M \_\_\_\_\_. (3) nationality background \_\_\_\_\_.
- (4) education (check one): 8th grade or less \_\_\_\_; attended high school \_\_\_\_;  
high school graduate \_\_\_\_; business school \_\_\_\_; attended college \_\_\_\_;  
college graduate \_\_\_\_; graduate or professional school \_\_\_\_.
- (5) formal training beyond high school, if any (check one or more if applicable):  
\_\_\_\_ accounting                      \_\_\_\_ law enforcement                      \_\_\_\_ public health  
\_\_\_\_ engineering                      \_\_\_\_ medicine                      \_\_\_\_ social work  
\_\_\_\_ education                      \_\_\_\_ public administration                      \_\_\_\_ other \_\_\_\_\_  
\_\_\_\_ law
- (6) number of years residence in community \_\_\_\_\_.
- (7) former occupation before public office \_\_\_\_\_.
- (8) years engaged in former occupation \_\_\_\_\_.
- (9) age first election to clerk's office \_\_\_\_\_.
- (10) number of years in clerk's office \_\_\_\_\_.
- (11) other public offices held \_\_\_\_\_.
- (12) total number of years in public office \_\_\_\_\_.
- (13) political party preference: Republican \_\_\_\_ Democrat \_\_\_\_ other \_\_\_\_\_.
- (14) have you ever or are you now holding a political party office (precinct or ward chairman, county committee, etc.)? Yes \_\_\_\_ No \_\_\_\_\_. Offices held? if any: \_\_\_\_\_
- (15) organization affiliations (please write in the names of the organizations and indicate if you are an officer in any of them):  
fraternal \_\_\_\_\_  
veterans \_\_\_\_\_  
business \_\_\_\_\_  
farm \_\_\_\_\_  
professional \_\_\_\_\_  
religious \_\_\_\_\_  
social \_\_\_\_\_  
labor \_\_\_\_\_  
other \_\_\_\_\_

MICHIGAN STATE UNIVERSITY  
East Lansing, Michigan

Department of Political Science

June 20, 1955

Dear

This is the second step, out of three, in the 4th Class City Clerk project. You have completed the first and the most time consuming step - preparing the list of ordinances, resolutions, and motions. You'll find that this step, and the third one which follows in a week or two, are much easier to complete.

You might be interested to know that almost 100% of the 4th Class City Clerks in Michigan are cooperating and taking part in this study. The response to our letters has been much higher than usual, and we are very grateful.

Enclosed is a participation-evaluation scale which evaluates your participation, as a city clerk, in municipal decisions. The directions to help you in the evaluation are included on the scale. We recognize that it may be difficult for you to recall what went on in the council meetings four or five months ago; so, if you can't remember exactly, please mark down what you think might have happened in a similar situation.

Although this study is focused primarily on participation, it is crucial that we get some information on your socio-political background. Therefore, we have also enclosed a short, one-page, questionnaire for you to fill out. It shouldn't take more than 15 minutes for you to fill out both the participation-evaluation scale and the questionnaire. We can't impress upon you enough, that unless complete returns from each city clerk are received, the study will be meaningless, and will have to be halted in your city.

Please put the evaluation scale and the questionnaire in the self-addressed, stamped, envelope, and send it to us as soon as you find it convenient.

Sincerely,

*Walter D. DeVries*

Walter D. DeVries

Michigan State University  
East Lansing, Michigan

Department of Political Science

July 8, 1955

Dear Sir:

We wish to thank you for participating in the City Clerk project. More than half of the mayors and councilmen of the 4th Class Cities of Michigan returned the participation-evaluation scale and the questionnaire that were sent to them.

Without the cooperation and help of the mayors and councilmen of the 4th Class Cities, this study would have been seriously impaired. Once again, let me extend my gratitude to you for your interest.

Perhaps you have not yet sent in your participation-evaluation scale and questionnaire, but there is still time. If you have not sent it in, could you please do so today or tomorrow? It is essential that we get all of the scales and questionnaires back.

Sincerely,

Walter D. DeVries.

MICHIGAN STATE UNIVERSITY  
Department of Political Science  
East Lansing, Michigan

City Clerk Project

This is a request for information. You are asked to fill out the following pages in order to provide important information for a research study. This study is being made by the Department of Political Science at Michigan State University.

The purpose of this study is to help us understand some of the problems of everyday life, especially so that people can get along better with each other. To do this we need information about your interests and opinions.

Your name is not required. Your answers will be kept completely private. Please fill out all the pages as frankly and completely as you can.

DIRECTIONS:

In the next pages you will find a number of items. These items are short statements. You will agree with some of them, and you will disagree with others.

If you AGREE with the item, circle the "A" in front of that item. If you DISAGREE with the item, circle the "D".

If you cannot decide, pick the one response which comes closest to showing how you feel. Do not leave any items blank.

There are no right answers. These items are matters on which people differ. We want to know what you think.

- A D I should like to belong to several clubs or lodges.
- A D If someone doesn't like me he can stay out of my way.
- A D I often have a hard time making up my mind about things.
- A D I am afraid there is not going to be as much freedom in this country as time goes on.
- A D One of my strong points is having lots of energy and pep.
- A D It often seems that we have to work too hard for what we get out of life.
- A D We need a strong central government to handle modern economic problems efficiently.
- A D I get all the reading I need from newspapers and magazines.
- A D I guess you could say I am a rather ambitious person at heart.



- A D I do not really like the way some strangers will try to strike up a conversation with a person.
- A D It is hard for me to make quick decisions.
- A D Useless ideas sometimes come into my mind and bother me.
- A D When I finish one job, I can hardly wait to get started on the next one.
- A D I make a point of introducing myself to strangers at a party.
- A D Under our system, the states have only those powers granted to them by the national government.
- A D When the community makes a decision, it is up to a person to help carry it out, even if he had been against it.
- A D At times I have very much wanted to leave home.
- A D I find it hard to make talk when I meet new people.
- A D It's a wonder there aren't more crimes with all the bad people in the world.
- A D I honestly think that I am somewhat clearer headed than a lot of people.
- A D Whatever people say about it, the world is actually a pretty selfish, dog-eat-dog affair.
- A D I talk a lot.
- A D It bothers me that I don't have more education.
- A D What we need are more strong leaders who can tell us what to do.
- A D The trouble with our country is that the well-educated and learned men don't go into politics.
- A D I have no use for a man who is satisfied to remain where he is all his life.
- A D People in big cities are too cold and heartless.
- A D The harder something is to figure out, the more I enjoy it.
- A D I must admit I often feel grouchy.
- A D I honestly believe I have more persistence than most people.
- A D I make a point of keeping my opinions to myself.
- A D It is a well-known fact that the Republicans can always count on the big-city voter while the Democrats always get the farm vote.
- A D I doubt whether I would make a good leader.
- A D Some of my family have habits that bother and annoy me very much.
- A D In a group of people I would not be embarrassed to be called upon to start a discussion or give an opinion about something I know well.

- A D It's all right to have friends, but you shouldn't let yourself get so attached that you're always having to do things for them.
- A D I dislike to have to talk in front of a group of people.
- A D You can't change human nature.
- A D I think I talk more rapidly than others do.
- A D Money is not much of a problem to me.
- A D We'd be better off if we let the experts handle more things instead of trying to figure them out for ourselves.
- A D A little experience will give you more understanding about the world than a library full of books.
- A D I do not care particularly whether I leave any "mark" on this world.
- A D The best kind of politician is one who is just like the rest of us.
- A D I am known as a hard and steady worker.
- A D It often seems that my mind wanders.
- A D I am very particular about my clothes.
- A D I don't like belonging to organizations.
- A D The United States' national budget now spends more money for military purposes and war veterans than for all other purposes put together.
- A D Every citizen should take time to find out about national affairs, even if it means giving up some personal pleasure.
- A D I have been inspired to a program of life based on duty which I have since carefully followed.
- A D I prefer to be with people of wealth and good breeding.
- A D I like to see a good fight once in a while.
- A D I must admit that I am a pretty fair talker.
- A D Although there are setbacks now and then, on the average the world keeps getting better and better.
- A D I don't seem to get as tired at night time as some people do.
- A D I would like to wear more expensive clothes than I do.
- A D People may not like to admit it, but what we really need is leadership like the Army or Navy could give.
- A D Symphony concerts are among my favorite programs on the radio.
- A D Ambition is often a terrible curse on a man.
- A D I like to have a small set of really close friends and then not be bothered with most people.
- A D I have often been the last one to quit trying to do a thing.

- A D I am often in low spirits.
- A D I have no sympathy with people who get discouraged easily.
- A D I enjoy belonging to clubs and lodges.
- A D The chairmanships of Congressional committees are assigned on the basis of seniority.
- A D I would be willing to give money myself in order to right a wrong even though I was not mixed up in it in the first place.
- A D I have a t times stood in the way of people who were trying to do something, not because it amounted to much but because of the principle of the thing.
- A D I think Lincoln was greater than Washington.
- A D You have to be pretty choosy about picking friends.
- A D I rather enjoy a good hard argument.
- A D In congress, the best view wins out in the long run.
- A D I like the excitement of crowds and lots of people.
- A D I hate to come back to work after a vacation.
- A D A political leader shouldn't try to tell people what to do; he should try to find out what they want, and then do that.
- A D I read at least ten books a year.
- A D Security is more important to me than advancement.
- A D The feeling of "knowing everyone" that you get in a small town appeals to me.
- A D I worry over possible misfortunes.
- A D I very seldom do things impulsively, on the spur of the moment.
- A D I often chat with clerks when they are waiting on me.
- A D The Cabinet may exercise its legal power as a body to assist in the lawmaking process.
- A D I sometimes keep on at a thing until others lose their patience with me.
- A D I work under a great deal of tension.
- A D I must admit that rich, successful people are generally more pleasant to be with than poor people.
- A D There are a lot of people in this world who are no good.
- A D I often feel that I am not good enough to succeed at something.
- A D The whole world seems to be going to ruin.
- A D I can work for extra long stretches and not feel the least bit tired.

- A D I wouldn't change jobs if I could.
- A D I feel that the heart is as good a guide as the head.
- A D I would give a lot to become really famous.
- A D I must admit that a great many people bore me.
- A D It is often hard for me to make up my mind.
- A D The person who says he wants to "take it easy" is usually just making up excuses.
- A D Each state has the same number of senators regardless of its population.
- A D I wouldn't want a job where I had to sit at a desk all day.
- A D My table manners are not quite as good at home as when I am out in company.
- A D My judgement is a little better than the average person's.
- A D I got happy and talkative when there are lots of people around.
- A D I would rather write a great book than inherit a million dollars.
- A D Everyone should try to amount to more than his parents did.
- A D In most states, the rural areas get more representatives in proportion to population than do the cities and towns.
- A D I have a natural talent for influencing people.
- A D I know who is responsible for most of my troubles.
- A D I wouldn't want a job where I had to sit at a desk all day.
- A D A person is foolish who does not put forth a lot of effort to make something of himself.
- A D Jackson was the founder of the Republican Party, and to a very great extent, the Republicans still follow his views.
- A D I have sometimes stayed away from another person because I feared doing or saying something that I might regret afterwards.
- A D It makes me impatient to have people ask my advice or otherwise interrupt me when I am working on something important.
- A D Ever since Jackson, the Democrats have usually appointed larger cabinets than the Republicans.
- A D When in a group of people I have trouble thinking of the right things to talk about.
- A D When I got bored I like to stir up some excitement.
- A D Norman Thomas ran several times as the Communist candidate for President.
- A D A large number of people are guilty of bad sexual conduct.
- A D It makes me uncomfortable to put on a stunt at a party even when others are doing the same sort of things.

- A D A United States Senator serves for a four year term.
- A D I have strong political opinions.
- A D I feel that I have often been punished without cause.
- A D The main difference between American democracy and modern dictatorship is that in a democracy you have private property.
- A D I should like to belong to several clubs or lodges.
- A D I have periods of such great restlessness that I cannot sit long in a chair.
- A D The Democrats have won the majority of Negro votes because they carried the main fight to free the slaves, while the Republicans were against it.
- A D I have not lived the right kind of life.
- A D I have often had to take orders from someone who did not know as much as I did.
- A D The term "separation of powers" refers to the practice of removing cabinet members who refuse to support the administration.
- A D I never worry about my looks.
- A D Congressional investigating committees are chosen by the President and investigate whatever he orders them to.
- A D I find it hard to keep my mind on a task or job.
- A D The primary election was designed by party bosses because it increases their chance to decide who the candidates will be.
- A D I practically never blush.
- A D Under the United Nations charter, the United Nations have overruled laws of the United States Congress on several occasions.
- A D I dislike to have to talk in front of a group of people.
- A D The Bill of Rights of the Constitution includes a restatement of four of the Ten Commandments.
- A D I believe there is a Devil and a Hell in afterlife.
- A D Tariffs haven been advocated mostly by consumers groups since they benefit the most from them.
- A D In school I found it very hard to talk before the class.
- A D Patronage refers to the attitude of many Americans who respect the flag and love our country.
- A D I hate to tell other people what to do.
- A D The fact that no government regulations of the stock market now exist has caused some small investors to recently ask Congress for a law on this subject.
- A D School teachers complain a lot about their pay, but it seems to me they get as much as they deserve.
- A D Members of the state legislature are usually chosen, not from districts, as are Congress men, but from the state at large.
- A D Christ performed miracles such as changing water into wine.

- A D If a state law conflicts with a law passed by Congress, the courts usually uphold the national law rather than the state law.
- A D When prices are high you can't blame a person for getting all he can while the getting's good.
- A D The U.S. Senate is not elected according to population, and so, a few people's votes in some states may count for as many people's votes in another state.
- A D I am certainly lacking in self-confidence.
- A D Under our constitution, the Cabinet is responsible to the Congress.
- A D I must admit that I am a pretty fair talker.
- A D Congress can pass any law it wants to, according to the Constitution.
- A D I played hooky from school quite often as a youngster.
- A D The Constitution provides that in order to run for the Senate, you have to be a citizen and an owner of property.
- A D I am embarrassed with people I do not know well.
- A D The free enterprise idea has always supported monopoly, but the government has been looking into the matter recently.
- A D I'm not the type to be a political leader.
- A D The city manager plan calls for a city government of one man, thus eliminating the salaries of councilmen, aldermen, commissioners and the rest of the officeholders usually found in the city government.
- A D When I leave home I do not worry about whether the door is locked and the windows closed.
- A D There are about 100 members in the U.S. House of Representatives.
- A D There are times when I act like a coward.
- A D A grant-in-aid is a money contribution made by the national government to the states in order to get some service performed.
- A D I like to give orders and get things moving.
- A D The right of free enterprise is specifically granted in the Constitution.
- A D We should cut down on our use of oil, if necessary, so that there will be plenty left for people fifty or a hundred years from now.
- A D Under our system, the President can declare war if he thinks it necessary.
- A D We ought to let Europe get out of its own mess; it made its bed, let it lie in it.
- A D Our government now does many things that used to be left to private enterprise.
- A D I think I would enjoy having authority over other people.
- A D Our form of government is worked out so that the majority always rules.
- A D In a group, I usually take the responsibility for getting people introduced.

- A D Cities in America receive authority for their charters from the state governments.
- A D I do many things which I regret afterwards (I regret things more or more often than others seem to)
- A D Under our form of government, the President is considered to be independent of the legislature, and does not draw his authority from Congress.
- A D I don't blame anyone for trying to grab everything he can get in this world.
- A D It is traditional for the Cabinet to be made up, half and half, of people from the two major parties.
- A D I very much like hunting.
- A D I have more trouble concentrating than others seem to have.
- A D My parents have often objected to the kind of people I went around with.
- A D The one to whom I was most attached and whom I most admired as a child was a woman (mother, sister, aunt, or other woman).
- A D I am a better talker than listener.
- A D Something exciting will almost always pull me out of it when I am feeling low.
- A D A person does not need to worry about other people if only he looks after himself.
- A D I usually have to stop and think before I act even in trifling matters.
- A D I enjoy planning things, and deciding what each person should do.
- A D When I work on a committee I like to charge of things.
- A D I would rather not have very much responsibility for other people.

THANK YOU !

MICHIGAN STATE UNIVERSITY  
East Lansing, Michigan

July 6, 1955

Department of Political Science

Dear

This is the third and final step in the 4th Class City Clerk Project. You have completed the first two steps; the list of ordinances, resolutions, and motions; and the participation-evaluation scale and questionnaire. The next time we get in touch with you will be when we send a copy of the completed final report, in which you will be very interested, I'm sure.

You might be interested to know that the writer has just completed a 2000 mile trip through Michigan visiting and interviewing about half of the city clerks taking part in this project. All of the city clerks and other officials interviewed were more cooperative and helpful than we had anticipated. They expressed a great deal of interest in this project, and are anxious to see the final report. If your city was one of those which we were not able to visit on this trip, we will try to visit you sometime later on this summer.

Enclosed is something which we call a PAR (participation-awareness-responsibility) test. This test attempts to measure personality characteristics, awareness of the governmental process, etc. The PAR test which we are using is a much abbreviated form of a similar test administered to hundreds of federal, state, and local government officials in the state of Minnesota several years ago. It shouldn't take you very long to complete; and I'm sure you'll enjoy doing it.

We are very pressed for time in this study in that all of the data must be gathered and the final report completed by July 30. If you could get the PAR test back to us by the 15th of July we would appreciate it very much.

Please put the PAR test in the self-addressed, stamped, manila envelope, and send it to us as soon as possible. Thank you for the cooperation and interest you have shown so far, without your help there would have been little chance for this project to meet with any degree of success.

Sincerely,

Walter D. De Vries



## APPENDIX L

## PAR CATEGORIES

## City Clerk Project

1. Caste and Status Factors (including MMPI St.) (6 items)  
1, 18, 35, 52, 69, 85.
2. Need Rejection, Hostility (6 items)  
2, 19, 36, 53, 70, 86.
3. \*Self-Confidence-Indecision (7 items)  
3, 20, 37, 54, 71, 87, 99.
4. \*Pessimism--Optimism (6 items)  
4, 21, 38, 55, 72, 88.
5. Enthusiasm, Zest, Drive (8 items)  
5, 22, 39, 56, 73, 89, 100, 106.
6. Life Satisfaction (6 items)  
6, 23, 40, 57, 74, 90.
7. Managerialism (5 items)  
7, 24, 41, 58, 75.
8. Intellectuality (7 items)  
8, 25, 42, 59, 76, 91, 101.
9. Aspiration--Ambition (8 items)  
9, 26, 43, 60, 77, 92, 102, 107.
10. Folksiness (6 items)  
10, 27, 44, 61, 78, 93.
11. Perseverance (4 items)  
11, 28, 45, 62.
12. Stability--\*Disorganization (6 items)  
12, 29, 46, 63, 79, 94.
13. Neurasthenia vs. \*Vigorous Obsessional Determination (6 items)  
13, 30, 47, 64, 80, 95.



**14. Social Extroversion (5 items)**

14, 31, 48, 65, 81.

**15. Awareness (38 items)**

15, 32, 49, 66, 82, 86, 103, 108, 111, 114, 117, 120, 123, 126,  
128, 130, 132, 134, 136, 138, 140, 142, 144, 146, 168, 150,  
152, 154, 156, 158, 160, 162, 164, 166, 168, 170, 172, 174.

**16. Dominance (47 items)**

16, 33, 50, 67, 83, 97, 104, 109, 112, 115, 118, 121, 124,  
127, 129, 131, 133, 135, 137, 139, 141, 143, 145, 147, 149,  
151, 153, 155, 157, 159, 161, 163, 165, 167, 169, 171, 173,  
175, 177, 178, 179, 180, 181, 182, 183, 184, 185.

**17. MMPI Ma (Mania) (13 items)**

17, 34, 51, 68, 84, 98, 105, 110, 113, 116, 119, 122, 125.

\*Scored in that direction.



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