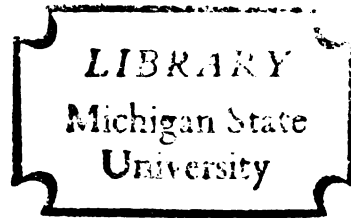




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ABSTRACT

LOCAL VOLUNTARY ASSOCIATIONAL MEMBERSHIP OF PROFESSIONAL FOREST SERVICE PERSONNEL AS A FACTOR IN ATTITUDES TOWARDS THE FOREST SERVICE

By

Frederick Thomas Kacprzynski

This study was undertaken to delineate the participation of professional Forest Service personnel in the various organizations of the community and to ascertain the effect of this participation on the attitude of memberships of these organizations towards the Forest Service.

To reach these objectives, two questionnaires were used. One questionnaire, pertaining to the Forest Service personnel, was a personal interview type. This questionnaire consisted of several questions relating to general opinions on the community-Forest Service relationships, personal statistics, influential organizations in the community, and a series of questions designed to obtain a measure of their participation in local community organizations (based on Chapins Social Participation Scale).

The second questionnaire was a mail type sent to selected members of predetermined community organizations.

The organizations were selected on the basis of membership availability to Forest Service personnel, Forest Service participation within them, and their importance in the community. The questionnaire itself, was similar in many respects to that sent to the Forest Service including questions on influential organizations in the community, and the status of community-Forest Service relationships. However, it also contained several questions pertaining to their knowledge of the Forest Service and its organization, where they obtained their information about the Forest Service, and a series of questions to determine an attitude scale towards the Forest Service (based on the Guttman attitude scale).

The analysis of the Forest Service questionnaire showed several factors: (1) the Forest Service personnel interviewed belonged to a wide variety of organizations in Cadillac, (2) their participation was greater than that expressed by the general public in related studies, and (3) a relationship was indicated between community social participation and position within the Forest Service, but none was indicated between social participation and length of stay in the community.

The attitudes of the sampled organizations showed a tendency towards a positive relationship with participation. There was also a difference indicated between the effect of participation on service clubs as compared to

nonservice clubs. When clubs with Forest Service representation were compared with clubs without this representation it was found that service clubs showed similar or lower attitudes, while nonservice clubs showed a difference in favor of those with Forest Service membership.

It is evident that the Forest Service recognizes the importance of membership in local organizations by Forest Service personnel. Additional research which would focus on actual influential relationships between the organizations and the Forest Service programs.

LOCAL VOLUNTARY ASSOCIATIONAL MEMBERSHIP
OF PROFESSIONAL FOREST SERVICE PERSONNEL
AS A FACTOR IN ATTITUDES TOWARDS THE
FOREST SERVICE

By

Frederick Thomas Kacprzyński

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CHAPTER I

INTRODUCTION

Pressure is defined as a force that tends to create a situation different from one existing at the moment. In our individual lives, in our business and professional activities, we face a broad and continuous array of forces that tend to alter the direction in which we are going. It is how intelligently we react to these pressures; how discriminating we are in establishing relative values; how well we balance one need against the other, that determines how successful we are in developing a harmonious relationship between these competing pressures. It is the same in the management of natural resources, both within and without the forest industry.¹

Land management is not a simple problem in that it deals only with judgements deriving from concrete policies and decisions, it deals also with "social judgement" and, ". . . social judgement is a process of anticipating consequences flowing from action; a process which emphasizes action and consequences involving, requiring, implying, affecting other human beings."²

It involves an understanding of the web of inter-relationships and tensions of which the administrator is

¹E. F. Heacox, "A Call For Resources Statesmanship," American Forests, August, 1967, pp. 14-17+.

²Paul Meadows, "Some Sociological Aspects of Land-Use Policy," Social Forces, XXIV (December, 1945), 231.

part.³ These interrelationships are: (1) those at all levels within the organizations, and (2) those external relations outside of the management body itself.

National Forest management is also sensitive to social factors. "Forests are no more static than people. The National Forests have been undergoing change, and a changing relationship with the national [and local] fabric, since the first day of their establishment."⁴

In the Forest Service, the consideration of these external social connections are an important part of areal administration. No forest or district administrator could carry on any semblance of successful administration without taking into account opinion, attitude, and other social parameters, both on the national and local levels. Their own role, as it affects these parameters, is also important.

Every year this problem, in relation to the National Forests, is becoming increasingly important. The spiraling demands and the consequential problems have been recognized by Clawson. He says,

If the new era (of intensive land management) develops even approximately as we have projected it, it will also intensify existing problems.

³Edmund N. Fulker, ed., The Influence of Social, Scientific, and Economic Trends on Government Administration (Washington: U. S. Government Printing Office, 1960), p. 9.

⁴Michael Frome, Whose Woods These Are: The Story of the National Forests (New York: Doubleday and Co., Inc., 1962), p. 350.

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Management problems and problems of appropriation and use of revenues will become more difficult as the intensity of land use rises. More groups will be seeking uses which will be incompatible with all that other groups seek.⁵

In the case of the United States Forest Service, the lowest level management decisions are made at the district level by the district ranger. This man is more than merely the "man on the ground"; the man with first-hand knowledge of local problems and the local pulse. He is also a key person as an attitude maker. "In short, when people talk of the accomplishments of the Forest Service, they are speaking in large part of the way the ranger districts are managed by these executives in the field."⁶ Clawson also points out that "Public attitudes towards the federal land managing agencies are formed in large part by the public's experience with local officers. . . ."⁷

These local officers could be personnel from the forest supervisor's office or the regional office as well as the district office. They can be termed local on the basis of unique and protracted location.

But how does the public get this experience in order to form these attitudes? In other words, what are the

⁵Marion Clawson and R. Burnell Held, The Federal Lands: Their Use and Management (Baltimore: The Johns Hopkins Press, 1957), p. 346.

⁶Herbert Kaufman, The Forest Ranger: A Study in Administrative Behavior (Baltimore: Johns Hopkins Press, 1960), p. 64.

⁷Clawson, p. 172.

contacts of the local forest officers, how important are they as attitude definers for the public, and how important are they as factors in their relations with the public?

Three methods of contact are recognized, with two already well researched: (1) the formal work contacts, those people with a direct connection with the work of the Forest Service, (2) the more distant Instructional and Educational aspects (I and E) and, (3) not as important as the other two, but still a factor to be reckoned with, is the more informal, outside-of-work contacts of Forest Service personnel at all levels of the field offices (district, forest, and regional).

Problem and Proposal

What is the typology of professional personnel of the United States Forest Service in local voluntary organizations and what do the personnel themselves think about community participation through local organizations? Also, what role does the participation of these personnel in local groups play in defining attitudes towards the Forest Service? Also, how important is this attitude?

It is proposed to analyze the interrelationships between the United States Forest Service and the voluntary social organizations of a local community. Taking one limited area, an attempt will be made to delineate the

actual involvement of Forest Service personnel in community associations, and what these personnel think about such involvement. An attempt will be made to give some idea of the importance of these associations to the Forest Service in terms of attitudes of their memberships, and hence as an important part of the community.

Rationale and Justification of the Study

Organizations do not exist in a vacuum but in communities and societies. It has been pointed out that much research on organization neglects to investigate the important relationships between them and their environment.⁸

Organizations and Environment

Any organization is a part of a greater society or social order. It is an integrated part and, as such, must be interrelated to such a degree that changes in one will bring about changes in the other. They must exist together much as any member of a family must live with the other members. The interrelationships themselves make up an important part of this social group.

In short a network of social relations transforms an aggregate of individuals into a group [or an aggregate of groups into a larger social structure], and the group is more than the sum of the individuals composing it since the structure of social relations is an emergent element that influences the conduct of individuals.⁹

⁸ Peter M. Blau and W. Richard Scott, Bureaucracy in Modern Society (San Francisco: Chandler Publishing Co., 1962), p. 9.

⁹ Ibid., p. 8.

Aside from this purely "natural" relationship (in the sense of being interrelated as a result of geographical accident and the fact that man, a social animal, is the basis for both) there is the political importance of several publics to a bureaucratic organization such as the Forest Service. Many books dealing with public administration bring out the idea of external relations in terms of several publics:¹⁰

1. Legislators
2. Pressure groups
3. Unorganized publics

These books define the role of these publics, in relation to organizations, as mostly political, in that,

. . . it pays off in terms of agency appropriations, programs, popular support, and survival probabilities. Administrators must build support among their various publics, and this is a continuous process, since popular good will and legislative support require sustained cultivation.¹¹

Thus, an organization, as related to social environment, is both an integral part of that environment and fighting to maintain itself as an entity within that same environment.

It is through continuous interaction with its environment that a bureaucratic organization may succeed in maintaining those characteristics that distinguish it from other social groups. The

¹⁰John M. Pfiffner and Robert V. Presthus, Public Administration (New York: The Ronald Press Co., 1960), p. 154.

¹¹Ibid., p. 54.

most important of these characteristics, common to most bureaucratic organizations and often stressed in the literature, are specialization of roles and tasks; the presence of autonomous, rational, nonpersonal rules on the organization; and the general orientation to rational efficient implementation of specific goals.

These characteristics do not, however, develop in a social vacuum but are closely related to the function and activities of the bureaucratic organization in its environment.¹²

The organization, then, must exist within its environment and at the same time conflict with it to maintain its entity. As such, for an administrative organization, there must be some balancing point of these two opposing factors that gives an efficient level of administration. It is impossible to determine these factors with enough precision to define this point, but there must at least be recognition of both these factors.

Relationship of the Forest Service to its Social Environment

The Forest Service itself recognizes the fact that it works within a social context. "The Forest Service does not function by itself. At national and local levels, it has both formal and informal working relations with others. These working relations with others comprises its external relations."¹³

¹²Lewis A. Coser and Bernard Rosenberg, eds., Sociological Thoery: A Book of Readings (New York: The Macmillan Co., 1964), p. 511.

¹³USDA, Forest Service, Organization and Management in the Forest Service (Washington: 1962), p. 39.

These particular external relations are looked upon as developing from laws, executive orders, department regulations, contracts, and cooperative agreements, or as relationships developing from mutual interests in related fields of activity.¹⁴

Thus based more on working relationships, they should not be confused with responsibilities in the field of information services.¹⁵ This matter is more akin to the political arena where the "success" of the Forest Service ". . . program today depends not only on doing a worthy job of resource management and research, but also on keeping people informed about service activities and on maintaining good relations with the public."¹⁶

But these information and education services (I and E) are quite formal and concrete (news releases, films, publications, etc.). This shows up one concept found lacking--the dearth of information on the informal contacts, the day-to-day living of the forest officers outside of their work contacts with the public, and how it affects the organizational relationship with the public.

There is recognition of the importance of local personnel in terms of official work contact. "More than

¹⁴Ibid.

¹⁵Ibid., p. 39.

¹⁶Ibid., p. 52.

any other, the local office represents the agency to the public and the public to the higher officials in the agency."¹⁷

And in terms of I and E contact,

The district ranger is the principle public contact man of the Forest Service. Effective discharge of his information responsibilities requires tact, insight, and ability to cooperate with others in his official contacts. Specifically, a ranger studies, stays abreast of, and is thoroughly familiar with the public relations status of his district.¹⁸

There is little indication of the importance of unofficial public contact, except in the negative sense, in terms of the Forest Service as an individual entity in conflict with the public.

There is real danger of his [the district ranger's] identification of interests with those of the local people; a federal agency is always exposed to serious centrifugal forces which operate to lead men away from its central core of ideas and convictions.¹⁹

Informal, local public contact (of the regional and forest personnel as well as the district personnel) must also play an important role in delineating public attitude.

The widespread spatial orientation of National Forests throughout the United States, and the resultant individual contact with so many people, would represent

¹⁷Clawson, p. 167.

¹⁸USDA, p. 43.

¹⁹Clawson, p. 167.

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a major factor in the Forest Service's relations with the public, as well as an indirect factor in the effectiveness of its operations at the local level. These publics would, of course, be dependent (in the case of informal public contact) on the social participation of the individual persons in the organization.

Social participation can be measured by participation in voluntary associations. As Jesser says, "Most writers agree that membership and participation in voluntary associations constitutes an acceptable measure of Formal SP [social participation]." ²⁰

Literature Review

With these thoughts as a guide, a literature survey was conducted; however, it revealed no discussion of studies specifically relating to bureaucratic organizations and the local attitude as related to their social participation in the community. On the other hand, the idea of a bureaucracy as related to its social environment is recognized by various scholars as a valid research. ". . . the effort to relate government functions to the environment is necessary, and the

²⁰Clinton J. Jesser, "An Exploration of Factors Affecting Social Participation of Professionals in Rural Areas" (unpublished Doctoral dissertation, Department of Sociology and Anthropology, Michigan State University, 1962), p. 142.

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recognition of its validity by various observers and scholars confirms ones own efforts."²¹

Except for a few topics such as the relations of firms to that kind of social structure called a "market" and the relations of government to that same social structure, the theory in this area [relationships between organizations and social structures] is of little beauty and power. The field itself is hardly recognized as a special branch of research, so that illuminating studies of particular relations between organizations and particular social structures are scattered in a very miscellaneous literature in the social science fields of sociology, political science, economics, and history.²² (Underscoring mine.)

In relation to the importance of participation in a community as correlated with power or standing in that community, Dakin presents one of several hypotheses to the effect that, "Influentials in efficient areas will participate more extensively in the associational life of their social systems than those in inefficient areas."²³

The hypothesis was confirmed It is clear that when size is controlled, top level leaders of the efficient areas are significantly higher level associational participants than those of the inefficient areas. They are more active and occupy a greater number of strategic positions

²¹John Merriman Gaus, Reflections on Public Administration (Alabama: University of Alabama Press, 1947), p. 3.

²²James G. March, ed., Handbook of Organizations (Chicago: Rand McNally and Co., 1965), p. 43.

²³Ralph E. Dakin, "Variations in Power Structures and Organizing Efficiency: A Comparative Study of Four Areas," The Sociological Quarterly, III, No. 3 (July, 1962), p. 240. The term "efficient areas" is based on the time needed to implement a program to affect water conservation and flood control in selected areas.

from which to direct and coordinate all out efforts than do those of inefficient areas.²⁴

It can be logically assumed from the past discussion that social participation in the form of organizational membership and participation is an important aspect in community organizational theory, and hence, of necessity, a factor in Forest Service community relationships.

There were no studies uncovered on attitudes as related to social participation, but there was mention of the importance of social environment, and, in one case (Dakin) the importance of social participation.

On these bases, the following study is justified.

²⁴Ibid., p. 245.

CHAPTER II

THE STUDY

Hypothesis

This study is based on the hypothesis that voluntary social participation is a factor in attitude delineation, or more correctly stated, there is a positive relationship between participation of Forest Service personnel in voluntary social organizations and the attitude of their memberships toward the Forest Service.

Definitions

Some of the more important definitions necessary to understand the direction of the study are:

Attitude: "A manner of acting, feeling, or thinking that shows one's disposition, or opinion about a certain object or concept."¹

Local Voluntary Organization: Those organizations (" . . . a set of stable social relationships deliberately created with the explicit intention of accomplishing some specific goals or purposes)"² which are limited

¹Webster's New World Dictionary (New York: The World Publishing Co., 1957).

²March, p. 142.

(performing the majority of their functions within a limited area) and voluntary in the sense of not necessitating membership.

Participation: "The extent of membership, attendance, monetary contribution, and office and committee positions in local organizations."³

Professional Personnel Related to Forest Work:
Individuals within the Forest Service organization in Cadillac with university degrees and involved in that portion of work involving forestry and forest administration, exclusive of secretarial and purely office administration workers.

Methodology

The methodology in this thesis is not meant to be strict in the pure statistical sense, but it must follow some basic theories of data collection and interpretation.

Determination of Forest Service Participation

The factor of social participation will serve as one variable in the proof of the hypothesis. This data on actual participation of Forest Service personnel is to be obtained by means of an interview questionnaire (Appendix, p. 125).

The questionnaire will be used to obtain responses regarding social participation itself as well as opinions

³Jesser, p. 13.

on Forest Service participation in the community, and their ideas on influential organizations in the community. This latter section (opinions and knowledge of the community) will not be structured in any strict sense.

The actual participation information will be based very closely to Chapin's Social Participation Scale.⁴ This scale is more clearly explained in the Appendix (p. 122). The scale itself actually measures various aspects of social participation, two of the most important being extensivity of participation and intensivity of participation. These two factors, according to Chapin, add up to the total social participation of any individual or family.

The scale will be presented in two ways: (1) in terms of social participation as related to Forest Service personnel and, (2) a scale of social participation by Forest Service personnel in the individual organizations of which they are members. This second breakdown would actually be a totaling of social participation scores of Forest Service members for any given organization.

This latter scale will give a range of values which can be used as the independent variable in the proof of the hypothesis.

⁴F. Stuart Chapin, Experimental Design in Sociological Research (rev. ed.; New York: Harper and Brothers, 1955), p. 276.

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Determination of Attitudes of
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Even though this factor can be described as the dependent variable in the proposed proof, it is actually expected to give more than this. The social organizations will be delineated in such a way as to make the data applicable to various interpretations.

One interpretation is in relation to the hypothesis. The organizational list of Cadillac (containing some 120 organizations) will be analyzed to delete all the groups which do not fit into the definition of the study. These would be such groups as womens' clubs, student unions, etc., whose membership would not be open to Forest Service personnel or are not voluntary organizations as outlined in the definition.

The remaining organizations will be divided into two groups: (1) those with Forest Service membership and (2) those without. Of the groups without Forest Service representation, a number will be selected and then a sample of their memberships taken to use as a comparison against the groups with Forest Service membership. The groups with Forest Service representation will be treated similarly.

To the selected members of both these groups a mail questionnaire (Appendix, p. 119). will be sent to obtain their attitudes towards the Forest Service.

This questionnaire will contain questions similar to those used in interviewing the Forest Service personnel, but in place of social participation there will be a set of questions designed to determine an attitude scale. This series of four questions is related to procedures set forth by Guttman in scaling attitude questions.

In Guttman's approach, the research worker prepares 10-12 questions bearing on one attitude. If he is interested in a general measure of job satisfaction, for instance, he does not ask about pay, hours, supervision, safety, hazards, vacations, etc., but sticks to a more general theme, "Do you like your job," "Are you treated well," etc. He expects and hopes to get a variety of percentage splits from these questions, even though they are essentially restatements of the same general question.

When this method is used, the actual response of the subjects, and not the notions of the researcher or those of a jury, become the basis for determining whether these people can be ranked consistently and meaningfully from most to least favorable on the issue.⁵

With this method, a scale of attitudes towards the Forest Service can be obtained and, when these are plotted against the social participation scale of these organizations (with respect to Forest Service personnel), will perhaps point out a definite relationship with them.

In addition, a list of the important organizations in the community will be set up by means of one question in the questionnaire, "Which organizations in the

⁵Robert N. Ford, "A Rapid Scoring Procedure for Scaline Attitude Questions," Public Opinion Quarterly, XIV (Fall, 1950), p. 509.

community have the most power or influence?" The returns from these organizations⁶ will also be analyzed in terms of attitude toward the Forest Service.

In summary, by means of personal interview and mail questionnaires, an attempt will be made to obtain a definite relationship between two variables (social participation and attitude), but the interview will also be used to give an understanding of the Forest Service personnel and some of their ideas towards the community as well as their opinions towards participation in community groups.

The mail questionnaire will also be used to determine some of the attitudes towards the Forest Service of some of the more important organizations (as outlined by the organizations themselves) in the community.

In other words, this study delineates the relationship between the Forest Service and the community as based on social organization membership.

Assumptions

The assumptions involved are that:

1. There is sufficient social group participation in the Forest Service personnel to provide measurable data.

⁶These "important" organizations include the control group (they were selected on this basis) and organizations included because of Forest Service membership.

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2. Social groups are an important source of influence and power over local affairs, thus also an important factor in defining community relations with the Forest Service.
3. The city of Cadillac, Michigan, exhibits the majority of public opinion and influence (social and economic) over the area in question, the Cadillac district of the Manistee National Forest.
4. Attitude can be determined through questionnaire returns.

In the course of the presentation an attempt will be made to more clearly justify some of these assumptions.

Limitations

In formulating the study, certain limitations had to be set in order to keep it within manageable proportions. As a result, the following limitations were developed.

1. This study will be limited to the forest and district personnel located in the city of Cadillac, Michigan.
2. It will be limited to a short continuous time period.
3. It will be limited to personnel directly associated with forest oriented work at a

professional level or professional staff personnel.

4. Voluntary organization participation will be limited to local nonprofessional groups.
5. The study will be preliminary in the sense that it will be an overview rather than a strictly defined, statistically pure determination of the relationships under study.

CHAPTER III

SELECTION AND DESCRIPTION OF THE STUDY UNIT

The actual basis of this thesis is social inter-relations, and as such its main interest is with two groups of people: (1) the Forest Service personnel in the area and (2) a major influential group represented by selected organizations in the community (Cadillac). However, social relations do not evolve in a vacuum. There are many locational and institutional factors involved in this type of relationship.

In order to more fully understand the particular social relationship under study, we must first delve into some of the factors involved in the selection of the unit as well as the geographical and institutional parameters which serve as a framework to this relationship.

Selection

The primary relationship of this study is between the Forest Service personnel located in Cadillac, Michigan (both the Forest Supervisor's office and the District office), and some selected voluntary organizations from that same city. Of secondary importance is

the relationship between the administration of the Cadillac district of the Manistee National Forest and the local community as related to these organizational interrelationships.

Several reasons exist for the selection of Cadillac as the study area. Two of the most important being location reasonably near the Michigan State University campus and the presence of a Doctoral dissertation on "Area Organization of National Forests: A Case Study of the Manistee National Forest."¹

Both the Forest Supervisor's office and the Cadillac district office are located in the city of Cadillac. This gives a relatively large amount of Forest Service personnel located in a fairly large (population 10,000) city on the border of a National Forest.

More internally, the city of Cadillac alone seems to exert the majority of economic and social influence over the district and the people living within the district. The city and the Forest are both heavily tourist oriented--a factor that would seem to call for necessary, if not close, cooperation between the two.

¹Robert K. Holz, "The Area Organization of National Forests: A Case Study of the Manistee National Forest, Michigan" (unpublished Doctoral dissertation, Department of Geography, Michigan State University, 1963),

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The Cadillac district of the Manistee National Forest is the only district with the greater part of its area in one wholesale unit.² The other districts of the Forest have an overlap of from two to five wholesale units. The district is also the only one entirely within the Cadillac wholesale unit.

There are no large cities comparable in population to Cadillac in or near the district (Traverse City, the nearest, is approximately 40 miles away). Those that are closer are small and would be expected to exert little widespread influence.

Description

The setting within which this social process under study takes place is, in the end, defined by the locational and institutional factors which surround and act upon the process at any particular point in time. The best that can be done in respect to determining this setting is to present the collection of data and facts which are available and try to interpret them in the light of the problem or question under study. In relation to these factors, the study unit can be broken down into: (1) the city of Cadillac, and (2) the Cadillac district of the Manistee National Forest.

²Ibid., p. 203. (A wholesale unit is delineated by Holz as the area within which the major city serves as a center for the sale of wholesale goods.)

City of Cadillac

Cadillac, Michigan is sometimes referred to as the "Hub of Northwestern Michigan."³ Its location in the northwestern part of the lower peninsula, together with its transportation connections to the various cities of Michigan, and its importance as a wholesale and retail center in that region are some of the reasons for this nomenclature (see Figure 1).

Cadillac is the major population center in Wexford County. In fact it has more than 50% of the total population of that county (see Figure 2). The historical growth of population in Cadillac serves to point out a little of the history and settlement of the area. The population growth (see Figure 3) shows a steep rise and a subsequent leveling off of population. The shape of this curve is due to the fact that the growth of the city during the early part of the century (1890-1920) was tied to the role of the lumber industry in Michigan, especially in this region. The decline of the lumber industry after this initial growth is also reflected in this graph. A slight increase in growth shows up in the '40's and '50's, a reflection of more than local conditions.

³Cadillac Chamber of Commerce, Cadillac, Michigan
(Chicago: Windsor Publications, 1967), p. 4.



Fig. 1

Source: Cadillac

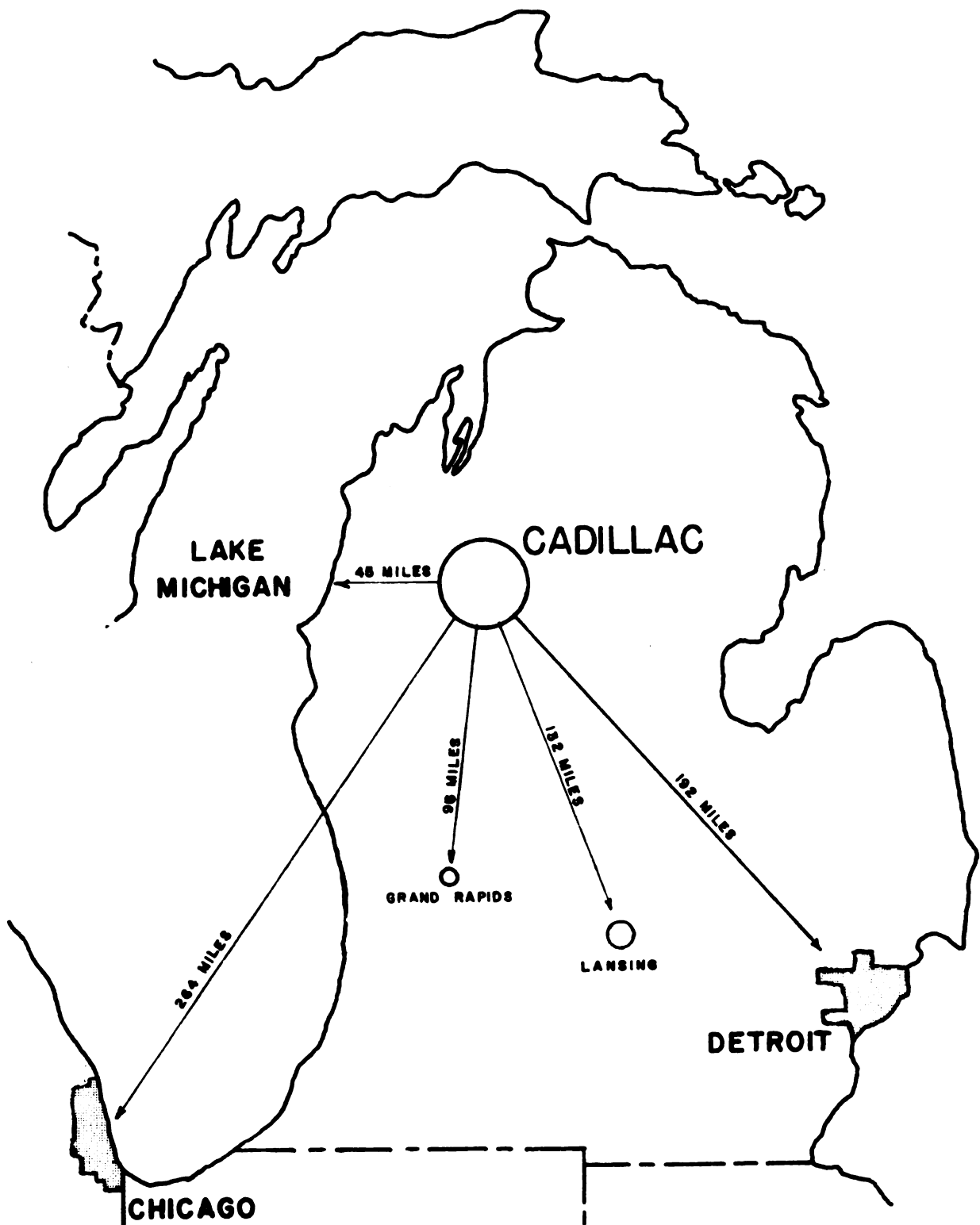


Fig. 1.--Location of Cadillac, Michigan in Relation to the State.

Source: Cadillac Chamber of Commerce, Cadillac, Michigan.

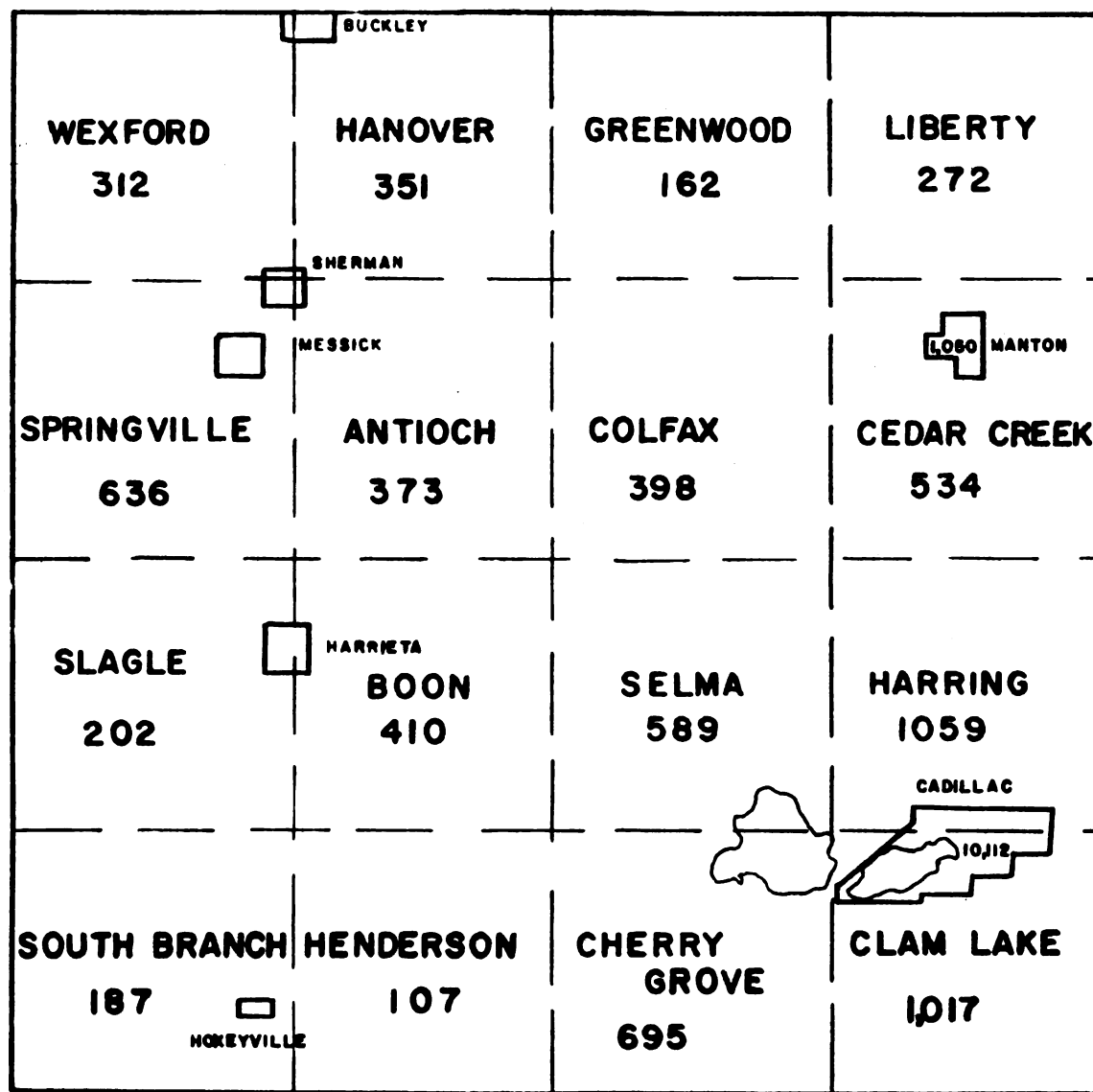


Fig. 2.--Population of Wexford County by Major Cities and Townships.

Source: U.S. Department of Commerce, U.S. Census of Population: General Population Characteristics of Michigan, 1960.

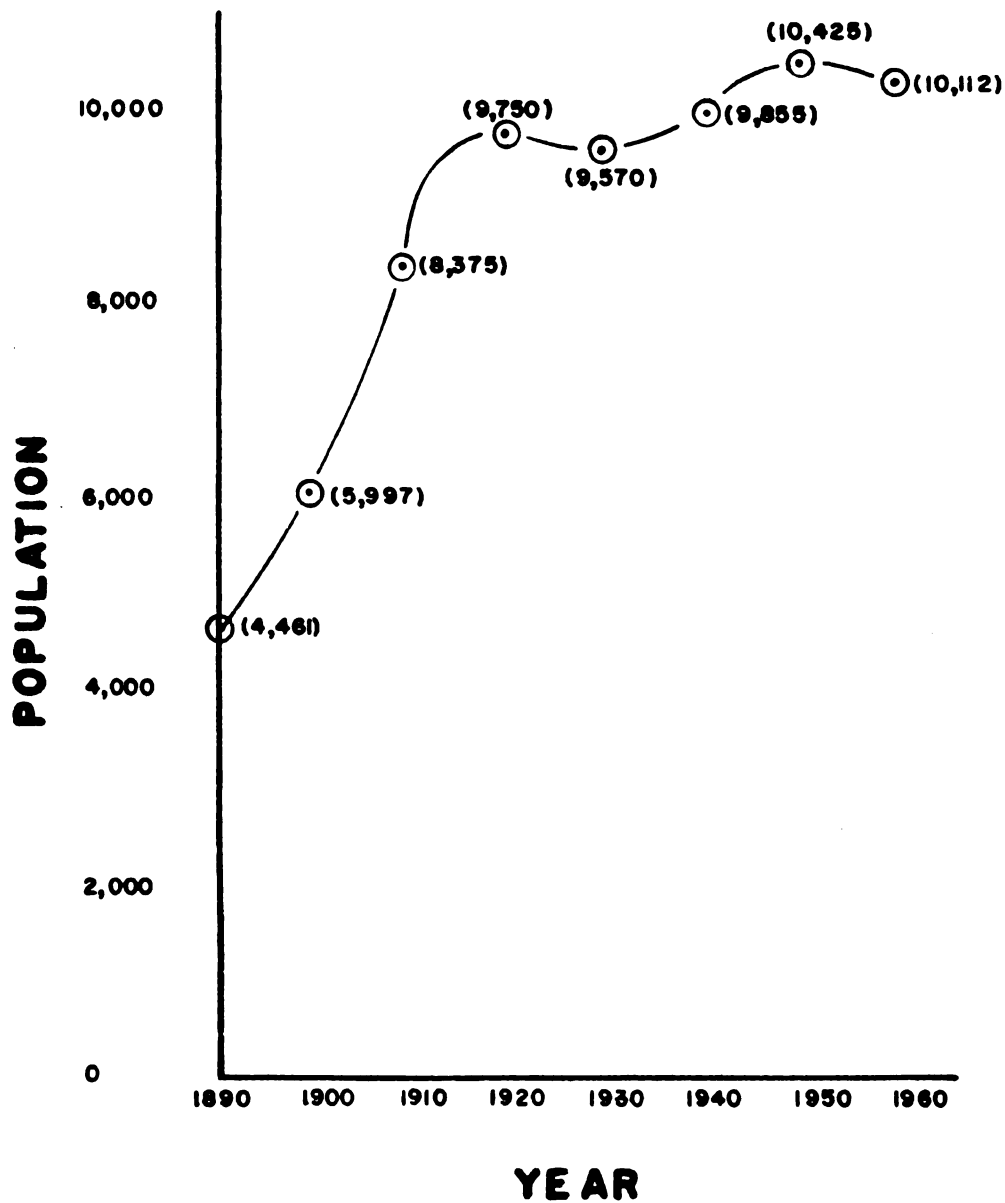


Fig. 3.--Population Growth of Cadillac, Michigan, 1890-1960.

Source: U. S. Department of Commerce U.S. Census of Population: General Population Characteristics of Michigan 1960.

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It is enlightening to compare this growth rate with that of the state of Michigan.

TABLE 1.--Population Growth Michigan and City of Cadillac, 1920-1960.

Year	Percentage of change per decade	
	Michigan ^a	Cadillac
1910		..
1920	30.5	16
1930	32.0	-2
1940	8.5	3
1950	21.2	5
1960	22.8	-3

^aU.S. Bureau of the Census, Statistical Abstract of the United States 1964, p. 13.

The rate of growth in Cadillac in recent years is considerably lower than that of the state. In fact, from 1950 to 1960 it was negative as compared to a 23% increase for the state. In dissecting this population a little we can describe the breakdown by age group, giving us some idea of the composition of the population in Michigan, Wexford County, and Cadillac.

TABLE 2.--Population by Age Groups^a Michigan, Wexford County, and Cadillac, 1960.

Age Group	Percentage of population by age group		
	Michigan ^b	Wexford Co. ^c	Cadillac ^d
Under 5	17.0	12.1	12.0
5-14	28.6	20.9	21.1
15-25	17.7	12.5	17.5
25-39	11.0	17.0	17.7
40-54	12.2	16.7	16.5
55-64	6.4	8.9	8.4
65+	7.1	11.9	11.8

^aU.S. Department of Commerce, U.S. Census of Population: General Population Characteristics of Michigan 1960.

^bTable XVI.

^cTable XXIX.

^dTable XXVI.

As this data clearly shows, the city of Cadillac and Wexford County both have less than the state percentages of the younger age group (under 5 to 24). Of the higher age groups, they have more than the state percentages, and especially so for the 65+ age group. The closeness between Cadillac and Wexford County is also quite noticeable.

Employment and the work force are other portions of the human resources. Cadillac has a lower percentage of its labor force unemployed (4.9%) than either the state (6.9%) or Wexford County (6.5%).⁴ But this disparity may be partially explained by the breakdown of the labor force between manufacturing industries and white-collar occupations. In Cadillac, the percentage of the labor force in Manufacturing industries is lower than that of the state (28.5% as compared to 38.0%). However, the percentage in white-collar occupations is higher in Cadillac (47.0%) than in the state (40.1%).⁵

This data may indicate a tendency for urbanization. According to Duncan and Reiss,

The study finds a direct correlation between community size and the proportion of the labor force engaged in white collar occupation. This implies a tendency for urbanization to be accompanied by ever larger proportion of workers in tertiary pursuits, i.e., in service, administrative, and distributive activities as opposed to extractive industries and physical production of goods.⁶

A more complete idea of the occupational groups in Cadillac can be shown by the following listing of

⁴U.S. Department of Commerce, U.S. Census of Population: General Social and Economic Characteristics of Michigan, 1960. (The State and county data are from Table XXXIII of this census while the Cadillac data is from Table XXXVI).

⁵Ibid.

⁶Otis D. Duncan and Albert J. Reiss, Social Characteristics of Urban and Rural Communities (New York: John Wiley and Sons, Inc., 1956), p. 5.

employment groups placed in the order of their importance, as measured by employment (see Table 3).

It is interesting to note the fairly high proportions of public administration personnel as well as the retail trade and the eating and drinking places.

The first, public administration, is a reflection of the place of the Forest Service in Cadillac as well as local government administration and other state and federal offices. The second two, retail trade and the eating places, could be partially related to the heavy tourist use of the area. The importance of industry is also seen. In terms of employment, it is the most important economic factor in the community.

This list helps point out the fact that the chief sources of income are: (1) industrial with "annual payrolls running up to approximately \$7,200,000, thus weekly payrolls average approximately \$132,000,"⁷ and (2) the tourist and resort income ". . . brings to this area \$2,100,000 annually. Of course, there is some year to year fluctuations caused by weather and other such conditions."⁸ These figures are difficult to compare, but it is valuable to know that the tourist and resort income is second only to industrial income.

⁷Cadillac Chamber of Commerce, An Introduction to Cadillac Michigan: A Statistical Review of Cadillac.

⁸Ibid.

TABLE 3.--Industries Ranked by Employment^a Cadillac,
Michigan, 1960.

Industry	Employment
Manufacturing	1,056
Other Retail Trade	559
Construction	234
Educational Services	208
Hospital	195
Wholesale Trade	172
Public Administration	160
Private Households	133
Eating and Drinking Places	122
Other Personal Services	119
Food and Dairy Products Stores	89
Finance, Insurance, Real Estate	88
Communications	84
Other Products and Related Services	74
Utilities and Sanitary Service	71
Repair Services	66
Trucking and Warehousing	57
Industries Not Reported	54
Welfare, Religious, Non Profit	47
Entertainment and Recreation Services	30
Business Services	26
Railroad and Railway Express Services	23
Forestry and Fisheries	20
Agriculture	8
Mining	5
Other Transportation	5

^aU.S. Bureau of the Census, U.S. Census of Population, 1960: Michigan General Social and Economic Characteristics, Table LXXV.

This suggests that Cadillac is on a sound industrial basis, but is greatly enhanced by a viable tourist and resort business. "Highly diversified industries and the service trades, bulwarked today by a rapidly expanding tourist and resort business tend to maintain a balanced, stable economy in Cadillac."⁹

In summation, Cadillac is a small city with a goodly amount of industry and white collar occupations heavily bolstered by tourism and recreation. It still has the problem of decreasing population and migration of the younger groups from the area. The city is easily reached by major highways and is very important as a retail and wholesale center in the region.

Cadillac District of the Manistee National Forest

In this section the district in relation to its administrative orientation to the National Forest system as well as its geographical orientation will be delineated. The physical aspects and use of the district as related to Forest Service management of the area, and its relation with the community, will also be covered.

⁹Cadillac Chamber of Commerce, Cadillac Michigan (Chicago: Windsor Publications, 1967), p. 28.

In this section heavy reliance is placed on Holz's work on the Manistee National Forest.¹⁰

Administrative and geographic orientation.--

Politically, the Manistee is one of fourteen National Forests in Region Nine. The Forest Supervisor's headquarters is located at Cadillac, Michigan. The Manistee Forest has four ranger districts Each of the ranger districts is in itself a nodal point focused upon the Forest Supervisor's headquarters, the control center for administrative decisions affecting all of the Manistee National Forest.¹¹

The Manistee, part of a complex National Forest system in the United States, is by geographical accident located in Michigan, and, as such, in Region nine of the United States Forest Service. Region nine (see Figure 4) encompasses the northeastern and northern lake states.

In Michigan, the Manistee is one of four National Forests (see Figure 5) and one of two in the lower peninsula. The second National Forest in the lower peninsula is the Huron National Forest which is included with the Manistee as one administrative area, the Huron-Manistee National Forest.¹²

The Manistee itself is located in the northwestern part of the lower peninsula stretching north and south for some 70 miles. It is composed of four ranger

¹⁰Holz.

¹¹Ibid., abstract.

¹²Cadillac is actually the administrative headquarters for the Huron-Manistee National Forest, but for this study it is referred to as the Forest Office with the understanding that it pertains more closely to the Manistee because of location.

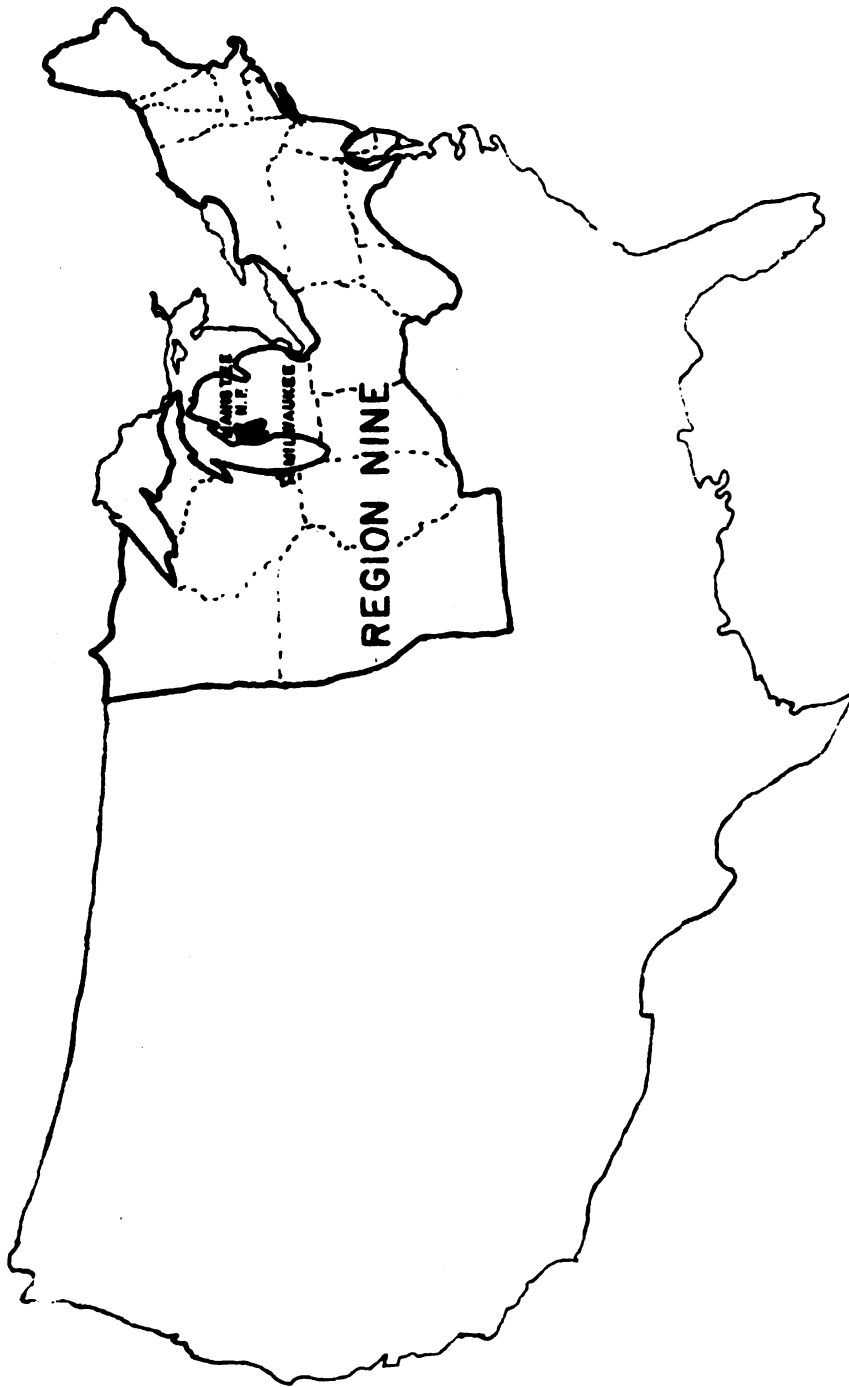


Fig. 4.--United States Forest Service, Region Nine.

NATIONAL FORESTS IN MICHIGAN

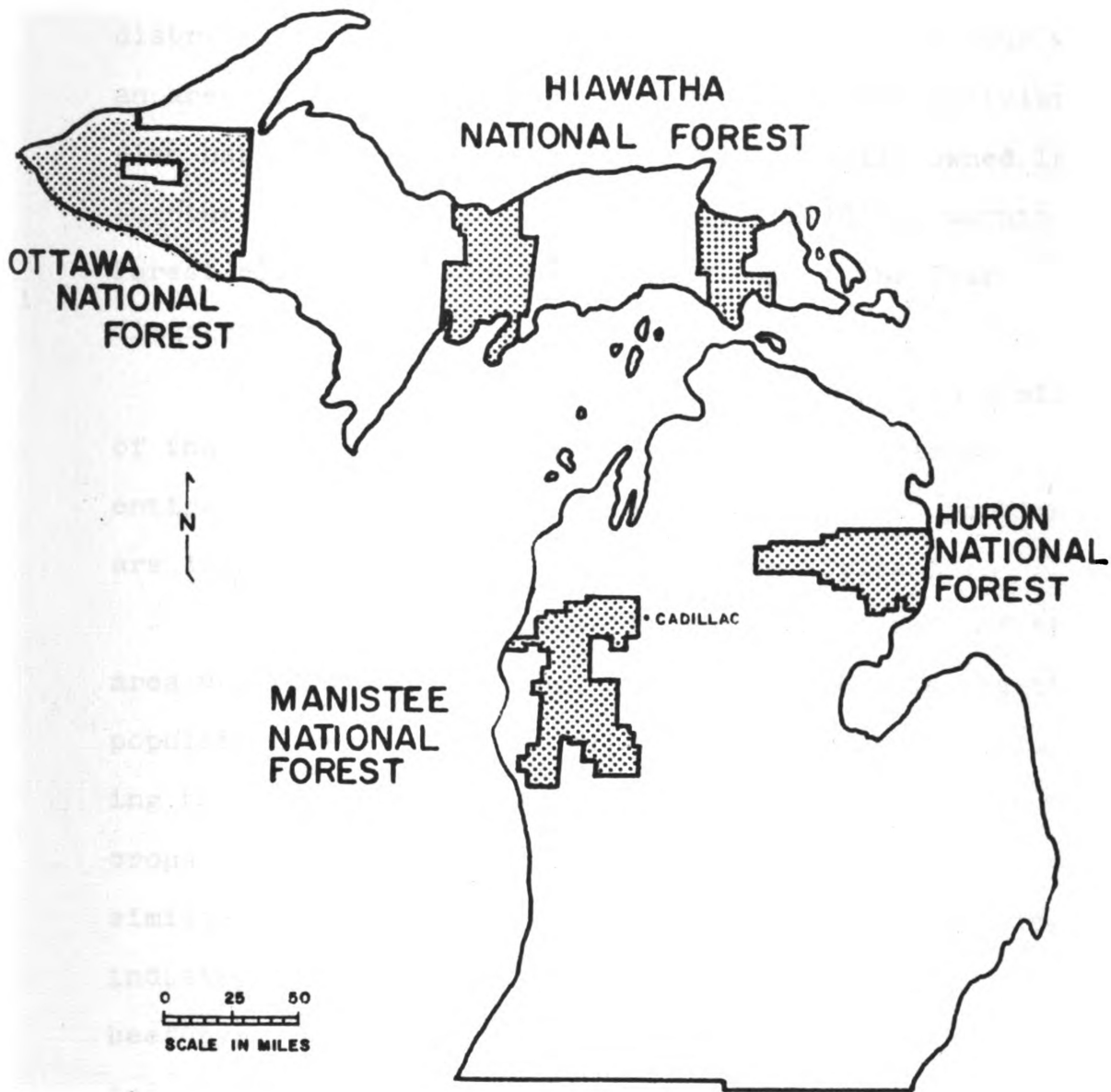


Fig. 5.--Location of National Forests in Michigan.

Source: Holz, Robert Kenneth, "The Area Organization of National Forests: A Case Study of the Manistee National Forest, Michigan."

districts which are the lowest administrative units of the Forest Service. Of the four ranger districts (see Figure 6), the one most influencing the city of Cadillac and the most influenced by the city is the Cadillac district. This district is the smallest of the four with an area of approximately 200,000 acres. This district also has the greatest proportion of federally owned land. In other words, the area of private inholdings within the Forest boundary is the smallest of any of the four districts.

The district and Forest boundary is within a mile of the city of Cadillac and the district is almost entirely within Wexford County, although small portions are in Lake and Manistee Counties (see Figure 7).

History of the land.--The early settlement of the area was tied to lumbering, as suggested earlier by the population growth chart. After years of intensive lumbering there came various attempts at agriculture. The main crops from this early agriculture were potatoes and similar cash crops that could be sold to the lumbering industry. When cattle began to appear, they were of the beef type, and again were mainly dependent on the lumber industry for a market.

But this agriculture, or much of it, was ill-suited to the land and the soils.

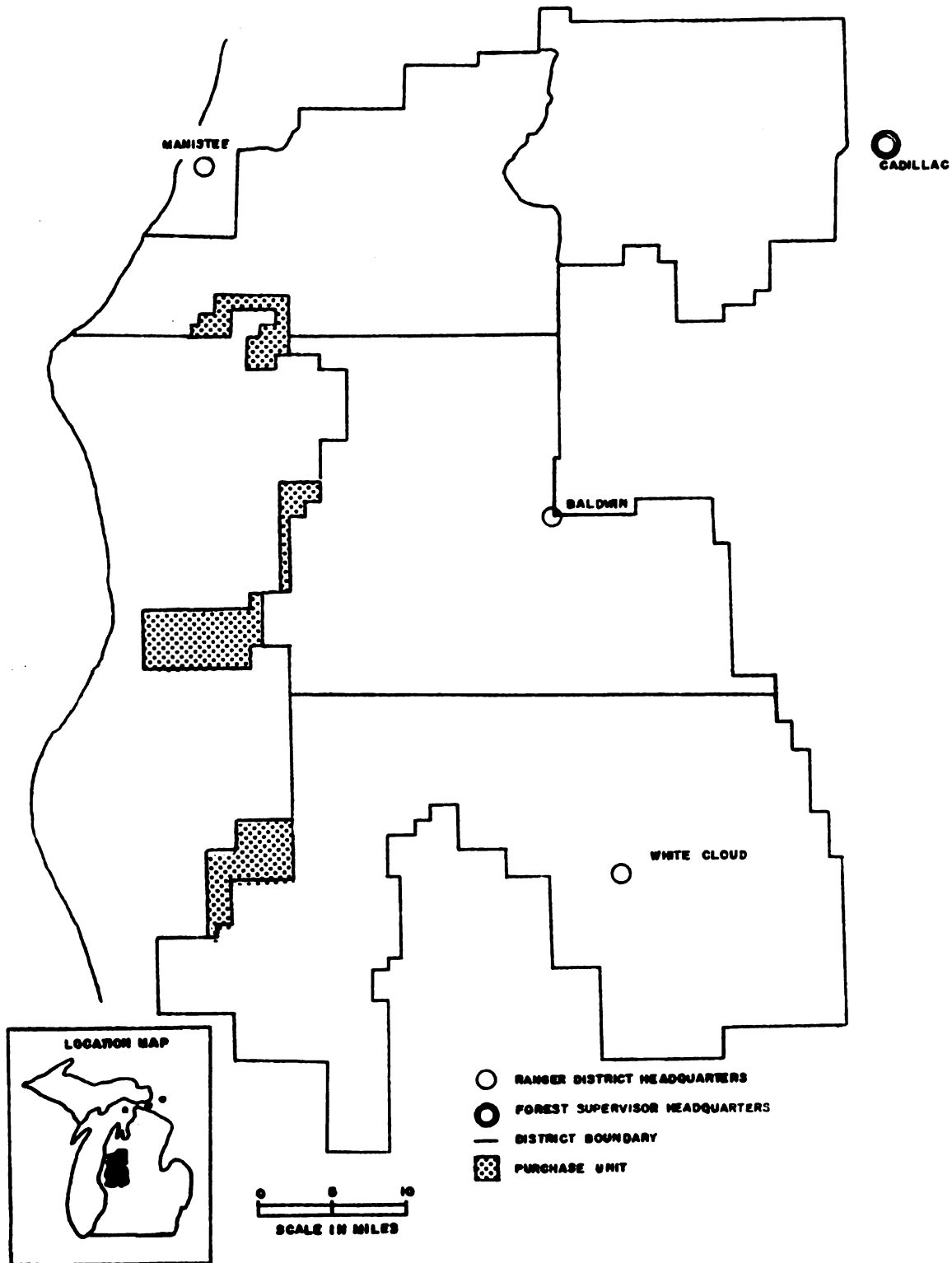


Fig. 6.--Ranger Districts of the Manistee National Forest, Michigan.

Source: Holz, Robert Kenneth, "The Area Organization of National Forests: A Case Study of the Manistee National Forest, Michigan."

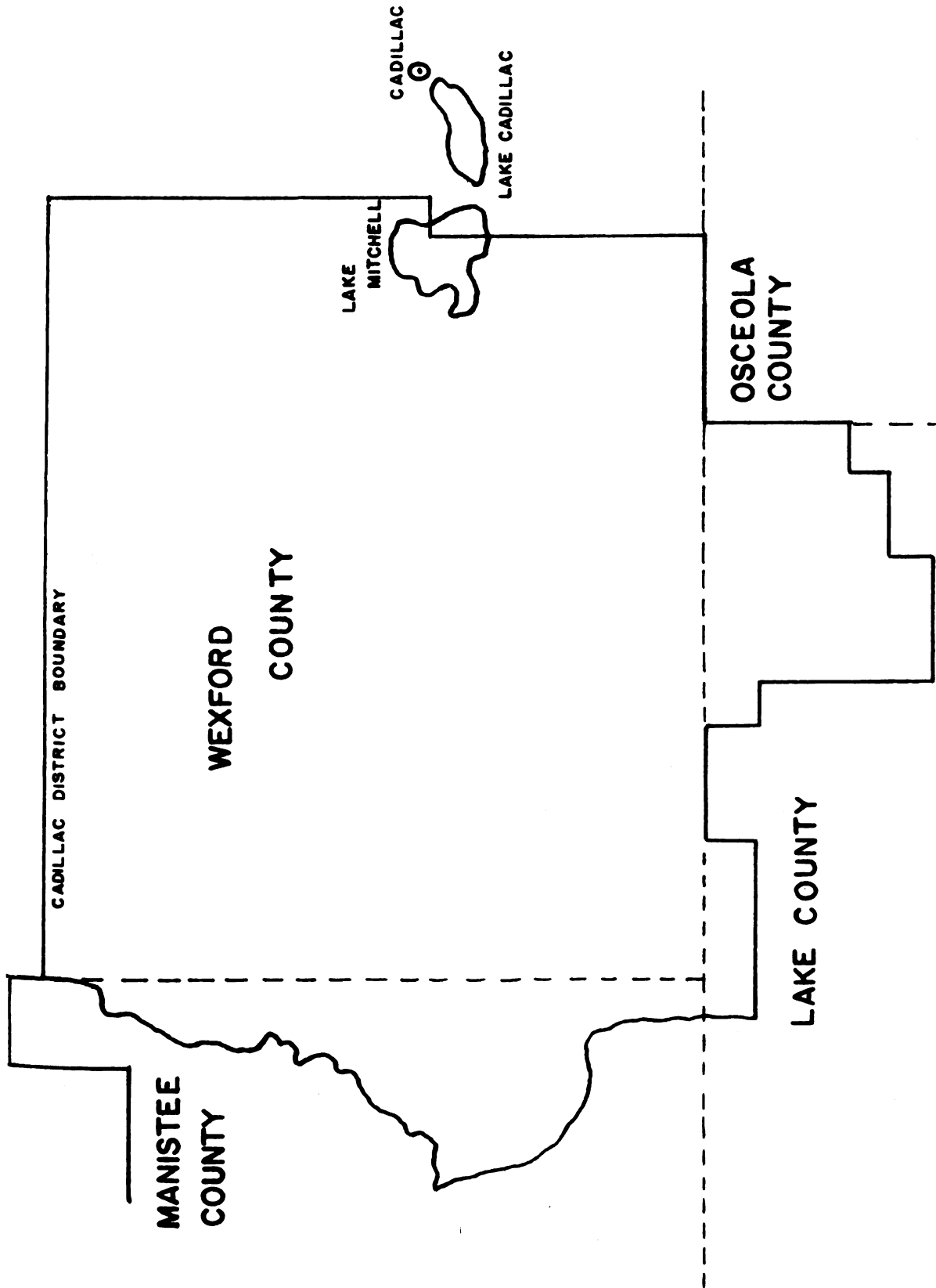


Fig. 7.--Cadillac District of Manistee National Forest in Relation to Lake Manistee, Wexford, and Osceola Counties.

Source: U.S. Forest Service map.

All of the soils of the Forest have glacial drift for parent materials. These parent materials vary greatly in texture, fabric, and mineralogical or chemical composition. In Michigan, outwash plains tend to be relatively infertile, poor agricultural lands, made up mostly of sands. This is especially true in the Manistee. Agriculture which still persists in the Forest is centered on some moraines and most of the ground moraines. There is a definite relation within the Forest between soils, topography, and agriculture, all of which is influenced by climate.¹³

On this factor of climate, Holz continues,

The humid climate of the Manistee (together with the generally coarse parent drift material) has resulted in the removal of the easily soluble materials from the upper layers of most forest soils. The Manistee lies well within the podzol region of the lower peninsula. In the cooler northern portion of the state, the podzols which were formed from coarse to medium textured materials, have a very thin A horizon, which overlies a deeper, thicker B Horizon. . . . In most cases the B Horizon has an ashy-grey appearance, due to leaching. . . . The full significance of this type of subsoil is not fully understood, but it is known that if the thin, organic surface layer is disturbed, the soil quickly loses its fertility.¹⁴

This loss of fertility on these forest soils has been learned the hard way by many of these early farmers, and because of it much of their land reverted back to the state. An enlightening visual presentation of this correlation between poor soils and revertment to forest land can be shown by comparison of the maps showing surface geology of the Cadillac district and the overlay, showing the delineated or federally owned lands within the district

¹³Holz, p. 80.

¹⁴Ibid., p. 74.

(see Figure 8 and Figure 9). There is a fairly close comparison between the nondelineated lands and the moraines and ground moraines (the richer soils).

The land rapidly began reverting back to the state under delinquent tax laws, and by

. . . 1923 the legislature of the State of Michigan passed Act 312, MPA 1923, which was the Consent Act for the first purchase of land in the Manistee purchase unit. The federal government began to act in this area, gradually buying up land, or trading for land of equal value which the state of Michigan had acquired. By 1938 enough land was under federal control to establish a national forest. And in October of that year the Manistee National Forest came into existence by presidential proclamation.¹⁵

With this, the area again became forest-oriented. The forest economy has gradually become reestablished, although on a secondary and different basis than in the beginning of the century.

Today the city (Cadillac) is headquarters for custodians of immense reforested areas near Cadillac, including Manistee National Forest. There are in Wexford County alone, some 90,000 acres managed by the U.S. Forest Service, and about 20,000 acres each that are managed by the Michigan Department of Conservation and Consumers Power Company.¹⁶

Use and production of the district.--Pulpwood is the major visible product of the district in that it is a tangible commodity. The Cadillac district harvests some 5,990 cords of pulpwood annually and some 260,000 BF of

¹⁵Ibid., p. 22.

¹⁶Cadillac Chamber of Commerce, Cadillac, Michigan p. 23.

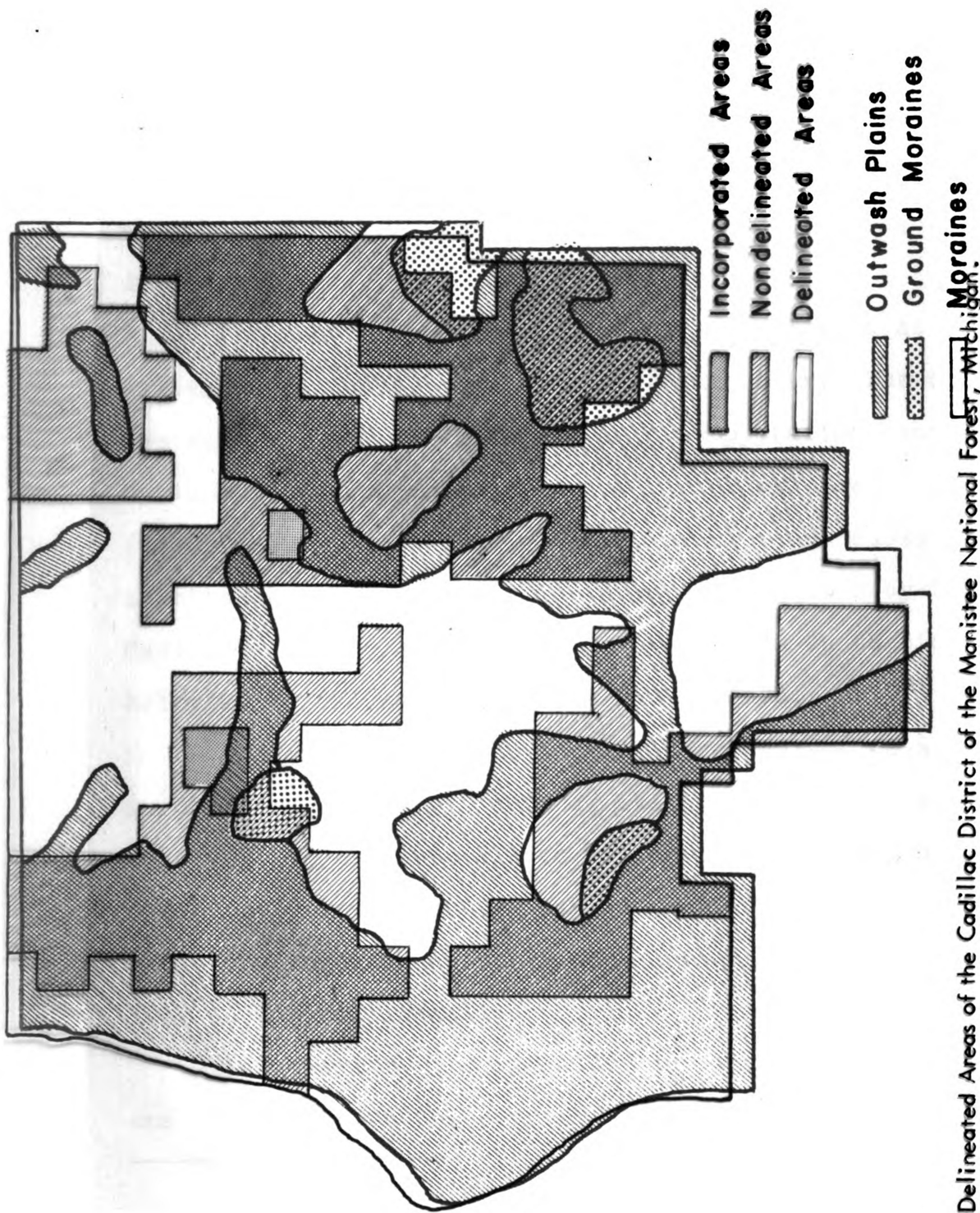


Fig. 8.--Delineated Areas of the Cadillac District of the Manistee National Forest, Michigan.

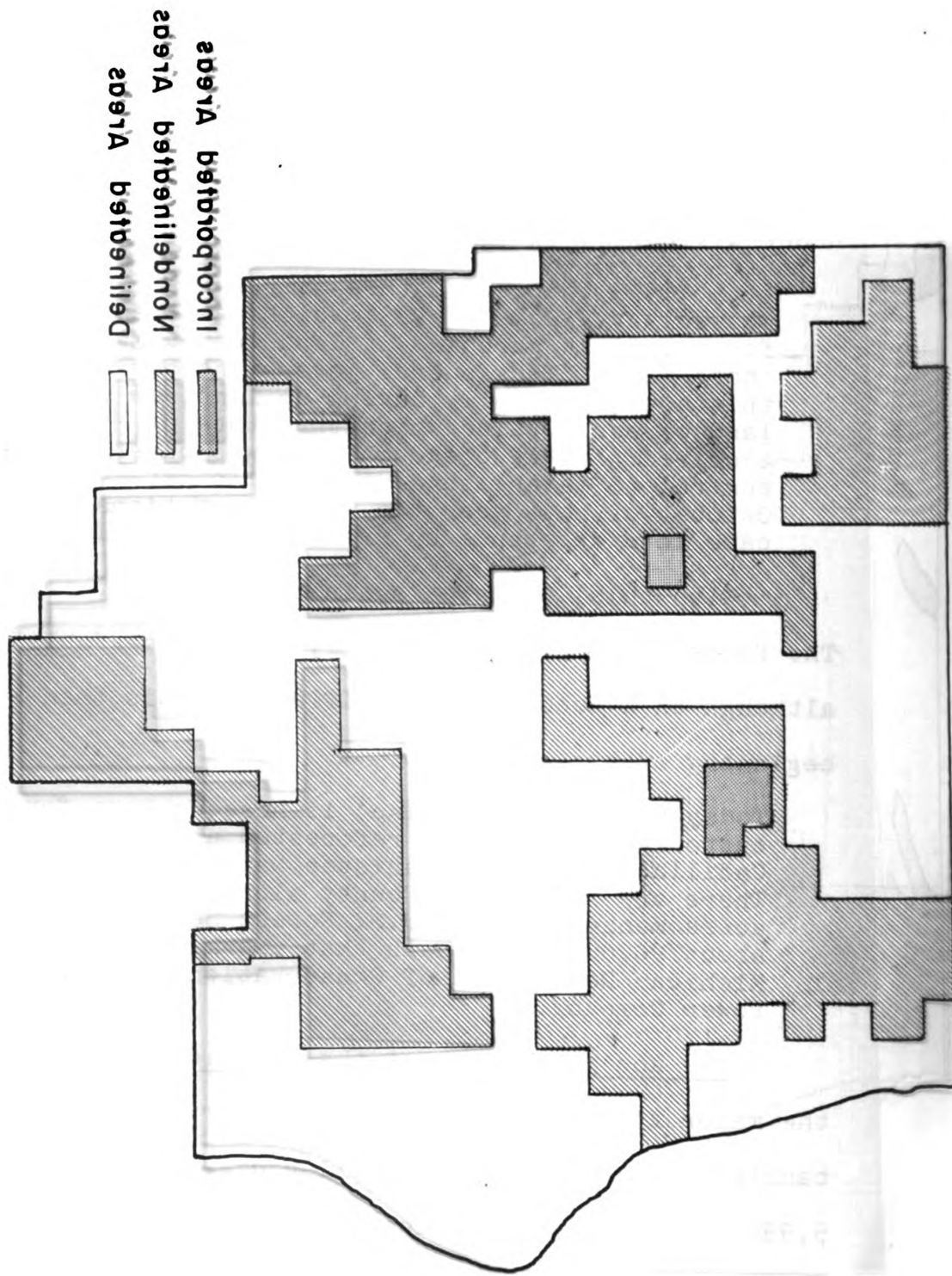
Source: Holz, Robert Kenneth, "The Area Organization of National Forests: A Case Study of the Manistee National Forest, Michigan."

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Source: Holz, Robert Kenneth, "The Area Organization of National Forests: A Case Study of the Manistee National

Fig. 8--Delineated Areas of the Cadillac District of the Manistee National Forest, Michigan.



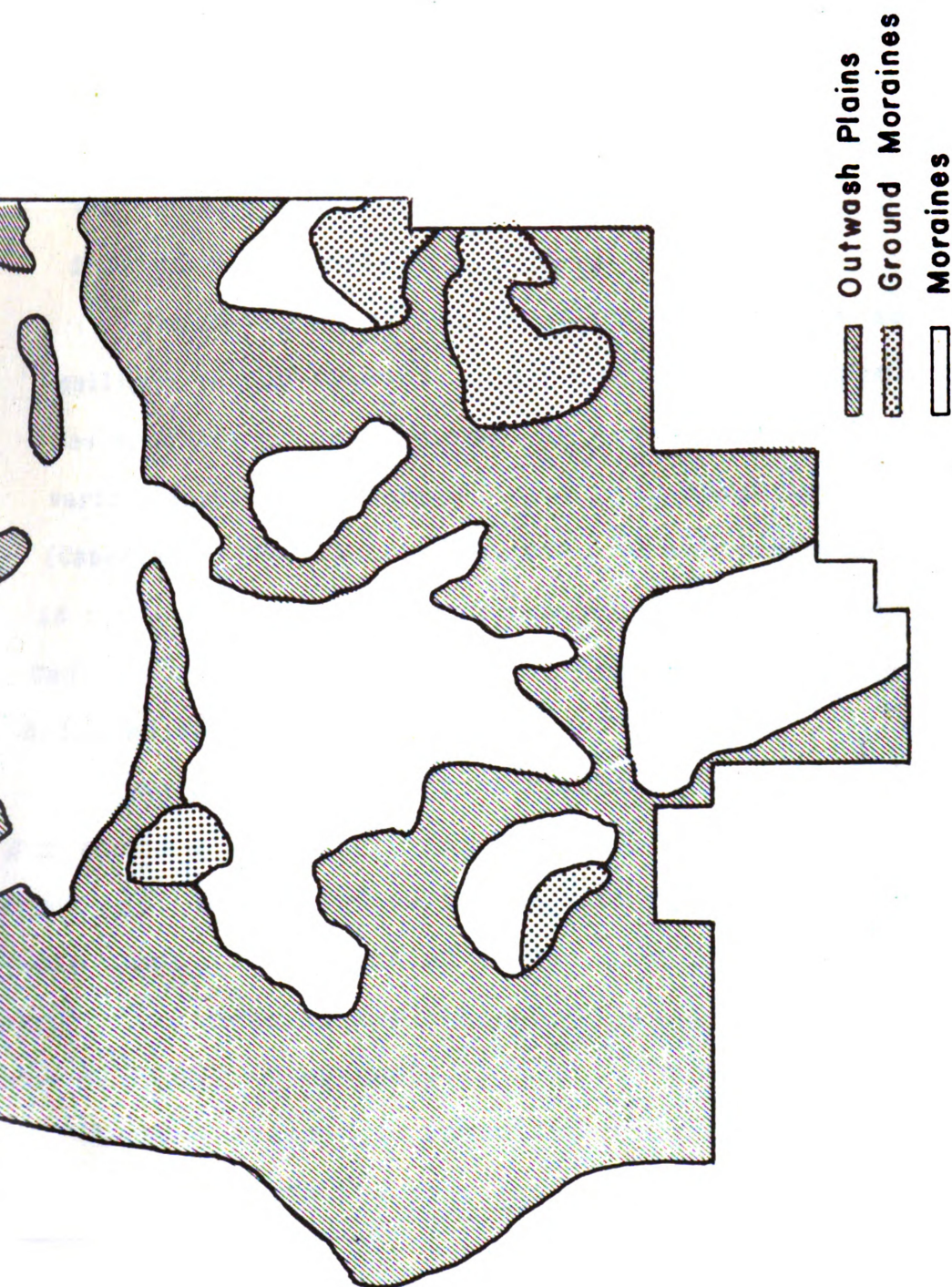


Fig. 9. ---Surface Geology of the Cadillac District of the Manistee National Forest, Michigan.

Source: Holz, Robert Kenneth, "The Area Organization of National Forests: A Case Study of the Manistee National Forest, Michigan."

lumber per year.¹⁷ These figures are actually quite low.¹⁸ The impact of lumber and pulpwood production on the district may become more important in the future. It is estimated, if similar management procedures are maintained, that the amount of timber available for harvest could double in 15-20 years.

The most intangible use of the district is as a calling card for tourists and recreationists. The district has several good campgrounds, an interpretation center, various points of interest and a winter ski area (Caberfae). The National Forest, or at least public land, is often mentioned in the brochures distributed by the Cadillac Chamber of Commerce as well as in those distributed by the various motels and resorts.

The Manistee Forest is widely recognized as a place for hunting, fishing, camping, skiing, and even mushrooming. It is difficult to estimate the importance of these uses, but as stated earlier, the tourist and resort business is credited with bringing into the area some \$2,100,000 annually.

There are many cooperative or coordinated uses of the district with the city and community of Cadillac.

¹⁷U.S. Department of Agriculture, Forest Service, Timber Products Available for Harvest on the Lower Michigan National Forest (pamphlet), 1960.

¹⁸These figures represent 20% of the pulpwood harvested on the Manistee National Forest and only 8% of the sawtimber.

There are National Forest color tours in the fall sponsored by the Cadillac Chamber of Commerce and the Cadillac area Tourist and Resort Association. The Caberfae ski area is another cooperative effort. Caberfae is located on the Cadillac district of the Manistee just a few miles west of Cadillac. It is on Forest Service land leased to Caberfae Incorporated, which manages and administers it much as any private business with some controls by the Forest Service.

An examination of the tourist accommodations will help to illustrate the close relationship of the district and tourism (see Figure 10). Many of these resorts and motels are located on or near the National Forest. They often advertise hunting, fishing, camping and skiing in their promotional literature. These uses are reflected in one of the promotional slogans of Cadillac, "The four season capital of Michigan." These uses are also consistent with Forest Service management of the area and a number of the tourists using these accommodations would undoubtedly use some of the resources of the National Forest.

Also located in the Cadillac district is the Hoxey Job Corps Center. The Job Corps is an important part of the Forest Service today. The Hoxey Job Corps Center is recognized in the community as a useful and well-operated

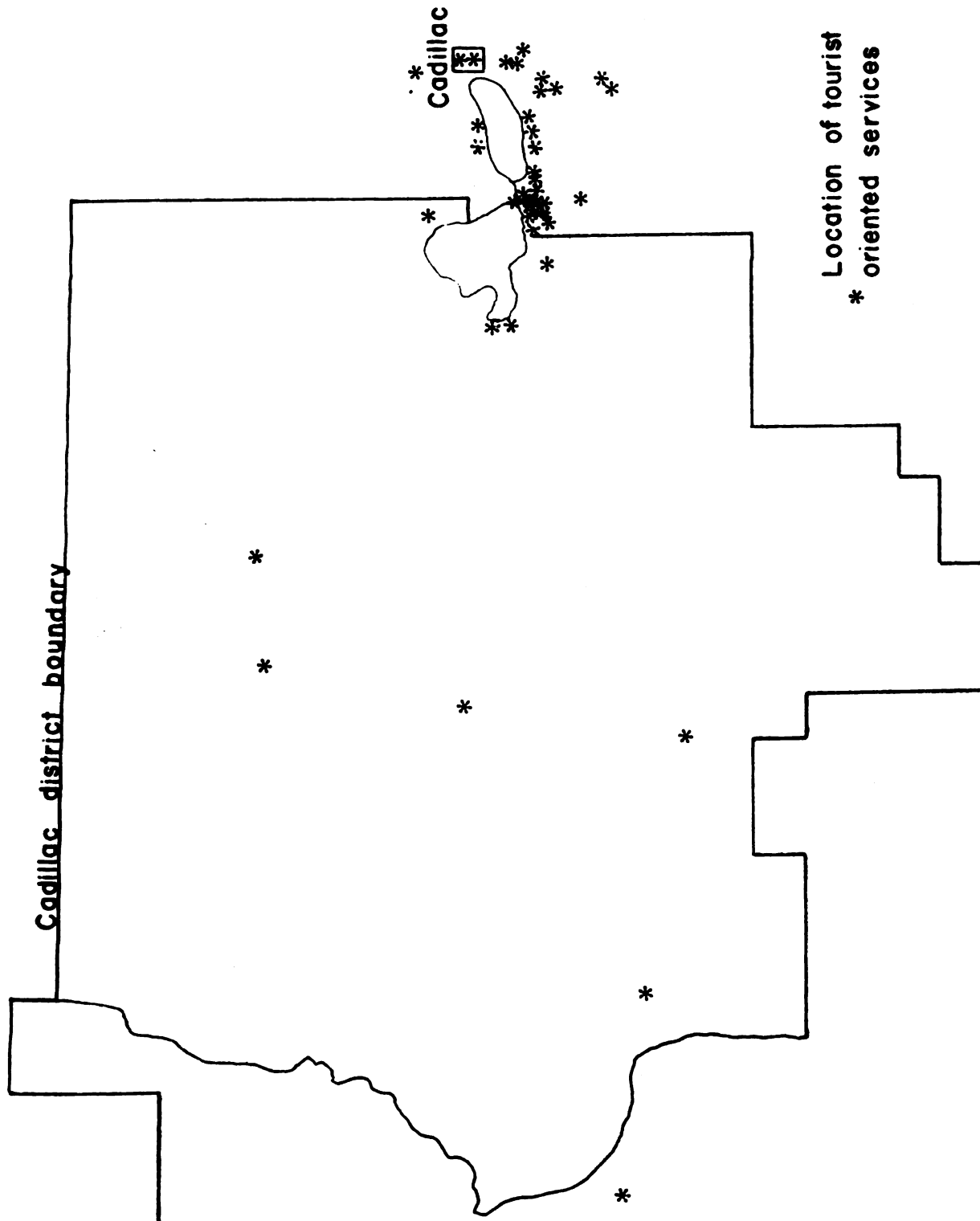


Fig. 10.--Cadillac District of Manistee National Forest, Michigan in Relation to Tourist Oriented Services.

organization.¹⁹ But in most cases it is not seen as a part of the Forest Service. Administratively, the administrator of the Job Corps Center is responsible to the Forest Supervisor. The Job Corps trainees at Hoxey work at various jobs throughout the Forest. The goal of this organization is so different from that of the Forest Service that it is difficult for the layman to see a connection between the two. It is an integral part of the Forest Service and might be helpful to its image if it were recognized as such.

The Cadillac district, in terms of general use and objectives, is no different than any of the other National Forests in the United States. It varies only in respect to the weight given each use as related to the available resources and the demands on them at any particular point and space in time. The proportion of these uses will change over time, as demand and resources inevitably change.

Economic production in the district has been limited by available resources and ownership patterns, but at the present, the main product is recreation; the secondary one is lumber and pulpwood. The major demands on the area seem to be for services rather than for tangible products.

¹⁹Interview with Mr. R. Jones, President, Cadillac Chamber of Commerce, 1967.

Interconnections.--The district is not only a drawing card for Cadillac business; it also serves as a limited market for Cadillac. The population of the area outside Cadillac is quite limited, but it does have some demand on economic goods. Holz²⁰ mapped the wholesale areas within the Manistee National Forest (see Figure 11) and included the entire Cadillac district within the Cadillac wholesale area. This wholesale area delineation showed the district only lightly affected by the Manistee and Grand Rapids wholesale areas.

The settlements within the Forest district are dependent (in an economic sense) on the city of Cadillac. This would also seem to be true for social dependence, as the distances from Cadillac to those towns and to other major cities seem to indicate (see Figure 12).

There is a definite interrelationship of Cadillac and the district as expressed in economic and social terms. The people of Cadillac are dependent (although not fully) on the district for recreation of one type while the people of the district are dependent in a different sense on the recreational values of Cadillac. Cadillac itself serves as a drawing card for the district through its motel, resort and restaurant services, while

²⁰Holz, p. 203.

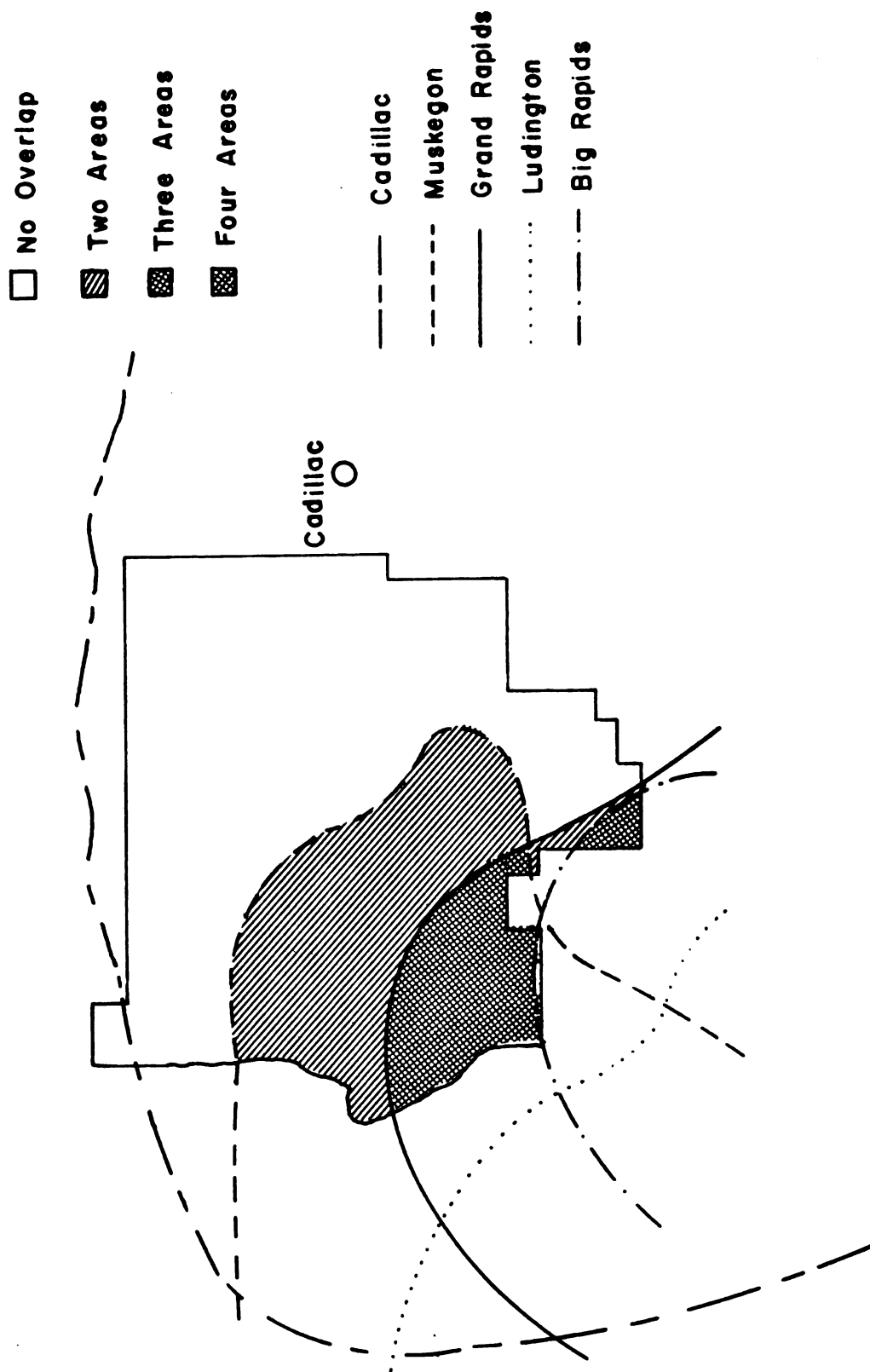


Fig. 11.--Cadillac District of the Manistee National Forest, Michigan in Relation to Wholesale Areas.

Source: Holz, Robert Kenneth, "The Area Organization of National Forests: A Case Study of the Manistee National Forest, Michigan."

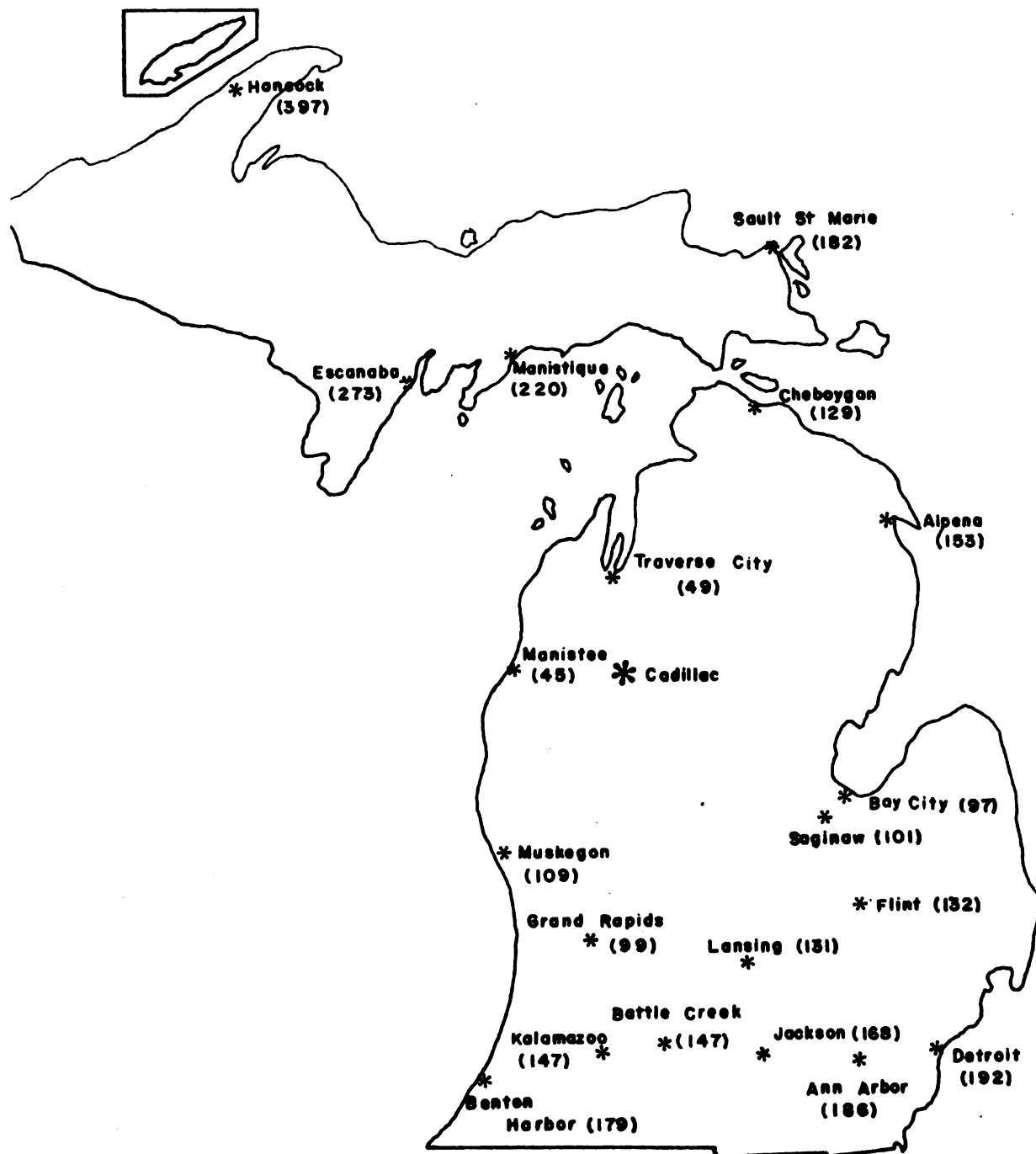


Fig. 12.--Distances from Cadillac to Major Cities in Michigan.

the district (in part)²¹ acts as a drawing card for tourists and thus aids the business community of Cadillac. The district itself serves as a limited market for Cadillac.

These two units have evolved together. Because of this intertwining of developments, they have reached their present stage of growth and development. As their interrelationships were a factor in the administration and development of both in the past, so they will be in the future.

²¹State Forests and Parks also play an important role here. The State forests are closely related to the Manistee National Forest and to Cadillac on an area basis (see Figure 13).

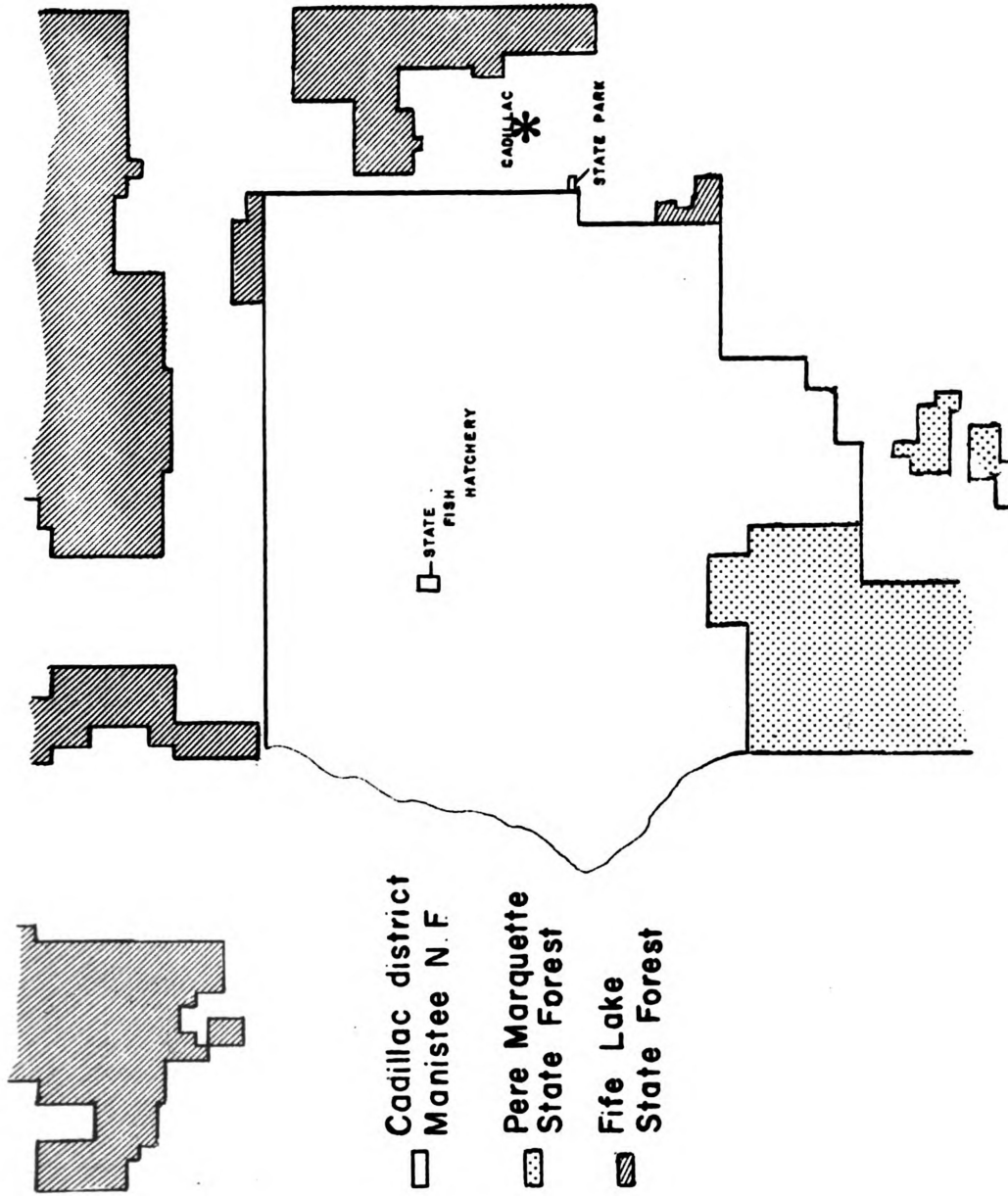


Fig. 13.--Cadillac District of the Manistee National Forest, Michigan in Relation to surrounding State land.

Source: Michigan State Conservation Department County maps.

CHAPTER IV

FOREST SERVICE PERSONNEL AND THEIR PARTICIPATION IN THE COMMUNITY

Before we can look at Forest Service personnel at the Forest and district levels, we must know where they stand in relation to the National Forest Service staff.

The organization of the Forest Service will be presented only sketchily and then tend towards more specificity on the Huron-Manistee National Forest. Outlined will be the actual staffing of the Forest supervisor's office as well as the district office; these personnel as they relate to membership and participation in local community organizations; their ideas and opinions on integration into the community by this means (organizational participation); and, through their replies, an attempt to interpret the extent of their cognizance of the community and its relation to the Forest Service.

Organization of the Forest Service

In terms of National Forest administration, the line of authority runs from Washington to the Region to the Forest and finally to the district (see Figure 14). The four chief officers in these areas head up the line units.

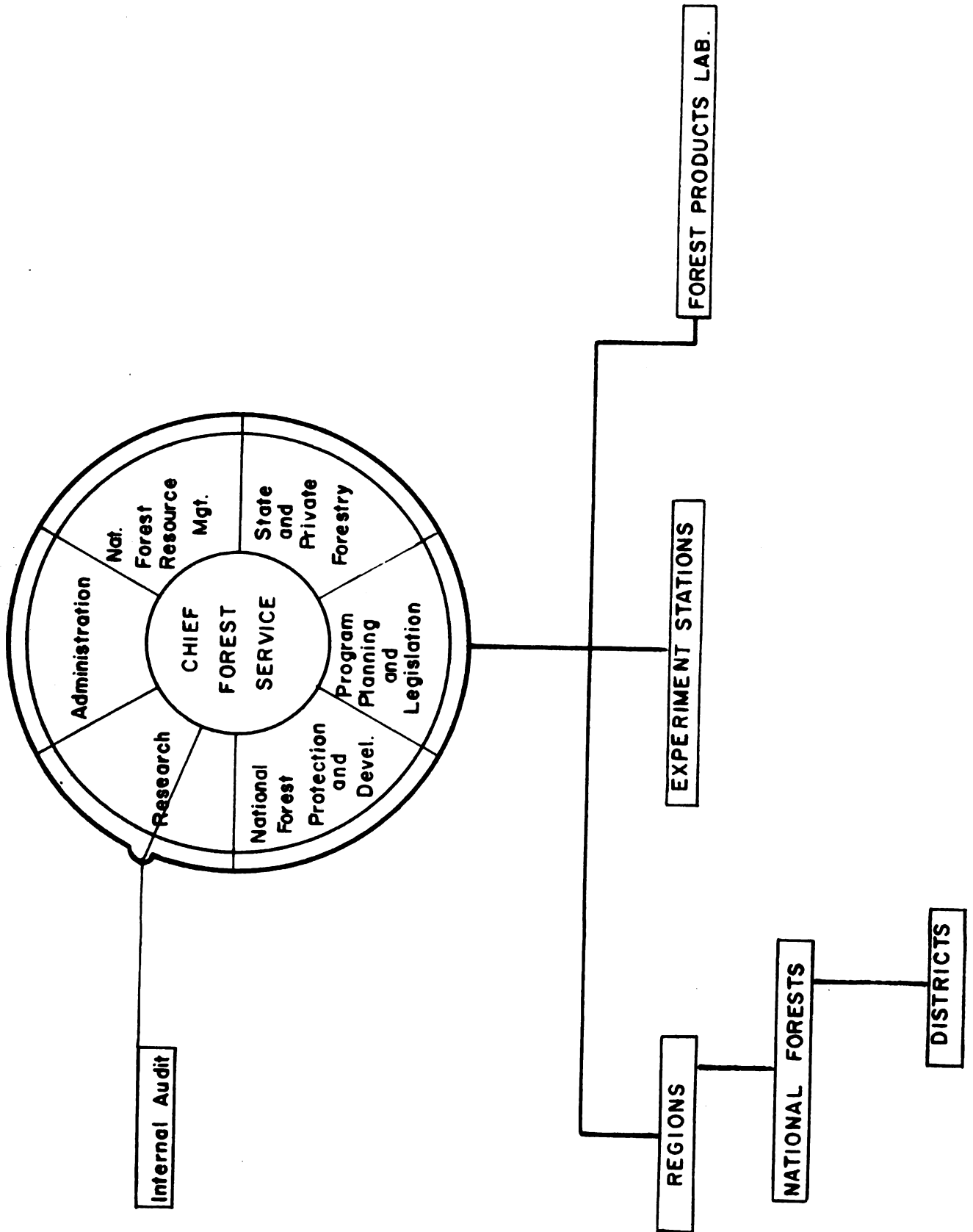


Fig. 14.--Chain of Administration of the United States Forest Service.

The chief of the Forest Service is responsible to the Secretary of Agriculture, the Regional supervisor to the chief of the Forest Service, the Forest Supervisor to the Regional Supervisor, and the District ranger to the Forest Supervisor.

The administrative unit the study is based on is the Forest supervisor's office and the district office. Stated more specifically, it is the Huron-Manistee National Forest office at Cadillac and the Cadillac district office of the Manistee Forest, also located at Cadillac. The supervisor's office is unique in one way; because of administrative load the Huron and Manistee National Forests are grouped into one--the Huron-Manistee National Forest (sometimes called the Lower Michigan National Forest). For the purpose of this study, interest is focused only in the Manistee portion of this management-administrative unit. But since this office is one and cannot be divided in an easy manner, we will be talking about the Manistee management unit but the Huron-Manistee administrative unit.

The organizational chart (see Figure 15) helps to delineate the personnel in this unit and indicates their work positions.

Of the total personnel in the Forest office (46), 20 were eligible for interviewing on the basis of professional personnel associated with forest work or staff

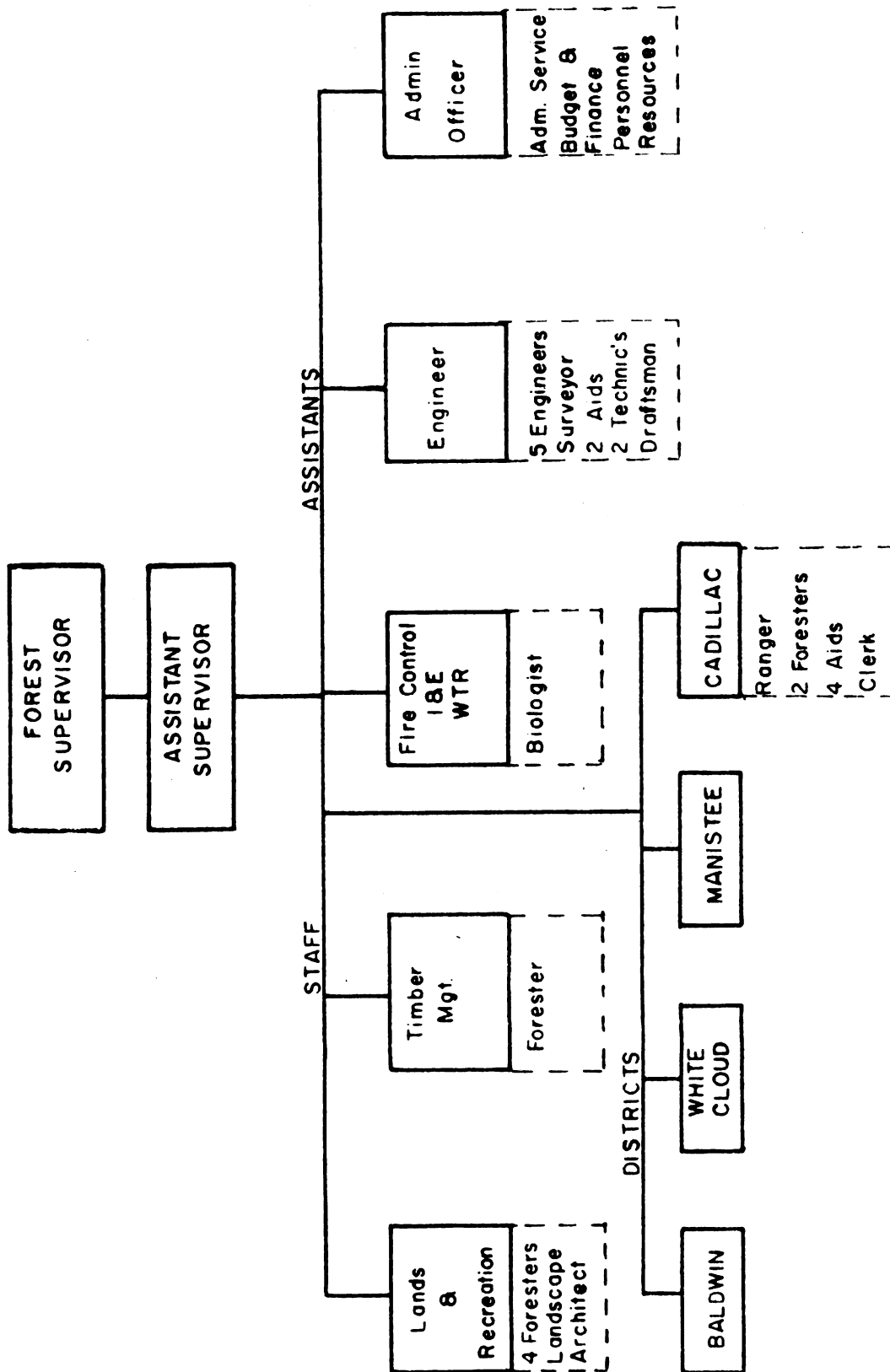


Fig. 15.--Partial organizational chart of United States Forest Service, Cadillac, Michigan.

administrative officers. Of these, 18 were interviewed. One individual was not present at the time and was not expected to return at a convenient time, and the other declined to answer the questionnaire. In the Cadillac district there were only three individuals which fell within my definition: the ranger and two assistant foresters. The technical personnel were too prone to field work for interviewing.

Description of Forest Service Personnel

We can begin with some statistics of the personnel and then go to some of their opinions and ideas of participation in community organizations and on the community itself. This serves somewhat as a foundation for the following section which delves into the actual social participation of the personnel in the community.

Statistics

The interviewees included 7 staff positions, 4 engineers, 4 foresters, a biologist, a landscape architect, and an engineering draftsman at the supervisor's office. At the district level there were only three foresters which fit into the study description.

Of these 21 professionals, the average tenure in the Forest Service was 17.7 years. Breaking this down into the district and supervisor's offices, we have 20.0 years as an average in the Forest office and only 4.0

years as an average tenure in the district office. This is in line with Forest Service policy and common sense, since the more experienced personnel are expected to be found in the supervisor's office.

The difference between the supervisor's and the district offices is also evident in the personnels' length of stay in Cadillac. The district personnel had spent an average of only 0.9 years in Cadillac while the officers at the Forest Office had an average of 2.7 years. The average for both was only 2.4 years--a very limited time, but again consistent with the Forest Service policy of transferring personnel at regular intervals.

The average age of the district personnel was only 27 while that of the supervisor's office was 35. Although the district data may be biased because of the small sample (3), it does show a relative difference.

Community Forest Service Relations

This section is actually a summary of the replies to one question, "How would you describe the community Forest Service relations and attitudes?" The purpose of this question was actually two-fold: (1) to get some idea of how much the personnel were community-oriented in terms of recognizing that they are a part of the community, and (2) to serve as some basis for estimating the actual community Forest Service relationships.

Of the 19 replies¹ I received to this question, 16 said that the Forest Service is looked on in a favorable light, 2 thought that the relations were indifferent (neither good nor bad) and only 1 thought that the community looked upon the Forest Service unfavorably. This is only the gross aspect of the returns; several other important aspects of the relationship were mentioned. Six people noted that the Forest Service was often confused with the Michigan Conservation Department and 3 people mentioned that the Forest Service's contacts and relationships with the community were closer to the leading citizens than they were to the general public. They seemed to think that there was a lack of knowledge about the Forest Service on the part of the general public. In addition to these 3 who specifically pointed out a differentiation between the leading citizens and the public, there were 5 others who mentioned a general public unawareness of the Forest Service (these 5 also said that the relations between the Forest Service and the community were good).

From these replies and the interviews themselves, it seemed to me that the majority of the personnel were aware of, and actually observant of, the community. Many of the replies were identified with actual concern of the relationship or identification of the interviewee himself with the community, in terms of his own contacts.

¹Several interviews were cut short by work load.

The analysis of the interrelationships of the community and the Forest Service from the viewpoint of the Forest Service personnel seemed to indicate a favorable, if incomplete, relationship. Of the interviewees, 84% responded favorably; that is, the Forest Service occupied a favorable position in the community. However, 42% of the total responses mentioned either unawareness of the Forest Service by the General public or specified knowledge of the organization only by certain "publics" of the community.

Opinions on Joining Local Community Organizations

This analysis is again based primarily on a single question. "Is personnel participation in local organizations an important aspect in delineating community attitudes?"

The replies to this question were quite varied and some strayed considerably from the intent of the query, but it does present a concrete idea of their opinions towards this concept.

Of the 19 replies received, 11 (58%) were definitely positive in terms of replies such as "Yes, participation in local community organizations is an important factor to the Forest Service." These 11 replies were definite in connecting community participation with its effect on the Forest Service.

Almost all (95%) of the persons interviewed were in favor of joining organizations (as these 11 were), but 8 of them were not as specific in correlating the benefits of organizational participation to the Forest Service. In fact, 3 of these thought that the benefits to the Forest Service should be secondary and were very specific in pointing out that joining should be a personal and individual choice and not related at all to the organization (Forest Service).

Many of the officers mentioned that benefits would accrue to both the individual and the Forest Service as well as to the community, but this is outside the impetus for joining such local organizations.

It seems that the great majority of the personnel (18 out of 19 replies) are in favor of joining local organizations, but for a variety of reasons. Eleven mentioned its importance to the Forest Service while three opined (strongly) that it should be an individual decision not affected by the fact that the person is associated with the Forest Service.

An important point is that even though almost all were in favor of joining local organizations, four individuals had no social participation in the community (according to the measurement process used).

Social Participation of Forest Service Personnel

This section deals with the actual membership and participation of the Forest Service personnel in local community organizations. It will serve to more fully explain the method used for determining social participation and present the analysis of the data obtained. Several items will be presented: (1) a list of organizations with Forest Service participation, and (2) a social participation scale of personnel as related to specific organizations. This latter is actually the total social participation (SP) score of the Forest Service members in individual organizations.

The Chapin Social Participation Scale

The participation of the personnel in the organizational life of the community was determined through Chapin's social participation scale (see Appendix, p. 122).² In using this scale, I questioned the Forest Service personnel on organizations they belonged to, their attendance (the fact of attendance or nonattendance), their financial contributions (mere fact of financial contributions), their presence in committees, and their presence in organizational offices. This

²F. Stuart Chapin, Experimental Design in Sociological Research (rev. ed.; New York: Harper and Brothers, 1955).

information was scored as follows: each organizational membership, one point; attendance, two points; contributions, three points; committee memberships, four points for each one; and five points for each office held. The total of these points add up to the individual's total social participation score (SP).

This method of determining social participation is recognized as a valid method and, although quite old (1938), it has been used in a study as recent as 1967.³

Representation of Organizations

As a result of the returns from the questionnaire, a list of organizations in Cadillac with Forest Service representations was developed (see Table 4).

In analyzing the participation in these organizations, various problems were encountered. Some of the organizations, such as bowling leagues, P.T.A.'s, and church groups, are actually composed of several separate neighborhood bodies scattered throughout the area. Collectively, these groups are important organizations, but time and finances did not permit their breakdown into individual neighborhood groups. Several others, such as volleyball and tennis clubs, had so few members--

³R. Hagedorn and S. Labovitz, "An Analysis of Community and Professional Participation Among Occupations," Social Forces, LXVI (June, 1967), 483-491.

TABLE 4.--Voluntary Organizations with Forest Service
Members, Cadillac, Michigan, 1967.

Organization	No. of Forest Service Members	Rank
Bowling Leagues	10	1
Local Church Groups	6	2
PTA's	5	3
Boy Scouts	5	3
Elks	4	4
Jaycees	3	5
Country Club	2	6
Masons	2	6
Wexford co. United Fund	1	7
Civic Theater Group	1	7
Investment Club	1	7
Rotary	1	7
Kiwanis	1	7
Lions	1	7
American Legion	1	7
AMVETS	1	7
Golf League	1	7
Tennis Club	1	7
Volleyball League	1	7

coupled with a relatively small organization--as to make them inappropriate in the sense of this study.

Later in this thesis, in dealing with organizational attitudes towards the Forest Service, several of these groups have been deleted on the above bases. They were included in this section to show their place in the array and, in some cases, their collective importance.

One way to show the actual participation in these clubs by the Forest Service personnel is to sum Chapin's SP score of the Forest Service people in each organization (see Table 5).

It is interesting to note that membership by Forest Service personnel and participation by Forest Service people in these same organizations are not directly related for the range of organizations. The Jaycees, with only three Forest Service members (ranking 5th), ranks second in terms of actual participation by these three members. This may be related to the fact that it is a service organization of relatively great importance in the community.

The Jaycees is the only club in the first five which is not a neighborhood group. That is, it is not split up into various different segments of one organization.

Many of the clubs with the lower SP scores can be looked upon as a result of individual preference for some particular interest or type of recreation.

TABLE 5.--Participation of Forest Service Members in Voluntary Organizations, Cadillac, Michigan, 1967.

Organization	SP Score	Rank	Rank in No. of Members
Church Groups	72	1	2
Jaycees	64	2	5
Bowling Leagues	60	3	1
Boy Scouts	54	4	3
PTA's	30	5	3
Elks	24	6	4
Kiwanis	15	7	7
Rotary	14	8	7
Country Club	12	9	6
Lions	11	10	7
Civic Theater Group	10	11	7
Wexford United Fund	6	12	7
Investment Club	6	12	7
American Legion	6	12	7
AMVEST	6	12	7
Golf League	6	12	7
Masons	3	13	6
Tennis Club	3	13	7
Volleyball League	3	13	7

It would be impossible to determine a rationale behind this range of organizations, especially where there is nothing to use as "normal." The questionnaire was not designed to determine reasons or objectives for the choice of one organization over another. Personal preference, of course, as well as the type of individual (level of gregariousness), the place of any particular organization in the community, interpersonal influence and personal philosophies all play an important part in determining the composition of this list.

It would be interesting to see how these organizations would compare to a similar situation in various areas of the country, with various major functions of the Forest Service (recreation, timber, grazing, etc.) and with the passage of time.

Organizational Membership and
Participation as Related to
the Personnel

A little more can be gleaned from this data by presenting the SP scores as related to the personnel themselves. This is a difficult analysis because of the personal factor involved, but if presented in general enough terms, perhaps this can be circumvented.

Relating SP to length of stay in Cadillac, we get no clear relationship. The range of values seems to be scattered throughout the entire range of tenure in the

city, which is actually quite small (8-3/4 years) (see Table 6).

This factor seems to agree with various studies on organizational membership, which conclude, "Membership does not appear to be related to a variety of situational factors, for example, length of residence in the community, length of residence at the same address" (Under-scoring mine.)⁴

TABLE 6.--Social Participation of Personnel as Related to Tenure, Cadillac, Michigan, 1967.

Length of Stay (years)	SP
1/4	38
1/2	37
1/2	12
3/4	24
1	12
1	0
1 1/2	13
1 1/2	0
1 1/2	44
1 1/2	26
2	39
2	0
2	12
2	21
2 1/2	37
3	26
4	6
4	16
5	25
6	0
9	18

⁴C. H. Wright and H. H. Hyman, "Voluntary Association Memberships of American Adults; Evidence from National Sample Surveys," American Sociological Review, XXIII (June, 1958), p. 294.

The personnel, knowing their stay is limited, may decide not to become highly involved in the community if their job itself does not actually call for it. On the other hand, they may make a supreme effort to become a joiner for the same reason (short limited stay). These two factors may, to some degree, cover any relationship present between participation and length of stay.

In relating SP to age of personnel we again find no definition of a relationship (see Table 7).

It would be expected that SP would go up with age until it reached a cut-off point, but no evidence of this is found.

There does seem to be a significant difference between the SP of the district office and that of the supervisor's office. The district average is 32 while that of the supervisor's office is only 17. It is difficult to assume or decide anything from this comparison because of the very small sample of the district office (3), although it does seem to indicate a higher community participation level at the district office, at least for this particular area.

This could be explained by the type of position involved, where the field offices demand more social contact. It could also be explained because of the fact that the district survey touched only the three top officers, whereas the personnel in the Forest office

TABLE 7.--Social Participation Score of Personnel as
Related to Age, Cadillac, Michigan, 1967.

Age	SP
55	26
46	25
43	0
42	0
41	12
41	18
40	37
34	12
34	12
33	44
32	26
31	37
31	39
31	6
30	13
30	0
29	0
29	21
28	24
22	38

covered a wider range of work positions. Even though some of these positions are higher than the district office, they represent a lower position relative to the hierarchy of the supervisor's office.

Another important comparison is between the levels of the personnel. If we divide the personnel into two groups, those with staff positions (heads of sections) and others, we get a noticeable difference in SP scores. The staff personnel had an average SP of 37 while the remaining personnel had an average of 21. Although there is a wide range of scores within the 2 groups (a range of 44 in the staff group and 39 in the personnel group), this merely points out inconsistency among individuals in any one group, but still shows a relative difference between the 2 groups.

This data is again consistent with previous studies on associational memberships, where, "Membership is directly related to socio-economic status as measured by level of income, occupation [in this study, organizational position], home ownership, interviewers rating of level of living, and education."⁵

Others have also stated that, "The study [Participation Among Occupations] clearly supports the general

⁵Ibid.

importance of occupations in the explanation of membership and participation in voluntary associations."⁶

Organizational position, in the framework of a single work group could be looked at in a similar way as occupations are in the society at large.

In relation to the membership and participation of the Forest Service personnel as a whole and the general public, it seems that they are above average.

Data from the National surveys confirm the conclusion drawn by previous researchers based on local studies, which showed that a sizeable group of Americans are not members of any voluntary association and that only a minority belong to more than one such organization. . . . almost two-thirds of the respondents (64 per cent) belong to no voluntary organizations. . . . a fifth of the respondents belong to only one such organization. . . . and a sixth of the respondents (16 per cent) belong to two or more organizations.⁷

As compared to these figures, the Forest Service personnel interviewed showed that 19 per cent belonged to no voluntary organization, 81 per cent to at least one organization, and 76 per cent belonged to two organizations (categories not mutually exclusive).

The Forest Service personnel (in the study group of 21) rank even higher than voluntary association membership among professional and business people (29 per cent for businessmen and professionals versus 76 per cent for the Forest Service group) which belong to two or more

⁶Hagedorn, p. 491.

⁷Wright, p. 286.

organizations. This high score could be explained to some extent by the fact that the personnel interviewed were on a relatively higher socio-economic scale than the general public, but as related to the businessmen and professional group, the great difference is impossible to explain on this same basis.

Another interesting analysis can be shown through the types of organizations to which various SP scores relate. We can separate the array of SP scores into four sections on the basis of numerically consistent representation (see Table 8).

There seems to be a slight relation between the organizational-participation rank of individuals and the type of organizations they represent. Most of the service clubs are found in the upper half of the array while more of the recreation-oriented or personal-interest clubs are found in the lower half. Church groups, the Boy Scouts, and bowling groups are found throughout three of these subgroups.

There also seems to be a predominance of neighborhood groups, as opposed to fraternal, in the upper two subgroups. This agrees with other studies which indicate that, "The high-prestige occupations always rank neighborhood before fraternal, while the low-prestige occupations always rank fraternal before neighborhood."⁸

⁸Hagedorn, p. 488.

TABLE 8.--Subgrouping of SP Scores of Forest Service
Personnel, Cadillac, Michigan, 1967.

Subgroup	SP	Organizations	Members
1	44	Jaycees	2
	39	Boy Scouts	3
	38	Bowling	3
	37	Tennis	1
	37	PTA	2
		Church groups	3
		Theater group	1
		Investment club	1
2	26	PTA	2
	26	Church groups	2
	25	Bowling	3
	24	Volleyball	1
	21	Jaycees	1
		Boy Scouts	1
		Rotary	1
		Elks	2
		Country Club	2
		Kiwanis	1
		Masons	1
3	18	American Legion	1
	16	Elks	2
	13	AMVEST	1
	12	Church Groups	2
	12	Boy Scouts	1
	12	Bowling	2
		Golf	1
		PTA	1
		Lions	1
		Masons	1
4	6	Bowling	1
	0		
	0		
	0		
	0		

These terms, "high-prestige" and "low-prestige" groups, are only relative within the framework of this study, relating organizational position to occupational significance. They have no direct meaning, but only relate to a relative difference.

Summary

After defining and delimiting the personnel interviewed, together with some of their basic characteristics (broken down by Forest and district offices), an analysis of their opinions on the Forest Service community relations was presented and found to be favorable, but rather incomplete tending towards specific "publics" in the community.

Interpreting the interviewees' replies on the importance of participation in local organizations, it was found that the replies were definitely "yes," but with some reservations. Some thought that the benefits to the Forest Service should be a specific reason for joining an organization. Others pointed out that the individual should choose on his own personal basis and the benefits would accrue to both the Forest Service and the individual as a result.

In detailing the actual social participation of the personnel interviewed, it was found that they belonged to some nineteen community organizations with varying degrees of intensity. The amount of participation, as measured by

membership and by actual organizational participation, varied somewhat, but neighborhood organizations ranked above all others with the exception of the Jaycees who ranked fifth in number of Forest Service members and second in the participation of these members. The reason for this particular array of organizations with Forest Service membership is probably unique for that time and location. It would be interesting to note the array for other Forest Service administrative areas in the country or even in Cadillac at some time in the future.

As far as age was concerned, no relation was found between SP (social participation) and length of stay in Cadillac. However, some relation between SP as related to the district and Forest offices as well as between various organizational positions was found. The comparisons are justified on the basis of past studies, if organizational position in the framework of a single organization (Forest Service) is looked at in the same way as occupations are in society at large.

The Forest Service personnel interviewed also ranked higher in SP than the general public or even professional and business people as a group. This is an important comparison and it could be an important area for further study.

Some relation was also noted between the type of organization joined by the higher social participators

as compared to those lower on the scale. The higher participators seemed to be more heavily oriented towards service clubs and neighborhood groups while those lower on the scale tended more towards fraternal groups (neighborhood groups were still represented, but not as strongly).

It is difficult to assess these findings with this one study, but perhaps their importance can become more important if they are tied in with the following chapter on community attitudes towards the Forest Service.

CHAPTER V

COMMUNITY ORGANIZATIONS AND THEIR ATTITUDE TOWARDS THE FOREST SERVICE

Organizations are an integral part of any community; they vary in types and their relative importance among communities. The organizational outline of Cadillac will be defined in this chapter and an attempt will be made to analyze the organizations on the basis of their importance to the community and the Forest Service.

After selecting a few of these organizations on the basis of importance and their availability to Forest Service participation, a mail questionnaire was sent to their members. The returns from these questionnaires were analyzed to give some idea of their attitudes on community-Forest Service relationships, opinions on Forest Service integration into the community, their awareness of the Forest Service and their attitude towards the Forest Service. An attempt was made to delineate a relationship between the attitude of these organizations and the amount of Forest Service participation within them.

Voluntary Organizations in Cadillac

The organizational list of Cadillac, published by the Cadillac Chamber of Commerce, lists some 120 voluntary organizations and clubs. This large range of organizations necessitates some differentiation to understand the place of various clubs within the community, as well as to present a general picture of the organization pattern of the community.

Types of Organizations

The following breakdown presents a general idea of the types of organizations in Cadillac: (1) clubs with particular aims, (2) clubs with a particular type of membership, (3) social clubs, and (4) service clubs.

The majority of organizations are those that represent a particular aim or objective (Table 9).

These organizations represent 52% of all the voluntary organizations in Cadillac. The purpose of this type of club is the furthering of a particular objective. These clubs, individually, have more or less limited aims.

The second largest grouping (21%) are those with a particular type of person or profession as members (see Table 10).

These clubs have particular aims as do the previous group, but they are much more limited in the sense of type of members. In other words, the goal in this type of organization can be thought of as secondary. Many of

TABLE 9.--Voluntary Organizations Representing Particular
Aims, Cadillac, Michigan, 1967.

American Red Cross
Book Cart
Boy Scouts of America
Caberfae Inc.
Caberfae Ski Club
Cadillac Archery Club
Cadillac Coin Club
Cadillac Community Recreation
Cadillac Area Conservation Club
Cadillac Manufacturer's Association
Cadillac-Mitchell Boat Club
Cadillac Sportsman's Club
Cass P.T.A.
Child Study Club No. 1
Child Study Club No. 2
Child Study Club No. 3
Cooley P.T.A.
Civil Defense
Education Association
Footliters
4H Clubs (various)
Franklin P.T.A.
Girl Scouts of America
High Steppers Square Dance Club
Home Economics Extension Study Groups
Hospital Guild No. 3
Hospital Guild No. 4
Hospital Guild No. 5
Hospital Guild No. 7
Hospital Guild No. 8
Junior High P.T.A.

TABLE 9.--Continued.

Kenwood P.T.A.
Lincoln P.T.A.
McKinley P.T.A.
Michigan National Guard
Newcomers Club
Northern District Fair
P.T.A. City Council
Philharmonic Club
Royal Neighbors
Salvation Army
St. Ann's Altar Society
St. Ann's P.T.A.
Stone Ledge Arts and Crafts Club
Tourist and Resort Association
United Wexford Community Chest
Wexford County Cancer Society
Wexford County Farm Bureau
Womens Christian Temperance Union
Wexaukee Amateur Radio Club
Wexford County Historical Society
Wexford County Home Extension Council
Wexford County Safety Council
Wexford County Veterans Council
Wexford County Farm Bureau Womens Committee
Wexford Missaukee Heart Unit
Wexford Missaukee Medical Society
Wexford Missaukee Medical Auxiliary
Womens City Bowling Association
Youth For Understanding

TABLE 10.--Voluntary Organizations Representing Limited
Membership, Cadillac, Michigan, 1967

American Association of University Women
American Legion
American Legion Auxiliary
AMVETS
AMVEST Auxiliary
Business and Professional Women
Cadillac Area Ministerial Association
Cadillac Association of Insurance Agents
Cadillac Area Council of Church Women
Cadillac District Nurses Association
Cadillac District Practical Nurses
Christian Business Mens Association
Disabled American Veterans
Auxiliary Disabled American Veterans
North End Businessmens Club
Northwestern Michigan Underwriters
Paul Bunyan Board of Realtors
Retail Merchants Division
Student Council
U. of M. Alumni Association
Veterans of Foreign Wars
V.F.W. Auxiliary
Veterans of World War I
Veterans of World War I Auxiliary
War Brides Club

these clubs, by their very nature, would preclude Forest Service membership.

The third group, the social clubs, also represent 21% of the voluntary organizations in Cadillac (see Table 11). These clubs are termed social because their aim is social interrelationship among the members rather than an external objective. Any external objective in this group of organizations would be secondary.

The last and probably most important type of organizations are the Service clubs (see Table 12). These clubs generally have a particular aim or objective, but it is more community oriented than individual oriented.

These groups represent only 8% of the voluntary organizations in Cadillac. They are more widely known than any of the others, itself, an important factor of position in the community.

Important Organizations

These four types of organizations give a partial idea of the organizational outline of the community but not of their importance to either the community or the Forest Service. The means used in noting the importance of organizations was based on two questions on the questionnaires. These questions asked for the organizations most influential in the community and those most important to the Forest Service.

TABLE 11.--Voluntary Organizations with Social Objectives,
Cadillac, Michigan, 1967.

Berea White Shrine No. 27
 Blue Star Mothers
 Cadillac Country Club
 Cadillac Country Club Womens Association
 Cadillac Womens Club
 Clam Lake Lodge No. 331
 Eastern Star
 Eight and Forty
 Elks
 Exchange Club
 F. and A.M. (Cadillac Council No. 70)
 I.O.O.F.
 Viola Lodge
 Rebekah
 Ladies Encampment
 Knights of Columbus
 Last Mans Club
 Dan E. Levin Lodge No. 120
 Masonic Temple Association
 Moose Lodge
 Past Matrons Club
 Royal Arch Masons 193
 R. and S.M. No. 70
 Sojourners Club
 Twin Lake Rebekah Lodge No. 198
 Top Winter Wonderland Cadillac
 Women of the Moose Chapter 298

TABLE 12.--Service Organizations, Cadillac, Michigan, 1967.

Cadillac Club
 Chamber of Commerce
 Junior Chamber of Commerce
 Junior Chamber of Commerce Auxiliary
 Kiwanis
 Lions
 Optimist
 Rotary

In relation to those most important to the community, the service clubs were most often named. Table 13 represents the breakdown of these responses.

It is noted that the Service clubs are most often mentioned by both the Forest Service personnel interviewed and the members of the selected organizations. The importance of Service clubs in any community is substantiated by many readings related to community power as well as this simple test.

TABLE 13.--Clubs Mentioned as Influential to the Community by Forest Service Personnel and Selected Members of Organizations, Cadillac, Michigan, 1967.

Types of Clubs	Forest Service Personnel	Selected Organizations
Service Clubs only	52.4%	35.3%
Service Clubs and others	14.3	29.4
Others only	0	3.9
No Response	33.3	19.6
Misunderstood	0	11.8 ^a

^aThis large percentage of misunderstood questions resulted from a statement describing the Forest Service preceding the question. Many people named Forest Service objectives as a reply to this question (recreation, timber, etc.).

Service clubs were mentioned as being influential in the community (either singly or with other groups)

66.7% of the time by Forest Service personnel and 64.7% of the time by the selected organizations. The data also indicate a higher opinion of non-service organizations on the part of the selected community organizations than on the part of the Forest Service personnel. Of the non-service groups, those mentioned most often were (1) church groups--4 times, (2) Manufacturing or labor groups--3 times, (3) Fraternal--2 times, (4) Veterans groups--2 times, and (5) Child study groups--2 times.

Among the service clubs, individual clubs were mentioned in the following rank (by number of times mentioned).

TABLE 14.--Relative Importance of Service Clubs, Cadillac, Michigan, 1967.

Club	(No. of times Mentioned) Forest Service Personnel	(No. of times Mentioned) Selected Organizations
Junior Chamber of Commerce	10	12
Chamber of Commerce	7	19
Rotary	4	9
Kiwanis	5	7
Optimist	2	2
Exchange	0	2
Lions	1	1

The Forest Service personnel and the selected organizations seem to agree on this rank order except for the first two positions. They reverse the positions of the Chamber of Commerce and the Junior Chamber of Commerce. This may be attributed to the greater representation of the Forest Service personnel in the Junior Chamber of Commerce as opposed to the Chamber of Commerce.

In response to a similar question in regards to the importance of organizations to the Forest Service a slightly different response was obtained.

In this response, nonservice clubs became more important to the Forest Service personnel and to the organizational members. The major non-service clubs named were: (1) conservation and sports clubs--9 times, mainly by the selected organizations, (2) Womens clubs--2 times, (3) Industrial organizations--2 times, (4) Resort Owners--1 time, (5) Country Club--1 time.

It appears that the selected organizations looked upon the Forest Service in its community relations as dealing largely with conservation oriented or resource oriented groups. Whereas, the Forest Service personnel were more aware of the influence of the non-conservation groups on their organization. This may indicate several things: (1) that the community did not have full knowledge of the Forest Service in relation to the entire community, or (2) that they thought the Forest

TABLE 15.--Clubs Mentioned as Influential to the Forest Service by Forest Service Personnel and Selected Members of Organizations, Cadillac, Michigan, 1967.

Clubs	Forest Service Personnel	Selected Organizations
	- - - Per cent - - -	
Service Clubs only	38.1	25.5
Service Clubs and others	23.8	27.4
Others only	14.3	11.8
No Response	14.3	35.3
None	9.5	0

Service was more oriented towards organizations of this sort.

An interesting point is that 9.5% (2) of the Forest Service personnel interviewed mentioned that no organizations were important to the Forest Service in terms of its administration of the Manistee National Forest (both were in Cadillac over a year).

Selection of Organizations

This thesis is involved with the relationship of Forest Service membership in local voluntary organizations and the attitude of these organizations towards the Forest Service. Because of this, the organizations would be limited to those which Forest Service personnel would be able to join. This would delete such groups

as womens' organizations, and various non-voluntary groups such as the City Planning Commission or the Cadillac Board of Education. As a result, the following organizations were considered open to Forest Service participation (Table 16).

These organizations in turn may be separated into those with Forest Service representation (Those checked [*] in Table 16) and those without representation.

The organizations without Forest Service membership (or at least a sample of them) can be used as a control. Picking this control group with community importance in mind gives it a double use. These important organizations may point out attitudes significant to the Forest Service.

In this control group are also included several organizations not open to Forest Service membership but very important in the new community in relation to the Forest Service (Ski Club, Tourist and Resort Association).

As a result of these various factors and aims, the following organizations were sampled for attitude towards the Forest Service (see Table 17).

The Questionnaire

The questionnaire was sent to a small sample of the memberships of these selected groups. They consisted of several parts and were keyed in such a way (number and

TABLE 16.--Voluntary Organizations Open to Forest Service
Membership, Cadillac, Michigan, 1967.

American Legion*
AMVETS*
B.P.O.E.*
Boy Scouts of America*
Caberfae Ski Club
Cadillac Archery Club
Cadillac Camera Club
Cadillac Club
Cadillac Coin Club
Cadillac Country Club*
Cadillac-Mitchell Boat Club
Cadillac Sportsmens Club
Cass P.T.A.
Chamber of Commerce
Clam Lake Lodge No. 133
Cooley P.T.A.
Franklin P.T.A.
High Steppers Square Dance Club
I.O.O.F.
Junior Chamber of Commerce*
Junior High P.T.A.
Kiwanis*
Knights of Columbus
Dan E. Levin Lodge No. 120
Lincoln P.T.A.
Lions Club*
Masonic Temple Association*
McKinley P.T.A.
Metropolitan Club
Moose Club
Newcomers Club
Optimist Club
Philharmonic Club
R.A.M. 103
R. and S.M. No. 70
Rotary Club*
St. Ann's P.T.A.
Stone Ledge Arts and Crafts Club
U. of M. Alumni Association
United Wexford Community Chest
V.F.W.
Veterans of W.W.I
Wexford County Farm Bureau
Wexford County Historical Society

TABLE 17.--Organizations Selected to Determine Attitude
towards the Forest Service, Cadillac, Michigan, 1967.

Tourist and Resort Association
Wexford County Farm Bureau
Kiwanis Club
Optimist Club
Cadillac-Mitchell Boat Club
Cadillac Country Club
American Legion
Rotary Club
Masonic Temple Association
Boy Scouts of America
Caberfae Ski Club
Sportsmans Club
Junior Chamber of Commerce
Lions Club

placement of staples) as to allocate them, on their return, to each of these 15 organizations.

It consisted of: (1) a series of questions to determine their awareness of the Forest Service, its work and organization, (2) a series of questions to determine their attitude towards the Forest Service, (3) a question relating to their contact with Forest Service personnel, or, better, where they obtain their knowledge about the Forest Service, (4) two questions

relating to community-Forest Service relationships, (5) questions relating to organizations and their influence in the community and to the Forest Service and (6) one question referring to the Forest Service personnel and appropriateness in joining local organizations.

Awareness of the Forest Service
in the Community

This section consisted of two questions, one dealing with their knowledge of the Manistee National Forest and its administration by the Forest Service, the other inquiring about their knowledge of the work and organization of the Forest Service. These were simple yes and no questions. If their response was "no" they were not asked to reply to the questions necessitating some knowledge of the Forest Service.

Of the 51 responses to this query 94% (48) said that they knew of the Manistee National Forest and its administration by the United States Forest Service. Those that did have some idea of the work and organization of the Forest Service numbered 44 (86%).

There was no preponderance of "no" replies. In some cases the "no" responses represented an individual from an important organization such as the Country Club, Sportsmans Club, Chamber of Commerce, or Tourist and Resort Association.

The Sportsmans Club and the Tourist and Resort Association, being so dependent on the Forest Service as a use area or a calling card, would seem to be expressly interested in the Manistee National Forest and its administration. Yet here we have an individual in each of these organizations who states no knowledge of the work or administration of the Forest Service. Their numbers are not high, but even one individual so closely related to the use of the National Forest would seem to create cause for concern.

Where the Knowledge of the
Forest Service Comes From

Question number 4 consisted of several parts;

4. Where does your knowledge of the Forest Service and its work come from? (check appropriate items)

___work contact

___informal contact (if so, A or B)

___A. Speeches, newspaper articles, etc.

___B. acquaintances (if so, a or b)

___a. from clubs, social organizations, etc.

___present members

___past members

___b. other (explain)

The purpose of this question was to determine where the sample of selected organizations got their contacts, and thus their knowledge of the Forest Service and its work.

The main topic of this thesis is informal contact (as opposed to work contact). The responses to this breakdown between work and informal contact was quite startling. Of the respondents, 82.4% (42) marked informal contact (alone or in conjunction with work contact), and 35.3% (18) checked work contact.

It seems that from this data informal contact makes up a large part of the channel for information about the Forest Service to these selected organizations.

What kinds of informal contact does this represent? What is informal contact? Perhaps the following data will help answer these questions.

Of the informal contact, 71.4% (30) respondents checked "newspaper articles, speeches, etc." and 95.2% (40) marked "acquaintances." This, of course, is only from those respondents who checked "informal contact" (42). Of the returns, 28.6% were checked acquaintances only, 4.8% were marked newspaper articles and speeches only, 66.6% (28) mentioned both. It seems, from this data, that informal contact is an important factor of public contact.

Following this line of questioning further, it was found that of the 40 persons who mentioned acquaintances as a contact, 29 of these (72.5%) mentioned them as being from "clubs, organizations, etc." Only 5 (12.5%) said that these contacts were from neighbors, friends,

customers, etc. Both responses were marked by 2 respondents (5.0%), and there was a 20% nonresponse to this portion of the question.¹

To determine whether these contacts through the clubs and organizations were from present or past members a final section to this question was included. Of the 29 respondents who checked their contacts as being from clubs or organizations, 75.9% checked present members, 37.9% from past members, and 27.6% mentioned both.²

In conclusion, 29 out of the 51 returned questionnaires (56.9%) indicated informal contacts, from acquaintances through clubs and social organizations as their means of obtaining their knowledge of the Forest Service and its operations. Even though the sample was not representative of the general public, the results represent a primary contact with this specialized public (members of organizations). The great preponderance of influence would seem to be from personal contact which, in the case of this study group is through organizational interaction.

Forest Service-Community Relations

As a corollary to a similar question asked of the Forest Service personnel, a question was included asking

¹These percentages do not add up to 100% because the divisions are not mutually exclusive.

²Ibid.

the sample to describe community-Forest Service relationships and attitudes. The responses were very favorable, 50% of the responses mentioned very good or higher (excellent, etc.) in describing these relationships, and 90.4% ranked them as good or higher (11.8% of these involved personal interpretation of answers, the remainder used the words good, very good, etc.). This indicates an extremely good attitude towards the Forest Service. In fact, they ranked the relationships even higher than the Forest Service personnel themselves. This may be due, in part, to the fact that the individuals sampled may have been representatives of the "particular publics" of which the Forest Service people spoke (as being more aware of the Forest Service than the general public).

No disparaging remarks towards the Forest Service, as such, were found. Those that were seemed aimed at the "government" in general. As opposed to this, there were several very laudatory remarks about the Forest Service and its personnel.

In the light of these responses the next question seems superfluous, it stated, "If you feel that these relationships and attitudes are unfavorable, how could they be improved?" As a result there were very few responses to this question (9). Those that did reply were general and not at all interconnected.

Community Opinion on Forest Service
Integration with the Community by
Means of Joining Local Organizations

Almost all (except one) of the respondees thought, or at least opined, that Forest Service participation in the community was a good idea. They, of course, listed various reasons, some stating it as being favorable to the community (22), to the Forest Service (16), or to the individual (6). Some (5) included more than one of these reasons. There were a few non responses (4) and some that were non-committal (10). The majority of the returns recognized the benefits of local organizational participation to either the Forest Service or the community.

These results may be biased due to the sample being composed of participators (members of organizations). This would tend to make them more in favor of organizational participation. Not one person mentioned membership of Forest Service personnel in local organizations as being in conflict with the objectives of the Forest Service.

Attitude Analysis and Attitude
Towards the Forest Service

This portion of the questionnaire concerned with the definition of an attitude scale is based on Ford's, "A Rapid Scoring Procedure for Scaling Attitude Questions."³

³Robert N. Ford, "A Rapid Scoring Procedure for Scaling Attitude Questions," Public Opinion Quarterly, XIV (Fall, 1950), 507-532.

The general idea of this scaling system was discussed earlier in the thesis (p. 14). Roughly it involves the presentation of a series of restatements about one subject upon which the researcher is interested. The researcher hopes to get a "percentage split" to these questions, i.e., positive responses in various percentages. With this rank of positive responses, Ford defines a method for testing their scalability based on internal consistency as measured by "mistakes" in the "normal rank order," in other words, the way they should be answered if the percent returns described their "difficulty."

Within certain limits, these mistakes determine the scalability or non-scalability of the various questions. The method Ford uses to determine these mistakes is to apply a "unique" score (weights based on geometric progression) to each of the responses. This weighted unique score defines each individual's response to the questions. Within these unique scores are several "perfect" scores in which the individual who has obtained this score has answered the questions in the order prescribed by the percentage splits of the total returns.

Included in the appendix is a reprint of this method for further reference. Also included is the procedure used for determining the scalability of the questions in the questionnaire.

The questions in this method must be phrased with such varying intensities of difficulty as to give a wide range of positive percentages. This would necessitate a "pretesting" involving considerable time. In circumventing this problem, the questions were based on a preliminary assumption held as to how the community felt towards the Forest Service. This was a rough estimate, but the best that could be done under the circumstances.

In the final analysis of scalability with Ford's procedure, three of the questions had to be dropped because they did not meet the criteria. This left only one question on which to base a scale of attitudes. This did not present a great enough definition of attitudes to really define this factor as the basis for a scale.

Because this scale did not develop, an alternate scale was adapted from a previous question in the questionnaire; "How would you define the Community-Forest Service relationships and attitudes?"

This scale is based on semantic differential on a voluntary basis. This question was not designed to set up an attitude scale, but the returns were such (of the 42 valid responses, 23.8% used "excellent" in the description, 26.2% used "very good," 28.6% used "good," 4.8% used "fair," and 2.4% said "it could be improved")

as to be applicable to the forming of a scale. These words (excellent to fair) can be looked at as a scale of attitudes or opinions about the Forest Service, and can be numbered from 1 to 4, from negative to positive attitude.

Included in this analysis is the percentage return of the questionnaires to give some idea of their values. As a result of the determination of this scale, the attitudes of organizations with and without Forest Service personnel as members may be compared (see Table 18).

One way of looking at these relationships or results is by means of "crossbreaks."

The crossbreak is a common and useful form of analysis that can be used with almost any kind of data. Its principal use, however, is with nominal data, especially of a dichotomous nature. Apart from its actual research use, the crossbreak is a valuable pedagogical device. Its clarity and simplicity, plus its usefulness in structuring variables, make the crossbreak an effective tool for learning how to structure research problems and how to analyze data. . . . The major purpose of crossbreaks is simply stated: to facilitate the study of an analysis of relations. Crossbreaks, by conveniently juxtaposing research variables, enable the researcher to determine the nature of the relations between variables.⁴

A crossbreak (or 2x2 table) of the preceding data would take the following form (p.102).

The table based on the alternate scale shows some relation (positive) between Forest Service participation

⁴Fred N. Kerlinger, Foundations of Behavioral Research (New York: Holt, Rinehart, and Winston, Inc., 1966), p. 625.

TABLE 18.--Organizational Attitude Towards the Forest Service as Related to Forest Service Membership, Cadillac, Michigan, 1967.

With Forest Service Membership			Without Forest Service Membership		
Club	% Return	Attitude Rank of Individual	Club	% Return	Attitude Rank of Individual
Rotary Club	60	3,4,4,	Tourist and Resort Assoc.	33	3
Country Club	83	4,4,2	Optimist Club	67	4,4,3,2
Boy Scouts	100	4,3,3,3,1	Ski Club	14	2
Masonic Temple Assoc.	83	3,1	Chamber of Commerce	50	4,3
Junior Chamber of Commerce	40		Boat Club	60	3,2
Kiwanis	40	2,2	Farm Bureau	100	2,2
American Legion	80	3,3,2	Sportsmans Club	67	4,2,2,2
Lions	33	1			
AVERAGE % return = 64.9%			AVERAGE % return = 55.9%		

and attitude and no Forest Service participation and attitude.

		Good Attitude ^a	
		yes	no
F. S. Participation	Yes	73	27
	No	50	50

^aThe separation between "good" and "bad" attitude is the attitude score of "4&3" or "2&1".

When the clubs with Forest Service representation are ranked according to SP score and compared with attitude of the organizations, the following configuration shows up (Table 19).

By separating these organizations between service and non-service clubs we also find a tendency towards a relationship (see Table 20). The tendency is towards a negative relationship, but not a strong one. The service organizations have a lower proportion of high scores than the non-service organizations.

This table becomes even more important when it is taken in conjunction with a similar setup of clubs without Forest Service membership (see Table 21).

The second table shows a strong positive relationship of service orientation and attitude towards the Forest Service.

TABLE 19.--SP of Forest Service Personnel as Related to Organizational Attitude Towards the Forest Service, Cadillac, Michigan, 1967.

Club	SP	% Return	Attitude Rank of Individuals
Junior C of C	64	40	4
Boy Scouts	54	100	4,3,3,3,1
Kiwanis	15	40	2,2
Rotary	14	60	4,4,3
Country Club	12	83	4,4,2
Lions	11	33	1
American Legion	6	80	3,3,2
Masonic Temple	3	83	3,1

		Attitude	
		Hi ^a	Lo ^b
SP	Hi ^c	83	17
	Lo ^d	57	43

^aAttitude score of 4 or 3 ^bAttitude score of 2 or 1

^cSP above 53

^dSP below 54

This data indicates that Forest Service membership in service organizations either has a tendency towards an adverse affect on organizational attitudes towards the Forest Service, or that Forest Service membership influences non-service clubs to such a relatively higher

TABLE 20.--Organizational Attitude Towards the Forest Service and Non-service Clubs
with Forest Service Membership, Cadillac, Michigan, 1967.

Service Clubs				Non-Service Clubs			
Club	SP	% Return	Attitude Rank of Individuals	Club	SP	% Return	Attitude Rank of Individuals
Junior C of C	64	40	4	Boy Scouts	54	100	4,3,3, 3,1
Kiwanis	15	40	2,2	Country Club	12	83	4,4,2
Rotary	14	60	4,4,3	American Legion	6	80	3,3,2
Lions	11	33	1	Masonic Temple Assoc.	3	83	3,1
AVERAGE % return = 43%				AVERAGE % return = 86%			

Attitude		Attitude	
		Hi	Lo
Service Orientation ^a	Hi	57	43
	Lo	69	31
^a Service versus non-service clubs			

TABLE 21.--Organizational Attitude Towards the Forest Service of Service and Non-service Clubs Without Forest Service Membership, Cadillac, Michigan, 1967.

Service Clubs			Non-Service Clubs		
Club	% Return	Attitude Rank of Individuals	Club	% Return	Attitude Rank of Individuals
Tourist and Resort Assoc.	33	3	Ski Club	50	2
Optimist	67	4, 4, 3, 2	Boat Club	60	3, 2
Chamber of Commerce	50	4, 3	Farm Bureau	100	2, 2
			Sportsmens Club	67	4, 2, 2, 2
AVERAGE % return = 50%			AVERAGE % return = 69%		
Attitude					
		Hi	Lo		
Service Orientation	Hi	86	14		
	Lo	22	88		

degree than service clubs as to give the appearance of a negative relationship.

These 2x2 tables can be viewed together to make this relationship clearer.

TABLE 22.--Comparison of Attitudes of Service and Nonservice Clubs Towards the Forest Service with Forest Service Membership, Cadillac, Michigan, 1967.

		Forest Service Participation			
		no		yes	
		Attitude		Attitude	
WITH ALTERNATE SCALE		H1	Lo	H1	Lo
Service Orientation	H1	86	14	57	43
	Lo	22	84	69	31
		Positive relationship		Tendency towards negative relationship	

Summary

This chapter on community organizations points up the importance, in numbers and influence, of the several types of organizations in Cadillac (those with particular aims, a particular type of membership, social clubs, and service clubs). The service clubs, though only represented by 8 organizations, were noted as the most influential in the community by both the Forest Service personnel and the sample of the selected organizations.

These selected organizations gave less importance to the service clubs when the influence was related to the Forest Service. They were more aimed towards the conservation and sports clubs. The Forest Service personnel maintained the same opinion of the service groups even when the influence was tied to the Forest Service itself.

In analyzing the questionnaires it was found that the majority of the respondents had some knowledge of the Forest Service and the Manistee National Forest (94.1%), as well as the work and organization of the Forest Service (86.3%). Several of the no replies to this question were from important organizations (sportsmens club, Chamber of Commerce, Tourist and Resort Association, and the Country Club).

It was found that 56.9% of the respondents indicated that they gained their knowledge of the Forest Service and its administration from acquaintances through clubs and social organizations. This represents a major means of contact with a specialized public (members of organizations).

The respondents indicated a highly favorable attitude towards the Forest Service. They were ranked as good or better by 90.4% and as very good or excellent by 50% of the respondents in their descriptions of the community-Forest Service relationships. The responses also gave the general opinion that Forest Service participation was

a good idea and would benefit the community (22 mentions), the Forest Service (16 mentions), or the individual (6 mentions).

In determining the attitude scale with the original series of questions it was found that three of them could not be used (they did not meet the scalability criteria as set up by Ford). As a result, an alternate scale using a former question (How would you describe the community-Forest Service relationships and attitudes?) was devised. Although this question was not designed for an attitude scale, the returns suggested it could be used to form one based on voluntary semantic differential.

This scale was used in the analysis of the attitude. It was found that there was a tendency towards a positive relationship between Forest Service membership and organizational attitude towards the Forest Service. Also, a tendency towards a positive relationship was noted between SP and attitude.

By separating the organizations between service and non-service groups, a tendency towards a negative relationship was noted. The service clubs had a lower proportion of high scores than did the non-service clubs (in those clubs with Forest Service membership). In the groups without Forest Service membership (broken down in the same manner) it was found that the alternate scale measured a strong positive relationship.

This data indicates that either: (1) there is a negative relationship, or (2) the Forest Service membership in service organizations does not affect organizational attitudes as easily as the Forest Service membership in non-service clubs, thus giving the appearance of a negative relationship.

U

1

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3

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CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

What relation is there between "social forces," a part of any administration and management situation, and attitude as related to organizational membership?

Attitude, itself, is one aspect of these social forces, it helps create public acceptance of an organization as well as its programs.

Organizational membership is not only a way of affecting this attitude, it also is a method of understanding these social forces on the local scale. In effect, these two variables are important in themselves as well as in relation to each other.

This chapter will attempt to determine conclusions regarding these variables as they work together in the light of the data.

Administration as Related to the Local Community and Organizational Membership

Some background on the community and administration will serve to acquaint one with the relationship of the community and the administrator.

. . . organization primarily in an area basis is closely related to the philosophy of multiple use. The essence of multiple use management of Federal lands is conscious planning and conscious choice among uses so as to minimize conflicts and maximize total output. This is far more likely to be achieved if there is one man in charge of a particular area who has the responsibility for fitting various uses together. He has the responsibility for coordinated action, but is exposed to various special interest groups and pressures. He is more likely to consider all aspects of resource use in his area than would a series of specialists, each dedicated to his own specific program.

In relation to these aforementioned interest groups,

It is at the local level that various interest groups are often most effective. While they are unlikely to be formally organized, as they are at a state or national level, they may be all the more powerful because of the face-to-face nature of their contacts with the federal employee. Many of the individuals are the local officers friends. They can exert substantial pressure on him to conform to their standards and their objectives.¹

This is one relationship of the local administrator, the pressure groups. These could be sawmills, hunting groups, or other forest oriented industries or user groups.

The administrator has to recognize these pressure groups and their objectives, both stated and unstated, and their place in the community. He must listen to these groups for they are an important part of the community. But they must not be all controlling. How does the administrator control them? He must first understand their position in the community as well as his own

¹Marion Clawson and Burnell Held, The Federal Lands: Their Use and Management (Baltimore: The John Hopkins Press, 1957), p. 167.

position. He must interpret his decisions and the effectiveness of his decisions partly on his position within the community.

Even though an uninterested sector of the community (in relation to a specific management or administrative decision) will not be cognizant of a situation, they may have played an important role in delineating the position of the administrator in the community. Thus, they indirectly affect the decision. Mere knowledge and acceptance of the Forest Service in the community gives the administrator a higher position in the eyes of the local public.

The administrator must understand the organizational interrelationships of the community as well as his own position within them. What better way is there of doing this than by actively participating in the community.

It presents the community with an opportunity to recognize the Forest Service and its job as well as a chance for the administrator to get to know the community.

He must be a part of the community, not only nominally but actually, for this is one of the frameworks within which he has to work. It is the framework within which the local people (pressure groups as well as nonpressure groups) will place him and his organization in their evaluation. This is important not only on the local level but also collectively, in relation to the entire

Forest Service. ". . . he [administrator] needs to have exact data on the frequencies and intensities of attitude and opinions and to have an undistorted picture of the larger patterns of which these form a part."²

Organizational Membership

Organizational membership is the means of contact for a large number of people. The majority of the organization sample indicated that they obtained their information about the Forest Service and its administration through informal contacts in clubs and social organizations. This fact loses some of its significance when it is remembered that the population the sample was taken from was composed of organization members. This would tend to increase their chances of having contact with the Forest Service through organizations. More important is the fact that relatively few persons indicated work or formal contacts as their base of knowledge about the Forest Service. It cannot be said that the community in general gains its knowledge of the Forest Service from club or social contacts, but it does point out that an important part of the community does (organizational members).

The responses from the professional forestry personnel indicated that as a group they were above average

²David B. Truman, "Public Opinion Research as a Tool of Public Administration," Public Administration Review, V (Winter, 1945), p. 62.

in social participation, and that this participation was not tied to age or tenure in the community. This latter factor, backed by national studies, is important because of the generally short locational tenure of the Forest Service personnel.

The organizational position played an important role in the participation of individuals, but it is not certain whether this is a determinant or an effect.

From this information it must be concluded that the Forest Service personnel are aware of the importance of local organizations, and as a result are actually heavily involved with them. They are represented in some 19 organizations in the city ranging from bowling or P.T.A. groups to the Junior Chamber of Commerce.

Certain organizations tend to be more important than others. In Cadillac, as in most cities, the service organizations hold the most influence, at least as determined through the questionnaire. Both the Forest Service personnel and the selected organizations recognized this influence, in relation to the community. In relation to importance to the Forest Service, the selected organizations gave more weight to conservation and sports clubs but the Forest Service personnel felt the service clubs most important. Yet, even though they thought this way, and were high participators in these organizations, the service clubs had a lower percentage

of high attitude towards the Forest Service than did the non-service clubs.

Organizational Membership and Attitude

The hypothesis brought forth earlier in this thesis, organizational attitude is directly related to participation of Forest Service personnel in these organizations, was not fully proven. This may be a result of the inadequacies of the measuring instruments. The data was somewhat difficult to analyze due to the failure of the original attitude scale to develop. Thus, in relation to the hypothesis, it can only be stated that there seems to be a tendency in this direction but positive proof cannot be given.

This same statement could also be used to describe the relation between organizational attitude and the Forest Service membership or non-membership. This data analysis was a little more definite with the scale showing a tendency towards a positive relationship.

One important conclusion from this data is that the service clubs seem to be the least influenced by Forest Service membership in their attitude towards the Forest Service. This shows up to such a degree as to indicate a tendency towards a negative relationship of service clubs to attitudes. This may be brought about either because of (1) the relatively greater influence Forest Service membership has on non-service clubs as

opposed to service clubs, or (2) an actual negative influence of Forest Service membership in service clubs.

It seems that the Forest Service personnel membership either has little or negative influence on service clubs while it has a disproportionate amount of positive influence on non-service clubs. These service clubs are those selected as important by the Forest Service and the selected organizations of the community.

Recommendations

The organizational community of Cadillac is generally quite cognizant of the Forest Service and its administration, except for a few important individuals. The Forest Service should attempt to clearly delineate those areas in organizational membership in which they are lacking and make an attempt to reach all, or as many of these individuals or clubs as possible. They already seem to have done a very commendable job in this respect, but the few exceptions are important ones.

The organizational membership of the Forest Service personnel is well scattered throughout the entire range of organizations in Cadillac, with generally a high rate of participation in these organizations. There seems to be no advancement here except, perhaps to put some effort into determining where membership is lacking in the community. Realizing that to try and force membership of the personnel into the selected organizations is

foolhardy, perhaps a specific effort at outlining the entire range of organizational opportunities in Cadillac would be helpful.

Local organizational membership is a Forest Service policy, but is it tied in to the local area? This outlook may be helpful. A strong output in this direction is not recommended, but rather a helpful push.

More study, formal or informal, should be done on this relationship expressed between service organizations and attitude towards the Forest Service as affected by Forest Service membership. Is there actually a detrimental connection? If so, what causes it and how can it be prevented? If it is actually a relative difference in influence rates, again, what causes it and how can it be prevented?

The service organizations are the most important in the community and their membership represents both the "influentials" and the "power groups" of the community.

In summary it seems that the Forest Service recognizes the importance of local organizations and are active participants in this area but there are a few unknown factors (mainly this relation with the service clubs) which demand more study. There should be more effort put into studying local organizations and their actual influence on various Forest Service programs.

APPENDIX

QUESTIONNAIRE TO DETERMINE SOCIAL PARTICIPATION SCALE OF
FOREST SERVICE PERSONNEL AND THEIR OPINION TOWARDS
COMMUNITY-ORGANIZATION RELATIONS

PERSONAL INFORMATION

Position in the Forest Service (classification) . . .
Tenure in the Forest Service years
Native to the area
Training and/or education
Age years

MEMBERSHIP AND PARTICIPATION DATA

	Organization	Member	Attendance	Financial contributions	Committees (present)
1.	.	.	.	.	.
2.	.	.	.	.	.
3.	.	.	.	.	.
4.	.	.	.	.	.
5.	.	.	.	.	.
6.	.	.	.	.	.

	Committees (past)	Offices (present)	Offices (past)
1.	.	.	.
2.	.	.	.
3.	.	.	.
4.	.	.	.
5.	.	.	.
6.	.	.	.

OPINIONS

1. How would you describe the community-Forest Service relations and attitudes?
2. Which organization do you believe generally have the most influence or status in the community?
3. Which organizations do you believe are the most important to the Forest Service in relation to community attitude or administration at the district level? Why?
4. Is personnel participation in local organizations an important aspect in delineating this community attitude? Give some examples.

5. How have these types of organizations of importance to the Forest Service changed in the recent history of the area, if at all?
6. Do you see formation of any new kinds of community organizations that might be important to the Forest Service?

Social Participation Scale, 1952 Edition¹

By F. Stuart Chapin
University of Minnesota

This scale measures the degree of a person's or family's participation in community groups and institutions. It was first published in 1928 and its use since then has given the following partial standardization, among urban families: reliability coefficients $r=.89$ to $.95$; validity coefficients, with social status $r=.62$ to $.66$, with income class $r=.52$, with occupational groups $r=.63$, with years of formal education $r=.54$, between husband and wife $r=.76$.

This is a Guttman-type scale with reproducibility coefficients of $.92$ to $.97$ for groups of leaders. High scores of 18 and over represent titular leader achievement. The five components of the scale measure different dimensions: intensity of participation by Nos. 2, 3, 4, and 5; extensity by No. 1. Also, acceptance-rejection in formal groups measured by Nos. 1, 4, and 5, for which the intercorrelations are found to be of the order of $r_{14}=.53$ to $.58$; $r_{15}=.36$ to $.40$; $r_{45}=.36$ to $.40$. Social participation proper is measured by Nos. 2 and 3, with intercorrelations of $r_{23}=.80$ to $.89$. Other interrelationships among the components have been found to be of the order of $r_{12}=.88$; $r_{13}=.89$; $r_{24}=.60$; $r_{25}=.60$; $r_{34}=.40$; $r_{35}=.35$; and $r_{45}=.50$ to $.58$.

Mean scores for occupational groups are as follows:

I. Professional, and II. Managerial and Proprietary, 20 (upper limit 99); III. Clerical, 16; IV. Skilled, 12; V. Semiskilled, 8; and VI. Unskilled, 4.

DIRECTIONS

1. List by name the organizations with which the husband and wife are affiliated (at the present time) as indicated by the five types of participation No. 1 to 5 across the top of the schedule.

It is not necessary to enter the date at which the person became a member of the organization. It is important to enter L if the membership is in a purely local group, and to enter N if the membership is in a local unit of some state or national organization.

¹F. Stuart Chapin, Experimental Design in Sociological Research (rev. ed.; New York: Harper and Brothers, 1955), p. 276.

2. An organization means some active and organized grouping, usually but not necessarily in the community or neighborhood of residence, such as club, lodge, business or political or professional or religious organization, labor union, etc.; subgroups of a church or other institution are to be included separately provided they are organized as more or less independent entities.
3. Record under attendance the mere fact of attendance or nonattendance without regard to the number of meetings attended (corrections for the number attended have not been found to influence the final score sufficiently to justify such labor).
4. Record under contributions the mere fact of financial contributions or absence of contributions, and not the amount (corrections for amount of contributions have not been found to influence the final score sufficiently to justify such labor).
5. Previous memberships, committee work, offices held, etc., should not be counted or recorded or used in computing the final score.
6. Final score is computed by counting each membership as 1, each attended as 2, each contributed to as 3, each committee membership as 4, and each office held as 5. If both parents are living regularly in the home, add their total scores and divide the sum by two. The result is the mean social participation score of the family. In case only one parent lives in the home, as widow, widower, etc., the sum of that one person's participations is the score for the family (unless it is desired to obtain scores on children also).

DEPARTMENT OF RESOURCE DEVELOPMENT

December 14, 1967

Dear Sir:

One of the important activities of the federal government in Cadillac is the United States Forest Service which has 40 to 50 persons located there. How well do these employees associate with the community, and how important are these associations? This is the purpose of a study which is presently being done in Cadillac.

The intent is to determine the attitude towards the United States Forest Service by selected organizations in Cadillac. In addition, we are trying to find some relation between this attitude and the social participation of Forest Service personnel.

The Forest Service is the federal land management agency responsible for the administration of the Manistee National Forest. This Forest is located just to the west of Cadillac and has several administrative offices within the city itself.

Your help is needed in completing this study through answering and returning the enclosed questionnaire. You need not identify yourself on this questionnaire and all sources of information will be kept confidential. It would be helpful if your questionnaire could be returned by December 29, 1967.

Your time and efforts are greatly appreciated. Thank you.

Sincerely yours,

Frederick T. Kacprzyński
Graduate Research Assistant

FTK:dm
Enclosures

QUESTIONNAIRE TO DETERMINE COMMUNITY
ATTITUDE TOWARDS THE UNITED STATES
FOREST SERVICE

1. Are you aware of the Manistee National Forest and its administration by the United States Forest Service?

____yes

____no (Disregard questions 2-6, turn to p. 3.)

2. Do you have some idea of the work and organization of the United States Forest Service?

____yes

____no (Disregard questions 3-6, turn to p. 3.)

3. a. Does the Forest Service do a good job of land management in the area?

____yes

____no

- b. Are you satisfied with the facilities and use of the Manistee National Forest?

____yes

____no

- c. Are the aims of the Forest Service's management of the Manistee National Forest compatible with those of the community?

____yes

____no

- d. Is the Forest Service an efficient agency in its management of the Manistee National Forest?

____yes

____no

4. Where does your knowledge of the Forest Service and its work come from? (check appropriate items)

_____work contact

_____informal contact (if so, A or B)

_____A. speeches, newspaper articles, etc.

_____B. acquaintances (if so, a or b)

_____a. from clubs, social organizations, etc.

_____present members

_____past members

_____b. other (explain)

5. How would you describe the community-Forest Service relationships and attitudes?

6. If you feel that these relations and attitudes are unfavorable, how could they be improved?

The United States Forest Service, under the direction of the Secretary of Agriculture, is responsible for applying sound conservation and utilization practices to the natural resources of the National Forests. These lands (National Forests) are managed for recreation, timber, wildlife, and water. The Manistee National Forest in this area is one of these management units.

7. Which organizations do you believe have the most influence or status in the community?

8. Which community organizations do you believe would be the most important to an agency such as the Forest Service?

9. Do you think it appropriate for Forest Service personnel to be active in community organizations in this area? Why?

Instructions for Determining Scalability²

- Step 1 - Enter data in boxes at top of Scaling Sheet.
- A. Arrange questions in descending order of positive percentages and list them as indicated.
 - B. Enter the positive percentages. (If only a subsample is being used, enter percentages based on the sub-sample rather than the entire sample.) If less than 6 questions are being tested, ignore the bottom cell or cells.
 - C. Enter the card column numbers.
 - D. Enter the codes that are being considered as positive. If in doubt, review Part I, section entitled "On Dichotomizing the Items."
 - E. Enter the codes that are being considered as negative.

- Step 2 - Score the cards. The run sheet shows actual scoring results from the 6 question sample. The basic scoring procedure is the same regardless of the number of questions. While it is possible to score the cards without using the Run Sheet, it aids in controlling the work and, as will be pointed out in Step 8, enables you to drop an unsatisfactory question for a new trial without actually resorting the cards.
- A. Using an I.B.M. counting sorter, sort the cards on the question that has the highest weight into positive and negative groups.
 - B. Sort the positive people into positive and negative groups on the question with the next highest weight. Enter the count on the Run Sheet.
Sort the negatives into positive and negative on this same question, obtaining two piles. Mark the piles and enter the count.
 - C. Proceed to the question with the next highest weight, etc.
 - D. A total of 16 piles, counting the "0" pile could have appeared at the end of sorting.
 - E. Hold these piles separately. If you are satisfied after Step 8 that a scale exists, these piles can be picked up in such a way as to place the individuals in the best rank order.

- Step 3 - Enter frequencies and inspect for Random Distribution of Error (Criterion I).
- A. Transfer the final count for each score group to the "frequency" column of the Scaling Sheet. Check sum of frequencies.
 - B. Inspect the frequencies of non-scale scores. Scale scores, or perfect scores, have been marked

with asterisks. If there is high concentration in one or more particular non-scale scores, this indicates that error is not randomly distributed, as is required for an acceptable scale. Sometimes an inspection of the pattern of responses of these non-scale types gives insight into their attitude and enables one to treat them separately. Empirically, if a non-scale score contains over 5 per cent of the sample population, the scale should be viewed with suspicion. Another trial may clear up the difficulty (see Step 8).

Step 4 - Compute the error

- A. Multiply each score frequency in the frequency column by the number of errors for that score as given in the "Total Errors" column, and enter the sum. This is the total number of errors in the scale.
- B. Similarly, multiply the frequency column by the errors in the positive category and the errors in the negative category.
- C. Check: sum of errors in the positive and negative categories should equal the total number of errors in the scale.

Step 5 - Determine whether category error is less than half the category frequency (Criterion II).

- A. Place the total number of people who selected this positive response to Question A under the appropriate column in the "Response Involved" row. This can be obtained most readily from the basic tabulation.
- B. Repeat for Questions B, C, and D; and similarly for the errors in the negative categories.
- C. The total of these 8 columns should equal the number of people in the study multiplied by the number of questions in the scale.
- D. If the frequency of error in any column is as much as, or more than one-half the number of responses involved in that same column, the question is either not a suitable scale question or it has been improperly dichotomized (see Step 8).

Step 6 - Compute per cent error for entire scale (Criterion III).

- A. Divide total frequency of error by the total responses involved.
- B. If total error is greater than 10 per cent, the scale should be rejected.

Step 7 - Compute per cent of error by question (Criterion IV).

- A. Add positive and negative errors for each individual question. This is the total error for each question.
- B. For each question divide by the number of people in the study.
- C. If the error by question is over 15 per cent, the question is undoubtedly not suitable and the scale as it stands must be rejected.

Step 8 - Further trial.

- A. If one or two of the questions are not scalable, one can:
 - 1. Consider the possibility of dichotomizing the questions some other way and then repeat the trial.
 - 2. Drop the question with the greatest error and then repeat the trial.
 - 3. Drop the question which seems to bear upon some other attitude than the central one covered by the remaining questions, even though it does not have the greatest scale error. The remaining questions may form a passable scale thereafter.

²This description is taken for the most part from Robert N. Ford, "A Rapid Scoring Procedure for Scaling Attitude Questions," Public Opinion Quarterly, XIV (Fall, 1950), p. 509.

RUN SHEET (1)

Question	Score	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
D	0 no	8															
	8 yes									39							
C	0 no	2															
	4 yes					6				4				35			
B	0 no	0															
	2 yes			2		3		3		1		3		2		33	
A	0 no	0															
	1 yes		0	0	2	1	2	1	2	0	1	0	3	0	2	3	33

RUN SHEET (2)

D	0 no	8															
	4 yes									39							
C	0 no	2															
	2 yes				6		4			35							
B	0 no	0															
	1 yes		2	3	3	1	3	2	33								

RUN SHEET (3)

D	0 no	8															
	2 yes									39							
C	0 no	2															
	1 yes		6	4	35												

SCALING SHEET (1)

Questions			Percent	Positive		Categories		Negative		Categories	
Order	No.		Positive	Codes	Weights	Codes	Weights	Codes	Weights		
A	1		89.4	a	1	b	0				
B	3		87.2	a	2	b	0				
C	2		83.0	a	4	b	0				
D	4		80.8	a	8	b	0				

Unique Score	Frequency	Total Errors	Errors in Pos. Cat.				Errors in Neg. Cat.				
			A	B	C	D	A	B	C	D	
			1	2	4	8	0	0	0	0	
0	0	0									
1	0	0									
2	0	1		1/2f			1/2f				
3	2	0									
4	1	1			1f						
5	2	1			1/2f			1/2f			
6	1	1						1f			
7	2	0									
8	0	1				1f					
9	1	1				1f					
10	0	2		1/3f		2/3f	2/3f		1/3f		
11	3	1				1/2f			1/2f		
12	0	2			1/2f	1/2f	1/2f	1/2f			
13	2	1						1f			
14	3	1					1f				
15	30	0									
Frequency of Error			13	0	0	2	2 1/2	4	3	1 1/2	0
Responses Involved			188	47	47	45	39	0	0	2	8

Because the category error for questions A and B is greater than one half the category frequency, the scale does not satisfy the criterion of scalability. As a result, one of these questions may be dropped and the analysis done with only three questions.

SCALING SHEET (2)

Unique Score	Frequency	Total Errors	Errors in Pos. Cat.			Errors in Neg. Cat.		
			B	C	D	B	C	D
			1	2	4	0	0	0
0	0	0						
1	2	0						
2	3	1		1/2f		1/2f		
3	3	0						
4	1	1			1f			
5	3	1			1/2f		1/2f	
6	2	1				1f		
7	33	0						
Frequency of Error		9	0	1 1/2	2 1/2	3 1/2	1 1/2	0
No. Responses Involved		141	47	45	39	0	2	8

Again, one question (B) has a category error greater than one half the category frequency. The scale does not meet this criterion, so this question must be dropped and the analysis continued with only two questions.

SCALING SHEET (3)

Unique Score	Frequency	Total Errors	Errors in Pos. Cat.		Errors in Neg. Cat.	
			C	D	C	D
			1	2	0	0
0	2	0				
1	6	0				
2	4	1		1/2f	1/2f	
3	35	0				
Frequency of Error		4	0	2	2	0
No. Response Involved		94	45	39	2	8

Question C does not fit the criterion of category error being less than one half the category frequency. As a result, these questions do not define any scale. They cannot be used in this manner.

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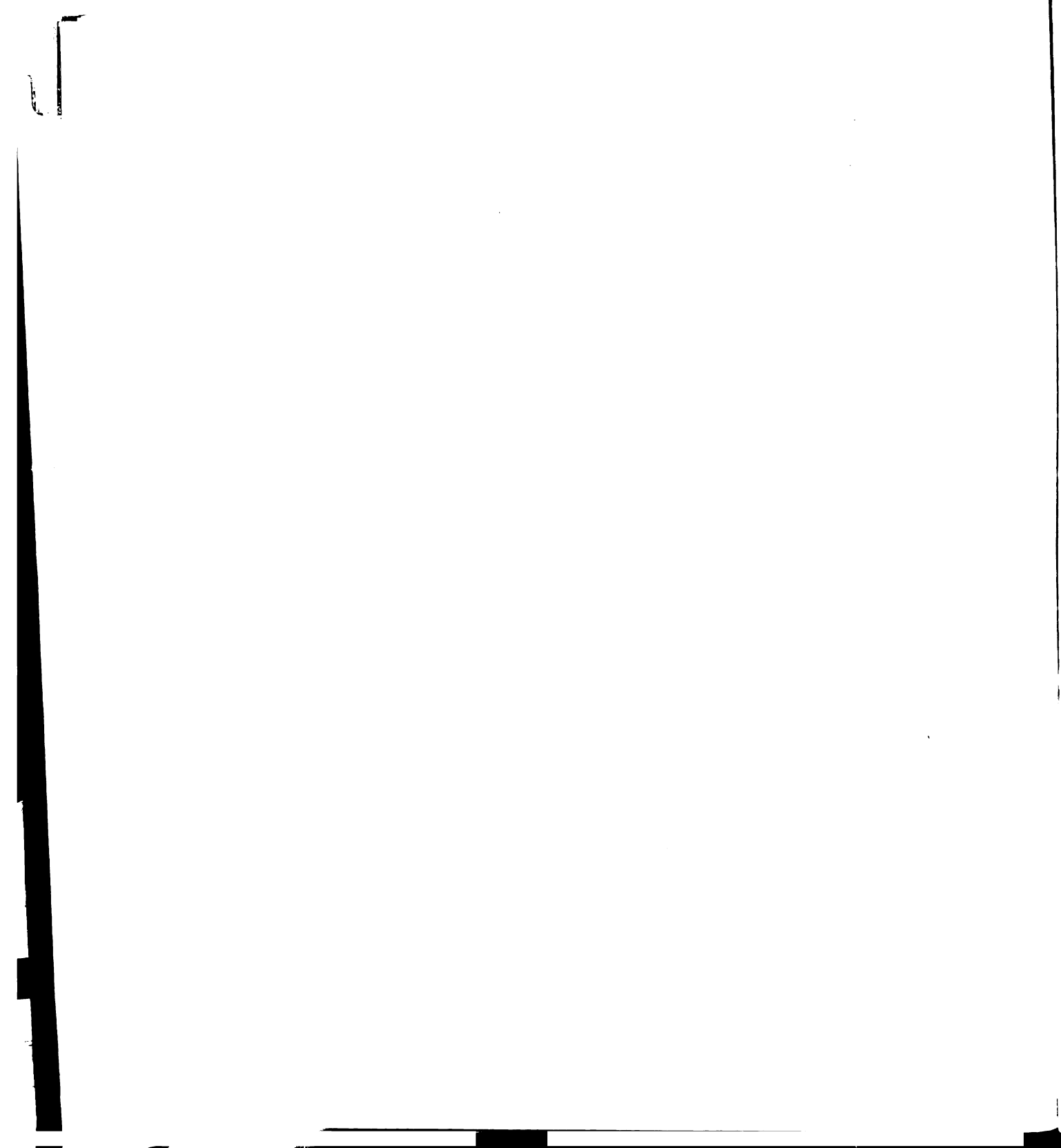
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