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Michael W. Singletary
Major Professor

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Date December 1, 1988

A CASE STUDY OF THE INTERNAL COMMUNICATION OF THE GOVERNMENT OF JEFFERSON CITY, TENNESSEE

A Thesis

Presented for the

Master of Science

Degree

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Betty Farmer Sullivan

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CHAPTER I

INTRODUCTION AND BACKGROUND

An organization often goes full speed ahead, issuing news releases, producing newsletters, circulating memos, and formulating policies while never looking back. Often it does so without stopping to consider the effectiveness of its efforts. It often just assumes that its messages are hitting the targeted audience and that the audience understands those messages. After all, the duties of the communicator have been executed: the memo typed neatly, the newsletter compiled, the policies formulated, and all distributed. But does the communicator's job really end here? It should not. The communicator should consider the effectiveness of the message. And the communicator can do much more than just guess about this. The art of communication is becoming more scientific. Communicators no longer have to rely solely on intuition, but can use scientific methods of analysis to assess their efforts. Perhaps more importantly, communicators do not have to wait for a major breakdown in the communication channel to occur before they determine that their efforts can be improved.

Leaders in the government of Jefferson City, Tennessee, have indicated they believe it is important to assess communication effectiveness. They understand the importance of determining "what is" or the status of the

present situation. They understand that one must determine "what is" before one can determine "what should be." Obviously, "what should be" is the most effective communication climate possible.

Jefferson City was approached in January 1988 by a University of Tennessee research team. The team proposed to conduct a comprehensive public relations audit of three city governments in Tennessee, one small, one medium-sized, and one large. Jefferson City was recommended as the small city. The overall goal of the research was to determine the effectiveness of the city's communication efforts.

The city indicated that it had considered conducting similar research, but did not have the manpower or expertise to do so. It appropriated $3,300 to cover the research expenses.[1]

Jefferson City is known as the home of Carson-Newman College, a Baptist supported college. The city is located

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[1]Due to the scope of the audit, each team member was able to accept lead and primary responsibility for significant portions of the research. The project director, Nancy Wolfe, APR, served as coordinator of scheduling and planning and the final report. Doctoral student James Edwards took responsibility for writing the computer program that would run the survey responses, as well as all contacts with the computer center. Edwards also explored the city's relationship with other governmental parties. Master's candidate Brendan Jennings took lead responsibility for the city's crisis communication/emergency planning policies and the city's relationship with external publics. The writer took lead responsibility for the city's internal communication analysis as well as media relations. The complete communications audit report can be obtained by contacting City Manager Don Darden or any team member.

approximately 30 miles east of Knoxville and approximately 60 miles from the Tri-Cities area. Its position between these two areas and its interstate access have added to the city's strategic appeal. The most recent census data (1985) showed Jefferson City had a total population of 5,747, excluding Carson-Newman students, which can add as many as 2,000 to the population when it is in session.

Carson-Newman is the city's largest employer. The city used to depend on zinc mining as its primary industry, but the mines have recently ceased operations. The city is pursuing an aggressive industrial recruitment campaign.

Jefferson City, like other communities across the nation, is experiencing profound change. And, its citizens are experiencing the confusion that can accompany change. One resident pointedly summarized the dilemma many citizens in Jefferson City are facing: "They want growth, but they don't understand how to go about getting it or what it takes to get it." It is also a town divided over where the center of its growth should be. There is a movement to revitalize the deteriorating downtown area--a place where businesses, time and time again, have tried and have failed. Growth, instead, is occurring along the four-lane that runs along the outskirts of the city. This growth has spurred opposition, uncertainty, and fear of the unknown. As Jefferson City positions itself for the 21st century, tough choices will be made. As one employee put it: "The

city is at a crossroads; it will either grow or die if the right steps aren't taken."

At the center of this change is city government. Even the way in which the city is governed is relatively new. Less than a decade ago, the city changed from a strong mayor and council to the city manager form of government. Three city managers have served since the transition took place. The third city manager, Don Darden, assumed the position in January 1987.

In theory, the city manager operates at the will of the council and mayor, carrying out their orders. But to a large extent, the city manager's influence is determined by his own aggressiveness. Darden has taken some bold initiatives, among them, moving city hall from the stagnating downtown area to the four-lane and the purchase of a city industrial park (when the county also has one).

While Darden positions the city for the future, an employee workforce is implementing the changes and looking to Darden for leadership and guidance. The city manager is responsible for 55 full-time employees and 6 to 8 part-time employees.

Not only have city employees been affected by the growth and changes the city as a whole is experiencing, they have experienced significant changes in their own working environment. Just in the last few years, the city has added several new staff positions. Those include a

recreation director, a building inspector, a new police chief, additional policemen, and additional administrative support people. Darden has implemented policy changes that include a retirement benefits package, liability training, hazardous waste awareness and crisis communications planning, as well as enforcing personnel policies already in place such as making sure workers wear hardhats in certain circumstances. Darden has also stepped up his internal communications effort. While management directives in the past have been most often issued orally, Darden has increased the number of memoranda and other written communications issued internally.

The ideal communication environment would be one-to-one, face-to-face interaction every single time, but reality dictates a significantly less personal communication strategy--a process that depends on tiers and channels and one that has survived without interaction, feedback or evaluation.

Jefferson City government, like many organizations, has never stopped to consider its communication process. Management believes that problems often occur or grow because of either lack of communication or inadequate communication. Management does not have to worry whether its employees really understand its policies or benefits. It can ask. Management does not have to guess whether its communicative efforts are having an impact. It can ask.

Management can build on its intuitive feeling that all is not well or that all is not as good as it could be. It can pause. It can listen. It can learn. And, it can foster a better working environment by assessing the appropriateness of its communication efforts and the effectiveness of those efforts.

Problem

How can management persuade, motivate, and lead if it does not know where its followers stand? How do the employees perceive management's initiatives? Just how aware of the city's problems are they? Is city government making the employees aware of these concerns, or are employees getting their information from sources other than the city? From what source within the city does each employee get his information about city government? From the grapevine? From the bulletin board? From a supervisor? Orally or in writing? In a formal meeting or over lunch? More importantly, where does the workforce prefer to get its information?

This thesis considers the current communication climate within Jefferson City government. The researcher attempted to "take a picture" of the present state of affairs. In other words, considering who they are and what they do, what kind of a job are they doing at communicating? The analysis considers both strengths and weaknesses. What Jefferson City management desired to

determine was the current organization for communication, the level of that communication, and the effectiveness of its efforts. Perhaps the greatest problem is the uncertainty of it all: How can you evaluate and build upon what is not known? It is only after this data are collected that the city may evaluate how effective its past efforts have been and then set objectives for the future.

Although this research was conducted for a practical and particular purpose, the data that are obtained and the conclusions that are drawn can contribute to a greater purpose. It is obvious that the results of one case study or experiment do not produce conclusive data. Rather, it is the cumulative results of many case studies and experiments conducted over time that provide "wisdom" and "theory." This is not to say, however, that little bits of "wisdom" cannot be found in a single case study or that these results do not provide support for a theory. Just the opposite: The researcher should search for "wisdom" and ways in which his or her results can contribute to the field's body of knowledge.

CHAPTER II

LITERATURE REVIEW

Organizational Communication

In Managing Public Relations, Grunig and Hunt (1984) stated that the study of unplanned, everyday communication has historically been the province of "organizational communication specialists," but is increasingly regarded as having "great relevance to public relations." He adds that

> public relations people now have more responsibility for researching and improving both scheduled and unscheduled communication. If scheduled internal media are to be effective, they must complement overall internal communication (p. 247).

In Organizational Communication: The Essence of Effective Communication, Lewis wrote that there are two kinds of communication systems, formal and informal (p. 37). A formal communication system consists of downward, upward and horizontal communication. Downward communication is defined as communication that is "used by management for sending orders, directives, goals, policies, memorandums, etc., to employees at lower levels of the organization" (p. 37). It is probably the most frequently used--and misused--channel. "The problem is that it is a one-way street; it doesn't provide feedback from the employees" (p. 38). The manager who places too much faith

in downward communication may be oblivious to sentiments or rumors circulating in the organization.

Upward communication is defined as communication from a subordinate to the supervisor with the purpose of providing feedback to management. Lewis asserts that the organization that utilizes upward communication generally finds improved morale among its employees (p. 38).

> Management should encourage upward communication because it indicates the receptivity of the environment for downward communication, facilitates acceptance of decisions, provides feedback as to the understanding of downward communication, and encourages the submission of valuable ideas (p. 39).

Horizontal communication, also known as lateral or across-lines communication, is probably the strongest of all flows in terms of information and understanding. Horizontal communication

> occurs between people on the same organizational level of authority and messages usually relate to task coordination, problem solving, information sharing, and conflict resolution (p. 40).

Lewis defined the informal communication system as those "messages which flow through the organizational structure but are not charted on the hierarchical map of communication" (p. 41). These messages

> arise from the social interaction of employees, have no official sanction, and frequently contain a high proportion of scuttlebutt. The best known system for transmitting this kind of information to others takes its name from the grapevine, since it meanders back and forth across organizational lines (p. 41).

The grapevine is good in that it can provide management with insights into employee attitudes; bad in that it can quickly spread rumor and untruth (p. 43).

Two-Way Communication

The importance of two-way communication is a common thread in the employee communication body of knowledge.

Slocum (1981) said that employers still view employee communication as a program designed to provide information to employees. This one-way view of communication is outdated. Ideally, according to Slocum, information should be "open, timely, consider all sides, present the bad news as well as the good, and two-way" (p. 3).

Additionally, Slocum said employers should provide at least one anonymous way the employee can express himself (p. 8).

Anderson suggested that, after years of speaking down to and at employees, management is finding it increasingly important to allow employees to have a say in the communication process. While there are still employers who believe the main purpose of communication is to "keep the little people happy," Anderson stated the free flow of communication must be for real--not for appearance's sake (p. 4).

Pavlik, Nurosu and Ettel (1982) argued that employers no longer provide communication for purely selfish reasons. In their uses and gratifications study that considered why

employees read company media, the authors concluded the employees' communication desires are more important to management than ever, and assert that internal media should not be used to "tell employees what they need to know, but should be used to fulfill the purposes of employees" (p. 23).

> Communication from the company to employees isn't enough; there must be opportunities for people to communicate their problems or suggestions to their supervisors and others in management ("Two-way Communication: A Top Priority for 1986," p. 8A).

Quate (1986) analyzed the feedback employees offered in a company newspaper and determined that four subjects motivated employees to communicate: concern for company resources; concern for safety and equitable treatment in the workplace; personal wants, needs and goals; and the desire for more information or explanations. Her research suggests that management goals and employee concerns are not inconsistent and lend support to the Theory Y premise that "workers are not indifferent to their jobs or to the needs of their organization" (p. 46).

Additionally,

> more than ¼ of the feedback examined contributed to the thematic statement that employees need to know about and also to understand the purposes of company policies and practices which affect them. This statement confirms the important role that communication plays in effective internal public relations. It also suggests that efforts to keep employees well informed should include making sure that they know where to find answers for their special information needs (p. 46).

Gelb (no date given) suggested that two-way communication is management's "contact with reality" (p. 11).

> Two-way communication not only is effective in evaluating one-way communication ("How well is our magazine being read?"), but it is also highly useful in making strategy decisions ("What should our magazine say?") (p. 8).

According to findings compiled by Opinion Research Corporation (ORC), "employees believe that they are not kept well informed, that management is not willing to listen to them, and that they have to rely on the grapevine for information" (Morgan & Schiemann, 1983, p. 15).

Opinion Research Corporation drew from a data base of information offered by 250,000 employees in approximately 200 organizations (p. 16).

Downward Communication

The percentage of employees--at all organizational levels--who believed their companies did a good job of keeping them informed did not exceed 40. Even though they did not feel they were receiving enough information, a majority at all levels felt they could believe the information that is offered to them (Morgan & Schiemann, 1983, p. 16).

Upward Communication

Roughly 50% of employees in each group favorably rate their companies' willingness to listen (Morgan & Schiemann, 1983, p. 16).

The data reported by the ORC in this article, along with the data ORC has presented in its report, "Managing Human Resources: 1983 and Beyond," may indicate that "top management is becoming increasingly remote from employees at a time when it very much needs them" (Morgan & Schiemann, 1983, p. 16).

Foehrenbach and Rosenberg (1982) reported that results of the 1982 International Association of Business Communicators and Towers, Perrin, Forster and Crosby study, which surveyed 32,000 employees in 26 U. S. and Canadian organizations, showed that more than half of all survey respondents have no channel for upward communication.

Sources of Information

When asked where they now get most of their useful information about the workplace, employees in all groups of the ORC study cited the grapevine. Many managers and some professionals responded that their immediate supervisor was a frequent source of information. Clerical and hourly employees said that company publications and the bulletin board came after the grapevine (Morgan & Schiemann, 1983, p. 16).

In contrast, when asked where they prefer to get their work-related information (Table 1), employees cited their supervisors and group meetings with management. The grapevine was not preferred by any group. Additionally, "impersonal, written sources were preferred less." All

TABLE 1

PREFERRED SOURCES OF INFORMATION

	Immediate Supervisor	Manage-ment	Company Publication	Bull. Board	Grape-vine
Managers	84	74	37	17	5
Profess.	78	65	41	27	9
Clerical	73	56	40	32	5
Hourly	59	61	38	40	10

Source: Morgan & Schiemann, 1983.

groups indicated they were getting less information than they desired (Morgan & Schiemann, 1983, p. 16).

The authors recommended that meetings throughout the organization with managers trained to conduct them should be held regularly and that managers should maintain regular day-to-day contact with employees.

The 1980 IABC study determined that while employee publications receive primary emphasis in most public relations' time and money budgets, it is not employees' preferred source of information nor their actual source of information ("In-House Publication," 1981, p. 1). Instead, the employee's immediate supervisor was considered the major source of information by 55.1 percent of the 45,662 employees polled in 40 U.S. and Canadian organizations, but

was cited as the preferred source of information by a convincing 90.3 percent (p. 1).

Gildea (1981), also writing about the 1980 IABC survey, noted there was a "great variation" between the 55.1% who said their supervisors were the current major source of information and the 90.3% who cited supervisors as the preferred major source, and asserted that the supervisory communication link was crucial and needed strengthening (p. 9). Gildea further stated that "management should clearly establish for supervisors the relative value to the organization of time spent on communication versus time spent on their everyday activities" (p. 10).

The grapevine was cited as the second current source of information by 40 percent, but was ranked as the fifteenth--dead last--preferred source ("In-House Publications, 1981, p. 1).

Gildea (1981) adds that although employees do not always expect the complete story, they still "resent it" when information is withheld. They "fill in the blanks themselves" and what results is "a hyperactive grapevine" that exaggerates the negative and diminishes the positive (p. 10).

Small group sessions ranked second in preference, but fifth as current source, according to the 1980 IABC study. Information from top executives was third in preference--

indicating employees want greater interaction with top management--but twelfth in current climate ("In-House Publications," 1981, pp. 1 and 2).

In accordance with the 1980 IABC study, Anderson asserted that person-to-person programs can be more effective. Often important information is conveyed through body movements, vocal tones, nuances and other visible reactions. Employees are often "shy about speaking up in big meetings, and prefer smaller sessions or a one-to-one meeting with a supervisor, personnel representative or an ombudsman" (p. 5).

Desired Information

Gildea (1981) surmised that employees show only "lukewarm interest" in reading about the traditional birthday and anniversary announcements, but show "strong interest" in topics related to the organizations' future plans (p. 3).

Foehrenbach and Rosenberg (1982) concurred, writing that "more than any other subjects, future organizational plans and productivity improvements are what employees are interested in" (p. 3).

Relationship Between Organizational Communication and Job Satisfaction

Pincus and Rayfield reviewed, synthesized and analyzed the vast body of communication-job satisfaction literature

in "Organizational Communication and Job Satisfaction: A Metaresearch Perspective" (in print). They concluded that

> a positive but complex relationship exists between employees' perceptions of various types of organizational communication and their perceptions of job satisfaction. More specifically, the more open, credible and subordinate-centered the employee perceives the communication environment to be, the more likely the employee will feel satisfied with his or her job, supervisor, and organization (p. 200).

Pincus and Rayfield examined four aspects or categories of the communication-job satisfaction relationship: superior-subordinate relationships, leadership behavior, information flow, and role perceptions (p. 192).

On the superior-subordinate relationship, they concluded that there is a relationship between an employee's job satisfaction and his or her attitude toward the supervisor's credibility, employee interaction, and openness (p. 191).

On leadership behavior, they concluded that the more positively the employee evaluates his or her supervisor's leadership qualities, the more positively he will characterize his or her job satisfaction (p. 195).

On information flow, the research has "mixed results." Workers' job satisfaction may depend more on their relationships with communication partners, rather than with "the type and frequency of information they send" (p. 196).

On feedback, there is a positive relationship between job satisfaction and the amount of information employees receive about how well they are performing individually and how that performance aids overall organizational goals (p. 197).

On role perception, they concluded that job satisfaction is related to "how clearly an employee perceives his or her role in assisting an organization to meet its goals." This perception "appears to vary with the type and amount of communication an employee receives about his or her role" (p. 198).

Evaluation Research

The relationship between the communication function and management's handling of that function is an important one. Both management and public relations practitioners are realizing the need to review and to evaluate both the relationship and the function.

Wright (1979) wrote that the "pressing need to know where a public relations program stands" has given rise to "more formal and methodical approaches to evaluation" (p. 18).

Strenski (1981) stated that public relations is becoming a more exact practice. "Ultimately," he said, "the communication function will move from a seat-of-the-

pants subjective consideration to an increasingly objective business discipline" (p. 16).

PR research should be thought of in broader terms and should concentrate on "several functional areas" which might include "media relations, community relations, customer relations, employee publications, social responsibility, educational relations and administrative analysis" (Wright, 1979, p. 18).

Wright's vision obviously stretches far beyond the type of research that has traditionally been conducted. Those traditional tactics have been the subject of disdain.

Broom and Dozier (1983) suggested that records of "number of messages sent, clippings of messages placed, column inches of space served, minutes of air time, etc. . . . are substituted for impact measures" (p. 6). The authors further stated: "These purported indicators of program effectiveness are measures of the process itself, not the impact of the program" (p. 6). These aforementioned techniques can serve as important indicators, but they are not all that is needed. Organizations are "realizing the need to build scientific research and evaluation into the process. They are no longer buying the view that PR only deals with intangibles that can't be measured" (Broom, 1983, p. 5).

Kirban (1983) expressed concern that the term "measurement" is loosely applied to a wide variety of

things, ranging from subjective internal meetings to newspaper clippings to communication audits. This indicates a "basic confusion between measuring activities and effects. This difference in perspective is essentially one of output measurement versus impact measurement" (p. 22).

Measuring impact is the key.

> Since public relations aims at alerting, informing, persuading and creating interest, a plausible set of communications-based criteria consists of such constructs as awareness, knowledge, attitude and propensity to take action. These constructs are what communications affect, and we know they relate to behavior. A public relations program should be evaluated on the basis of its impact on the target audience in terms of one or more of these constructs (p. 24).

Grunig (1983), in "Basic Research Provides Knowledge that Makes Evaluation Possible," suggested that the two major organizational goals public relations can help management achieve are control and cooperation. Control can be achieved with persuasive communication; cooperation with informative communication aimed at facilitating understanding (p. 30).

Choosing persuasion--with the measure of its success being overt changes in behavior--is an optimistic goal for research has shown "that attitude and behavior changes are relatively rare effects of communication" (p. 30).

Cooperation--facilitated through informative communication--is an objective more easily achieved. Grunig (1983) proposed five objectives by which

organizations should evaluate their PR programs: communication alone, retention of messages, acceptance of cognitions, formation of change of attitude, and behavior (pp. 30-31). Obviously, successfully researching the first three is a more plausible goal.

There are several types of evaluation, according to Swinehart (1979). When the researcher does not tailor the type of evaluation to the results he/she wants to assess, problems occur.

Swinehart proposed the following types of assessment: process, quality, intermediate objectives, and ultimate objectives.

Process evaluation includes monitoring the type of activities, counting the number of people working on the project, the time spent preparing it, the strategy of the program, etc. (p. 13).

Quality evaluation is the "assessment of materials or programs in terms of accuracy, clarity, design, production values, appropriateness for intended audience, etc." (p. 14).

Assessing intermediate objectives simply involves determining whether sub-objectives necessary to achieve the predetermined goal are successful (p. 14).

Evaluating ultimate objectives entails determining whether changes in the targeted audience's knowledge, awareness or behavior have actually occurred (p. 14).

Because Swinehart's definition of quality assessment seems most applicable to the thesis, further definition is warranted. "Expert appraisal of activities or products by outside content specialists . . . reactions of audiences or recipients of information . . ." and "small-scale studies to obtain reactions of actual or potential audiences" are examples of quality assessment (p. 14).

The public relations and/or communications audit is often recommended as a more comprehensive, scientific way of researching communication effectiveness.

Communication Audits

The body of communication-audit literature includes several definitions that range from the narrow in scope to the all-encompassing.

Holiday (1986) defined the communication audit as "a research study that defines, measures, or assesses an organization's program" (p. 22).

Lomax (1986) added to this definition the goal of exploring "communication needs" (p. 52). Lomax also suggested that the scope of an audit must include both internal and external audiences (p. 52).

Strenski (1980) portrayed the audit as a "perception survey of all key publics to determine what they think of an organization, its communication techniques, the messages

that are being sent out, and attitude responses to the actions of an organization" (p. 11).

Kopec (1982) suggested that communication auditors do the following:

1) Determine management's attitude toward the communication function.
2) Define objectives and goals.
3) Determine existing communication program.
4) Evaluate existing vehicles and their use.
5) Determine personal communication program.
6) Determine frequency and strategy of meetings.
7) Determine attitudes toward existing communications.
8) Evaluate needs and expectations.

There is also a variety of opinions on exactly what the audit can do or what results it will produce.

Holiday (1986) said that an audit can determine the organization for communication, i.e., if the process is "upward, downward or lateral" (p. 25). It can also determine if management's attitudes and employees' attitudes toward the existing communication process are consistent (p. 26).

Sharpe (1986) concurred: "The audit's job is to correct the disparities between perceptions and reality." Furthermore, according to Sharpe, the audit can reveal how effective the organization is in "conveying its goals, mission and code of conduct" to its target publics (p. 5).

This is important because organizations often wrongly assume "that information is passed on and relayed from supervisor to employee" (p. 5).

Lomax (1986) believed the audit can identify both what is being done effectively and what is being done ineffectively. A thorough audit identifies weaknesses in the communication function and suggests how they may be turned into strengths (p. 52).

More specifically, Kopec (1982) said that the audit's most important benefit is its ability "to uncover misunderstandings, information barriers and bottlenecks in the communication process" (p. 24).

Its ability to reveal these things is second only to its benchmark measurement ability and use as a planning tool. The collective audit data establishes "a reference point for future communications programs" (Strenski, 1980, p. 11).

The audit analysis should include "recommendations for action tailored to an organization's particular situation" (Kopec, 1982, p. 24). The results of the audit should provide direction for future programming needs.

In its totality the audit is very much a planning tool that bases its projections on research, evaluation and measurement (Strenski, 1980, p. 12).

Despite the increasing importance given to broader PR research, many organizations are reluctant to conduct it.

Judd (1987) reported that only about 48% of the top Fortune 1,000 companies used research. Another survey of members of the Chicago Chapter of the Public Relations Society of America (PRSA) showed that general feedback and newspaper clips were still the most common measurements. More formal research (like communication audits) was used much less frequently (p. 52).

Why is there a reluctance to employ scientific methods to define, monitor and adjust PR initiatives?

Walter K. Lindenmann (1983), based upon responses he has heard over the years, offered the following reasons to why organizations fail to conduct research:

1) Research is too expensive; we can't afford it right now.
2) There's no time to wait for research results.
3) We already know what the results will tell us.
4) "This project is unique and has never been done; therefore, the research probably won't be relevant" (p. 6).

The reasons Lindenmann offered probably are accurate, but they also probably do not get to the heart of the real reason research is not conducted.

An audit can reveal very sensitive information, particularly "management style, morale, and the state of trust that exists in sharing information" (Lomax, p. 52).

Lesley (1985) pointed out that with this push to quantify and measure public relations effects, there is the danger that emphasis will rest on the "superficial" (p. 12).

The compromise position appears to be offered by Wright (1979):

> Evaluation and measurement never supply <u>all</u> the answers in public relations, but they often provide enough information in planning for the future to make them essential functions in leading organizations (p. 18).

CHAPTER III

METHOD

The case study approach was used to determine the current internal communication climate of Jefferson City government and to evaluate the effectiveness of the city's efforts. While the measurement of communication effectiveness is somewhat elusive, there are at least four factors an analyst should consider: the organizational structure for communication, management's communicativeness, the communication itself, and the feedback after the communication is delivered.

A case study often differs from other research designs in that no propositions are initially stated. Yin (1984) wrote:

> Some studies may have a legitimate reason for not having any propositions. This is the condition in which a topic is the subject of "exploration." Every exploration, however, should still have some purpose. Instead of propositions, the design for an exploratory study should state this purpose (p. 30).

According to Yin, "The case study's unique strength is its ability to deal with a full variety of evidence--documents, artifacts, interviews, and observations" (p. 19).

A case study's significant drawback, however, is that it provides little information that is generalizable.

In order for the research to be as objective as possible, Yin recommended that in addition to interviewing and observation, information from other sources be included (p. 70).

Lindenmann (1983) agreed that combining various methodological procedures improves the credibility of the study. Content analysis, he suggested, can enhance or supplement the results of polling research. Polling "provides only a measure of what individuals or groups say they will do, but does not indicate what they actually are doing" (p. 26).

This thesis combines the following methods:

1) interviews with top management and elected officials,

2) an employee survey,

3) a content analysis and qualitative assessment of internally produced materials, and

4) a readability study of a sample of the materials.

City Leader Interviews

Initial interviews with top management and the elected body were conducted as the initial research step in the communication audit process. Thirteen leaders were asked to evaluate the present level of communication in terms of its adequacy and its effectiveness. This thesis analyzes and synthesizes those responses. This consensus served as

the benchmark by which the responses to the same questions posed to the employee workforce were measured. The analysis determined to what degree management's evaluation of city government communication differed from the employees' evaluation. Guiding this review was the concern that there is often some discrepancy between the understanding of the communicator and the understanding of the receiver.

Employee Survey

Surveying the members of the organization can be a quick, reliable way to get to the heart of the communication question. The analysis of management interviews and employee surveys determined from what source each currently received his or her pertinent information about the city and then from what source each preferred to get his or her information. Guiding this analysis was the belief that employees want information directly from management and that lack of direct communication breeds rumors, misinformation and suspicion.

The city allowed its employees to complete the written survey during the work day with no time lost. Provisions were also made so that shift workers would not be unduly inconvenienced. Participation in the survey was strongly encouraged, but not mandatory. Those individuals who, because of illiteracy, did not feel comfortable responding

in writing were given assistance. Respondents did not sign their name, but did provide demographic data. The survey was administered simultaneously to the 53 employees (out of 55) present that day, thus preventing data contamination.

The survey asked the following kinds of questions:

--"Where do you get most of your useful information about the city?"

--"Where would you rather get your useful information about the city?"

--"How often does you department/division meet?"

--"During the meeting, do you feel you can state your opinion?"

--"Your supervisor passes on information he/she receives from the city:

--regularly

--sometimes

--rarely

--never."

--"Name three areas or things you would want in a newsletter if one were published."

--"How much should Jefferson City spend on a public information program?

--more than we're spending now

--about the same as we're spending now

--less than we're spending now

--no opinion."

(Please see Appendix B for the complete questionnaire.)

Content Analysis

The available sample of internal communication materials, 130 items, was reviewed in an effort to determine how the communication function was organized and implemented. Each department head, the city manager and administrative assistant were asked to provide a sample representative of his or her normal communications generated between January 1987 and January 1988. Each item was reviewed in terms of sender and receiver, answering the question, "Who talks to whom?"

Examining the communication process is basic to the study of communication. One of the earlier communication models, proposed by Lasswell in 1948, identified these basic components:

Who

Says what

In which channel

To whom

With what effect?

"Who" refers to the person sending the message. "Says what" refers to the content of the message. "In which channel" considers the medium carrying the message. "To whom" refers to the audience receiving the message. And,

"With what effect" considers whether the message is understood or its goal achieved. Although Lasswell's model has been criticized for its simplicity, it serves a useful purpose. It breaks down the communication process into distinct parts that can be studied (Severin & Tankard, p. 30).

The research determined if the flow of communication was primarily directed downward, upward, or horizontally. Downward communication would include a memo from the city manager to a department head for relay to his staff. Upward communication would be, for example, a department head writing to the city manager or council. An example of horizontal communication would be a department head issuing a memo to another department head.

The analysis also counted the amount of materials directed to external audiences to capture the scope of the written materials that were generated. Subsequently, the proportion of materials targeted internally could be determined. Communicative roles and functions evolved from the combined results of this process and the subject/category count.

Content analysis requires the researcher to categorize materials systematically and objectively into subject categories. The process revealed the thematic nature of the materials and the proportion of time that is spent addressing particular communication topics.

Holsti (1969) wrote that definitions of content analysis share the following three components: objectivity, system, and generality (p. 4).

Objectivity implies that the coding process follows an explicit set of rules that minimize "the possibility that the findings reflect the analyst's subjective predispositions rather than the content of the documents under analysis" (p. 4). To test objectivity, another researcher should follow the identical coding procedure to see if similar conclusions result (p. 4). This is known as intercoder reliability.

"Systematic means that the inclusion and exclusion of content or categories is done according to consistently applied rules" (p. 5).

Generality requires that the findings have some theoretical relevance. He continued that

> purely descriptive information about content, unrelated to other attributes of documents or to the characteristics of the sender or to the recipient of the message, is of little value (p. 5).

According to Wimmer and Dominick, content analysis is systematic, objective and quantitative (p. 166).

They define systematic to mean that "one and only one set of guidelines for evaluation is used throughout the study" (p. 166).

They define objective to mean that the researcher's

personal bias should not enter into the findings; therefore, results are replicable (p. 166).

Being quantitative simply adds precision to the method's ultimate goal: the accurate representation of a body of messages (p. 166).

In their mass media research textbook, Wimmer and Dominick outline ten steps in the content analysis procedure:

1) Formulate the research question or hypothesis.
2) Define the population in question.
3) Select an appropriate sample for the population.
4) Select and define a unit of analysis.
5) Construct the categories of content.
6) Establish a quantification system.
7) Train coders and conduct a pilot study.
8) Code the content according to established definitions.
9) Analyze the collected data.
10) Draw conclusions and search for indications (p. 171).

The writer did the following for each of the outlined steps:

1) The research questions were: What topics generate written communication? On what topics do individual communicators spend most of their time? Least time? How do the results of the content analysis compare with the

results of the surveys, i.e., do employees express a desire for more information about the city's future while the content analysis results confirm that information about the city's future is at a low level? This analysis determines the thematic content of the city's written communication and gives insight into the proportion of time each communicator spends addresssing these topics.

2) The population was defined as any written communication material prepared by a city employee. This included memos, letters, policies and procedures, minutes of meetings, newsletters, and brochures.

3) Given the nature of the study, the researcher did not have the desired amount of control over the sample; necessarily, she reviewed what the city offered her.

4) The unit of analysis was each individual item, regardless of its length. An exception was made here with the newsletter since each contained many different topics. The unit of analysis for each of the three newsletters was each article.

5) The five mutually exclusive and exhaustive categories constructed were:

Budgetary and financial concerns: This category was used judiciously because many topics involve financial considerations. Material was coded in this category only when an item primarily addressed budget matters (as in projections) or specifically detailed monetary decisions.

Administrative/council information and decisions: This category contains memos or letters that addressed new policies or clearly reflected new administrative decisions.

Policy enforcement/clarification: This category differs from the administrative/council information and decisions category in that it contains no new policies or decisions. Rather, it tracks the time spent clarifying policy misunderstandings, enforcing existing policies, or both.

Infrastructure upgrade: Because the initial review of the materials found many items addressing improvements in the existing infrastructure, this category was deemed necessary. Any items addressing improvements to the existing sewer system, roads, bridges, or similar structures were counted in the infrastructure upgrade category. Excluded from this category were items that addressed downtown revitalization. Efforts to revitalize the deteriorating downtown area clearly evolved as an important issue, as well as the subject of considerable controversy. The course taken in the area would impact the future direction and progress of the city. Therefore, it seemed appropriate to distinguish between items of routine importance and items of greater significance, like making repairs to bridges or where the city's heart will be.

City's future/progress: This category contained items which obviously addressed the "big picture," like downtown

revitalization. Another example of material counted in this category would be a letter from the city manager to a businessman about locating in the new industrial park.

6) The quantification system was nominal; that is, simple frequencies of occurrence were counted.

7) The other University of Tennessee communication auditors reviewed the categories and found them to be acceptable before the coding began.

8) The researcher coded all of the materials provided. To determine intercoder reliability, a separate individual who was not familiar with Jefferson City or its communications coded ¼ to ½ of the available sample of each department's materials.

9) and 10) The data were analyzed; conclusions and inferences were drawn; and the results descriptively narrated.

Content analysis is used widely in a variety of different designs. Grunig and Hunt (1984) offer this purpose--similar to the aim of the thesis: Content analysis

> can be used as a check on editors of organizational publications to determine what they are including in their publications and to suggest that certain topics are being used too little or too much (p. 195).

Because it became obvious that the internal publics wanted to know "why" the city did something--not just that some action or decision had taken place--the researcher

also tracked the number of times explanatory rationale appeared in the written communications. This did not constitute a separate category per se. If a memo addressed policy enforcement and also told why the policy needed to be enforced, then the memo was counted in the policy enforcement category and counted as an instance of explanatory behavior. Whether or not the material offered an explanation had no bearing on the content category in which it was counted.

Clarity and ease of understanding, components of readability, are obvious criteria of effective communication materials. If the communicator is writing on the college level and the receiver is interpreting on the seventh grade level, then somewhere between those nine years of schooling the meaning of the message may be confused or lost.

Readability is defined as "the total of all elements in a piece of printed material that affect the degree to which people understand the piece and find it interesting" (Wimmer & Dominick, 1987, p. 499).

Readability formulas, though varying in methods, measure "the same two textual characteristics--vocabulary load and sentence complexity" (Danielson, p. 8).

Danielson's Computerized Readability Program, which the researcher used, utilized four classic formulas: the

Flesch formula, the Farr-Jenkins-Paterson formula, the Gunning formula, and the Danielson-Bryan formula (p. 9).

An important point about readability needs to be made: it does not measure good writing per se; rather, it is "best used to make general predictions about how hard or easy text will be to read--that's all" (Danielson, p. 9). The program provided three different results, "grade scores," "scale scores," and "meanings assigned." Grade scores ranged from 2 through 10. Scale scores ranged from 0-19, 20-29, 30-39, and so forth through 90-100. Meanings assigned results ranged from extremely easy to extremely difficult. The researcher thought this interpretation easier to conceptualize and reported accordingly (p. 12).

Every fifth item was included in the readability study. However, a provision was made to include at least one sample from each department within the city. If the fifth item counted bypassed a department, the researcher returned to the last item in the series produced by that department, ran the readability program on that item and continued the count.

Limitations of the Study

As stated in the introduction, the researcher is fully aware that the results of this one case study will not generalize to the population at large. Its results and application are unique to Jefferson City. However, the

problem it addresses, communication effectiveness, is shared by all organizations. Its worth is two-fold. First, it provides a point of reference. It characterizes the state of affairs in Jefferson City in 1988; follow-up research in 1990 will offer a point of comparison. Obviously, improvements would be difficult to identify if there is no standard of measure. The recommendations implemented as a result of this research can be evaluated in the future and progress can then be judged. If progress and improvement--that is, working toward the most effective communication climate possible--are the goals, then research, certainly, is the initial step toward the realization of those goals. Second, this study enables the researcher to consider the results of her analysis in light of what others before her have found, and to offer these data to others who will follow her.

CHAPTER IV

RESULTS

City Leader Interviews

Thirteen leaders, including city council members, the city manager, the mayor, and selected department heads were interviewed to determine management's communication viewpoint.

Demographic Data

The leaders' experience with the city ranged from one year to 27 years. They were well educated, with one-third having a college education or more. The average age was 48. They had lived in Jefferson City, on average, nearly 30 years.

Current Information Sources

Memos served as the most frequent information source for seven leaders. Three cited the city newsletter, and three cited public meetings as their most frequent source. Colleagues and other city employees were the second most frequent source of information.

Preferred Information Sources

Seven leaders said they would prefer to receive their information through interpersonal communications between city government leaders; three said they would prefer

information from a city newsletter; and three said they would prefer outside media.

In addition, many leaders volunteered that the city manager did an excellent job of keeping them informed.

Council members sought information primarily from the city manager and the administrative assistant. Department heads said they also sought information from the city manager, but also from council members and other specialized bodies such as the Environmental Protection Agency.

Level of Communication

Opinions on what the city can do to increase its level of communication to both internal and external publics ranged from "maybe we could have more newspaper articles" (local newspaper, not city newsletter) to "hold a weekly press conference."

While the majority did not believe a newsletter to all residents was a good idea for various reasons (among them, cost and the belief that citizens were apathetic, i.e., if they wanted to be informed, they would actively seek information), all felt that an employee newsletter was warranted. Most felt it should circulate monthly; some quarterly. All felt that employees should be surveyed regularly.

Should One Person Coordinate Information Process?

Since there was no sanctioned information officer, the researcher asked if members believed the information function should be more formally organized. Almost 90 percent said yes, but with some qualifications.

Leaders did not want one person to dominate the free flow of information, but thought it would be a good idea for one person to coordinate the function. Few believed it would be necessary to bring in an "information specialist" from the outside, believing that there were at least two capable people currently in the organization.

Increase or Decrease?

All respondents indicated that they believed the city should either maintain or increase its current level of communication activity; none believed it should be decreased. Seven believed it would be appropriate for the city to spend more money on communication practices and materials.

Employee Survey

The composite Jefferson City government employee is a white male between 25 and 30 years old. He is a high school graduate who has worked for at least one other employer. Although he has probably lived in at least one other community, he has either lived in Jefferson City for less than two years or more than 30 years.

The majority of the city's workforce, about 56 percent, have been employed with the city for less than five years. About 30 percent have been working for the city for more than 10 years. The longest tenure is 27 years. All city workers have been employed by at least one other organization.

The workforce is predominantly white male; four percent are non-white; 16 percent are female. Some 28 percent are 25 years old or younger; 45 percent are 30 years old or younger; and 25 percent are 40 or younger.

Regarding their level of formal education, 20 percent have less than 12 years of education; 43 percent hold a high school diploma; 30 percent have attended college; and four percent have done graduate work.

The length of time employees have lived in Jefferson City varied greatly. Twenty percent have lived in Jefferson City less than two years; 17 percent less than 10 years; 19 percent less than 20 years; 19 percent between 20 and 30 years; and 21 percent more than 30 years.

Seventy-two percent have lived in at least one other community. Of the 37 employees who responded to the question, 40 percent lived in one other place; 28 percent in two other places; 21 percent in three to 10 places; and 13 percent have lived in more than 15 other places.

Current Information Sources

Supervisors and the grapevine were the two most frequently cited sources of employee information. Forty-five percent cited their supervisor, and 35 percent cited the grapevine as the most frequent information source. Sixteen percent cited meetings with management, and 16 percent cited memos. Seventy-six percent listed their supervisor as either the first, second, or third most frequent source of information while 49 percent listed the grapevine as either their first, second, or third most frequent information source. (See Table 2.)

All other information sources, like bulletin boards, police radio, television and the coffee shop, generally were not used by a significant portion of employees.

Preferred Information Source

Given the current communications structure, 66 percent of the employees said they would prefer to receive information directly from their supervisors. Only five percent ranked the grapevine first. Twenty-one percent said meetings with management was their second preferred source of information. (See Table 3.) Few cited outside media--radio, television or newspaper--as their preferred source of information.

Level of Communication

Most city employees, about 72 percent, believe the city is doing a fairly good job or better of letting them know what is going on. Fewer than 50 percent believe they are among the first to learn of changes that affect their jobs.

Employees seek additional information about a wide range of matters. While they want information about their own jobs and department, they also want to know what is happening in other departments and with the city overall. Beyond day-to-day information affecting their work, city employees said they wanted to know about the broader policies and changes taking place within city government and the city itself. Of 43 written responses to the question, "What kinds of information do you want to be given on a regular basis?", the most frequently cited subject, with 18 responses, was work-related--whether pertinent to the employee's job or department or another department. For example, one employee wrote: "I need to know what is going on with my department and other departments that may affect water."

The next most frequently cited subject, with 11 responses, about which employees said they desired information was the city itself. Another employee wrote that he or she desired information on "important things that have happened in the city people may ask me about."

(This employee's response supports the presumption that city employees are frequent conduits of information for other publics and, therefore, need to be well-informed about the city for this purpose as well as for personal reasons.)

The next most frequently cited topic, with four responses, involved policy and personnel matters. The remaining answers were individual; that is, they shared no common subject matter.

With few exceptions, the employees felt the city should implement a more assertive communications program with all its publics: 60 percent believed the city should increase its current level of activity.

The employees were more conservative regarding the appropriate level of communications funding. Forty-six percent had no opinion on this financial question. Those who did split almost evenly between maintaining or increasing current spending levels.

Ninety percent said they wanted an employee newsletter. Forty-eight percent believed it should be published monthly; 48 percent quarterly.

If an employee newsletter were published regularly, the employees said most frequently, in their written comments, they wanted the following to appear in it:

information dealing with the growth of the city (9 responses);

personnel related information (9 responses);

recognition of employees (8 responses);

what's happening in other departments (7 responses);

city council actions (6 responses).

Jefferson City employees supported the survey concept strongly: 85 percent said that employees should be surveyed. Some 19 percent did not indicate how frequently they should be surveyed, but of those who did, 41 percent suggested yearly, and 33 percent, quarterly.

Understanding of Personnel Information

While one would expect the same benefits for all city employees, all employees are neither aware nor accurate in their knowledge of benefits they receive. Eighty percent said they understood their benefits.

Some 90 percent said they received appropriate information about personnel guidelines, payroll questions, work time and compensation.

Should One Person Coordinate Function?

Fifty-six percent of the employees believed one person should be responsible for coordinating the internal communication effort. The person most frequently cited was the city manager's administrative assistant.

Employee Groups

Every respondent answered and most supported a question regarding the feasibility of forming employee groups to discuss work issues.

Although 66 percent favored some form of an employee group, the two most popular choices contradicted each other. Twenty-eight percent favored a group composed of the same employees, and 24 percent feel they expected their supervisors to perform this function. Another 21 percent liked the idea but preferred the city manager meeting with small groups regularly; 17 percent favored the idea, but with different people in the group. Two percent said they did not like the idea and preferred the city manager come to their departmental meetings. Eight percent cited other alternatives.

Department Meetings

A significant discrepancy exists in the frequency of meetings held by the various departments. Some 19 percent of the workforce seldom or never are involved in departmental meetings. Eleven percent meet quarterly; 42 percent monthly; and 13.5 percent meet either two times a month or weekly.

During the meetings, the most frequently cited discussions centered on: vacation (94 percent); responsibility areas (67 percent); policy changes (65

percent); good things and mistakes (61 percent tie); job training (52 percent); and work schedules (50 percent).

Areas discussed less frequently include personnel changes (38 percent); how to handle complaints and city manager's directives (31 percent tie); benefits and supervisor's responsibility (25 percent tie); and job opportunities (14 percent).

During the meetings, 96 percent felt they could make suggestions and 100 percent of those responding felt free to state their opinions. Sixty-three percent felt the meetings were productive and useful.

Organizational Relationships

The long term effectiveness of a department is frequently determined by harmonious organizational relationships. The survey revealed employees were slightly negative in their relationships, and a small but significant group of employees believe they have little or no confidence of being heard.

Given the options, regularly, sometimes, rarely and never, 71 percent indicated their supervisors passed on information on a regular basis while 29 percent said their supervisors rarely passed on information.

Sixty-nine percent said they felt free to bring questions to their supervisors, but 12 percent said they felt less than free. Some 88 percent said they had voiced their thoughts on a problem, but only 61 percent said they

believed their thoughts were well received. As one employee wrote, "It's in one ear and out the other." Six percent did not believe they were well received.

It seems that Jefferson City has communicated the "chain of command" effectively. All employees know to whom to turn in the event they have policy questions. Most would contact their supervisor in case of a problem.

Although 54 percent believe the city is interested in employees' attitudes and concerns, 29 percent said they did not think so. Seventy-seven percent believe the city council receives correct information about their department while 88 percent believe the city manager receives correct information.

Eighty percent believe the council, and 94 percent believe the city manager, can effectively solve the city's problems.

The desire for praise and recognition repeatedly occurred in the written comments. Some 96 percent have been commended for their work. The most frequent source of commendation was from citizens, with 72 percent. Their supervisors and other department heads followed with 58 and 57 percent frequency.

The next most frequent source of commendation came from their co-workers, 49 percent, and other employees, 43 percent.

Commendations were less frequent from the city manager, 32 percent; council members, 28 percent; mayor, 24 percent; another department head, 21 percent; or another division supervisor, 11 percent.

Communication Flow, Content Analysis and Readability

Results by Department

City Manager

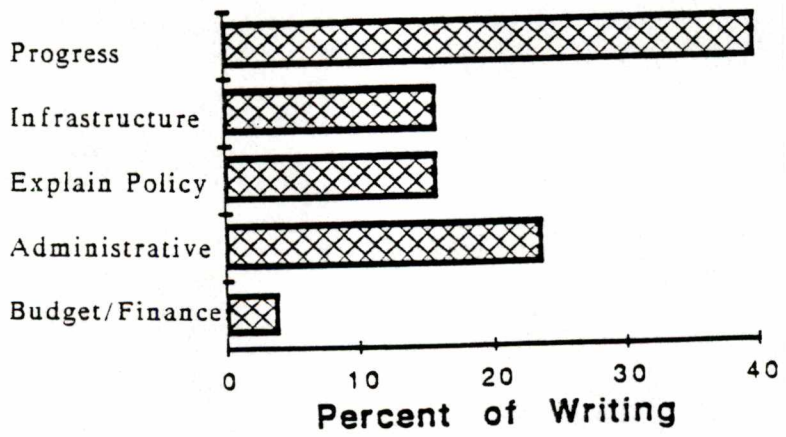
The city manager communicated almost equally with the internal and external audiences. The process internally was both upward and downward. From the sample of communication materials, the city manager's communication role evolved as an initiator and leader. His largest content category--the future--is telling. The city manager is communicating what is to come; he is detailing information of potential impact to the city's future.

Twenty-five communication items (not articles or pages) from the city manager's office were reviewed. Four of the 25 were newsletters which discussed many topics. As previously stated, the articles within the newsletter were analyzed and coded separately, each as a unit of analysis. The unit of analysis for the other 21 items was the total memo or letter, regardless of the document's length.

The 27 articles within the newsletters were coded as follows: budget and financial, one; administrative and council information, three; clarification, two;

infrastructure upgrade, six; and the city's future or progress, 15. The other 21 items ranged from agendas to letters. Coding them revealed: financial, one; policy, nine; clarification, four; infrastructure, two; and the future, five.

Combining the newsletter topics with the individual items provides a summary profile of the areas generating the city manager's written communications. The leading category--almost by a two to one margin--was the city's future or progress. The administrative/council category followed with 12; infrastructure upgrade, eight; policy enforcement or clarification, eight; and budget or financial, two. (See Figure 1 and Table 4.*) Coder agreement on this department was 92 percent.



Total N = 52

FIGURE 1. City Manager Content Analysis

*Tables 2 through 6 may be found in Appendix A.

The audience for the first three issues of the newsletter was primarily external and included local real estate agents, all committee members of community organizations, media, chamber of commerce members, bank presidents, businesses, the governor, senators and county executives. The fourth (May) issue was also distributed internally to all employees.

Due to the city council agenda's inherent nature, some audience overlap existed in the other 21 communication items. Because agenda are intended for both internal and external audiences, the two agenda offered for analysis were not included in either audience category. Of the remaining 19 communication items, nine were directed externally and 10 internally. (See Table 5 to compare audience flow percentages for each department.)

Externally, the city manager wrote three times to businesses; five times to residents; and once to a regulatory body. Internally, he wrote to the mayor and council five times; to department heads three times; and directly to an employee once.

Out of 50 communication items, 15 explanatory statements were found in the city manager's materials.

The readability study calculated the city manager's letters and memos to be easier than average to average, and the level of writing for the newsletter to be average to

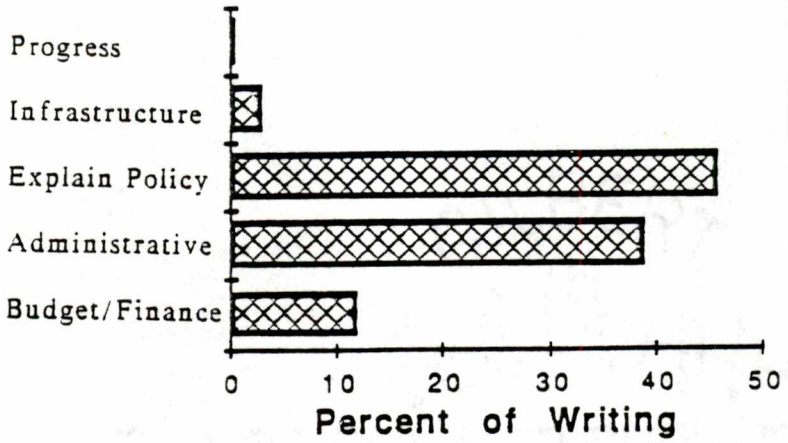
more difficult than average. (See Table 6 to compare readability results for each department.)

Administrative Assistant

The administrative assistant also communicated almost equally to internal and external audiences. The process differed from the city manager's in that the administrative assistant's communication was more often directed upward. From the sample materials, the administrative assistant evolved as a communications facilitator and troubleshooter. Her materials included items positioning her as a liaison between residents and the city manager and between department heads.

Twenty-six items produced by the administrative assistant were reviewed. The single largest category, containing 12 items, was the policy enforcement/ clarification category. Ten items were administrative/ council information; three, budget/financial; and one, infrastructure upgrade. (See Figure 2 and Table 4.) Coder agreement for this department was 100 percent.

Her items covered a broad spectrum. One letter to the city manager asked him to take action on a resident's request for a street light. Another memo informed the police chief that the administrative assistant's permission was not necessary when a department desires police assistance.



Total N = 26

FIGURE 2. Administrative Assistant Content Analysis

Regarding targeted audiences, 14 items were directed externally and 12 internally. (See Table 5.) The administrative assistant's external audiences were: residents, five; businesses, five; and media, four. Her internal audience tally: city manager, three; mayor, council and city manager, one; mayor and council, two; department heads, two; all staff, two; an employee, one; a garnishment form, one.

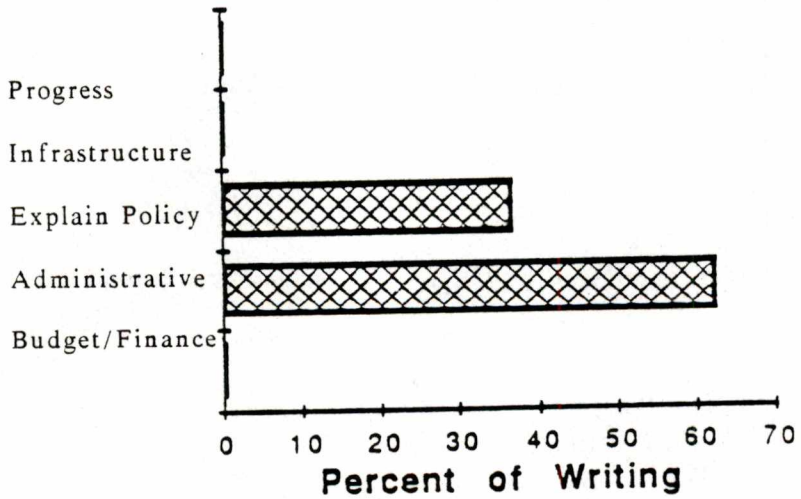
Eight of her 26 articles offered rationale.

The readability study calculated the level of difficulty of the administrative assistant's materials to be easier than average to average. (See Table 6.)

Police Chief

The police chief is primarily concerned with communicating internally with his force and support personnel. The communication process is primarily downward. However, a few items were directed laterally to department heads. The primary content categories were administrative information and policy enforcement. (See Figure 3 and Table 4.) Coder agreement for this department was 75 percent.

Many of the items submitted by the police chief included written policies or forms; eight were letters and interdepartmental memos. Seven of the eight were internally targeted. (See Table 5.) The police chief's primary audience is the police force and support personnel.



Total N = 13

FIGURE 3. Police Chief Content Analysis

Three intradepartmental memos were reviewed, and their content places them in the policy enforcement category. They included a request to turn off radios between shifts, procedures for ordering supplies and for handling fine money. Two memos were to department heads and one to the city attorney. The department head memos were in the administrative/council information and decisions category.

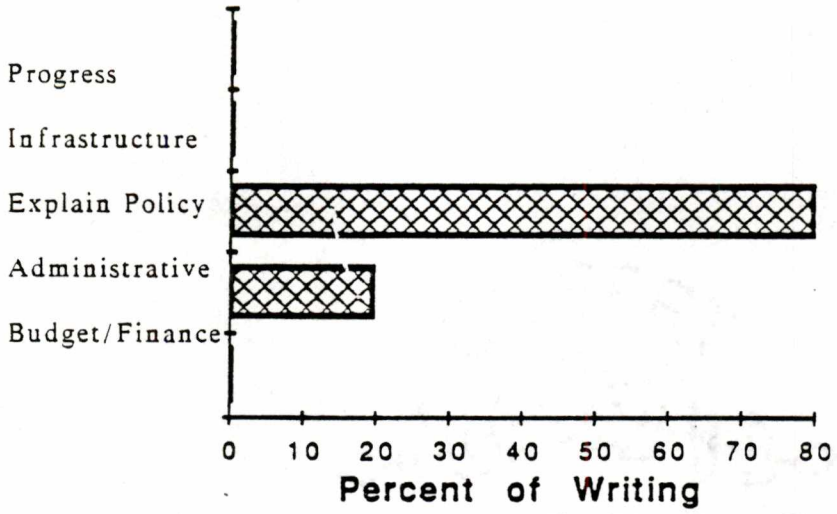
Externally, one letter was sent to a resident and one form letter to prospective applicants. Both were in the administrative/council information and decisions category.

The readability level for the police department was easier than average to average. (See Table 6.)

Fire Chief

The fire chief, like the police chief, is primarily concerned with communicating to his firemen and support staff. The majority of the fire chief's materials could be coded in the policy enforcement category. (See Figure 4 and Table 4.) Coder agreement for the fire chief's materials was 100 percent. All were directed downward.

The fire chief submitted 10 items for analysis. Of those, four were duplicate rules and regulations forms signed by each individual fireman in the policy enforcement/clarification category. Of the remaining materials, four concerned policy enforcement/clarification and two administrative/council information and decisions.



Total N = 10

FIGURE 4. Fire Chief Content Analysis

The audiences were all internal, with the exception of one letter to a volunteer firefighter. (See Table 5.)

The readability level for the fire chief's material was easier than average to average. (See Table 6.)

Recreation Director

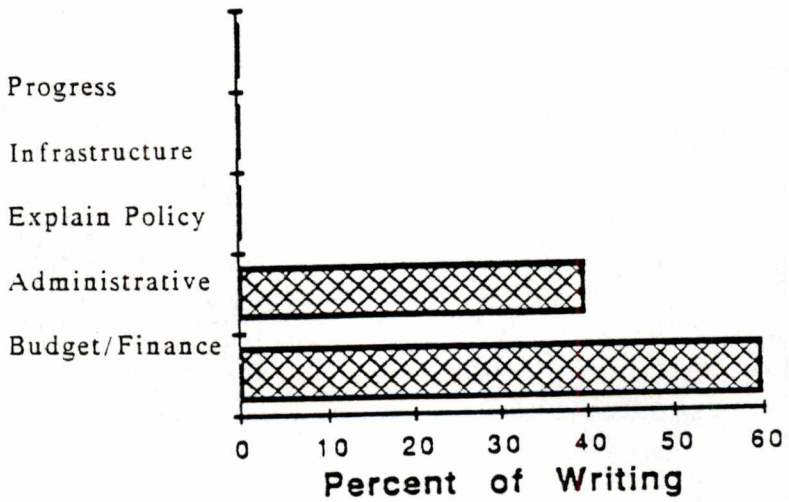
The recreation director offered samples of communication materials directed to all concerned audiences. Materials were directed upward, downward and laterally. The items dealt with both administrative information and policy enforcement/clarification.

The recreation director submitted five items; three were financial/budget concerns, and two were policy

enforcement/clarification. (See Figure 5 and Table 4.) Coder agreement for the recreation department was 80%.

All communication items were prepared for an internal audience with the exception of one letter to citizens about the gift program. (See Table 5.) The internal audience tally: one to the mayor and council; one to the city manager; and two to employees.

The readability analysis of the gifts program brochure, which suggests possible contributions citizens can make to the recreation program, showed the level of difficulty to be easier than average. (See Table 6.)



Total N = 5

FIGURE 5. Recreation Director Content Analysis

Building Inspector

The majority of the materials submitted by the inspections department were forms designed for city residents.

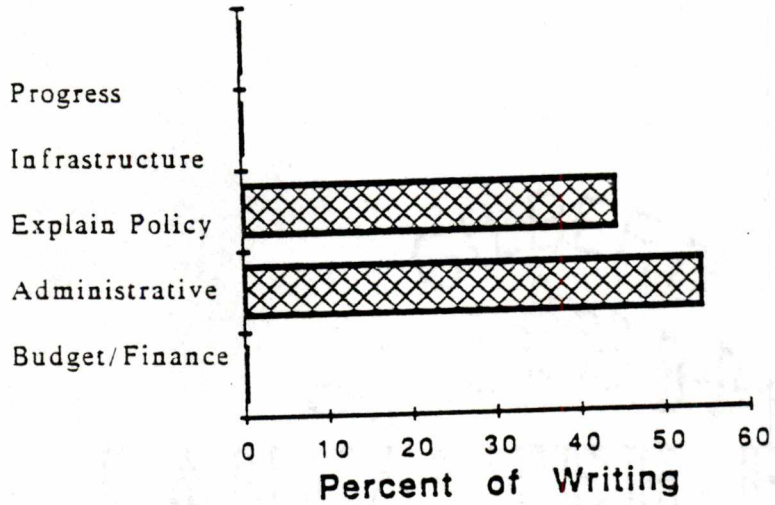
The eleven items provided by the building inspector contained no memos or letters. The materials ranged from building permit applications to information on the inspection procedure to mileage sheets.

Five were coded in the policy enforcement/ clarification category. These included items like form letters telling property owners they had a junked vehicle on their property and forms indicating the resident had received a certified letter.

Six items coded in the administrative information category included applications for a variety of permits: building, demolition and moving. (See Figure 6 and Table 4.) Coder agreement for the building inspector was 100 percent. All materials were externally targeted to residents or businesses, with the exception of the mileage sheets. (See Table 4.)

Readability results indicate that the inspections information ranges from average to understand to difficult to understand. (See Table 6.)

FIGURE 6



Total N = 11

FIGURE 6. Inspector Content Analysis

Public Works

The majority of the public works department materials were also form-oriented. Minutes of meetings provided some topical information.

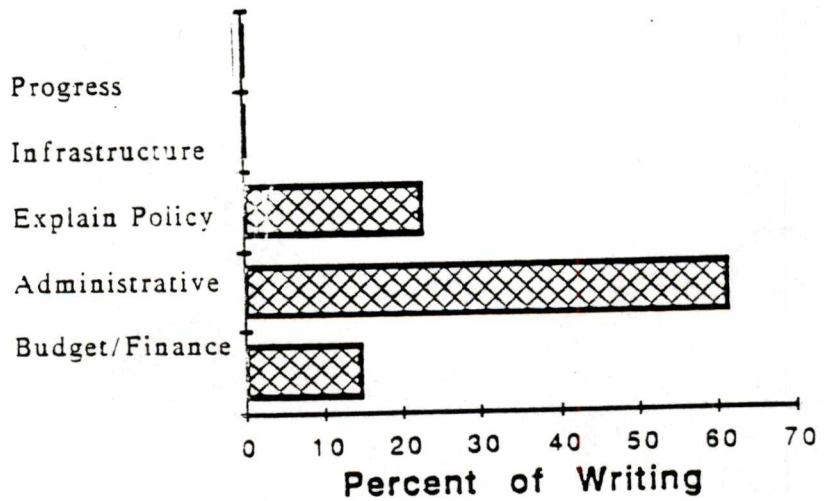
Seven of the 13 items submitted for analysis were forms ranging from Facility Inspection Reports to Personnel Request Sheets.

Three of the remaining pieces were the minutes of group meetings. In one meeting, material safety data sheets and the procedure for identifying potentially hazardous chemicals were discussed. The same topic was addressed in the next month's meeting.

In addition, employees were told they should begin work promptly after the lunch hour. Items discussed in the next meeting included work zone safety and the importance of not leaving city equipment unattended.

All of the items discussed in the group meetings could be coded in the policy enforcement/clarification category. Three memoranda were sent to the city manager. Two concerned budget/financial matters and one, administrative information. (See Figure 7 and Table 4.) Coder agreement was 87 percent.

All items were targeted internally. (See Table 5.) Besides downward, a portion of the communication items were



Total N = 13

FIGURE 7. Public Works Content Analysis

directed laterally to department heads and upward to the administration.

The readability analysis showed the materials' level of difficulty to be from easier than average to average. (See Table 6.)

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

Written Communication Analysis

The written communication process within Jefferson City can be summarized the following:

As he probably should do, the city manager communicates most often with council and mayor, although he also interacts with residents, businesses and potential businesses. He gives and receives information from department heads. He rarely writes directly to an employee.

Little interaction exists among department heads. Department heads are not writing to each other; they primarily focus their communication efforts on policy enforcement and clarification for their employees. The level of written communication by department heads to the city manager (upward) varied widely.

The administrative assistant appears somewhere in between these roles, facilitating communication among departments, between the city manager and department heads, and between residents and the overall administration.

The sample contained very few direct pieces of communication to employees, and no items reviewed were written by a "rank-and-file" employee.

It is apparent that although this is a small organization, there is a tangible communication chain of command in place.

By Department

The City Manager

The city manager's increased call for and use of memos is a positive move. Progress should not end here, though. The city manager has the ultimate responsibility for ensuring that information is passed through the organization. To do this, he could prepare weekly bulletins for all department heads and have department heads prepare them for himself and for council. These bulletins should not summarize what has already occurred (although they could as well), but should detail what is to come in the immediate and following weeks. The city manager, for example, could inform department heads what topics council will consider.

As noted, the city manager's largest content category was "the future/progress." This is commendable. However, many of these "future" topics were found in the newsletter which has only a limited audience. Although the kinds of information the employees said they wanted was available, it was not targeted to them. This, obviously, could be easily corrected.

The Administrative Assistant

The administrative assistant facilitates the communication process and clarifies miscommunications--functions appropriate for the job description.

While this function is a necessary one, it can become highly reactive instead of proactive. For example, a memo issued to the police chief talked about an "understanding of past unwritten policy." The memo was reactive: the problem had already occurred and probably had been solved by the time the memo was issued.

In facilitating interdepartmental cooperation, the city manager and administrative assistant should work closely so that all department heads are aware of proper procedure. Spending too much time clarifying past communications rather than communicating new information signals potential problems in the communication process.

The administrative assistant's materials failed in the area of rationale. Explanatory statements were found in only eight of the 26 pieces.

Police Department Materials

The police chief's use of the bulletin board appeared to be an effective communication process. The departmental memo forms offered for review are appropriate since shift work makes scheduling meetings difficult. Other departments may wish to consider using this type of form.

Fire Chief

The fire chief has indicated that most of his internal communication is oral. Greater emphasis should be placed on written communication, particularly with volunteer firefighters. The fire department could post its memos and guidelines on its bulletin boards.

Face-to-face communication, if executed frequently and clearly, is probably the most effective communication. However, situations exist that require written, supporting documentation to provide an accurate record of the conversations. The department's employee, volunteer and community relations may be jeopardized if its communications are left to individual interpretation. A written record would state the city's policy consistently.

From the small sample of written communication materials submitted, most of the fire chief's written communication addressed problems. The items were highly directive in tone, without a rationale guiding the materials. Perhaps that, too, was provided orally.

The fire department's memo form for meetings should be revamped for clarity and effectiveness.

Recreation Department Materials

Although the sample of materials submitted by the recreation department is small, a variety of topics are addressed and directed to a variety of audiences. The recreation director communicates in writing with all

concerned publics: city manager, mayor and council, department heads, residents, and employees. Most of the materials addressed actions that were to come. The recreation department's publishing of a gift program's brochure shows initiative. Other departments should consider how brochures or other publications could fit into their department.

Inspections Division Materials

Since the majority of the materials submitted for analysis were forms, the analysis focuses on the appropriateness of the forms.

The forms are complex, reflect a governmental bureaucracy and should be written more simply. For example, the paragraph below discusses the three stages of inspection:

> Work shall not be done on any part of a building or structure beyond the point indicated in each successive inspection without first obtaining the written approval of the Building Inspector. Such written approval shall be given only after an inspection has been made of each successive step in the construction as indicated by each of the foregoing three inspections.

Many of these forms were difficult to understand. And, the information in the forms is generated after a problem exists. The inspection division needs to educate before it pursues strict policy enforcement.

Public Works Department Materials

Like the inspections division, the public works department necessarily depends on forms. However, it is one of the few departments in city hall that hold regular group meetings. Holding regular meetings and talking about issues on a face-to-face basis are highly desirable. In addition, it should be commended for keeping a written record of what is discussed in the meetings. The minutes of the three group meetings offered for analysis provided some valuable insights into the communication process.

However, the minutes only provided summary information. An employee who was absent from the meeting could learn only what topics were discussed, not the details of the recommendations or policies.

Too, management must be careful not to use meetings only to discuss problems. It should also use this opportunity to talk about the good things the department has done and to provide information about things the employee will need to know in the future.

City Leader Interviews

Management, overall, judged the city's communications positively. All, generally, regarded themselves as well-informed. However, their current source of information is not the preferred source. City leaders say they prefer interpersonal communication to memos.

They believed that the city was doing a decent or better job of communicating with its various publics. They were aware, however, that their efforts could be improved. They were receptive to the ideas of better organizing the information function, increasing the level of communication and money spent on such practices, and surveying both internal and external publics. Although they were receptive to the goal of increasing the quality and quantity of communications, they were unsure how to do it.

It was also apparent that most of the leaders could not give an honest evaluation of the effectiveness of its employee communication because they felt removed (council and various department heads) from employees with whom they did not regularly interact. They are admittedly unaware of the employees' communication needs. There is little interaction between the two--either written or oral.

Department heads expressed concern that there was a lack of cooperation between the departments. Two said the reason for this friction was that each department often operated independently and that the departments were not aware (not informed) of many of the actions of the other departments.

The analysis of the flow of the written communication materials supported this statement. Instances of horizontal communication were infrequent.

Employee Survey

Employees are not getting information frequently enough from their preferred source, their supervisor. One-third of the employees said their supervisors rarely passed on information.

Some 50 percent of the employees said the grapevine was their primary source of information. This is an alarming percentage. It signals that management is not exerting enough control over the communication process.

Employees perceive the flow of information as being haphazard. They support having one person responsible for organizing that function. Giving one person this overall responsibility does not preclude others from being involved, but provides stability and consistency. Furthermore, given the employees' increased desire for information directly from their supervisor, the communication role and responsibility of each department head should ultimately increase.

The level of day-to-day information could be greatly improved by holding regular meetings. Only 13 percent of employees meet weekly and 19 percent seldom or never meet. This is an inadequate level. Employees want a say in how their city is run. Their strong show of support for the employee groups reflects this desire.

Repeatedly, employees called for additional information beyond their own department or job. Employees

do not live in a vacuum: they realize that their future, to a large degree, is tied to the city's future. The stability and growth of their community ultimately impacts their jobs. The employees expect their leaders to provide such important information.

Regarding upward communication, nearly two-thirds of employees felt free to bring questions to their supervisors. Roughly 90 percent had voiced their opinions, but only 54 percent believed the city was interested in their concerns and suggestions. Another 30 percent said the city was not interested. Whether or not this is the case, the city needs to embrace this significant portion of its workforce and determine from where these negative sentiments stem.

Even though many of the employees believed the administration was disinterested in their opinions, they expressed confidence in the administration's ability to lead. Perhaps employees simply have such confidence in their leaders that they believe their own opinions are not needed, thus explaining the earlier negativism.

Jefferson City employees, however, have no formal channel for two-way communication, particularly anonymous. Perhaps a letter to the editor or a question-and-answer column could become a regular feature of the newsletter.

Another factor closely related to employee morale is recognition and channels for such. Jefferson City

employees are not receiving enough praise from their leaders. Citizens are noticing their good work, but management is not. Less than one-third said he or she had been commended by the city manager; less than one-fourth by the mayor; and less than one-fourth by other department heads.

Perhaps another regular feature for the newsletter could be an "employee of the month" column.

Critique of Research

This research covered many areas. Its goal--to evaluate the effectiveness of the city's internal communication--was a broad one. Based upon the research presented in the literature review, the results are not startling. Similar discrepancies, attitudes, themes, and communication flows could be found in other organizations.

As a research tool, the communication audit is valuable. It demands that almost all facets of the communication process be examined. The tool is limited only by the skill of the researcher utilizing its methods. Necessarily, the audit should always, in the researcher's opinion, be conducted by outside researchers, never by in-house personnel.

Regarding the researcher's method, the analysis is limited by the fact that only written materials were examined in determining the flow of information.

Obviously, a great portion of communication is oral. Moreover, many in this research indicated they wanted more interpersonal contact. Future researchers should devise a method to track the flow of oral communication. The complete communication process would then be more clear.

This does not diminish the importance of written communication, however. Directives may be issued orally initially, due to time considerations, with a written record to follow. Written statements of policies and personnel procedures, minutes of meetings, and letters and memos that provide detail information and serve as records that clarify misconceptions are always necessary.

Regarding validity, the researcher is confident that she measured what she thought she was measuring, communication effectiveness.

Regarding reliability, the researcher is less confident, and for a particular reason. The city was well aware the research was being conducted. The researcher wonders if the results would have been different had she operated as "an invisible observer." And the sample of communication materials is worth pondering. Necessarily, she reviewed what was offered her. She can only hope that the sample was representative. This is a concern that other communication auditors must address. Future researchers should devise a more rigid procedure for

obtaining a representative sample when the sample is provided, not selected.

The strengths of this procedure far outweigh its weaknesses, however. Employees and management were given an opportunity to relay their attitudes about the most vital of all functions, communication. Jefferson City, Tennessee, has taken a big first step. It has positioned itself as an open, progressive entity. The fact that it appropriated funds for this study makes a strong statement in itself. And the city should be commended for its apparently "hands-off" approach while this research was being conducted. Jefferson City, Tennessee, wanted to see where it stood. Hopefully, these data will help direct where it should go.

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APPENDICES

APPENDIX A

TABLES

TABLE 2

CURRENT INFORMATION SOURCES

	1st Source	2nd Source	3rd Source
Supervisors	45%	16%	15%
Grapevine	35%	5%	9%
Dept. Meetings	17%	17%	11%
Memos	17%	11%	11%
Meetings w/ mgmt.	11%	9%	5%

TOTAL N = 53

Respondents often gave equal ranking to different sources, thus accounting for more than 100%.

TABLE 3

PREFERRED INFORMATION SOURCES

	1st Source	2nd Source	3rd Source
Supervisors	66%	11%	4%
Grapevine	5%	5%	7%
Dept. Meetings	15%	21%	21%
Memos	19%	9%	15%
Meetings w/ mgmt.	21%	13%	--

TOTAL N = 53

Respondents often gave equal ranking to different sources, thus accounting for more than 100%.

TABLE 4

CONTENT CATEGORIES/PERCENT OF WRITING

Total N		Admin. Info.	Policy Enforce.	Budget	Infra-structure	Progress
52	City Manager	25%	15%	5%	15%	40%
26	Admin. Asst.	38%	45%	12%	5%	--
13	Police	65%	35%	--	--	--
10	Fire	20%	80%	--	--	--
13	Public Works	60%	25%	15%	--	--
5	Recreation	40%	--	60%	--	--
11	Inspection	55%	45%	--	--	--

TABLE 5

COMMUNICATION FLOW

Total N		Internal	External
52	City Manager	55%	45%
26	Admin. Asst.	45%	55%
13	Police Chief	85%	15%
10	Fire Chief	90%	10%
13	Publ. Wks. Dept.	100%	--
5	Recreation Dir.	80%	20%
11	Inspector	10%	90%

TABLE 6

READABILITY

	extremely easy	very easy	easy	easier than average	average	more diff. than aver.	diff.	very diff.	extremely difficult
City Manager				----memos----	--newsletters--				
Admin. Asst.				----------					
Police Chief				----------					
Fire Chief				----------					
Pub. Wks. Dir.				----------					
Rec. Dir.				----------					
Inspector					----------				

TOTAL N = 27

APPENDIX B

SURVEY

JEFFERSON CITY

EMPLOYEE COMMUNICATIONS AUDIT

SPRING 1988

Thank you for being willing to complete this form. This survey is part of a study of the communication inside and outside of city government as it relates to Jefferson City. Conducted by people from the University of Tennessee, this survey guarantees that your individual answers will be known only to the researchers. **Do not sign your name on any page.**

The researchers are interviewing many groups and people in the Jefferson City area. Some of the interviews are one-on-one, some are through materials such as this survey, and others will be by telephone. Your support is greatly appreciated.

If any question is not clear to you, please feel free to ask a member of the team in the room to explain it to you. The results of all of the internal interviews and this survey will be reported to you as part of the study process.

We have attempted to leave sufficient space for any comments you would like to make about any question. If you discover we did not ask about an area that you feel should have been included, please let us know by writing your comments at the end of this survey.

The survey frequently asks you to evaluate a situation along a scale from 1 to 7. **The lower the number means the more positive you are about a situation discussed in the survey. The higher the number, the more negative, or critical, you are about a situation.** In this survey, the word "neutral" means you have no strong feelings -- negative or positive -- toward the situation. Throughout the survey, please **circle the number** that most closely reflects your feelings.

The survey beings by asking you for some information about yourself to help us in our computer analysis. Again, only the research team will see your completed survey. We thank you for help by answering all the questions.

PRESENT POSITION:_____ (JOB TITLE) _____ (DEPT.) HOW LONG IN POSITION?_____

HOW MANY YEARS HAVE YOU BEEN EMPLOYED BY JEFFERSON CITY? _____

HAVE YOU HAD OTHER EMPLOYERS? _____ YES _____ NO IF YES, HOW MANY? _____

SEX: _____ RACE:_____ AGE: _____ HOW MANY YEARS OF SCHOOL HAVE YOU HAD? _____

HOW LONG HAVE YOU LIVED IN JEFFERSON CITY? _____ HAVE YOU LIVED IN OTHER

COMMUNITIES? _____ YES _____ NO IF YES, HOW MANY? _____

INTERNAL COMMUNICATIONS

* 1. WHERE DO YOU GET MOST OF YOUR USEFUL INFORMATION ABOUT THE CITY?

PLEASE RANK YOUR SOURCES, WITH THE NUMBER "1" BEING THE MOST FREQUENT SOURCE.

(35%) 1 THE GRAPEVINE, EMPLOYEES

(45%) 1 YOUR OWN SUPERVISOR

____ BULLETIN BOARDS

____ CITY NEWSLETTER

____ POLICE BAND RADIO

____ TV STATION: _____ (WHICH)

____ COFFEE SHOP: _____ (WHICH)

1 MEETINGS WITH MANAGEMENT (16%)

____ DEPARTMENT MEETINGS

1 DEPARTMENT MEMOS (16%)

____ COUNCIL MEETINGS

____ RADIO STATION _____ (WHICH)

____ NEWSPAPER: _____ (WHICH)

____ OTHER _____ (WHICH)

* 2. WHERE WOULD YOU RATHER GET YOUR USEFUL INFORMATION ABOUT THE CITY?

PLEASE RANK EACH CHOICE, WITH THE NUMBER "1" BEING THE CHOICE YOU WANT MOST.

(5%) 1 THE GRAPEVINE, EMPLOYEES

(66%) 1 YOUR OWN SUPERVISOR

____ BULLETIN BOARDS

____ CITY NEWSLETTER

____ POLICE BAND RADIO

____ TV STATION: _____ (WHICH)

____ COFFEE SHOP: _____ (WHICH)

1 MEETINGS WITH MANAGEMENT (21%)

____ DEPARTMENT MEETINGS

____ DEPARTMENT MEMOS

____ COUNCIL MEETINGS

____ RADIO STATION _____ (WHICH)

____ NEWSPAPER: _____ (WHICH)

____ OTHER _____ (WHICH)

* 3. HOW DOES THE CITY RATE ON LETTING YOU KNOW WHAT IS GOING ON?

PLEASE CIRCLE: 1 22% (VERY GOOD) 2 20% 3 30% (NEUTRAL) 4 16% 5 ..... 6 ..... 7 (VERY POOR)

*Asterisked questions are those pertinent to thesis.

* 4. WHEN DO YOU FEEL YOU ARE INFORMED ABOUT CHANGES, ETC., IN YOUR WORK?

PLEASE CIRCLE: 1 28% 2 17% 3 20% 4 24% 5 ..... 6 7
AMONG THE FIRST TO KNOW — NEUTRAL — AMONG THE LAST TO KNOW

* 5. WHAT KIND OF INFORMATION DO YOU WANT TO BE GIVEN ON A REGULAR BASIS?

Work related (18 responses)

the city itself (11 responses)

policy and personnel matters (four responses)

* 6. WHAT WOULD BE YOUR REACTION TO HAVING A REPRESENTATIVE EMPLOYEE GROUP (COMPOSED OF THE SAME PEOPLE FROM EACH DEPARTMENT) MEETING REGULARLY TO DISCUSS WORK ISSUES AND RECOMMENDING ACTION TO THE CITY ADMINISTRATION?

1. 28% LIKE THE IDEA, THINK IT SHOULD BE TRIED

2. 17% LIKE THE IDEA, BUT THINK IT SHOULDN'T BE THE SAME PEOPLE ALL THE TIME

3. 21% LIKE THE IDEA, BUT WOULD LIKE TO HAVE THE CITY MANAGER MEET WITH SMALL GROUPS REGULARLY

4. 24% DON'T LIKE THE IDEA, I EXPECT MY SUPERVISOR TO DO THIS

5. 2% DON'T LIKE THE IDEA, I'D LIKE THE CITY MANAGER OR ADMINISTRATION TO COME TO OUR DEPARTMENT/DIVISION MEETINGS

6. 8% OTHER:

DEPARTMENTAL/DIVISIONAL MEETINGS

* 1. HOW OFTEN DOES YOUR DEPARTMENT/DIVISION MEET:

14% WEEKLY 14% 2 TIMES A MONTH 42% MONTHLY

11% QUARTERLY ____ YEARLY 13% SELDOM 5% NEVER

* 2. WHAT IS DISCUSSED AT THE MEETINGS: (CHECK ALL THAT APPLY)

____ PERSONNEL CHANGES	65% POLICY CHANGES
52% JOB TRAINING	50% WORK SCHEDULES
____ BENEFITS	____ JOB OPPORTUNITIES
____ CITY COUNCIL ACTIONS	____ CITY MANAGER'S DIRECTIVES
94% VACATION SCHEDULE	61% MISTAKES WE'VE MADE
61% GOOD THINGS WE'VE DONE	67% OUR AREA OF RESPONSIBILITY
____ HOW TO REPORT COMPLAINTS	____ SUPERVISING RESPONSIBILITY

* 3. BEFORE THE MEETING, DO YOU FEEL YOU CAN SUGGEST THINGS TO BE DISCUSSED?

89% YES ____ NO

* 4. DURING THE MEETINGS, DO YOU FEEL YOU CAN STATE YOUR OPINION? 96% YES ____ NO

5. OTHER THAN YOUR SUPERVISOR, DOES ANOTHER PERSON DO MOST OF THE TALKING?

____ YES ____ NO

6. HOW WOULD YOU EVALUATE THE MEETINGS, THEMSELVES?

PLEASE CIRCLE: 1 ____ 2 ____ 3 ____ 4 ____ 5 ____ 6 ____ 7
HELPFUL NEUTRAL NOT HELPFUL

ORGANIZATIONAL RELATIONSHIPS

1. HOW MANY PEOPLE WORK IN YOUR DEPARTMENT? _____

2. DO YOU HAVE AN OFFICIAL SUPERVISOR? _____

* 3. YOUR SUPERVISOR PASSES ON INFORMATION HE/SHE RECEIVES FROM THE CITY:

71% REGULARLY 29% RARELY

____ SOMETIMES ____ NEVER

* 4. DO YOU KNOW WHERE YOU SHOULD GO IF YOU HAVE QUESTIONS ABOUT JEFFERSON CITY POLICIES AND PROCEDURES? 96% YES ____ NO

* 5. WHOM WOULD YOU CONTACT FIRST IF YOU HAD A PROBLEM: Supervisor

* 6. HOW FREE DO YOU FEEL TO BRING A PROBLEM TO YOUR SUPERVISOR:

PLEASE CIRCLE: 1 54% 2 15% 3 ____ 4 ____ 5 12% 6 ____ 7
NEUTRAL

* 7. HAVE YOU EVER GIVEN YOUR OPINION/THOUGHTS ON A PROBLEM? 88% YES ____ NO

* 8. IF YES, HOW DO YOU FEEL ABOUT THE WAY YOUR OPINION/THOUGHTS WERE RECEIVED?

PLEASE CIRCLE: 1 31% 2 30% 3 17% 4 19% 5 ____ 6 ____ 7
VERY GOOD, WANTED NEUTRAL NOT WELL, NOT WANTED

* 9. DO YOU FEEL THE CITY IS INTERESTED IN YOUR ATTITUDES AND CONCERNS?

PLEASE CIRCLE: 1 32% 2 22% 3 17% 4 ____ 5 ____ 6 ____ 7
VERY INTERESTED NEUTRAL NOT INTERESTED

* 10. DO YOU FEEL YOU HAVE A SAY IN THE WAY YOUR JOB IS TO BE DONE? 86% YES ____ NO

* 11. HAS ANYONE TOLD YOU THAT YOU WERE DOING A GOOD JOB? 96% YES ____ NO
IF YES, WHO? (PLEASE CHECK ALL THAT APPLY)

72% A CITIZEN
28% A CITY COUNCIL MEMBER
57% YOUR DEPARTMENT HEAD
58% YOUR SUPERVISOR
49% YOUR CO-WORKERS
32% THE MAYOR
24% THE CITY MANAGER
21% ANOTHER DEPARTMENT HEAD
11% ANOTHER SUPERVISOR
43% OTHER CITY EMPLOYEES

12. HOW WOULD YOU SAY YOU WERE TREATED BY YOUR SUPERVISOR?

PLEASE CIRCLE: 1 2 3 4 5 6 7
FAIRLY NEUTRAL UNFAIRLY

13. HOW ARE ALL DEPARTMENTS TREATED BY THE CITY COUNCIL:

PLEASE CIRCLE: 1 2 3 4 5 6 7
FAIRLY NEUTRAL UNFAIRLY

14. HOW ARE ALL DEPARTMENTS TREATED BY THE THE CITY MANAGER:

PLEASE CIRCLE: 1 2 3 4 5 6 7
FAIRLY NEUTRAL UNFAIRLY

15. DO YOU FEEL THE CITY COUNCIL SUPPORTS YOUR DEPARTMENT? ____YES ____NO

16. DO YOU FEEL THE CITY MANAGER SUPPORTS YOUR DEPARTMENT? ____YES ____NO

17. HOW WOULD YOU RANK THE COOPERATION BETWEEN DEPARTMENTS?

PLEASE CIRCLE: 1 2 3 4 5 6 7
POSITIVE, CONSTRUCTIVE NEUTRAL NEGATIVE, DESTRUCTIVE

18. DOES YOUR SUPERVISOR "PLAY FAVORITES?" ____YES ____NO

19. DO YOU FEEL YOU HAVE MORE THAN ONE BOSS IN YOUR DEPARTMENT/DIVISION?

____YES ____NO

20. WHAT IS YOUR JOB IN YOUR DEPARTMENT? _____

21. IS THIS THE JOB YOU SEEK? ____YES ____NO

22. DO YOU FEEL YOU HAVE AN OPPORTUNITY FOR ADVANCEMENT? ____YES ____NO

23. DO YOU FEEL YOU HAVE RECEIVED THE RIGHT TRAINING FOR YOUR JOB?___ YES ___ NO

24. DO YOU FEEL YOU RECEIVE INFORMATION ON SCHOOLS AND/OR TRAINING YOU MIGHT BE INTERESTED IN? ..... YES ..... NO

25. DO YOU FEEL YOU NEED ADDITIONAL TRAINING FOR YOUR JOB? ____ YES ____ NO

* 26. DO YOU FEEL YOU UNDERSTAND THE CITY'S POLICIES? 92% YES ____ NO

* 27. DO YOU FEEL YOU UNDERSTAND YOUR EMPLOYEE BENEFITS? 80% YES ____ NO

28. WHAT BENEFITS DO YOU RECEIVE AS A CITY EMPLOYEE? (CHECK ALL THAT APPLY)

____ APPROPRIATE PAY	____ LIFE INSURANCE
____ SOCIAL SECURITY CONTRIBUTIONS	____ HEALTH INSURANCE
____ SICK LEAVE	____ VACATIONS
____ PAID HOLIDAYS	____ PERSONAL LEAVE
____ UNIFORMS	____ OTHER: _____

* 29. DO YOU FEEL THAT YOU GET THE INFORMATION YOU NEED FOR:

PERSONNEL GUIDELINES:	90% YES	..... NO
PAYROLL QUESTIONS:	90% YES	..... NO
WORK TIME AND COMPENSATION:	96% YES	..... NO

* 30. DO YOU FEEL THE CITY COUNCIL RECEIVES CORRECT INFORMATION ABOUT YOUR DEPARTMENT? 77% YES ____ NO

* 31. DO YOU FEEL THE CITY MANAGER RECEIVES CORRECT INFORMATION ABOUT YOUR DEPARTMENT? 88% ____YES ____ NO

CITIZEN/COMMUNITY RELATIONSHIPS

1. DO CITIZENS KNOW WHAT YOUR DEPARTMENT/DIVISION DOES? ____YES ____ NO

2. DO CITIZENS APPRECIATE WHAT YOUR DEPARTMENT/DIVISION DOES? ____YES ____ NO

3. HAVE CITIZENS EVER COMPLAINED TO YOU ABOUT ANY CITY SERVICES? ____YES ____ NO

4. HOW DID YOU HANDLE THE COMPLAINTS?

5. IN YOUR OPINION, WERE THE CITIZENS SATISFIED? ____YES ____ NO

6. DO YOU FEEL ALL PARTS OF THE CITY RECEIVE THE SAME LEVEL OF CITY SERVICES?
____YES ____ NO

7. DOES THE CITY ADMINISTRATION IGNORE CERTAIN CITIZEN GROUPS? ____YES ____ NO

8. DO CERTAIN CITIZENS AND/OR CITIZEN GROUPS RECEIVE BETTER TREATMENT THAN OTHER CITIZENS AND/OR CITIZEN GROUPS? ____YES ____ NO

* 9. DO YOU FEEL THE CITY COUNCIL CAN DEAL WITH OR HANDLE THE CITY'S PROBLEMS EFFECTIVELY? 80% YES ____ NO

* 10. DO YOU FEEL THE CITY MANAGER CAN DEAL WITH OR HANDLE THE CITY'S PROBLEMS EFFECTIVELY? 94% YES ____ NO

11. HOW DO YOU FEEL THE CITIZENS WOULD RATE THE CITY'S SERVICES?

PLEASE CIRCLE: 1 2 3 4 5 6 7
VERY GOOD NEUTRAL VERY BAD

12. WHAT SERVICES DO YOU BELIEVE THE CITIZENS MAY WANT BUT ARE NOT GETTING?

13. WHAT KINDS OF INFORMATION SHOULD CITIZENS BE GETTING FROM CITY GOVERNMENT?

14. WHAT ISSUES, PROBLEMS OR OPPORTUNITIES FACE JEFFERSON CITY TODAY?

EMERGENCY COMMUNICATIONS

1. DOES THE CITY HAVE AN EMERGENCY COMMUNICATIONS PLAN? ____YES ____NO

2. WHAT IS YOUR ROLE IN THE EMERGENCY COMMUNICATIONS PLAN?

3. HAVE YOU HAD EMERGENCY COMMUNICATIONS TRAINING? ___YES ___ NO

4. HOW WOULD YOU EVALUATE THE PLAN – OR THE LACK OF A PLAN?

5. WHY DO YOU HOLD THAT OPINION?

6. DO YOU HAVE ADDITIONAL COMMENTS YOU WOULD LIKE TO MAKE REGARDING THE CITY'S EMERGENCY COMMUNICATIONS PLAN?

RELATIONSHIPS

1. HOW WOULD YOU CHARACTERIZE THE CITY'S RELATIONSHIP WITH:

	EXCELLENT	GOOD	FAIR	POOR	INADEQUATE	NO OPIN	NOT NEC
REGIONAL PLANNING BODIES							
COUNTY GOVERNMENT							
COUNTY CIVIC ORGANIZATIONS							
OTHER CITIES IN THE REGION							
OTHER CITIES IN THE STATE							
ITS CITY RESIDENTS OVERALL							
SPECIAL INTEREST GROUPS							
CHURCH GROUPS							
CIVIC CLUBS							
THE BUSINESS COMMUNITY							
INDUSTRY							
PUBLIC SCHOOLS							
CARSON NEWMAN							
MINING							
RAILROAD							
UNIONS							

	EXCEL-LENT	GOOD	FAIR	POOR	INADE-QUATE	NO OPIN	NOT NEC
ANNEXED AREAS							
NEWCOMERS							
LONG-TIME RESIDENTS							
MEN							
WOMEN							
CHILDREN							
HOMEMAKERS							
UNEMPLOYED							
DISADVANTAGED							
MEDIA							
SENIOR CITIZENS							
COLLEGE STUDENTS							
OTHER: _____							

JEFFERSON CITY AND ITS 'SHOULDS'

1. SHOULD CITY GOVERNMENT MAINTAIN CONTACT WITH STATE AND FEDERAL LEGISLATORS ON A REGULAR BASIS? ____YES ____NO

2. SHOULD CITY GOVERNMENT ATTEMPT TO COMMUNICATE WITH ALL THE VARIOUS COUNTY CIVIC ORGANIZATIONS? ____YES ____NO

3. SHOULD CITY GOVERNMENT ATTEMPT TO COMMUNICATE WITH COUNTY GOVERNMENT?

_____ YES _____ NO

* 4. CONSIDERING ITS CURRENT LEVEL OF INFORMATION FOR EMPLOYEES AND THE PUBLIC, SHOULD JEFFERSON CITY:

DECREASE ITS CURRENT LEVEL OF ACTIVITY: 2% YES _____ NO
MAINTAIN ITS CURRENT LEVEL OF ACTIVITY: 33% YES _____ NO
INCREASE ITS CURRENT LEVEL OF ACTIVITY: 60% YES _____ NO

4. SHOULD CITY GOVERNMENT SEND A NEWSLETTER TO ALL THE RESIDENTS/PROPERTY OWNERS IN THE COMMUNITY?____YES ____NO

5. IF SO, SHOULD THE PUBLICATION BE MONTHLY OR QUARTERLY?__MONTHLY __QUARTERLY

* 6. SHOULD CITY GOVERNMENT PRODUCE A NEWSLETTER FOR ITS EMPLOYEES?

90% YES ____NO

HOW OFTEN?: 48% MONTHLY 48% QUARTERLY _____SEM I-ANNUALLY

* 7. NAME THREE AREAS OR THINGS YOU WOULD WANT INCLUDED IN A NEWSLETTER IF ONE WERE PUBLICSHED:

1. information dealing with the growth of the city
2. personnel related information
3. recognition of employees

* 8. SHOULD THE CITY SURVEY ITS EMPLOYEES? 85%YES ____NO

HOW OFTEN?: 33%QUARTERLY ___SEMI-ANNUALLY41% ANNUALLY ___OTHER

* 9. SHOULD ONE PERSON BE RESPONSIBLE FOR JEFFERSON CITY'S PUBLIC INFORMATION?

56% YES ____NO

* 10. SHOULD JEFFERSON CITY CONSIDER HIRING A PUBLIC INFORMATION SPECIALIST FOR THE FUNCTION? ____YES 67% NO

* 11. SHOULD JEFFERSON CITY ASSIGN ITS PUBLIC INFORMATION PROGRAM TO A CURRENT EMPLOYEE 56% YES ____NO Jane Sorey (WHO)

12. SHOULD JEFFERSON CITY HOLD FORUMS FOR THE RESIDENTS TO EXPRESS THEIR VIEWS ON A VARIETY OF MATTERS? ____YES ____NO

13. SHOULD JEFFERSON CITY SURVEY ITS RESIDENTS TO FIND OUT HOW SATISFIED THEY ARE WITH THE CITY ? ____YES ____NO

14. SHOULD JEFFERSON CITY USED PAID ADVERTISING – SIMILAR TO A STORE'S ADVERTISING – ON RADIO, TV OR IN NEWSPAPERS FOR ITS PROGRAMS AND ACTIVITIES?

____YES ____NO

* 15. HOW MUCH SHOULD JEFFERSON CITY SPEND ON A PUBLIC INFORMATION PROGRAM?

MORE THAN WE'RE SPENDING NOW:	24%
ABOUT THE SAME AS WE'RE SPENDING NOW:	30%
LESS THAN WE'RE SPENDING NOW:	
NO OPINION:	46%

16. SHOULD RESIDENTS BE EXPECTED TO LEARN OF CITY PROGRAMS SOLEY THROUGH THEIR OWN EFFORTS? ____YES ____NO

17. SHOULD CITY GOVERNMENT RELY SOLELY ON THE NEWS MEDIA TO PROVIDE INFORMATION TO ITS RESIDENTS? ____YES ____NO

OPEN-ENDED SUMMARY QUESTION

IF YOU HAD A SON OR DAUGHTER INTERESTED IN WORKING FOR CITY GOVERNMENT, WHAT WOULD YOU TELL HIM OR HER ABOUT ITS COMMUNICATIONS AND RELATIONSHIPS?

VITA

Betty Farmer Sullivan attended public schools in Clintwood, Virginia, and graduated from Clintwood High School in June 1982. She graduated cum laude with a Bachelor of Arts degree in English with a concentration in communications from Clinch Valley College of the University of Virginia in May 1986.

During her college career, Sullivan served in several capacities on The Highland Cavalier, Clinch Valley's student newspaper, including layout advisor, editor, co-editor, business manager and reporter. She also edited the 1985 Jimson Weed, the college's literary magazine. She received "The Journalism Award" two consecutive years and was twice named to "Who's Who Among Students in Colleges and Universities."

Sullivan enrolled in graduate school to pursue the Master of Science degree in Communications in September 1987. While at the University of Tennessee, Sullivan worked part-time as a public relations researcher, conducting communication audits for the city governments of Jefferson City and Kingsport, Tennessee. During the summer of 1988, she provided public relations support to the University's Food Services department. From September to December 1988, she worked as an intern in the public relations department at Oak Ridge National Laboratory, Oak Ridge, Tennessee.

She is married to David C. Sullivan.