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A COMPARATIVE STUDY OF THE MEMBERS OF CITIZEN
ADVISORY COMMITTEES IN TWO CITIES

by

Maryam Hasan

A Thesis
Submitted to the
Faculty of The Graduate College
in partial fulfillment of the
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Western Michigan University
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A COMPARATIVE STUDY OF THE MEMBERS OF CITIZEN
ADVISORY COMMITTEES IN TWO CITIES

Maryam Hasan, M.A.

Western Michigan University, 1984

This research describes and compares locally initiated citizen advisory committees in two Michigan cities, Kalamazoo and Portage. The goal of the description and comparison was to assess the differences, if any, in advisory members' definitions and perceptions of advisory committee purposes, membership characteristics, activities, organization, and members' satisfaction with advisory committee's recommendations and other activities. The study has revealed that there is no significant differences statistically or analytically between the two cities in the area of locally initiated advisory committees even though Kalamazoo is a central city of a metropolitan area with a more heterogeneous population than Portage, a suburban city in the same metropolitan area.

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Maryam Hasan

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CHAPTER I

THE PROBLEM AND ITS BACKGROUND

Statement of the Problem

The purpose of this research is to describe and to compare locally initiated citizen advisory committees in two Michigan cities, Kalamazoo, the central city of a metropolitan area, and Portage, a suburban city in the same metropolitan area. This study is one phase of a large research project about locally initiated citizen advisory committees conducted by Dr. Susan B. Hannah and Dr. Helenan S. Robin at Western Michigan University. The entire project, which is primarily concerned with evaluating the effectiveness of this form of citizen participation, includes several sources of information: a questionnaire survey of the members of citizen advisory committee members, a survey of the city administrators assigned to advisory committees, a survey of the members of the city councils of the two cities, observations of the interaction patterns at committee meetings using the Bales Interaction Analysis scoring procedures, and committee documents such as agendas and minutes of the meetings. This thesis will utilize the questionnaires and the committee documents. The concern of the thesis is primarily with membership characteristics; committee organization, purposes, and activities; committee relationships with administrators and the city commission or council; and members' satisfaction with the work of their committee.

Research Questions and Hypotheses

The specific questions considered in this study are:

1. What are the differences in the membership characteristics of the committees in the two cities and are there any differences between the cities? Do they differ in such membership characteristics as age, sex, education, occupation, income, previous volunteer experience, and motivation?

2. What are the differences in the operation of the committees in the two cities, including the role of administrator with respect to the committees? Is the administrator aware of any problems? Are the committee members aware of any problems?

3. What are the differences in the purposes of the citizen advisory committees in the two cities as perceived by their members?

4. What are the differences in the degree of satisfaction of members with their committee's recommendations and with the other activities which the committees undertake in the two cities and are there differences between the cities? Are they satisfied with the actions taken by the city councils as a result of their recommendations?

In considering possible differences between the two cities related to the four questions above, the author has hypothesized the following:

1. There will be no substantial differences between the two cities with regard to the membership characteristics of the committees even though the central city has a more heterogeneous population

than the suburb. The reason for this prediction is that governing bodies are inclined to select middle to upper income people with college educations for such committees, and that citizens serve out of a sense of citizen duty and/or concern for their community.

2. There will be no significant differences in the organization of the citizen advisory committees in the two cities. In both cities it is expected that the committees are formal in organization; that the members receive agendas and minutes of the previous meeting prior to the meetings; that the meetings are run in a formal manner with motions, records, and votes on recommendations; and that the administrator provides information from city departments and may also make suggestions as to ideas the committees might recommend to their respective city councils. The members may be likely to be concerned in a modest way with problems of attendance but not see other problems as important.

3. There will be no differences in the purposes of the various citizen advisory committees in Kalamazoo and Portage. Members of citizen advisory committees nationwide share a common definition and perceive a similar hierarchy of purposes.

4. In regards to the satisfaction of the committee members in both cities, satisfaction will vary among committees more than between cities, that committees whose charges are central to the city's program (planning, parks, transit, etc.) will be more satisfied than those whose charges are peripheral (environmental concerns, as an example). In this area, comparisons will be made between parallel committees in the two cities where they exist (parks, planning,

environment, and human relations).

5. Overall, the null hypothesis for this study to be tested is that there will be no significant differences between the citizen participation on the various committees in both cities.

Population and Sample

The study population for this research consists of 10 citizen advisory committees in Kalamazoo, Michigan, a central city with a population of 76,000 and 4 citizen advisory committees in Portage, Michigan, a suburban community with a population of 40,000. Both cities have a council-manager form of local government. The specific citizen advisory committees for Kalamazoo included in this research were: (a) Airport Advisory Board, (2) Community Relations Committee, (3) Environmental Concerns Committee, (4) Historic District Commission, (5) Historical Commission, (6) Parks and Recreation Committee, (7) Pedestrian Mall Advisory Committee, (8) City Planning Commission, (9) Tenant Landlord Council, and (10) Transit Advisory Committee.

The following citizen advisory committee members from Portage participated in this research: (1) Environmental Board, (2) Human Resources Board, (3) Parks Board, and (4) City Planning Commission.

Instrumentation

A survey instrument was developed and designed by Dr. Helenan S. Robin and Dr. Susan B. Hannah in 1979. The comprehensive 11-page survey questionnaire included multiple response and short answer questions concerning personal background information about the

members, organizational and operational characteristics of the advisory committee meetings, goals and activities of the advisory committees, and evaluations of the committees' activities and recommendations to the city commission/council.

This survey consisted of nine sections:

- I. Background Information
- II. Advisory Committee Experience
- III. Advisory Committee Organization
- IV. Advisory Committee Purposes and Activities
- V. Administrative Relationship
- VI. Commission Relationship
- VII. Satisfaction and Significance
- VIII. Problems and Improvements
- IX. Opinion

All sections of the Advisory Committee Members' Questionnaire were exactly the same except for Section VII, which included a question about involvement in particular agenda items. This question was developed separately from the minutes of each committee. The instrument was administered at the advisory committee meetings in Kalamazoo and Portage during February and March, 1979. Members who were absent received their questionnaires through the mail and were provided a stamped envelope to return the questionnaire.

Data Analysis

The responses to the survey questionnaires were coded and entered by tape into the DEC-10 computer system at Western Michigan

University. The statistical data and the quantitative information about the various citizen advisory committees in both cities were analyzed by the student researcher.

Since the intent of this study was to investigate whether significant differences existed between the citizen advisory committees in Kalamazoo and Portage, two-sample tests of proportions, two-sample chi-square tests, two-sample Kolmogorov-Smirnov tests, and some rank order correlations were computed as appropriate. The statistical data and results are reported in Chapter IV of this thesis.

Background of the Problem

There is no universally accepted definition for the term "citizen advisory committee or board"; however, this term has been used in the professional political science literature to designate a form of citizen participation in political policy making and planning in city government departments. Citizen advisory committees or citizen advisory boards tend to be very prevalent in cities throughout the United States (Hannah & Lewis, 1980).

The data for this thesis were collected in 1979 under the direction of Hannah and Robin. The interaction observations of the citizen advisory committees in both cities were recorded in 1980 and 1981, and the agendas and minutes of meetings have been collected for 1977-1982. Ten citizen advisory bodies in Kalamazoo, Michigan, and four citizen advisory committees in Portage, Michigan, were included. There were, in total, 44 questionnaires from members of the advisory committees in Kalamazoo and 29 questionnaires from the committee

members in Portage.

The intent of their project was twofold. First, the researchers wanted to develop an objective, empirical methodology for evaluating the performance of locally initiated citizen advisory groups. Secondly, their investigation sought to discover internal, as well as external, variables which can enhance the influence of advisory committees with the city councils of their community. In an earlier study of nine of the committees in Kalamazoo, Hannah and Robin (1980) identified an important internal variable:

The more citizens controlled the deliberations of a committee, the higher the evaluations it received from members and officials, the clearer the consensus about purpose, the fewer its problems, the more cooperative its administrative relationship, and the more diverse its sources of information and support, and the more elite and stable its membership. (p. 1)

In 1983, Hannah and Robin reported the first findings from the 1979 survey of 10 citizen advisory committees in Kalamazoo and 4 committees in Portage. Pearson product-moment correlations were computed for each pair of the respondent groups for each of the 14 committees to determine the extent of consensus between the advisory committee members, the city council members, and city administrators regarding their purposes, activities, and satisfaction with the committees' performance and effectiveness. The findings have indicated that there is:

a strong consensus among these three participants on general committee purposes and activities, but more of a triangle of interests with shifting alliances as the three consider actual committee performance. . . . Given this difference, we suspect no clear connection between the consensus on general purposes and the specific

measure of satisfaction, and indeed there is none.
(Hannah & Robin, 1983, p. 21)

Significance of the Problem

The purpose of this study is to ascertain whether differences exist between and among the locally initiated citizen advisory bodies in Kalamazoo and Portage. The study population includes 10 citizen advisory bodies appointed by the city commission in Kalamazoo, Michigan (population 76,000), and 4 citizen committees in Portage, Michigan (population 40,000). There are three principal research objectives:

1. To contribute to the literature and research on locally initiated forms of citizen participation.
2. To provide a focus on citizen advisory bodies as opposed to citizen groups with governing powers.
3. To find out what characteristics of citizen advisory committees are found in both cities.

First, this research study will be significant because there has been only a paucity of relevant literature on locally initiated advisory forms of citizen participation. At a time when the demands for citizenship involvement is high and various forms of citizenship participation are being implemented, a systematic evaluation of the citizen advisory committees in Kalamazoo, Michigan, and Portage, Michigan, is warranted. These comparative data will provide vital information regarding the functioning of the citizen advisory committees in both a central city and a suburb of a metropolitan area.

Secondly, the available research about locally initiated citizen advisory committees in various cities throughout the United States tended to be of a descriptive nature, primarily, case studies. These case studies focused on numerous variables or characteristics related to measuring effectiveness, such as, targets, strategies, demands, issues, saliency, organization, representativeness, purposes, activities, consensus, and expectations (Hannah & Robin, 1983).

For over a decade, comparative analysis have not been made, because the data for the case studies have been collected using different research methodologies and statistical tests. Although the individual case studies of locally initiated citizen advisory groups provide political information and interaction data, the results, findings, and conclusions tended to be relevant to a particular region of the U.S. or the circumstances of the advisory board in general.

A comparative analysis of citizen advisory committees' behavior and political influence will provide relevant information for scholars, researchers, political scientists, sociologists, educators, and other interested individuals to become aware of the processes and procedures which will promote and enhance citizen participation on locally initiated advisory groups in the U.S., as well as identifying factors or variables which apparently deter or hinder the impact of such committees.

Thirdly, the contemporary research studies about locally initiated citizen advisory groups has only begun to discover, so to say, the very tip of the iceberg. The potential political impact of the

citizen advisory committees needs to be considered over a period of time, such as a longitudinal study, as is the case with this comparative research of Kalamazoo and Portage citizen advisory committees.

Since the inception of citizen advisory committees, they have functioned as an enigmatic political entity which was implemented by various city governments as a means to use the talents and input from local citizens within the American democratic framework. More systematic, empirical studies need to be made to determine the usefulness and functioning of the advisory groups within the U.S. cities. At this point in time, there seems to be plenty of questions about the future of citizen advisory groups and proportionally less data-based conclusions and findings about them.

This research about the citizen advisory committees in the two Michigan cities will provide information for subsequent comparative studies and analyses of locally initiated citizen advisory groups within the U.S. or in other countries which have different political structures and organizations. This data-based analysis is unique in that the study will attempt to determine statistically significant differences between the advisory committees in a metropolitan city and a suburban city to ascertain which variables, internal and external, effect the impact of the advisory groups.

Lastly, the predominant view presented in the current literature about locally initiated citizen advisory committees tends to be negative. As Steggert (1975, p. 9) pointed out, such groups are an ineffective method of citizen participation. Objective and empirical studies need to be conducted to determine whether there is data to

support his assertion that citizen advisory committees are inept as a political tool or instrument to influence the functioning, decision making, or policy making of the city government.

This study will use data collected from people who have served on the various citizen advisory committees within their cities. Their responses will provide insight into their perceptions about the usefulness and performance of the citizen advisory for the operation of the city government, in particular, Kalamazoo, Michigan, and Portage, Michigan.

In conclusion, this study will have to identify relevant factors to help refute or support the existent notion that locally initiated citizen advisory committees are not effective in city government.

CHAPTER II

REVIEW OF THE RELATED LITERATURE

This chapter includes a review of the literature about citizen participation in the United States of America, and in particular, a review of the available theoretical and field-based studies about locally initiated citizen advisory committees.

Citizen Participation

Citizen participation has long been regarded as one of the cornerstones of U.S. democracy—a philosophical and social ideal and concept which currently is the focus of criticism and controversy in the social and political literature.

Citizen participation is an integral part of the decentralization scheme in American politics. Since the postwar period of history, this ideology of grassroots democracy, local autonomy, and decentralized administration has been implemented throughout the U.S. As Penne (1976) pointed out, "virtually all direct citizen participation in the United States takes place at the state and local level" (p. 6).

The doctrine or concept of "citizen participation" has become embodied in legislation, such as federally mandated guidelines, local ordinances, or public acts. Federal officials are credited in the literature as realizing the need to involve citizen support in programs which affect the citizens' lives and communities.

Consequently, citizen participation was one of the most important features of various anti-poverty programs, urban renewal, model cities, and educational programs sponsored and organized by the federal government.

Much of the research effort has been directed at evaluating the mandated citizen participation. The federal government has sponsored and/or conducted studies which assess the role and impact of citizen participation at the local, state, and federal levels of government. There is hardly widespread agreement that programs which have incorporated citizen involvement in their planning, decision-making, and policy-making processes have been improved by this experience.

At the heart of the debates and criticism concerning citizen participation is the basic lack of consensus among political scientists, theorists, researchers, sociologists, political leaders, and lay people about the concept, its purpose, function, and impact in American politics.

"Citizen participation" are the words most often used to describe the phenomenon (concept) at issue here. However, it is not uncommon to find other terms being used for this concept, such as, "citizen in-put" (Johnson & Hein, 1982; Stewart & Duncombe, 1981), "citizen involvement" (Gawgrade, 1974; Theodore, 1972; Zimmerma, 1972), "maximum feasible participation" (Equal Opportunity Act of 1964), "citizen control" (Arnstein, 1969), "grassroots democracy" (Keyes, 1979), and other words.

Besides the variety of synonyms for the concept, there are also the sundry definitions included in the literature to describe what

citizen participation in the U.S. is. Rosener (1978) attributed the confusion about defining the concept to the fact that "in reality, citizen participation is a very complex phenomenon" (p. 459). She further pointed out that there is no agreement in the literature as to whether citizen participation should be defined as a political tool or as a product, or a combination of both.

In formulating a definition for the concept, some writers have developed typologies or categories to describe citizen participation. For example, Verba and Nie (1972) proposed that there are four main categories of citizen participation: voting, campaign activity, citizen initiated contracts with government officials, and cooperative participation.

Til and Til (1969) contended that there are six forms of citizen participation; namely, elite coalition, politics of reform, citizen advice, pluralist participation, client participation, and grassroots participation. On the other hand, Steinbacher and Solomon (1971) divided citizen participation into three different categories: (a) those required by the federal government, (b) those established by the local government to be advisory to the mayor and/or governing body, and (c) citizen created groups recognized by the political process.

One of the most quoted citizen participation typologies was organized by Arnstein (1969) to reduce the confusion regarding citizen participation. Arnstein's "Ladder of Citizen Participation" encompasses eight levels or degrees of participation: (a) manipulation, (b) therapy, (c) informing, (d) consultation, (e) placation,

(f) partnership, (g) delegated power, and (h) citizen control. Other typologies and categories have been formulated; nevertheless, the confusion still prevails about the definition for citizen participation.

The majority of the theoretical discussions and research concerning citizen participation tend to regard citizen participation as a countervailing force or power (Kotler, 1969; Morris & Rein, 1969; Quinney, 1973). Citizen participation is viewed mainly in terms of what the have-nots can do to prevent the encroachment of the vested interests of the elites. As Arnstein (1969) succinctly explained:

Citizen participation is a categorical term for citizen power. It is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future. It is the strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax resources are allocated, programs are operated, and benefits like contracts and patronage are parceled out. In short, it is the means by which they can induce significant social reform which enables them to share in the benefits of the affluent society. (p. 216)

A distinct polarization is apparent in the theoretical oriented arguments and empirical studies of citizen participation. On the one hand, citizen participation is extolled as a uniquely, noble, American democratic value and characteristic of governance in the U.S. (Davis & Dolbeare, 1968; Cahn & Cahn, 1964; Milbrath, 1965; Strange, 1972; Taylor, 1969; Wilson, 1966; Wood, 1968). While on the other hand, citizen participation is considered as a failure or hindrance to the attainment of political or social goals (Benz, 1975; Clavel, 1968; Meyers, Dorwart, Hutcheson, & Decker, 1974; Pfiffner &

Presthus, 1967).

The impact of effectiveness of citizen participation in the U.S. has been primarily measured by means of questionnaire surveys or case studies of citizen participation, or a combination of both methods. Initially, research efforts were focused on the characteristics of the elites and masses who were actively or passively involved in politics at the local levels (Downes, 1968; Eulau, 1969; Keller, 1963; Lynd & Lynd, 1929; Mills, 1957; Prewitt, 1970; Verba & Nie, 1972). Their findings substantiated that citizen participation in the U.S. tends to be dominated by the white male representative of the upper-middle, educated class in society.

Subsequent citizen participation research has been investigating aspects of the viability and political efficacy of citizen involvement in federally mandated programs, such as, mental health programs (Dorwart, Meyers, & Norman, 1979; Kupst, Reidda, & McGee, 1975; Meyers, Grisell, Gollin, Papernow, Hutcheson, & Serlin, 1972), model cities programs (Bellush & Hausknecht, 1967; Brennan, 1971; Graves, 1972; Kloman, 1972; Kramer & Denton, 1967; McQuade, 1966; Nixon & Boyd, 1957; Spiegel, 1968; Trout, 1970; Wilson, 1966), and educational programs (Gittell, 1972).

Although in the past two decades there has been increasingly more rhetoric and support for decentralized political decision and policy making in the U.S. and the noted proliferation of citizen involvement at the state and local levels of government, the majority of the studies and reports of the public participation programs conclude that they were not effective in achieving their objectives

and goals.

A heated debate has ensued over the ineffectiveness of citizen participation programs in the U.S. According to Rosener (1978), the growing skepticism, adversity, and disillusionment toward citizen participation is due, in part, to the way citizen participation effectiveness has been measured and determined. She strongly advocates using evaluation research methods as a means to objectively and systematically ascertain whether citizen involvement is effective or not.

In contrast, some writers and scholars argue that the ineffectiveness of citizen participation in the U.S. results from the ambiguity in the structure, tasks, functions, purpose, activities, and goals of the various citizen involvement programs (Dorwart et al., 1979; Penne, 1976).

Other writers contend that citizen participation effectiveness is inextricably linked to internal variables, such as satisfaction, personal motivators, needs, and desires which effect the quality and quantity of citizen involvement (Hannah & Robin, 1983; Pifer, 1980).

For the past two decades, the theories and research regarding citizen participation in the U.S. have been a potpourri of normative and descriptive information about the individual benefits and the system benefits of the various citizen participation programs. According to White (1983), the only constancy throughout this period of American history is "the hostility--dominant contemporary image of the relationship between citizen participation and administrator" (p. 226).

The image of enmity has not changed much over the years. In one camp, the use of the participatory mechanism is viewed as a legitimate means only to placate citizens, or co-opt them into supporting the vested interests of the elites (Arnstein, 1971; Lipsky, 1968). And conversely, others view citizen participation as a mechanism which enables officials of the government to be more responsive and efficient for meeting the grassroots demands and needs in the communities in the U.S. (Ross & White, 1981; White, 1983).

Citizen Advisory Committees

Despite the negative criticism, skepticism, and confusion about citizen participation in American politics, the literature reports a proliferation in the number and the different types of citizen participation programs that are being implemented nationwide (Rosener, 1978; Stenberg, 1972; Stewart & Duncombe, 1981).

One common form of citizen participation is the locally initiated citizen advisory committees. Advisory committees do not have legal powers to implement their recommendations or suggestions. Rather, their role customarily is to recommend new programs to the city council and/or school board in a community. This thesis will investigate this type of citizen participation at the local level of government in the U.S., specifically, in two communities in the state of Michigan.

Locally initiated citizen advisory committees are used widely by city governments and school districts to make recommendations about programs of social and political concern. Hannah, Houghton, Lewis,

and McGranahan (1977) explained:

As the term implies, the primary function of citizen advisory groups is to make recommendations to their political creator; some also advise governmental departments or bureaus. They cannot legislate or adjudicate. They cannot order their parent body or City Hall to accept their decisions. Their powers are minimal, at best.

Advisory groups are unique entities defined primarily by their special mandates; by how they implement their charges; and by a fluid interaction among changing memberships, staff representatives and the parent political body. How the group advise, on what, why, and the extent to which the parent body listens can vary widely.
(p. 1)

According to Waterman (1981), the high point of citizen advisory committees occurred during the mid-1960s at the time of the early community action programs. Most of these citizen advisory committees established then were federally mandated. Subsequently, various citizen advisory committees have been created and described in the local laws, acts, or ordinances of city governments throughout the U.S. The citizens who participate as members of these locally initiated citizen advisory committees do so on a voluntary basis without legal sanctions; however, administrators and city officials have developed procedures for the selection of the citizen advisory board members.

Viewed from an historical perspective, locally initiated citizen advisory committees are similar to the citizen advisory committees developed to respond to mandates for citizen participation in programs sponsored by the federal government. Inherently, much of the same confusion and criticism can be found in the social and political literature regarding the locally initiated citizen advisory

committees even though there is a paucity of research about citizen boards at this level of government.

First, some of the confusion and criticism can be attributed to the fact that this popular form of citizen participation is described by various terms in the literature, such as, "citizen advisory boards" (Arnstein, 1969; Dorwart et al., 1979), "locally initiated citizen advisory committees or councils" (Hannah et al., 1977; 1981), and "citizen advisory groups" (Stewart & Duncombe, 1981; Waterman, 1981).

Secondly, only a limited number of empirical studies about locally initiated citizen advisory groups have been published. Only a few aspects of this advisory form of citizen participation have been studied; namely, types of committees, structure of the committees, relative powers of the committee, characteristics of the committee members, and the effectiveness of the committees (Pifer, 1980).

Lewis, Houghton, and Hannah (1978) reported that the theoretical and field-based studies of citizen advisory committees "provide different conclusions on the effectiveness" (p. 1) of this advisory form of citizen participation. Some writers perceive this advisory form of citizen participation as "ineffective." Arnstein (1969) categorized this form of citizen involvement on the "bottom rung" of the ladder of participation. She explained that:

In the name of citizen participation, people are placed on rubber-stamp advisory committees or advisory boards for the express purpose of "educating" them or engineering their support. Instead of genuine citizen participation, the bottom rung of the ladder signifies the distortion of

participation into a public relations vehicle by power-holders. (p. 218)

Riedel (1972) also considered the citizen advisory groups "put-off" and "put-on" which reflect the political functions of the appointing bodies. The majority of the theoretical propositions about citizen advisory committees have similar conclusions that powerlessness and ineffectiveness is synonymous with this advisory form of citizen involvement.

Lewis et al. (1978) found that there was a discrepancy between the theoretical presumptions of the ineffectiveness of citizen advisory committees, and the field-based studies about such groups. In their review of the available research, they concluded that:

Different researchers use different standards of performance. Standards used in the literature included: operational rather than educational or planning activities; the institutions of new programs; the significant improvement of existing programs; an increase in the quantity of programs; an increase in community awareness and support of programs; the creation of stable organization; the representativeness of the citizen committee; and the reduction of the members' feelings of political alienation. Some authors use only one standard, while some use a combination. (p. 2)

In summary, there are no existing available survey instruments which accurately measure the effectiveness of such groups, and there are no standardized procedures for the citizen advisory committee members to follow, although some cities have begun to develop guidelines for the committees. Researchers have been using performance standards from industry, from education, or from other disciplines to investigate whether citizen advisory committees' effectiveness is similar to or different from other forms of group performance and

interaction patterns. Researchers keep probing to identify what factor or factors are critical for advisory committees to be effective.

Some of the field research finds the expectations of the administrators/politicians for the citizen advisory committees to be a critical factor in the variability in the effectiveness of citizen advisory groups (Steggent, 1975). Hannah and Robin (1983) reported that in their study of 14 citizen advisory committees in Michigan that there was a distinct triad consisting of committee members, council/commission members, and city administrators. This triangle of interests in citizen advisory committees was "confirmed not by statements of general expectations, but by evaluations of performance" (p. 2).

Relatedly, this triad of alliance shifted in terms of satisfaction as situations dictated. Typically, the council members and citizen advisory committee members allied against the city administrator (Hannah & Robin, 1983).

In another study, Lewis et al. (1978) concluded from their data analysis of nine different citizen advisory groups in Kalamazoo, Michigan, that the elected city commissioners and administrators disagreed about what the advisory committees should do. Their findings substantiated the fact that the advisory boards which have "the greatest impact on a program came closer to realizing administrative rather than the city commissioners' expectations."

Researchers have not exhausted the investigation and study of citizen advisory committees' effectiveness. As Lewis et al. (1978)

pointed out, there are diverse presumptions and hypotheses linking this variance of effectiveness to factors, such as, "targets, strategies, demands, issues, saliency, organization, and representativeness" (p. 2).

In contrast to the theoretical presumptions about citizen advisory committees, the field-based studies do not dismiss this advisory form of citizen participation as a social and political fiasco. Illustratively, such boards are found to be a "little less effective" than federally mandated forms of citizen participation (Lewis et al., 1978, p. 1; O'Donnel & Reid, 1971, pp. 1-9).

Before the development of the Citizen Advisory Committee Questionnaire (Lewis et al., 1978), only descriptive case studies existed. This methodology was not the most appropriate one for identifying the factors which impact upon the effectiveness of these committees.

The data for this thesis derive from the first comparative study of citizen advisory committees in American cities. It is hoped that this comparative research may contribute information about citizen advisory committees' effectiveness.

Despite the controversy and debate about the effectiveness of the citizen advisory committees in the U.S., there is one point which has the consensus of all concerned. More research and study is needed in order to evaluate its merits and its potential impact upon the U.S. political system. Instead of dismissing this grassroots ideology as a fad of the 1960s or 1970s, locally initiated citizen advisory committees deserve more scrutiny and study.

In conclusion, Moynihan (1969) aptly pointed out that "as government and society have grown more complex, the quality of representative democracy no longer rests simply on the opportunity to participate, but also on the 'question of the effectiveness of established acts of participation'" (p. 67). It is the intent of this comparative research to find some answers about the effectiveness of the locally initiated citizen advisory committees in Kalamazoo, Michigan, and Portage, Michigan.

CHAPTER III

CITIZEN ADVISORY COMMITTEES

This chapter will provide a brief description of each of the 10 citizen advisory committees in Kalamazoo, Michigan, and the 4 citizen advisory bodies in Portage, Michigan.

Citizen Advisory Committees in Kalamazoo, Michigan

Airport Advisory Board

The Airport Advisory Board (AAB) was created in 1929 by the Kalamazoo City Commission. The present AAB functions under an ordinance which was passed in 1948 and amended in 1972. The membership of the AAB was increased in 1977 from 7 to 11 members. The airport manager is a liaison member who is included along with regular committee members in the AAB's minutes. The chairperson of the Airport Advisory Board is in full command and controls the meetings, but allows all members adequate time for discussion. He appoints the subcommittee heads and examines applications which are submitted to the City Clerk of Kalamazoo by people who are interested in the affairs of the airport and who may want to volunteer their service.

The Airport Advisory Board maintains three standing subcommittees. Two of the subcommittees were formed in September 1977 to deal with the noise abatement and airport finance. The third subcommittee was formed in November of the same year to study the airport terminal

facility and grounds. These three subcommittees are opened to all. It is the objective of the Airport Advisory Board to get as many people involved as possible.

The main functions of the Airport Advisory Board are:

1. To consult with and make recommendations to the city manager at any time as to any activities at any municipal airport or landing field, provided that upon all matters involving any activities at any airport or landing field, the decision of the city manager shall be final.

2. To have access to all records, information, and data concerning the activities and operations of said department.

3. To have the privilege of visiting and inspecting all airports and landing fields at all reasonable times (Hannah et al., 1977).

Numerous topics have been considered by the Airport Advisory Board, such as:

1. Airport management reorganization.
2. The regional airport.
3. A multi-jurisdictional approach to airport sponsorship.
4. The airport parking program.
5. The airport's revenues.
6. The extension for the runway.
7. Noise abatement.
8. Terminal expansion.
9. Public relations for the airport.

The attempt to acquire federal/state funds to finance the runway extension and airport improvement was the most important impact of the Airport Advisory Board. The board's recommendation for financing the runway was accepted; however, its suggestion for noise abatement was rejected.

The members of the Airport Advisory Board were involved in the following issues in 1978: election of members to subcommittees, hanger fees, parking fees, terminal expansion/accept jet way, and noise abatement ordinances.

The Kalamazoo City Planning Commission

The Kalamazoo City Planning Commission was founded in 1919. The present commission functions under a municipal ordinance passed in 1951 by the state legislature. Nine commissioners are appointed by the mayor for a 3-year term with the approval of the city Commission. None of the appointed members may be city commissioners or municipal employees.

The Planning Commission has a supporting staff. This staff includes six municipal employees who work in the Planning Division of the Community Development Department and the department's director. This staff serves in the capacity as secretary to the commission (Hannah et al., 1977).

The City Planning Commissioners meet formally once a month in the City Commission Chamber. Meetings follow a specific format and strict rules. These meetings are attended by interested citizens. The number of interested citizens varies in accordance with the

commission's agenda.

According to a local mandate, the City Planning Commission makes, adopts, and keeps up to date a master plan for the physical development of the municipality, the area within the city's jurisdiction and any additional areas which the City Planning Commission's judgment bears relation to the planning of the city of Kalamazoo.

The City Planning Commission may amend, extend, and add to the plans when conditions warrant such changes. The main aim of the City Planning Commission is the development of a comprehensive plan. The commission concentrates on the needs and future of housing, business, industry, transportation, parks, and community facilities.

The greatest impact of the City Planning Commission was the development of a master plan for the city, a process which began in 1948. The City Planning Commission held workshops, consulted experts, and sought input from advisory committees and citizen groups to win the approval of the City Commission for the comprehensive plan on October 31, 1977. This successful achievement brought the City Planning Commission high recognition throughout the community.

In 1978, the City Planning Commission members dealt with these issues: Arcadia Plat #3, pedestrian walkway, south mall traffic circulation pattern, Winchell Way, planned unit developments, and the capital improvement plan for the city.

Kalamazoo Historic District Commission

The Kalamazoo Historic District Commission was established by the City Commission in 1973. All of the members of the Kalamazoo

Historic District Commission are appointed by the mayor with the City Commission's approval for a 3-year term. One of the seven members of the commission must be a registered architect. All of the Kalamazoo Historic District Commission members must be city residents. The rules of procedures specify that "the Director of City Planning shall serve as the Secretary of the Commission, but shall not vote on Commission matters" (Hannah et al., 1977, p. 25). When the Director of City Planning cannot attend meetings, one member of the Planning Division has to assume this duty (Hannah et al., 1977).

The commission meets once a month. These meetings are governed by formal rules of order. According to the Public Act 169 of the state of Michigan, the Historic District Commission is enabled to perform the following:

1. To regulate the construction, alteration, repair, moving, and demolition of those structures in the historic district or districts which by city ordinance have been or may in the future be designated historic structures (Hannah et al., 1977, p. 25).

2. In those instances where efforts of the commission to preserve an historic structure in the historic district or districts fail, or it is deemed that public ownership is most suitable, to recommend that the City Commission acquire such property (Hannah et al., 1977).

The main function of the Historic District Commission is an advisory one. Members have been asked to provide recommendations to the Model Block Program staff. This program which was on their agenda from November 1976 through October 1977 has been of

considerable concern. The major impact of the commission, however, has been its recommendation to create new historic districts. In addition, the commission has considered various other topics, such as historic markers for the Stuart Neighborhood Historic District; National Register landmarks; Christmas on South Street; an Historic Homes Tour; and placement of the Stuart Neighborhood District on the National Register.

In 1978, the members of the Kalamazoo Historic District Commission were involved in the following issues: 1976 Tax Act: effect on South Street extension, certificates of Appropriateness Review, historic district expansion--East Michigan, South and Stewart Streets, and Historical District Commission Ordinance.

The Environmental Concerns Committee

In 1975, the City Commission transformed an ad hoc committee which had existed for 5 years into the Environmental Concerns Committee. All the members of the Environmental Concerns Committee must be city residents. The city commissioners have the final decision as to who will serve on the committee. Members on this committee serve for 3-year terms. Their meetings are held once a month; however, their main concern has been inadequate attendance.

Although the Environmental Concerns Committee's responsibilities have been described in the city ordinance:

1. To identify significant environmental trends or activities in the city, when warranted, report the anticipated effect of such trends or activities to the City Commission with recommendations

where appropriate.

2. To provide a form for citizen input on matters affecting environmental quality in the city and to report to the city commission the citizen concerns.

3. To provide information and recommendations, upon request of either the City Commission or the city manager, in regard to specific environmental agencies of other governmental jurisdictions to identify and recommend solutions to environmental problems extending into the city from beyond its corporate limits.

The Environmental Concerns Committee has struggled with internal and external problems over matters of responsibility and duties which affected the committee's effectiveness.

In 1978, the members of the Environmental Concerns Committee were involved in these issues: city newspaper recycling program, discussing committee goals and purposes, local environmental problems, the effectiveness of the committee, and Environmental Concerns Committee Survey of Neighborhoods.

Kalamazoo Historical Commission

The Kalamazoo Historical Commission was established by the city commission in 1965. Seven members serve on the commission for a 3-year term. They are appointed by the mayor with the approval of the City Commission (Hannah & Robin, 1977). When vacancies occur, members have the right to recommend names to the mayor.

According to the ordinance, the members may be removed by the majority vote of the city commission when it is deemed in the best

interest of the Historical Commission and the city of Kalamazoo (Hannah et al., 1977). The staff liaison is a municipal employee with the Community Development Department. The liaison attends the meetings of the commission, provides background information, and researches problems for members when necessary (Hannah et al., 1977). The commission meets once a month. These meetings are held in a semi-formal manner.

The major duties of the Kalamazoo Historical Commission are as follows:

1. To prepare and keep current an inventory of the historical sites and buildings in the city of Kalamazoo which in its judgment to publish such inventory and to cooperate with the owners of such sites and buildings in devising and carrying out appropriate means for their preservation or development (Hannah & Robin, 1977).

2. It shall also be the duty of the Historical Commission to collect materials illustrative of the history of Kalamazoo and to deposit such materials in those public institutions or educational institutions within the city of Kalamazoo which the commission shall deem most suitable for their safe preservation (Hannah et al., 1977).

3. The commission may publish historical studies related to the city officials in classifying, arranging, indexing, and preserving official records and documents so that they may be available for public use (Hannah et al., 1977).

The major concerns of the commission were focused on an inventory of the historical sites and buildings within the city and a book published in 1976 entitled Kalamazoo: Nineteenth Century Homes in a

Midwestern Village.

In 1978, the members of the Kalamazoo Historical Commission dealt with the following issues: historical architectural survey, candidates to fill vacancies, storing/protecting negatives from book, reprint of book, and sale of photos of historical homes.

Parks and Recreation Advisory Board

The Parks and Recreation Advisory Board functions under Ordinance 1042, which was adopted in 1974 (Hannah et al., 1977). The nine members who serve on the board must be residents of the city. They serve for a 3-year term. One member of the board must be a college student; a high school student must also serve as a member. Although the board notified local school administrators about the vacant position for a high school student, at the time of the original survey of the board, the position was not filled.

According to the ordinance, the Director of the Parks and Recreation Department "shall serve as Secretary of the Board and shall provide such administrative support as may be required" (Hannah et al., 1977, p. 36).

The Parks and Recreation Advisory Board meets once a month in a semi-formal manner. The board does not maintain any standing subcommittees.

The board's duties include the following:

1. To act as an advisory capacity to the city manager and the City Commission.

2. To consult with and make recommendations to the City Commission regarding parks and recreation planning and programming.

3. To have access to all records and information.

4. To have the privilege of visiting and inspecting at reasonable times all recreation facilities of the city.

In 1978, the members of the Parks and Recreation Advisory Board in Kalamazoo considered the following issues: reserving parks for spring event by private and semi-private groups, snowmobile rental, use of equipment (bandstand), leasing of Allen Outpost for Learning Fair, and outdoor recreation grants and projects.

Pedestrian Mall Advisory Board

The Pedestrian Mall Advisory Board was created in 1959. Kalamazoo was the first city in the United States of America to transform a major business street into a mall. The Pedestrian Mall Advisory Board was established to make recommendations to the City Commission regarding the mall.

Membership is open to any interested person. City residency is not a membership requirement. According to the ordinance, the Director of Parks and Recreation Department and a city commissioner must attend the Pedestrian Mall Advisory Board meetings. A quorum for the Pedestrian Mall Advisory Board's meetings is six members. The director of the board functions as an important source of information, but he does not dominate the meetings. Many members of the Pedestrian Mall Advisory Board own businesses or have investments in businesses on the mall.

The Pedestrian Mall Advisory Board has specific duties which include the following:

1. To consider and make recommendations with respect to building permit applications in, over, under, fronting upon, or adjoining pedestrian malls in the city.

2. To consider and make recommendations to the City Commission with respect to the regulation and control of pedestrian traffic, including, but not limited to, the use of bicycles, motor scooters, stage rentals, street selling, advertising, and similar subjects.

3. To consider and make recommendations regarding maintenance, construction, improvements, and physical layout of pedestrian malls and the financing of the same.

4. To develop and promote with the City Commission's approval of a systematic plan for lighting, decorating, architecture of buildings, and design of fronts.

In 1978, the Pedestrian Mall Advisory Board members were involved in the following issues: extension of mall sidewalk, selling bakery goods on mall, and sidewalk restaurant--Chocolate Shoppe.

Tenant Landlord Council

The Tenant Landlord Council, which was established in 1972 by the City Commission, is open to interested city residents who are representatives of landlords and tenants. Six members and two alternates are selected and may also be dismissed by the City Commission (Hannah et al., 1977). The Tenant Landlord Council meets once a month. Their meetings are conducted in a relaxed manner.

The city manager appoints a staff member who serves as a liaison to the Tenant Landlord Council. A resolution was passed by the Kalamazoo City Commission which specified the appointment of the liaison member appointed by the city manager and the responsibilities of the Tenant Landlord Council.

The main functions of the Tenant Landlord Council include the following:

1. To adjust disputes between landlords and tenants and seek proper conduct by means of negotiation and persuasion.
2. To make reports with or without recommendations to the City Commission of the city of Kalamazoo.

In 1978, Kalamazoo's Tenant Landlord Council members discussed and considered these issues: support for Vine Report, DSS and Landlord Council, and a landlord/tenant course--KVCC.

Transportation Advisory Board

The Transportation Advisory Board acts under Ordinance 766. Membership is open to all who are not employed by the city or are not members of the City Commission. Eight members are appointed by the City Commission and serve on the board for a 3-year term. Members of the Transportation Advisory Board meet once a month.

The Transportation Advisory Board's responsibilities include the following:

1. To consult with and make recommendations to the city manager as to any activities involving the city transportation facilities.

2. To have access to all records, information, and data concerning the activities and operations of the Transportation Department.

3. To have the privilege of visiting and inspecting all buses, property, and assets of the transportation facilities.

4. To make recommendations regarding rates, routes, service, equipment, and other aspects of the operation of the motor bus transportation facility.

In 1978, the members of the Transportation Advisory Board were involved in the following issues: legislative transportation package, issues surrounding the elderly and handicapped law, transit advertising program, and the extension of Wednesday night service.

Community Relations Board

The Community Relations Board was established in 1977. Thirteen members serve on the Community Relations Board. The mayor of the city appoints the board members. Besides the 13 members, two city commissioners act as ex officio members on the Community Relations Board. These members hold their meetings once a month.

The main responsibilities of the Community Relations Board are as follows:

1. To advise the City Commission and city administration on human service and community relations needed in the city of Kalamazoo.

2. To make recommendations to the city manager about matters related to community problems.

3. To coordinate the efforts of the public and private sector to resolve problems facing the city.

In 1978, Kalamazoo's Community Relations Board members included the following issues on their agenda: major concerns: transportation, housing, community centers, recreation facilities, crime, unemployment, handicapped, senior citizens, Northside center, and discussion of the role of the board and board members.

Citizen Advisory Committees in Portage, Michigan

City Planning Commission

The City Planning Commission of the city of Portage was created under Act 185 in 1964. The commission is comprised of nine members who are residents and property owners within the city limits of Portage. The members of the City Planning Commission are appointed by the mayor then need to be approved by the City Council. The members of the City Planning Commission serve for a 3-year term. Their main duties are defined by the state legislation. The responsibilities of the City Planning Commission include the following:

1. To consider matters effecting the future growth of the city of Portage.
2. To develop a master plan for Portage.
3. To make recommendations to the City Council of Portage.

The City Planning Commission conducts meetings twice a month to discuss basic issues about city planning. This commission is essentially advisory in nature. They dealt with the following issues in

1978: site plans, zoning ordinance changes, rezoning requests, subdivision requests, conditional use permits, and bike ways.

Environmental Board

The Environmental Board was created by a city ordinance which was adopted on September 11, 1973. Membership is open to city residents who have an interest in environmental protection. Portage residents may apply for membership, and nine members are appointed by the City Council for a 3-year term. The Environmental Board has its own election to decide who will serve as chairperson, vice-chairperson, and secretary. The officers of the Environmental Board can be reelected, but the board cannot elect officers for more than two consecutive terms.

According to the ordinance, the Environmental Board has the following duties:

1. To conduct studies, investigations, and research relating to environment protection of the city.
2. To hold hearings relating to any aspect of the city's environment.
3. To prepare and develop a comprehensive plan or plans for the protection of the environment.
4. To advise, consult, and cooperate with other local governmental units, agencies of the state, industries, interstate, or inter-local agencies and the federal government for the protection of the environment.

5. To conduct educational and training programs relating to the environment.

6. To recommend to the City Council policies for the protection of the environment.

In addition, the Portage Environmental Board considered the following issues in 1978: proposed sign code, Barberry Street turn-around and trash problem, water quality, and Austin Lake Project.

Human Resources Board

The Human Resources Board was established in 1977 by the Portage City Council. The members of the Human Resources Board are appointed by the City Council for a 3-year term. These members hold their meetings once every month.

The Human Resources Board was created to provide the services for the city of Portage:

1. To recommend to the city about the present and future social needs of Portage.

2. To keep the city administrators informed about the new social planning techniques.

3. To consider resource expenditures of public and private agencies and then make recommendations regarding a proposed expenditure of available financing.

4. To institute a human resource development program to insure that all Portage residents enjoy equal freedom (Hannah et al., 1977).

In 1978, members of the Human Resources Board were involved in the following issues: board vacancies, floating (traveling) meeting

locations, clarification of legal status of board, housing rehabilitation appeal, and communication information system for human services.

Parks Board

The Parks Board of the city of Portage was established by an ordinance of the city. The Parks Board consists of nine members who have the following duties:

1. To recommend to the city manager a budget providing for a parks and recreation program.
2. To make recommendations to the City Council regarding the operation of the parks and recreation program.
3. To recommend to the City Council a long-term capital improvements program for the parks and recreation facilities including the acquisition of park sites.
4. To promote activities that will benefit the city parks and recreation program including the encouragement of organized team athletic programs.
5. To keep correct written records of all Parks Board's business and transactions. The secretary of the board is charged with the responsibilities of compiling the records then filing them with the city clerk. The board's records must be available for public inspection.

The Parks Board membership is open to all individuals who have an interest in parks and recreation facilities. The members of the Parks Board are appointed by the City Council for a 3-year term.

Then the Parks Board elects from among its members one to serve as a chairperson, another as vice-chairperson, and a secretary for the board. All the officers of the Parks Board are eligible to be re-elected, but their term as officer of the board cannot exceed more than two consecutive terms. Basically, the Parks Board is advisory in nature and works closely with the Parks Department of the city of Portage. Twice each month the Parks Board convenes and discusses issues relevant to the maintenance and planning of the parks and recreation facilities within the city limits.

In 1978, Portage's Parks Board members were involved in the following issues: request for park facilities, maps of parks, Portage Creek Park improvement and adjoining land purchase, ball field lighting, recreation programs, nature trails at Schrier Park, and Westnedge Park water system.

CHAPTER IV

RESULTS AND FINDINGS

The results of this study are organized and discussed in terms of the hypotheses and questions. This chapter concludes with an overall summary of the research findings.

The Findings

The purpose of this research was to describe and to compare locally initiated advisory committees in Kalamazoo and Portage; the research hypotheses were as follow:

There will be no substantial differences between the two cities with regard to the membership characteristics of committees, even though the central city (Kalamazoo) has a more heterogeneous population than the suburb (Portage).

There will be no significant differences between the two cities with regard to the organization of citizen advisory committees. It is expected the committees will be formal in organization, that the members receive agendas and minutes of the meeting prior to the next meeting, and that the chairperson follows rules of procedures conducting the meetings.

There will be no significant differences between the two cities with regard to the perceived purposes and activities of citizen advisory committees.

There will be differences in the degree of satisfaction of the committee members with their committee's recommendations and activities. The committees whose charges are central to the city's program (planning, parks, transit, etc.) will be more satisfied than those whose charges are peripheral (environmental concerns, as an example).

The null hypothesis for this study is that there will be no significant difference between the citizen participation on the various committees in both cities.

The results of the data analysis are shown in separate tables. The findings will be described and compared for the two cities.

Characteristics of Members of Advisory Committees

What are the differences, if any, in the membership characteristics of the committees in the two cities? Do they differ in such characteristics as age, sex, education, occupation, income, previous volunteer experience, and motivation for committee membership?

Age

Table 1 summarizes the data about the ages of citizen advisory committee members in Kalamazoo and Portage, Michigan. The Kolmogorov-Smirnov two-sample nonparametric test was used to compare the percentages in each of the age categories of the members in both cities.

In Kalamazoo there was a higher percentage of committee members who were between the age of 20 and 29 years old. In the population sample in both cities, there were no advisory members who were less

than 20 years old. Only one member serving on a Kalamazoo advisory committee was in the 70-79 category. The majority of the members in both cities were in the middle-aged category between 30-49 years old. The maximum difference in the members' age in both cities was calculated to be the \underline{D} value = .124. Since the value of \underline{D} = .124 < .325, $\dagger p < .05$, two-tailed test. There was no significant difference.

Table 1

The Age of Advisory Committee Members in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Age categories:				
20-29 yrs.	5	11.4	1	3.4
30-39 yrs.	15	34.1	7	24.1
40-49 yrs.	10	22.7	9	31.0
50-59 yrs.	9	20.3	10	34.5
60-69 yrs.	4	9.1	2	6.9
70-79 yrs.	1	2.3	-	--
	<u>N = 44</u>	99.9	<u>N = 29</u>	99.9
$\underline{D} = .124$				

As shown in Table 1, 88.5% of the members on committees in Kalamazoo, Michigan, were over 30 years of age, and 11.4% were under 30 years. In Portage, 96.5% of the members were over 30 years of

age, and 3.4% were under 30 years of age. In both cities the majority of the citizen advisory committee members were over 30 years of age. As Steggart (1975) observed in his comparative study of citizen participation in 10 U.S. cities, participants on advisory committees and in other forms of citizen participation usually are over 30 years of age.

Ethnicity and Gender

Comparing the characteristics of ethnicity and gender of the committee members in two cities, as shown in Table 2, a similar pattern of representation was clearly evident. The majority of the committee members were white males in both cities. Ethnicity and gender are regarded as important ascriptive characteristics of citizen advisory committee members (Steggart, 1975).

No committee members in either city were representative of American Indian or Asian ethnic groups. The only minorities represented in the committees were Black Americans and women. There were 7.0% Black Americans on Kalamazoo's advisory committees and 4.2% Black Americans on Portage's advisory committees. Using a chi-square test for 2 x 2 table, the χ^2 value of 0.079 substantiates the prediction that there is no significant difference at the .05 level of significance between two cities.

Kalamazoo has a more heterogeneous population than Portage, However, the ethnic and gender representation on the citizen advisory committees in both cities favors Caucasian male members. There is a slightly higher percentage of women who served on the citizen

advisory committees in Kalamazoo than in Portage. At the time of the study, an organization known as "Women Aware" encouraged the participation of women in such groups in Kalamazoo.

Table 2

The Ethnicity and Gender of Citizen Advisory Committee
Members in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Ethnicity:				
White	39	90.7	23	95.8
Black	3	7.0	1	4.2
Hispanic	1	2.3	-	--
	<u>N</u> = 43	100.0	<u>N</u> = 24	100.0
$\chi^2 = 0.079$				
Sex:				
Male	23	52.3	19	65.5
Female	21	47.7	10	34.5
	<u>N</u> = 44	100.0	<u>N</u> = 29	100.0
$\chi^2 = 0.771$				

Education

In both cities the majority of the citizen advisory committee members had a college education. As shown in Table 3, a high percentage of the committee members in Kalamazoo and Portage, 54.4% and 41.4%, respectively, also had professional/graduate degrees.

Table 3

Levels of Education of Citizen Advisory Committee
Members in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Level of education:				
High school	1	2.3	3	10.3
Community college	5	11.4	5	17.2
College graduate	14	31.8	9	31.0
Professional/ graduate degree	24	54.4	12	41.4
	<u>N</u> = 44	99.9	<u>N</u> = 29	99.9
<u>D</u> = .137	not significant			

The Kolmogorov-Smirnov test was run to determine if there were any significant differences in education between the members of the committees in the two cities. Comparing the education levels of the members, it was found that the D value of .139 and is not significant

at the .05 level. There is no significant difference in the educational levels of members of advisory committees in the two cities.

Income Level

According to the citizen advisory committee members in both cities, the majority of the members, 38.6% in Kalamazoo and 42.9% in Portage, earned annually between \$25,000 and \$39,999. The statistical findings for the income levels of committee members in both cities are included in Table 4. The results of the two-tailed Kolmogorov-Smirnov test indicates that the D value of .068 is not significant at the .05 level of significance. There is no significance difference between the two cities regarding the income level of their committee members.

Occupation

The responses of the citizen advisory committee members show that 62.5% of the committee members in Kalamazoo and 60.9% in Portage had professional, technical, or managerial occupations. The statistic used for the comparison of the responses was the chi-square test for a 2 x 4 table. The χ^2 value of 0.007 was not significant at the .05 level of significance. There are no significant differences between the occupations of the advisory committee members in the two cities. The occupational categories of the members are reported in Table 5.

Table 4

The Income Levels of Citizen Advisory Committee
Members in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Annual income:				
\$ 5,000-\$ 9,999	3	6.8	1	3.6
\$10,000-\$14,999	4	9.1	1	3.6
\$15,000-\$24,999	9	20.5	7	25.0
\$25,000-\$39,999	17	38.6	12	42.8
Over \$40,000	11	25.0	7	25.0
	<u>N</u> = 44	100.0	<u>N</u> = 28	100.0
<u>D</u> = .068	not significant			

Table 5

The Occupations of Citizen Advisory Committee
Members in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Occupation:				
Professional, technical, managerial	25	62.5	14	60.9
Sales	2	5.0	3	13.0
Foreman, skilled labor	2	5.0	-	—
Housewife	11	27.5	6	26.1
	<u>N</u> = 40	100.0	<u>N</u> = 23	100.0
$\chi^2 = 0.007$	not significant			

Voluntary Associations

Table 6 displays the findings regarding the advisory committee members' affiliation with voluntary associations. In both cities the committee members listed their various voluntary association affiliations. These are presented in Table 7. Nearly half of the advisory committee members in Kalamazoo and Portage reported being members of such voluntary organizations.

The members of the citizen advisory committees in Kalamazoo and Portage tend to be involved in voluntary organizations mostly at the local and national level.

Table 6

Membership in Voluntary Associations of Citizen Advisory
Committee Members in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Voluntary association membership:				
Yes	28	65.1	13	46.4
No	15	34.9	15	53.6
	<u>N = 43</u>	100.0	<u>N = 28</u>	100.0
$\chi^2 = 2.715$	not significant			

Table 7
Listing of Voluntary Associations

Name of voluntary association	Type of association
Local:	
Churches in Kalamazoo and Portage	Religious
Kalamazoo Symphony	Arts
Bach Society	Arts
Kalamazoo Art Center	Arts
Program for the Gifted	Humanities/Education
Kalamazoo African Student Union	Education
Kalamazoo Nature Center	Environment
City of Portage Environmental Board	Environment
Lakes Area Conservation Club	Environment
Shoreline Protection Group	Environment
Kalamazoo County Economic Development Commission	Economic
Kalamazoo County Employment Development Advisory Council	Economic
Stuart Area Restoration	Historic
KVCC Faculty	Education
Kalamazoo Council for Handicapped	Health
Poetry on Buses	Arts
State:	
Michigan Historic Commission	Historic
Michigan United Conservation Club	Environment

Table 7--Continued

Name of voluntary association	Type of association
National:	
NAACP	Special interests of Black Americans
NAEA	Education
4-H Club	Agriculture
Boy Scouts	Education
League of Women Voters	Political
American Institute of Architects	Professional/ occupation
Audubon Society	Environment
National Trust for Historic Preservation	Historic
YWCA	Education/recreation
Association for Retarded Citizens	Health/education
Knights of Columbus	Fraternal/social

Other Advisory Committees

The percentages of responses of the members in Kalamazoo and Portage regarding service on other advisory boards is reported in Table 8. There is no significant difference between the two cities with respect to this variable. The majority of the committee members have not any previous experience as participants on other advisory boards.

Table 8
Other Citizen Advisory Committee Membership
in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Other advisory board membership:				
Yes	21	47.7	8	27.6
No	23	52.3	21	72.4
	<u>N = 44</u>	100.0	<u>N = 29</u>	100.0
$\chi^2 = 2.179$		not significant		

Voting in Elections

There are no significant differences in the voting behaviors of advisory committee members in the two cities. As summarized in Table 9, the citizen advisory committee members in Kalamazoo and Portage tend to vote regularly in national, state, and local elections.

Political Activity

The findings related to the overall comparison of the advisory committee members in the two cities regarding their involvement in political party organization and campaigns are displayed in Table 10. As Milbrath (1965) pointed out, citizen participation in political parties and campaign activities tend to be high among individuals who

Table 9

The Voting Behavior of Citizen Advisory Committee
Members in Kalamazoo and Portage
(in percentages)

	Kalamazoo %	Portage %
Voting behavior:		
National elections	95.5	100.0
State elections	95.5	100.0
Local elections	90.9	96.6
	<u>N</u> = 44	<u>N</u> = 29

Table 10

The Political Party Organization and Campaign Activity of
Citizen Advisory Committee Members
in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Political activity:				
Yes	23	52.3	14	48.3
No	21	47.7	15	51.7
	<u>N</u> = 44	100.0	<u>N</u> = 29	100.0
$\chi^2 = 0.006$ not significant				

also participate in city governance. The political activity reported by the committee members in both cities is probably higher than is true for the public at large in Michigan and nationwide.

Advisory Committee Organization

What are the differences, if any, in the operation of committees in the two cities, including the role of administrator with respect to the committees? Are they aware of any problems?

Motivation for Committee Membership

The distribution of the various motivational factors which citizen advisory committee members reported as stimulating their participation is presented in Table 11, which shows the "very important" and "important" responses of the members are combined. The majority of advisory members in the two cities, 95.0% in Kalamazoo and 92.3% in Portage, stated that sense of duty was an important motivational reason to apply for membership to the advisory committee. Also, 97.3% of Kalamazoo's advisory committee members and 96.2% of Portage's committee members stated interest in city services, and 86.8% of Kalamazoo's advisory committee members and 88.9% of Portage's advisory committee members stated that desire to participate in decision making were other important motivation factors. The chi-square 2 x 3 test used to test then compare the members' rating of the importance of six different factors reveals that there were significant differences between Kalamazoo members and Portage members in terms of their motivation to participate linked to career

Table 11
The Motivation for Committee Membership in
Kalamazoo and Portage
(in percentages)

"Very important" and "important" combined				
	Kalamazoo		Portage	
	<u>N</u>	%	<u>N</u>	%
Motivation factors:				
Sense of duty	40	95.0	26	92.3
$\chi^2 = 0.091$		not significant		
Interest in city service	37	97.3	26	96.2
$\chi^2 = 0.099$		not significant		
Desire to interact with interesting people	35	66.7	26	73.1
$\chi^2 = 3.991$		not significant		
Career considerations	35	40.0	25	24.0
$\chi^2 = 8.569$		significant at .05		
Desire to participate in decision making	38	86.8	27	88.9
$\chi^2 = 0.061$		not significant		
Desire for a change of pace	37	37.8	25	28.0
$\chi^2 = 0.985$		not significant		

considerations. The χ^2 value of 8.569 is significant at $p = .05$. This finding indicates that there is significant difference between Kalamazoo and Portage regarding career considerations as a motivating

factor. The differences between the two cities were not significant with respect to the other types of motivation.

The citizen advisory committee members in both cities also stated other reasons for their participation on the committees. The majority of the respondents reported that they were recruited or were asked by a city official to participate.

Selection Procedure

Table 12 presents the distribution of member responses to a question concerning the procedure used by a city to appoint members to citizen advisory committees. It appears that most members apply to join committees. A small percentage in each city, 27.3% in Kalamazoo and 14.8% in Portage, were recruited. There is no significant difference between the two cities.

Representation

Regarding the committee members' perception about the representation of the committees respectively, Table 13 shows the data about the members' attitude toward the representative nature of their group, and the specific type of group which they feel they represent are displayed in Table 14. A slightly higher percentage of Portage advisory committee members than Kalamazoo advisory committee members did not consider their group to be representative of an interest group in the community.

Table 12
Selection Procedure for Committee Membership
in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Establishment committee membership:				
By application	32	72.7	23	85.2
By appointment (without application)	12	27.3	4	14.8
	<u>N = 44</u>	100.0	<u>N = 27</u>	100.0
$\chi^2 = 0.806$ not significant				

Table 13
Representation of Interest Groups on Citizen Advisory
Committees in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Representation:				
Yes	22	51.2	10	34.5
No	21	48.8	19	65.5
	<u>N = 43</u>	100.0	<u>N = 29</u>	100.0
$\chi^2 = 1.399$ not significant				

Table 14

Frequency of Interest Group Representation by Citizen
Advisory Committee Members in Kalamazoo and Portage

	Kalamazoo no. of members	Portage no. of members
Types of interest groups represented:		
Tenants	2	-
Landlords	1	-
Neighborhoods	3	3
Minorities	3	1
Women	1	2
Occupations	7	2
Senior citizens	5	2

Length of Membership

In terms of the length of membership, Portage committee members until 1983 served for 5-year terms. The majority of Kalamazoo committee members were newly recruited. As shown in Table 15, a higher percentage of Kalamazoo committee members served less than a year.

Attendance

The findings about the committee members' attendance is summarized in Table 16. The data reveal that in Portage advisory committee members attend more committee meetings during a year than do

Table 15

The Length of Membership of Advisory Committee
Members in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Experience:				
Length of membership				
Less than a year	13	29.5	3	10.3
1-2 years	14	31.8	12	41.4
3-4 years	12	27.3	2	6.9
5-6 years	3	6.8	6	20.7
More than 6 years	2	4.5	6	20.7
	<u>N</u> = 44	99.9	<u>N</u> = 29	100.0
$\chi^2 = 0.059$		not significant		

advisory committee members in Kalamazoo. One of the factors which account for the difference between the two cities is the fact that several advisory committee members in Kalamazoo had begun their terms only 2 months prior to administration of the questionnaire.

Sixty percent of the members of Portage's advisory committees reported that they attended 16 or more scheduled meetings during the past year. It is clear that Portage committees and subcommittees meet more frequently than once a month, while Kalamazoo's advisory committees seem to hold to the once a month schedule.

Table 16

Attendance at Advisory Committee Meetings
in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Attendance:				
0-1 meeting	4	9.3	-	--
2-3 meetings	2	4.7	1	4.0
4-5 meetings	1	2.3	-	--
6-7 meetings	4	9.3	-	--
8-9 meetings	4	9.3	2	8.2
10-11 meetings	13	30.2	2	8.2
12-13 meetings	11	25.6	3	12.0
14-15 meetings	1	2.3	2	8.2
16 or more meetings	3	7.0	15	60.0
	<u>N</u> = 43	100.0	<u>N</u> = 25	100.0
$\chi^2 = 0.289$ not significant				

Setting Agendas

The responses of the citizen advisory committee members shows that, in terms of who sets the agenda for each meeting, in both cities, a higher percentage in Kalamazoo than in Portage stated that chairpersons and members sets the agenda. While a higher percentage

in Portage said that administrators are the ones who set the agendas. A comparison of the responses using a chi-square test for a 2 x 3 table was used. The χ^2 computed value 9.162 > 7.815 at $p < .05$ level. There is a significant difference between the two cities in terms of who sets the agenda. A summary analysis of data is contained in Table 17.

Table 17

The Percentages of the Individuals Who Are Responsible
for Setting the Committee's Agenda
for Each Meeting

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Who sets agenda:				
Chairperson and members	17	48.6	4	18.2
Chairperson and administrator	16	45.7	11	50.0
Administrator	2	5.7	7	31.8
	<u>N</u> = 35	100.0	<u>N</u> = 22	100.0
$\chi^2 = 9.162$		significant at .05		

Agenda, Minutes, and Informational Material

Another characteristic of the citizen advisory committee members in Kalamazoo and Portage was the organization of their respective committees. Looking at Table 18, there were no significant differences between the cities regarding the use of agendas, minutes of

their meetings, and informational materials. In both communities the members reported that agendas were set, minutes were kept, and various informational materials were available prior to their committee meeting.

Table 18

Advisory Committee Organization: Agenda, Minutes, and
Information Material in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Organization:				
Agenda:				
Yes	43	100.0	28	96.6
No	-	--	1	3.4
	<u>N = 43</u>	100.0	<u>N = 29</u>	100.0
Minutes:				
Yes	44	100.0	28	96.6
No	-	--	1	3.4
	<u>N = 44</u>	100.0	<u>N = 29</u>	100.0
Informational material:				
Yes	36	83.7	27	93.1
No	7	16.3	2	6.9
	<u>N = 43</u>	100.0	<u>N = 29</u>	100.0

Formality and Subcommittees

There were five questionnaire items concerning formality, adherence to agenda, recognition of speaker, and subcommittees. As shown in Table 19, the respondents in the two cities rated 58.1% in Kalamazoo and 48.3% in Portage that their meetings are held in a formal manner. The interesting finding was about subcommittees. On this question there was a significant difference obtained between Kalamazoo and Portage. The chi-square test for 2 x 2 table was used to compare the percentages of the two cities with regard to subcommittees. The χ^2 value 4.577 at .05 level of significance determined that Kalamazoo's committees have more standing subcommittees than Portage's committees.

Attendance of Administrator/s

The analysis of data about the attendance of administrators assigned to the advisory committee is displayed in Table 20. In Portage a slightly higher percentage of committee members said that administrator/s attended all advisory meetings. Kalamazoo committee members rated a higher percentage than Portage with regard to administrator's attendance to most of advisory committee meetings. One member in Portage said that administrator/s never attended the committee meeting. The Kolmogorov-Smirnov two-sample test was used to compare the responses between the two cities. The maximum differences calculated is $\underline{D} = .199$. This value is smaller than .325 which was needed to reject the null hypothesis at the .05 level.

Table 19

Organization: Formality, Agenda Adherence, Recognition of
Speakers, and Subcommittees in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Organization:				
Formality:				
Yes	25	58.1	14	48.3
No	18	41.9	15	51.7
	<u>N = 43</u>	100.0	<u>N = 29</u>	100.0
$\chi^2 = 0.339$ not significant				
Adherence to agenda:				
All the time	13	29.5	5	17.2
Most of the time	31	70.5	24	82.8
	<u>N = 44</u>	100.0	<u>N = 29</u>	100.0
$\chi^2 = 0.839$ not significant				
Recognition of speaker:				
Must be recognized	9	20.5	5	17.2
Need not be recognized	35	79.5	24	82.8
	<u>N = 44</u>	100.0	<u>N = 29</u>	100.0
$\chi^2 = 0.002$ not significant				
Subcommittees:				
Yes	28	68.3	11	39.3
No	13	31.7	17	60.7
	<u>N = 41</u>	100.0	<u>N = 28</u>	100.0
$\chi^2 = 4.577$ significant difference at $p < .05$				

Thus, there was no significant difference between the two cities regarding administrator's attendance at advisory committee meetings.

Table 20

The Attendance of Administrator/s Assigned to the
Advisory Committees in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Attendance of administrator/s:				
All meetings	30	69.8	26	89.7
Most meetings	13	30.2	2	6.9
Seldom	-	--	-	--
Never	-	--	1	3.4
	<u>N = 43</u>	100.0	<u>N = 29</u>	100.0
<u>D</u> = .199 not significant				

Ways of Handling Materials Provided by the Administrator/Staff

Advisory committee members in the two cities were asked about the way the advisory committee could handle the materials provided by the administrators or staff. Members rated each of the four possible ways "often," "somewhat," or "never." The percentage of "often" and "somewhat" are combined and shown in Table 21. The majority of committee members in Portage rated a higher percentage than Kalamazoo committee members; 89.7% stated they receive the materials as

information, 100% stated the materials are presented for discussion and reaction, 100% stated the materials are presented for decision. In Kalamazoo, 25% of the committee members said no materials are presented by the administrator or staff.

Table 21

Ways of Handling Materials Provided by the Administrator/
Staff in Kalamazoo and Portage
(in percentages)

	Often and sometimes (combined)	
	Kalamazoo	Portage
Ways of handling materials by advisory committees:		
Receive as information only	77.3	89.7
Presented for discussion and reaction	86.4	100.0
Presented to the committee for decision	77.3	100.0
No materials presented	25.0	6.9

Initiating Ideas

Advisory committee members in the two cities were asked to rate individuals and outside groups according to their importance in initiating ideas for discussion by the advisory committee. They were rated according to their importance in initiating ideas for discussion. Table 22 summarizes the percentage of "very important" and "somewhat important" combined for the responses in the two cities.

Table 22

Individuals and Groups Who Are Important in Initiating
Ideas for Discussion by the Advisory Committees
in Kalamazoo and Portage

	Very important and somewhat important (combined)	
	Kalamazoo	Portage
Rate individuals and groups:		
Committee members	81.8	69.0
$\chi^2 = 3.079$	not significant	
Committee chairperson	84.1	55.2
$\chi^2 = 4.568$	not significant	
City commissioners/council members	18.2	27.6
$\chi^2 = 2.010$	not significant	
Administrator/staff	63.6	72.4
$\chi^2 = 1.044$	not significant	
Liaison member	43.2	24.1
$\chi^2 = 0.736$	not significant	
Citizen groups	25.0	24.1
$\chi^2 = 3.235$	not significant	
The media	2.3	3.4
$\chi^2 = 0.281$	not significant	
City manager/staff	15.9	24.1
$\chi^2 = 6.232$	significant at .05	

Table 22--Continued

	Very important and somewhat important (combined)	
	Kalamazoo	Portage
Another advisory committee	-	10.3
$\chi^2 = 7.558$	significant at .05	
Other city administrator	-	10.3
$\chi^2 = 5.277$	significant at .05	

The majority of the respondents, 81.8% in Kalamazoo and 69.0% in Portage, rated the committee members as important individuals in initiating ideas. The members in the two cities also rated committee chairpersons as important individuals in initiating ideas for discussion. However, Kalamazoo's respondents rated a higher percentage, 84.1%, than Portage's respondents, 55.2%, in regard to rating committee chairpersons as important individuals.

In Kalamazoo, a higher percentage of advisory committee members rated the liaison member as a very important individual in initiating ideas for discussion than in Portage. A chi-square test for 2 x 3 table was used to compare the two cities on each item. In Portage, a significantly higher percentage of respondents stated that they regarded the city manager or staff, another advisory committee, and other city administrators as important individuals and groups in initiating ideas for discussion. There were no significant differences in other items between the two cities.

The advisory committee members in the two cities were asked to select a single most important individual or group in initiating ideas for discussion. The respondents listed the most important individuals and groups, and it is shown in Table 23. The number of committee members in Kalamazoo's advisory committees were larger in terms of rating committee members, committee chairperson, and administrator or staff than in Portage. Four members in Portage's committees said that citizen groups are the most important individuals in initiating ideas for discussion by the advisory committee.

Sources of Information

The responses of the members show that, in terms of rating 13 possible sources of information actually used by the advisory committee, according to their importance, 70.5% in Kalamazoo and 72.4% in Portage stated that administrator and staff reports were important sources of information. As shown in Table 24, a slightly higher percentage of Portage members than Kalamazoo members said that public hearings, other city administrators, and informal discussion with friends were important sources of information. Members of committees in both cities regarded members' own expertise as an important source of information. The Z test of proportion was used to test and compare the way members rated the 13 possible sources of information. It reveals that there were no significant differences between Kalamazoo committee members and Portage committee members except with respect to one listed source of information: local citizen groups. Advisory committee members in Kalamazoo rated a significantly higher

Table 23

The Most Important Individuals and Groups in Initiating
Ideas for Discussion by the Advisory Committees
in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Most important individuals and groups:				
Committee members	15	34.1	6	20.7
Committee chairperson	11	25.0	3	10.3
City commissioners/council members	-	--	3	10.3
Administrator/staff	15	34.1	9	31.2
Liaison member/city commission/council	-	--	1	3.4
Citizen groups	1	2.3	4	13.8
The media	-	--	-	--
City manager/staff	2	4.5	2	6.9
Another advisory committee	-	--	1	3.4
	<u>N</u> = 44	100.0	<u>N</u> = 29	100.0

percentage, 31.8%, than Portage's advisory committee members, 24.1%. A Spearman rank order correlation was computed using the "very important" responses between the two cities. The value of Spearman rank order correlation is .696, which indicates that the members of

Table 24

Important Sources of Information Actually Used by the
Advisory Committees in Kalamazoo and Portage
(in percentages)

	Very important	
	Kalamazoo	Portage
Sources of information:		
Administrator/staff reports	70.5	72.4
$\underline{Z} = 0.044$	not significant	
Citizen surveys	25.0	27.6
$\underline{Z} = 0.068$	not significant	
Public hearings	22.7	41.4
$\underline{Z} = -0.389$	not significant	
Public records	22.7	3.4
$\underline{Z} = -0.159$	not significant	
Outside expert testimony	29.5	24.1
$\underline{Z} = 0.676$	not significant	
Informal discussion with friends	4.5	10.3
$\underline{Z} = 0.491$	not significant	
State or national conference	2.3	--
$\underline{Z} = 0.252$	not significant	
Local citizen groups	31.8	24.1
$\underline{Z} = 7.140$	significant at .05	
Other advisory groups	4.5	10.3
$\underline{Z} = 0.673$	not significant	

Table 24--Continued

	Very important	
	Kalamazoo	Portage
Other city administrators	11.7	17.2
$\underline{Z} = 0.714$	not significant	
Information from the media	2.3	3.4
$\underline{Z} = -0.233$	not significant	
Member's own expertise	65.9	51.7
$\underline{Z} = 1.190$	not significant	
Commission/council liaison member	40.9	27.6
$\underline{Z} = 0.479$	not significant	
$\gamma_s = 0.696$		

advisory committees in the two cities perceive a common hierarchy of sources of information.

The members of advisory committees in the two cities were asked to select a single most important source of information in the actual work of the advisory committee. Table 25 summarizes the number or numbers of committee members in each city to the most important source of information. The data reveal that in both cities the majority of committee members rated the administrator and staff report as the most important source of information. Ten members of Kalamazoo's committees and five members of Portage's committee

stated that member's own expertise succeeded as the second most important source of information.

Table 25

The Most Important Source of Information in the Actual Work
of the Advisory Committees in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
The most important source of information:				
Administrator/staff report	19	52.8	15	53.6
Citizen surveys	-	—	1	3.6
Public hearing	1	2.7	-	—
Outside expert testimony	2	5.6	1	3.6
Local citizen groups	4	11.1	3	10.7
Other advisory groups	-	—	1	3.6
Member's own expertise	10	27.8	5	17.8
Liaison member	-	—	2	7.1
	<u>N = 36</u>	100.0	<u>N = 29</u>	100.0

Methods of Informing the Public

Members of committees in both cities responded to six possible methods of getting information to the public. They rated each of the listed methods "very important," "somewhat important," "not

important," or "not used at all." The percentage of the "very important" and "somewhat important" are combined and shown in Table 26 for both cities. In Kalamazoo, the percentage was slightly higher than in Portage in terms of using formal press releases as a method of getting information to the public. Portage committee members stated that special public hearings is an important way of getting information to the public. A Z test of proportion was used to test and compare the members' responses to the six possible methods of getting information to the public. The data reveal that there were no significant differences between Kalamazoo committee members and Portage committee members, except with respect to the two listed methods of informing the public: formal press releases and meetings covered by the media. Sixty-eight percent of Kalamazoo advisory committee members and 55.2% of Portage's committee members stated that formal press releases were used as an important method of getting information to the public, while 36.4% of Kalamazoo's committee members and 34.5% of Portage's committee members stated that having meetings covered by the media was an important method of getting information to the public.

Open Meeting Act

According to Act No. 267 of the Public Acts of 1976, being sections 15.261 to 15.275 of Michigan Compiled Laws, each advisory committee meeting shall be open to the public. The committee members were asked if the Open Meeting Act had affected the advisory committee meetings.

Table 26

Methods of Getting Information to the Public for Their
Importance to the Advisory Committee in
Kalamazoo and Portage
(in percentages)

	Very important and somewhat important (combined)	
	Kalamazoo	Portage
Methods of getting information:		
Formal press releases	68.2	55.2
$\underline{Z} = 2.629$	significant at .05	
Meetings covered by the media	36.4	34.5
$\underline{Z} = 4.442$	significant at .05	
Meetings reported in the media	45.4	58.6
$\underline{Z} = 0.697$	not significant	
Special public hearings	50.0	75.9
$\underline{Z} = 0.173$	not significant	
Speaking at the meetings of citizen groups	56.8	51.7
$\underline{Z} = 0.315$	not significant	
Publications	54.6	51.7
$\underline{Z} = 0.218$	not significant	
$\underline{\gamma_s} = -15.276$		

As shown in Table 27, only small percentages of the members in each of the cities reported that the Open Meetings Act had any effect on their committee meetings. Four members in Kalamazoo and two members in Portage did not respond to this question.

Table 27

Percentage of Advisory Committee Members in Kalamazoo and Portage Reporting That the Open Meetings Act Affected the Meetings of Their Advisory Committee

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Effects of Open Meeting Act:				
Stifled free discussions	-	--	-	--
Prevented discussion of controversial topics	-	--	3	11.1
Caused the advisory committee to operate in a more formal manner	4	10.0	4	14.8
Increased citizen attendance	12	30.0	4	14.8
Increased public awareness	12	30.0	4	14.8
Improved attendance among the members	-	--	2	7.4

Note. N = 40 for Kalamazoo; N = 27 for Portage.

Problems and Improvement

Members in the two cities responded to 17 items, stating if there were or had been problems in the operation of the advisory committee.

They had checked "often," "sometimes," or "never" for these items. Table 28 shows "often" and "sometimes" responses combined in percentages for members in the two cities. A slightly higher percentage of Kalamazoo advisory committee members, 86.3%, than Portage, 79.3%, stated that uninvolved members were a problem, 63.7% in Kalamazoo and 51.7% in Portage stated that high turnover of committee membership was a problem in the operation of the advisory committee. Lack of attendance, lack of information, and no clear goals and priorities were also indicated as problems in the operation of the advisory committees in the two cities. In general, the members in the two cities regard the 17 items as problems in the operation of the advisory committee.

Members in the two cities were asked to list any suggestions that would improve the operation or impact of the advisory committees. Table 29 summarizes the members' suggestions for the two cities. Two members in Kalamazoo's advisory committees said specialized expertise is needed. Four members in Kalamazoo's advisory committees and one member in Portage's advisory committees suggested that more time is needed to accomplish goals, and a stronger chairperson with leadership abilities is needed. The members also suggested more publicity, clear goals, improved attendance, and increased public awareness were other suggestions to improve the operation of the advisory committees.

Table 28

Problems in the Operation of the Advisory Committees
in Kalamazoo and Portage
(in percentages)

	Often and sometimes (combined)	
	Kalamazoo	Portage
Problems in the operation of the advisory committee:		
Uninvolved members	86.3	79.3
High turnover of committee membership	63.7	51.7
Difficulty in recruiting new members	47.7	31.0
Membership unrepresentative of the committee's clientele	40.9	31.0
Membership unrepresentative of the community	34.1	20.7
Lack of attendance	65.9	79.3
Lack of information	70.4	93.1
Domination by too few members	31.8	58.6
No clear goals	56.8	79.3
No clear priorities	81.9	82.8
Domination by administrator/staff	45.4	44.8
Unorganized meetings	34.1	48.3
Lack of publicity	72.7	75.9
Too much time on unimportant issues	61.4	72.4
Too much dissension	15.9	20.7
Lack of support from the city manager	38.6	55.1
Lack of interest on the part of the city commission/council	52.3	75.8

Table 29

Members' Suggestions to Improve the Operation or Impact of
the Advisory Committees in Kalamazoo and Portage

	No. of committee members	
	Kalamazoo	Portage
Suggestions to improve the committee's operation:		
Specialized expertise is needed	2	-
More time to accomplish goals	4	1
Bigger budget	2	-
Real influence and power to fulfill the committee's goals	3	2
Hear more about citizen problems and complaints	2	-
Stronger chairperson with leadership abilities	4	2
More publicity	2	2
Better planning	3	2
Clear goals	3	1
Less tight control by the staff	1	4
Improve attendance	-	1
Increase public awareness	-	1
	<u>N = 26</u>	<u>N = 16</u>

Purposes and Activities

What are the differences, if any, in the purposes and activities of the citizen advisory committees in the two cities as perceived by their members?

Table 30 summarizes the members' responses in both cities to 12 possible purposes for citizen advisory committees. The majority of the members in Kalamazoo and Portage rated these possible purposes as "very important" or "somewhat important" or "not important." The percentage of "very important" responses are reported in the table. More than 50% of the advisory committee members in the two cities tended to regard participating in the city planning process, generating new ideas, reviewing existing programs, suggesting new programs, and disseminating information as very important purposes to their advisory committees. Changing citizen attitudes toward the city government and developing support for city proposals were not that much important purposes to the advisory committees. The 12 purposes were ranked from 1 to 12 for each city on the basis of the proportion of the members rating the purpose as "very important." The Spearman rank order correlation of .804, which is significant at the .05 level, indicates that there is a consensus in the two cities on the priority of purposes of citizen advisory committees.

The responses of the members varied between the two cities regarding purposes considered "not important." One member in Portage stated that it is not important to identify citizen attitudes. Two members in Kalamazoo and four members in Portage stated it is not

Table 30
Purposes for Advisory Committees

	Very important			
	Kalamazoo	Portage	<u>Z</u>	
Advisory committee purposes:				
Identify citizen attitudes	47.7	55.2	0.554	Not significant
Facilitate citizen participation	45.5	34.5	0.899	Not significant
Participate in the city planning process	70.5	75.9	0.552	Not significant
Answer citizen questions	59.1	41.4	1.409	Not significant
Disseminate information	61.4	27.6	2.463	Significant at <u>p</u> < .05
Generate new ideas	68.2	62.1	0.512	Not significant
Resolve conflict between citizen and city	36.4	27.6	0.603	Not significant
Suggest new programs	59.1	62.1	0.250	Not significant
Review existing programs	61.4	65.5	0.414	Not significant
Change citizen attitudes toward the city government	13.6	17.2	0.268	Not significant
Develop support for city proposals	13.6	10.3	0.365	Not significant
Represent the clientele of the city	45.5	48.3	0.138	Not significant

Note. N = 44 for Kalamazoo; N = 29 for Portage.

important to facilitate citizen participation. Three members in Kalamazoo and one member in Portage responded that it is not important to answer citizens' questions. Four members in Kalamazoo and five members in Portage answered that it is not important to disseminate information. Eleven members in Kalamazoo and four members in Portage stated that it is not important to resolve conflict between citizen groups and the city. Sixteen members in Kalamazoo and nine members in Portage responded that it is not important to change citizen attitudes toward the city government. Eighteen members in Kalamazoo and 11 members in Portage stated that it is not important to develop support for and minimize opposition to city proposals. Nine members in Kalamazoo and six members in Portage responded that it is not important to represent the clientele of the city service with which the advisory committee is concerned.

A Z test of proportions was used to test and compare the members' responses to the 12 possible purposes. It revealed that there were no significant differences between Kalamazoo members and Portage members except with respect to one listed purpose: to disseminate information. A rank order correlation was computed using the "very important" responses between the two cities. The value of Spearman rank order correlation is .804, which is a strong association. It indicates that the members of advisory committees in the two cities perceive a common hierarchy of purposes for such organizations.

The advisory committee members in the two cities were asked to rate several activities according to how frequently they were performed by the advisory committee. Table 31 summarizes the

percentages of "often" responses of 19 possible activities in which committee members in the two cities could be involved. A chi-square test for 2 x 3 table was used to compare the two cities on each item. In Kalamazoo a significantly higher percentage of respondents stated that they were involved in making recommendations about public relations efforts and about setting fees for public facilities or equipment than in Portage. No significant differences existed in other activities. A Spearman rank order correlation was computed using "often" responses between the two cities. The Spearman rank order value is .75, which is a fairly high level of agreement between the two cities with respect to the ordering on the basis of frequency of a number of possible activities in which advisory committees are engaged.

The respondents in the two cities were asked if there were any activity which the advisory committee is not performing that it should. Fifty-four percent of Portage's advisory committee members and 36.1% of Kalamazoo's advisory committee members said that there are other activities that should be done by the advisory committee as shown in Table 32. The chi-square value, $0.554 < 3.841$, indicates that there is no significant difference between the two cities.

Also, the citizen advisory committee members in the two cities specified some activities that should be performed by their committees. Five members of the Planning Commission in Portage and two members of the Transit Committee in Kalamazoo specified that their committees should spend more time to have a comprehensive plan.

Table 31

Advisory Committee Activities in Kalamazoo and Portage
(in percentages)

	"Often"	
	Kalamazoo	Portage
Advisory committee activities:		
New programs	40.9	27.6
$\chi^2 = 1.928$	not significant	
Present programs	47.7	37.9
$\chi^2 = 1.638$	not significant	
New ordinances	15.9	24.9
$\chi^2 = 2.456$	not significant	
Existing ordinances	11.4	17.2
$\chi^2 = 0.509$	not significant	
Departmental budgets	27.3	24.1
$\chi^2 = 0.993$	not significant	
Departmental organization	6.8	6.9
$\chi^2 = 0.035$	not significant	
Departmental staffing	4.5	3.4
$\chi^2 = 0.731$	not significant	
Public relations efforts about committee recommendations	40.9	3.4
$\chi^2 = 14.205$	significant at .001	
Zoning and/or land use changes	27.3	44.8
$\chi^2 = 5.364$	not significant	

Table 31--Continued

	"Often"	
	Kalamazoo	Portage
New public facilities	20.5	24.1
$\chi^2 = 1.710$	not significant	
Maintenance of public facilities or equipment	27.3	17.2
$\chi^2 = 1.745$	not significant	
Usage of public facilities or equipment	29.5	27.6
$\chi^2 = 0.005$	not significant	
Fees for public facilities or equipment	36.4	10.3
$\chi^2 = 11.224$	significant at .01	
Special projects	36.4	20.7
$\chi^2 = 2.251$	not significant	
Public relations efforts about committee projects	40.9	13.8
$\chi^2 = 8.591$	significant at .02	
Federal grant possibilities	22.7	48.3
$\chi^2 = 4.892$	not significant	
State grant possibilities	22.7	34.5
$\chi^2 = 5.511$	not significant	
Private funding possibilities	13.6	13.8
$\chi^2 = 2.650$	not significant	
Membership applications	20.5	13.8
$\chi^2 = 0.536$	not significant	
$\gamma_s = .75.$		

Table 32

Activities Not Performed by Committees in
Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Activity performed by board not enough:				
Yes	13	36.1	13	54.2
No	23	63.9	11	45.8
	<u>N = 36</u>	100.0	<u>N = 24</u>	100.0
$\chi^2 = 0.554$ not significant				

One member said that minority groups should be represented. Two members of the Parks Board in Portage stated that active participation related to parks is needed. Two members of the Environmental Board in Portage stated that prior knowledge about new projects and their effects on the environment is needed. One member of the Parks and Recreation Advisory Committee in Kalamazoo said the committee should have more impact on the suggestions the members make. One member of the Tenant and Landlord Advisory Committee in Kalamazoo stated that the committee should educate tenants.

Satisfaction and Significance

What are the differences, if any, in the degree of satisfaction of advisory committee members with their committee's recommendations and with the additional activities their committee undertakes? Are they satisfied with the actions taken on their committee's recommendations by their respective city councils?

Table 33 summarizes the data concerning members' satisfaction with the work of their committee and their relationships with the council and administrators. The members responded to each questionnaire item as being "very satisfied," "satisfied," and "not satisfied." The percentages of responses for "very satisfied" combined with "satisfied" are presented in Table 33. Kalamazoo's advisory committee members were more satisfied than Portage's advisory committee members with what happens to their committee's recommendations, with their advisory committee's relationship with the city commission, and with the way their committee meetings are run. Portage's committee members were more satisfied than Kalamazoo's committee members with the activities and projects undertaken by the advisory committee, the contributions of the other members of the committee, the committee's relationship with the administrator, and the committee's relationship with the public. Overall the rates of satisfaction of committee members in both cities are very high.

The chi square was run to determine if any difference in the degree of satisfaction existed between the two cities. The result shows that there was a difference in the degree of satisfaction with

Table 33
The Degree of Satisfaction of Citizen Advisory Committee Members With Their
Committee's Recommendations and With the Other Activities
in Kalamazoo and Portage
(in percentages)

	Very satisfied and satisfied combined			
	Kalamazoo	Portage		
Are you satisfied with:				
How committee meetings are run	93.2	82.7	5.145	Not significant
The advisory committee's recommendations	84.1	98.6	0.079	Not significant
What happens to the advisory committee's recommendations	75.0	62.0	18.940	$p < .001$
The activities and the projects undertaken by the advisory committee	77.3	82.8	12.217	$p < .01$
The contributions of the other members of the advisory committee	72.8	82.8	0.157	Not significant
The advisory committee's relationship with administrator/staff	79.6	100.0	5.153	Not significant
The advisory committee's relationship with the city commission/council	65.9	58.6	1.107	Not significant
The advisory committee's relationship with the public	60.8	75.9	5.467	Not significant

what happens to advisory committees' recommendations, as well as the activities and projects undertaken by the advisory committees.

Another way of measuring the effectiveness of advisory committees is to ask the members whether they felt the work of their committee had changed the attitudes of relevant actors in the political system. In Table 34 the percentage of "often" responses is combined with the "sometimes" responses of committee members in each of the cities to the questions which asked whether the work of the advisory committee had resulted in changing the attitudes of five groups. Table 34 shows that higher proportions of Portage's committee members reported changed attitudes than among Kalamazoo's committee members. A high percentage of the committee members in Portage and Kalamazoo, 89.6% and 70.0%, respectively, stated that work of their advisory committees has resulted in changing the attitudes of administrator and staff. A higher percentage of committee members in Portage than in Kalamazoo stated that the work of the advisory committees resulted in changing the attitude of the city commission/council and other administration departments.

In both cities the majority of the citizen advisory committee members, 86.2% in Portage and 75.0% in Kalamazoo, stated that they used formal written recommendations as an important method of informing city commission/council.

Another measure of effectiveness is whether the political body of a city uses and passes the advisory committee's recommendations. The responses of the citizen advisory committee members in Table 35 shows that 59.1% in Kalamazoo and 55.2% in Portage believe that "all

Table 34

The Advisory Committee Work Has Resulted in Changing the
Attitudes of Each of the Individuals and Groups
in Kalamazoo and Portage
(in percentages)

	Often and sometimes combined	
	Kalamazoo	Portage
Changing attitudes of:		
Administrator/staff	70.0	89.6
City commission/council	65.9	86.2
The public	59.1	72.4
Other advisory groups	40.9	58.6
Other administration departments	38.6	58.6

Table 35

The Frequency City Commission/Council Uses the Advice and
Recommendations in Kalamazoo and Portage
(in percentages)

	Kalamazoo	Portage
City commission/council uses committee's advice:		
All the time and most of the time	59.1	55.2
$\chi^2 = 0.210$	not significant	
Advisory committee's recommendations get passed:		
All the time and most of the time	68.1	65.5
$\chi^2 = 0.027$	not significant	

the time" or "most of the time" their advisory committee's recommendations are used by the city commission/council. Similarly, 68.1% in Kalamazoo and 65.5% in Portage report that their committee's recommendations are passed by their respective councils. A chi-square test for 2 x 2 table was used to compare between the two cities. The χ^2 values of 0.210 and 0.027 show that there was no significant difference between the cities on these two questions.

As a summary measure of satisfaction, 89.7% of the members on committees in Kalamazoo and 77.3% of the members on committees in Portage stated that the work of the advisory committee has contributed ideas and approaches to the city that might otherwise not have been considered. The chi-square value of 0.003 indicates that there was no significant difference between the two cities on this important item.

The respondents were asked if their attitudes toward city government have changed as a result of their membership on the advisory committee. The committee members in both cities indicated that their service on the advisory board has changed their perception toward the city government as shown in Table 36. Nearly half of the members in Kalamazoo and Portage concur that their experience as advisory board members resulted in a change in their attitude toward the functioning of the city government.

Satisfaction Within Individual Committees

There are three pairs of committees which have the same charges which can be compared between Kalamazoo and Portage. These

Table 36
Attitude Toward City Government of Citizen Advisory
Committee Members in Kalamazoo and Portage
(in percentages)

	Kalamazoo		Portage	
	<u>f</u>	%	<u>f</u>	%
Attitude toward city government:				
Advisory membership helped to change perception	23	53.5	17	58.6
Advisory membership did not help to change perception	20	46.5	12	41.4
	<u>N = 43</u>	100.0	<u>N = 29</u>	100.0
$\chi^2 = 0.388$		not significant		

committees are concerned with planning, the environment, and parks.

Committee members in the six committees were asked about their degree of satisfaction with eight aspects of their work. They responded as being "very satisfied," "satisfied," or "not satisfied." The percentage of "very satisfied" and "satisfied" of the responses are combined and presented in Table 37.

All of Portage's Planning Commission respondents and Kalamazoo's Planning Commission respondents stated that they were satisfied with advisory committee's recommendations, activities and projects, members' contribution, committee's relationship with administrator/staff, and the committee's relationship with the public. Portage's Planning Commission respondents were more satisfied than Kalamazoo's

Table 37

The Degree of Satisfaction of Committee Members Within Individual Committees
(Planning, Environmental, and Parks) in Kalamazoo and Portage
(in percentages)

	Very satisfied and satisfied (combined)							
	KP	PP	KE	PE	KR	PR	KH	PH
Are you satisfied with:								
How committee meetings are run	100	38	67	40	100	89	83	100
The advisory committee's recommendations	100	100	67	80	100	89	83	71
What happens to the advisory committee's recommendations	50	100	33	-	67	78	67	43
The activities and projects undertaken by the advisory committee	100	100	67	80	67	78	33	71
The contributions of the other members of the advisory committee	100	100	67	60	67	78	83	86
The advisory committee's relationship with the administrator/staff	100	100	67	60	67	100	100	100
The advisory committee's relationship with the city commission/council	50	75	33	20	33	56	67	71
The advisory committee's relationship with the public	100	100	33	-	-	89	33	86

KP = Kalamazoo City Planning Commission. PP = City Planning Commission (Portage). KE = Environmental Concerns Committee (Kalamazoo). PE = Environmental Board (Portage). KR = Parks and Recreation Advisory Board (Kalamazoo). PR = Parks Board (Portage). KH = Community Relations Board (Kalamazoo). PH = Human Resources Board (Portage).

Planning Commission respondents with what happens to the advisory recommendations and the committee's relationship with the city council.

Kalamazoo's Environmental Concerns Committee respondents were more satisfied than Portage's Environmental Board with all of the eight items. Also, Kalamazoo's Parks Committee respondents were more satisfied with how the committee is run and advisory committee's recommendations than Portage's Parks Board respondents. However, the respondents of Portage's Parks Board were more satisfied with all of the other items than Kalamazoo's Parks Committee respondents.

The percentages determine that members of Human Resources Board in Portage were more satisfied with how board meetings are run, activities and projects undertaken by the board, board members' contributions, relationship with the city council, and relationship with the public than Kalamazoo's Community Relations Board members. However, the members of Kalamazoo's Community Relations Board were more satisfied with the board's recommendations and actions taken for them. Overall, the committee members of the City Planning commission and Parks in the two cities rated higher percentages than committee members of Environmental and Human Relations. These findings indicate that committees whose charges are central to the city's program (Planning and Parks) in the two cities are more satisfied than those committees whose charges are peripheral (Environment and Human Relations) with the committee's recommendations and activities.

CHAPTER V

SUMMARY, FINDINGS AND THEIR IMPLICATIONS, AND RECOMMENDATIONS

This chapter presents a summary of the study, a discussion of the findings, limitations of the study, and implications for further research.

Summary of the Study

The purpose of this study was to describe and to compare locally initiated citizen advisory committees in two Michigan cities, Kalamazoo, the central city of a metropolitan area, and Portage, a suburban city in the same metropolitan area.

The primary objective of this study was to find answers to the following questions and hypotheses:

1. What are the differences in the socioeconomic characteristics of the advisory committee members in the two cities? Do they differ in membership characteristics such as age, sex, education, occupation, previous volunteer experience, and motivation?

2. What are the difference in the operation of the committees in the two cities, including the role of administrator with respect to the committees? Is the administrator aware of any problems? Are the committee members aware of any problems?

3. What are the differences in the purposes and activities of the citizen advisory committees in the two cities as perceived by

their members?

4. What are the differences in the degree of satisfaction of members with their committee's recommendations and with the other activities which the committees undertake in the two cities? Are they satisfied with the actions taken by city councils as a result of their recommendations?

The study population for the research consisted of 10 citizen advisory committees in Kalamazoo and four citizen advisory committees in Portage. An 11-page survey questionnaire including multiple responses and short answer questions was distributed among advisory members in each city.

Since most of the questions for this study involved determining if differences existed between the advisory committees in Kalamazoo and Portage, two-sample tests of proportions, two sample chi-square tests, and two-sample Kolmogorov-Smirnov tests are used to test the hypotheses. Some Spearman rank order correlations are reported also.

Discussion of the Findings

The testing of Hypotheses 1, 2, 3, and 4 conclusively shows that there are no significant differences between the structure, composition, and functions of locally initiated citizen advisory committees in both Kalamazoo and Portage.

The rest of the first hypothesis is about the socioeconomic characteristics of advisory members of the committees in both cities. The characteristics revealed are middle age, white males. In Portage advisory committees on the other hand, a slightly higher percentage

of men is found. There are more women in the Kalamazoo advisory committees because of the influence of "Women Aware," an organization dedicated and committed in the encouragement of women participation in such groups. Four of the committee members in Kalamazoo are black, a minority group. With regard to level of educational attainment, all the advisory committee members have college educations. Most, also, tend to have professional, technical, and/or college degrees. They also have high income levels.

On why they applied for membership in the committees, the committee members in both Kalamazoo and Portage cite their sense of duty, interest in the city services, and the desire to participate in the decision-making processes as the main reasons. Career consideration is also an important motivational factor in participating in these committees. The χ^2 value of 8.569 > 5.991 at .05 level of significance shows that there is a significant difference between the two cities with regard to career consideration. The desire for change of pace tends to be not a significant motivational factor in the two cities.

In terms of membership experience, members of the Portage advisory committees tend to serve a longer period of time than Kalamazoo advisory committee members. Until 1983, they had a 5-year term. On the other hand, Kalamazoo committee members tend to serve less than a year because they were newly recruited.

With regard to other citizen advisory membership, the majority of the committee members have not had any previous experience as participants on other advisory boards. However, a slightly higher

percentage of Kalamazoo advisory members tend to serve on other advisory committees.

In the area of politics, there are interesting conclusions. Members of these committees in the two cities vote regularly in national and local elections. Those of them who are interested in city governance and join these locally initiated citizen advisory committees tend to participate in political parties and campaign activities. Their participation is probably higher than is true for the public at large both in Michigan and nationwide.

Members in both cities share the same perception about representing particular interest groups in the community. However, a higher percentage of members of Kalamazoo's advisory committees tended to represent special interest groups than Portage's advisory members.

The testing of the second hypothesis is about how the committees operate in the two cities. The operation is measured using attendance, selection procedure, who sets agenda, subcommittees' work, initiating ideas, sources of information, methods of informing the public, and problems and improvements.

In terms of meeting attendance, advisory committee members in Portage tend to attend more committee meetings during the year than their counterparts in Kalamazoo. A possible explanation for the difference may be that several advisory committee members in Kalamazoo had begun their terms only 2 months prior to administration of the questionnaire. A related factor is that Portage committees and subcommittees meet more frequently than once a month as is the

case in Kalamazoo.

Most of the advisory committee members in both cities voluntary chose to join the committees. Only a small percentage in each city were recruited or asked by the mayor or city manager to join the committee.

In both cities, the members reported that agendas were set, minutes kept, and various information materials were available prior to their committee meetings.

In the area of subcommittees, a higher percentage of the citizen advisory committee members in Kalamazoo stated that their committees had subcommittees. In Portage the percentage is lower. The χ^2 value of $4.577 > 3.841$ at .05 level of significance is determining that there is a significant difference between the advisory committees in the two cities in regard to having subcommittees.

In terms of who sets the agenda for each meeting in both cities, Kalamazoo has a higher percentage which stated that the chairperson and members set the agenda. While a higher percentage in Portage said that administrators are the ones who set the agenda. The χ^2 value $9.162 > 7.815$ at .05 level of significance indicates that there is a significant difference between the two cities with regard to who sets the agenda.

Committee members were rated as very important individuals in the initiating of ideas for discussion by the respondents in the two cities. More of Kalamazoo's committee members rated liaison member and committee chairperson as very important individuals in the initiation of ideas than the Portage committee members. The χ^2 value

6.232 > 5.991 at .05 level of significance shows that there was a significantly higher percentage in Portage's advisory committees than in Kalamazoo who rated city manager and/or staff as important in the initiation of ideas for discussion by the advisory committee.

The majority of the advisory committee members in the two cities reported that administrator or staff reports were important sources of information actually used by the advisory committee. The Z test of proportion was used to test the manner members rated the 13 possible sources of information. It shows that there was no differences between the committees, except with local citizen groups. The groups were rated as important sources of information by the Kalamazoo advisory members. A Spearman rank order correlation value of .696 at .05 level of significance determines that members of the committees in the two cities perceive a common hierarchy of sources of information.

In terms of methods of informing the public, of the two cities a slightly higher percentage in Kalamazoo uses formal press releases as a method of getting information across to the people. In Portage, on the other hand, special hearings were rated as an important method of informing the public.

Committee members in both cities are aware and concerned with problems in the operation of the advisory committee in relation to uninvolved members. Lack of information, no clear goals, the amount of time expended on trivial issues, and lack of attendance were named. They also suggested some improvements intended to enhance the advisory committee's impact and operation in listing the following suggestions. They needed more time to accomplish goals, real

influence and power to fulfill the committee's goals, stronger chairperson with leadership abilities, better planning, and less tight control by the staff.

In testing the third hypothesis, which is related to the purposes and activities of the citizen advisory committees, the analysis and the statistics indicate that members of Kalamazoo and Portage advisory boards rated high percentages. The members regarded participants in the city planning process, suggestion of new programs, and disseminating information as very important to the daily performance of work. The Spearman rank order correlation was used for the 12 possible purposes for the two cities. The Spearman rank order correlation of .804, which is significant at the .05 level of significance, indicates that there is a consensus in the two cities on the priority of purposes of citizen advisory committees.

A Spearman rank order correlation used for 19 possible activities of the members of the committees were involved. The rank order value is .75, which is a fairly high level of agreement between the two cities with respect to the ordering on the basis of frequency of a number of possible activities in which advisory committees are engaged.

To conclude, members of citizen advisory committees nationwide share a common definition. They also perceive a similar hierarchy of purposes and activities.

The fourth hypothesis is about members' satisfaction with actions taken on committee's recommendations and additional activities. Members of the Kalamazoo advisory committees expressed a higher

percentage of satisfaction with the city commission, and with how committee meetings were run. Members of the Portage advisory committees, on the other hand, expressed less satisfaction with the activities and projects they have undertaken. Overall, the members in the two cities rated the other advisory committees' activities items fairly high. This shows their satisfaction with their committees.

The second way to measure members' satisfaction and effectiveness was to ask members if they felt the work of the advisory committee resulted in changing the attitudes of relevant actors in the political set up. Committees in both cities were unanimous that the work of the advisory committees has changed the attitudes of city commission and/or council, the public, and administrator and/or staff, other advisory groups, and other administrative departments.

The third measure of satisfaction was whether the political body of the city actually uses and passes into law the recommendations introduced by the advisory committees. More than half of the members in the two cities reported that city commission and/or council uses and passes the committee's advice and recommendations.

Since satisfaction may vary among committees more than between cities, the test for three pairs of committees which have the same charges: planning, environment, and parks. Members in city planning commissions in the two cities expressed their satisfaction with the advisory committee's recommendations, activities, and projects undertaken, as well as their relationship with administration/staff and the public. Eighty percent of Portage's Environmental Board members were satisfied with advisory committee recommendations, activities,

and projects undertaken by the committee. Sixty-seven percent of Kalamazoo's Environment Commission members were satisfied with the way committee meetings were run, activities and projects, and other advisory members' contributions. All Kalamazoo Parks and Recreation Board members were satisfied with the way committee meetings were run and with committee recommendations. All the members of Portage Parks Board were satisfied with the advisory committee's relationship with the administrator/staff. Eighty-nine percent of the same advisory committee members were satisfied with the way committee meetings were run and with the committee's recommendations. Eighty-three percent of Kalamazoo's Community Relations Board members were satisfied with the way committee meetings were run and with committee's recommendations and members' contributions. All the members of Portage's Human Resources Board were satisfied with the administrator/staff.

Comparing the percentages of these parallel committees in the two cities indicates that the committees whose charges are central to the city's program (planning and parks) in the two cities were more satisfied than those committees whose charges are peripheral (environment and human relations) with the committee's recommendations and additional activities.

Implications

Only a paucity of publications describe and discuss locally initiated citizen advisory committees. The majority of the studies have been case studies or comparative studies of communities within a metropolitan area or suburb area. These studies tend to have limits

to their application to metropolitan areas in the United States, or political conditions in non-Western countries.

Implications for Further Research

Inasmuch as the findings of this research study indicate that there were no statistical differences in the perceptions of the citizen advisory bodies in both cities regarding their satisfaction about their effectiveness in influencing the respective city council's decisions, a number of implications for additional research seem clear. It is suggested that this study be replicated in other geographic areas of the United States in different size cities and with different forms of city governance. Longitudinal studies of this advisory form of participation may provide pertinent information where advisory forms of citizen participation are found.

A similar study might also be feasible with locally initiated citizen advisory bodies in non-Western countries. Their perceptions toward their satisfaction and effectiveness might contribute more insight for understanding similarities and differences between cultures and political organizations in the U.S. and abroad.

Limitations of Study

Although there were no statistically significant differences found to exist between the citizen advisory committees of the two cities, these results must be carefully interpreted in the context of this study since some methodological limitations existed.

First, this research study was not conducted with a large, nationwide sample. In the study, all the respondents were residing respectively within two Michigan cities, Kalamazoo and Portage. This study was limited to locally initiated citizen advisory bodies.

Second, only a paucity of empirical studies have been published or conducted about the dynamics of citizen advisory bodies and their influence on local governments. The research method of evaluation for determining the effectiveness of the citizen advisory bodies tends to be objective and useful for gathering pertinent statistical information.

At last, it was anticipated that the locally initiated citizen advisory committee members who participated in the original survey might be reluctant to complete the self-administered survey questionnaire. In order to obtain their cooperation in providing the information, Dr. Susan B. Hannah and Dr. Helenan S. Robin explained the purpose of their study and subsequent use of the information.

The findings end up to one fact that even though Kalamazoo is a central city of a metropolitan area, and Portage is a suburban city in the same metropolitan area, they do not differ in the area of locally initiated citizen advisory committees because the governing bodies are inclined to select middle to upper income people with college educations for such committees; and they serve out of a sense of citizen duty and/or concern for community. They also share a common definition and perceive similar hierarchy of purposes and activities.

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