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LOCAL GOVERNING BODIES: THEIR RELATION TO CIVIL DEFENSE

An exploratory study of definitions and performances of civil defense roles of county board members, mayors, and county-municipal civil defense directors.

Gerald E. Klonglan
George M. Beal
Joe M. Bohlen
John R. Nye

D D C
NOV 13 1967

Final Report Contract No. OCD-PS-65-9. . . . . .Research Subtask 4811-E
Submitted to: Office of Civil Defense, Office of the Secretary of the Army, The Pentagon, Washington, D.C.

Sociological Studies in Civil Defense. . . Project Co-Directors: George M. Beal, Joe M. Bohlen and Gerald E. Klonglan
Task Area Coordinator: John R. Nye
DEPARTMENT OF SOCIOLOGY AND ANTHROPOLOGY. . . . . .IOWA STATE UNIVERSITY
RURAL SOCIOLOGY REPORT 46 Ames, Iowa. . . March 1967
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by

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for

Office of Civil Defense
Office of the Secretary of the Army
Washington, D.C. 20310

Final Report....Contract OCD-PS-65-9....Work Unit 4811-E

OCD REVIEW NOTICE

This report has been reviewed in the Office of Civil Defense and approved for publication. Approval does not signify that the contents necessarily reflect the views and policies of the Office of Civil Defense.

Sociological Studies in Civil Defense
Project Co-Directors: George M. Beal, Joe M. Bohlen and Gerald E. Klonglan
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Rural Sociology Report No. 46
Iowa Agricultural and Home Economics Experiment Station
Department of Sociology and Anthropology
Iowa State University
Ames, Iowa
March, 1967

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ACKNOWLEDGEMENTS

The assistance of the Iowa State Civil Defense Director and his staff in carrying out this study is gratefully acknowledged. Thanks is extended to each county board member, each mayor, and each county-municipal civil defense director who cooperated in completing this study.

PREFACE

Iowa State University, Ames, Iowa, is conducting a series of Sociological Studies in Civil Defense. This report deals with one study of the series: an analysis of local government officials and their role in implementing civil defense in local communities. The local government officials studied are mayors and members of county boards. Local civil defense directors in the same local government area are also studied.

Other Iowa State University studies* have focused on local civil defense directors, community power actors, adoption patterns of the general populace, formal voluntary organizations, and community wide civil defense social action programs.

The studies focusing on local civil defense directors have sought information about factors which may affect the role performance of local civil defense directors. The purpose of the present report is to study relationships between local government officials and local civil defense directors in an attempt to better understand factors related to the effective implementation of civil defense programs in local communities.

Although there are data readily available which describe certain general civil defense aspects of local governing bodies (for example, how many communities are participating in civil defense activities) there is little information available on the roles of county board members or mayors as they relate to the implementation of civil defense.

The study presented herein is a pilot attempt to present concepts and methods which can be used to better understand the local milieu in which civil defense programs must be implemented. The central concept in this report is role, i.e., a set of expectations applied to a position. In this study, partial definitions of civil defense roles (expectations) of board members, mayors, and local civil defense directors were obtained from various official sources. These partial role definitions were then synthesized into "ideal" role definitions to be used as criteria or standards against which to

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*For a complete list of reports published in Iowa State University's Sociological Studies in Civil Defense Series, see pages iii, iv and v.

compare the definitions of the same roles as seen by the county board members, mayors, and local civil defense directors. Other important concepts related to the concept of role are also utilized i· the report.

Some societal roles are quite clearly defined and there is generally a high degree of consensus regarding their definitions. The role of the local civil defense director does not appear, in general, to be as clearly defined. Also, there appears to be considerable vagueness regarding the specific civil defense roles of county board members and mayors. It is to the problem of gaining knowledge about these roles that this report addresses itself.

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2. Klonglan, Gerald E., George M. Beal, Joe M. Bohlen, and Tim G. Shaffer. Prediction of Role Performance of Local Civil Defense Directors. Rural Sociology Report No. 36. Department of Economics and Sociology, Iowa State University, Ames, Iowa. 1964. (Base Report, 354 pages; Separate Summary Report, 53 pages.)

3. Klonglan, Gerald E., George M. Beal, Joe M. Bohlen and Charles L. Mulford. Data Book: Local Civil Defense Directors' Attitudes, Knowledge, and Performance - Minnesota, Georgia and Massachusetts. Rural Sociology Report No. 48. Department of Sociology and Anthropology, Iowa State University, Ames, Iowa. 1966. (Base Report, 341 pages.)

4. Klonglan, Gerald E., George M. Beal, Joe M. Bohlen, and Charles L. Mulford. Prediction of Local Civil Defense Directors' Role Performance: Minnesota, Georgia, and Massachusetts. Rural Sociology Report No. 52. Department of Sociology and Anthropology, Iowa State University, Ames, Iowa. 1966. (Base Report, 479 pages; Separate Summary Report, 120 pages.)

5. Klonglan, Gerald E., George M. Beal, Joe M. Bohlen, and Robert B. Schafer. Predicting Change in the Role Performance of Local Civil Defense Directors. Rural Sociology Report No. 65. Department of Sociology and Anthropology, Iowa State University, Ames, Iowa. (In process, 1967.)

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11. Klonglan, Gerald E., George M. Beal, Joe M. Bohlen and E. Walter Coward, Jr. Adoption of Public Fallout Shelters - A 1966 National Study. Rural Sociology Report No. 54. Department of Sociology and Anthropology, Iowa State University, Ames, Iowa. 1966. (Base Report, 38 pages.)

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16. Hartman, John J. Annotated Bibliography on Simulation in the Social Sciences. Rural Sociology Report No. 53. Department of Sociology and Anthropology, Iowa State University, Ames, Iowa. 1966. (Base Report, 31 pages.)

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17. Klonglan, Gerald E., George M. Beal, Joe M. Bohlen, and John R. Nye. Local Governing Bodies: Their Relation to Civil Defense. Rural Sociology Report No. 46. Department of Sociology and Anthropology, Iowa State University, Ames, Iowa. 1967. (Base Report, 149 pages; Separate Summary Report, 22 pages.)

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Chapter 1

INTRODUCTION

Responsibilities for Civil Defense

The possibility of nuclear war has created a decision-making problem for the people and government of the United States: To what extent does the United States prepare for possible nuclear war? In answer to this problem, the decision has been made to begin to make the civil defense preparations needed to protect civilians and property in case of nuclear attack. Part of the response has been the creation of the Office of Civil Defense, but the Office of Civil Defense is not alone in having responsibility. Other federal agencies have been assigned civil defense responsibilities, and these federal agencies and OCD share the responsibility for making civil defense preparations with state and local governments. As originally enacted in 1951, the Federal Civil Defense Act stated that the "responsibility of civil defense shall be vested primarily in the States and their political subdivisions."[1] In 1958 the policy declaration was amended by Public Law 85-606 so that "the responsibility for civil defense (is) vested jointly in the Federal Government and the several States and their political subdivisions."[2]

Concerning the necessity of involvement of all levels of government, a former Assistant Secretary of Defense, Office of Civil Defense, stated that " . . . An effective system of shelters, training and organization of people requires a high degree of involvement of all levels of government . . . . This participation should be voluntary, no mandatory, on the part of private persons and organizations. . . ."[3] President Johnson, on the same subject, has stated:

> The ultimate objective of civil emergency preparedness is a partnership of the Federal Government, the States, and the people working to preserve and enhance our way of life--prepared to mobilize our personal talents and material resources

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[1]Public Law 81-920, approved January 12, 1951, sec. 2 (64 Stat. 1246).

[2]Public Law 85-606, approved August 8, 1959, sec. 2 (72 Stat. 532).

[3]Department of Defense - Office of Civil Defense, Information Bulletin 21, Battle Creek, Michigan, March 23, 1962, p. 3.

in order to meet essential human needs, to support our military efforts, and to survive as a free and independent nation.[1]

As an indication of the extent to which local governments are involved in civil defense plans, the 1966 Office of Civil Defense Program Summary[2] makes 29 direct references to local governments in its 38 pages. There are at least that many more references to local persons, groups, or plans. Thus local governments are an integral part of civil defense as it is currently organized.

Importance of Local Governing Bodies to Civil Defense

Local governing bodies, including local government officials (elected and appointed) and employees such as firemen and policemen, are seen as principle tools for civilian survival in the first few weeks after a nuclear attack. It is generally assumed that there would not be sufficient military equipment or manpower to care for everyone after an attack. Therefore, it is concluded that it is necessary that civilian local civil defense organizations should be able to function after an attack. However, at the present time it may sometimes appear difficult for the civil defense system to mobilize human and economic resources at the local level to build a strong local civil defense capability, since there is no rigid organizational framework from federal to state to local levels. On the other hand, there is within the present civil defense organizational framework a potential for decentralization which may be vital in a nuclear attack.[3] There are over 3,000 county governments and 18,000 municipal governments in the United States.[4]

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[1] Johnson, Lyndon B., quoted in Civil Defense News Digest, Iowa Civil Defense Administration, Des Moines, Iowa, August, 1964, p. 4.

[2] Department of Defense - Office of Civil Defense, Office of Civil Defense Program Summary, 1966.

[3] Pittman, Steuart L., Opening Statement for Hearings before Subcommittee No. 3, Committee on Armed Services, Part 1, May 28, 1963, p. 3081.

[4] Statistical Abstract of the United States, U.S. Dept. of Commerce, Bureau of the Census, 1963, p. 414.

Because local governing bodies have a vital place in civil defense plans, it is important that they be taken into consideration when planning and implementing various local civil defense programs. In this report, "local governing bodies" refers to the institutional forms of local government at the local level: municipal (village, city) government and county government. Within local government there are many roles: there are elected officials such as the mayor, city councilman, county board member, etc.; there are appointed officials such as the city manager, fire chief, police chief, city planner, civil defense director, etc.; and there are employees such as firemen, policemen, clerks, etc. This report is concerned with two roles in local government involving elected officials: county board members and mayors. And this report is concerned with one role involving appointed officials: the local civil defense director. It is recognized that other roles are important to civil defense (city manager, city councilman, city planner, etc.), but they are beyond the scope of this report. The three roles studied are considered by the authors to be among the most important decision-making and action roles within local government re civil defense. Local government officials have certain attributes (characteristics) which affect the civil defense system. One such attribute is their authority to make decisions which may affect the implementation of civil defense programs at the local level. Another attribute is the ability of some local government officials to give or withhold legitimation (approval) of action programs. It may be necessary to obtain legitimation from local government officials if civil defense action programs are to be successfully implemented. For example, approval of certain local government officials must be sought for Community Shelter Plans (CSP). A related attribute of local government officials is, often, their control over buildings which might be utilized in the fallout shelter marking and stocking program. Also, in the future, local elected government officials will probably play an important part in civil defense total Emergency Operating Systems (EOS). If local elected officials hold favorable attitudes toward civil defense, they are generally in a position to facilitate civil defense action programs. On the other hand, if their attitudes are unfavorable, they can place constraints (coercions and pressures) upon the civil defense system which may handicap such programs.

A further reason for taking local elected officials into account is the influence they may have upon the effectiveness of local civil defense directors. Under the present civil defense organizational structure, local civil defense directors are generally appointed by local elected officials. These elected officials may maintain a certain amount of control over them. For example, if the elected officials also pay the salaries of the local civil defense directors, the directors may feel especially obligated to conform to their wishes. Also, the local elected officials may define, to a greater or lesser extent, the responsibilities (role expectations) of local civil defense directors. The directors, in turn, may define their own responsibilities. It is possible that local elected officials and local civil defense directors might disagree as to what the definition of the local civil defense director's role should be. If such disagreement is great, it may be said that there is low consensus with regard to the definition of the director's role responsibilities. High consensus may be important if the director is to effectively carry out the tasks expected of him in his role.

While there is general agreement that local elected officials have an effect upon the implementation of local civil defense, there is little information available concerning the extent to which they actually affect it. In this study, a conceptual framework and techniques are developed in an attempt to increase the level of understanding about the relationship between local governmental officials and the implementation of civil defense.

Local Governing Bodies and the Civil Defense System

One framework in which to view the relationship between local governing bodies and the civil defense system is a "systems" framework. Greater understanding of the effect of local governing bodies upon the civil defense system can provide civil defense officials with inputs for making executive decisions, such as: What role should local government officials play in building the civil defense system? How can local community resources best be utilized for civil defense? These data inputs may be useful for objectives selection, such as: What should be the objectives of civil defense at the local level, such as training, hardware procurement, etc.? The data might also be used in considering alternative systems and in evaluating the current one.

In general terms, "system" has been defined as " . . . a set of objects with relationships between the objects and between their attributes."[1] "Objects," here, are the parts of a system, whereas "attributes" are properties of objects.[2] "Relationships" tie the system together. The "environment" of a particular system is defined as being composed of " . . . all factors external to the system which affect it and are affected by it. . . ."[3]

System objects may be classified as either physical or social. With reference to the civil defense system, physical objects are "hardware" items such as fallout shelters and radiation detection kits. Social objects in the civil defense system include staff members at federal, regional, state, and local levels and groups such as training and educational staffs. In this report, only social objects are considered.

Any division made between system and environment is somewhat arbitrary. The way in which a system is delineated depends to a great extent upon the problem at hand. For example, one might ask: Are local governing bodies part of the civil defense system or part of the civil defense system's environment? The Federal Office of Civil Defense in its 1966 Office of Civil Defense Program Summary, when considering audiences for information activities, terms local elected officials and local civil defense directors "semi-internal audiences."[4] It might be concluded that local governing bodies are not part of the civil defense system since there exists no authoritative "chain-of-command" between local elected officials and Federal and State Offices of Civil Defense. Also, there are (in general) probably fewer relationships (interactions) between local elected officials and Federal and State Offices of Civil Defense than there are between Federal OCD, State CD, and local civil defense directors. On the other hand, since a "system" has been defined as a set of objects with relationships between

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[1] Hall, Arthur D., A Methodology for Systems Engineering, Princeton, N. J. (D. Van Nostrand Co., Inc.), 1962, p. 60.

[2] Ibid., p. 60.

[3] Ibid., p. 5.

[4] Department of Defense - Office of Civil Defense, Office of Civil Defense Program Summary, 1966, p. 28.

them, and since there are relationships between local governing bodies and state and federal civil defense officials, local governing bodies may be considered, for some purposes, part of the civil defense system. To meet the objectives of the present research study, local governing bodies could be considered to be either in the civil defense system or not in the civil defense system. However in the discussion which follows local governing bodies are considered to be part of the civil defense system.

A system may be thought of as being made up of sub-systems. If attention is focused upon a given sub-system, then the rest of the system is, with respect to that sub-system, part of the environment. In this report, attention is focused upon the local part of the civil defense system, composed of local elected officials and local civil defense directors. Since local governing bodies are being considered as part of the civil defense system, and since there are (possible) relationships between local elected officials and local civil defense directors, the local part of the civil defense system may be called a sub-system. The following is a delineation of major sub-systems within the civil defense system

SYSTEM:

Federal Sub-system:

Federal Office of Civil Defense (OCD)

Regional Offices of Civil Defense

State Sub-system:

State Offices of Civil Defense

Local Sub-system:

Local Elected Officials (County Board Members and Mayors)

Local Civil Defense Directors

Some objects in the environment external to the local civil defense sub-system are the general public and groups within the general public, such as formal organizations and institutional boards. Each of these groups (potentially or actually) affects and is affected by the civil defense system. The general public also both affects and is affected by the system. As international situations change (another environmental factor), public opinion varies. As public opinion varies, the pressure

which is exerted upon the civil defense system by this element of the environment (the general public) also varies. Also, as public opinion varies, members of the public become more or less aware of, and receptive to, information disseminated by the system. Public pressure is perhaps most effectively exerted through formal organizations and other pressure groups. Community influentials (individuals other than those in formal leadership positions) can also exert considerable influence upon the system. All this is to say that there are constraints upon the civil defense system from environmental sources, as well as from within the system itself.

The following diagram (Figure 1) illustrates the civil defense system, including a sub-system composed of local governing bodies and local civil defense directors, and some environmental objects.

Building and Operating Systems

Present executive decisions place considerable responsibility for successful implementation of the civil defense program upon local officials, both elected and appointed. It is anticipated that all levels of the civil defense organization will " . . . be increasingly preoccupied with extending the scope of local community organization and planning to meet a wider range of post-attack problems and to assure that the period of survival develops into a period of recovery in the particular community. . . ."[1] That is, local communities and their elected and appointed officials will be more responsible than ever for (1) preparation for the eventuality of an attack and for (2) recovery action afterwards. The preparatory phase and the post-attack phase of civil defense activitiy have been named, respectively, the "building system" and the "operating system."[2] At present, the major concern of civil defense is with building a system. The operating system would go into effect only if the appropriate government officials were to declare a civil defense emergency. Local elected officials, as well as local civil defense directors, are vitally involved in the "building system" phase of civil defense.

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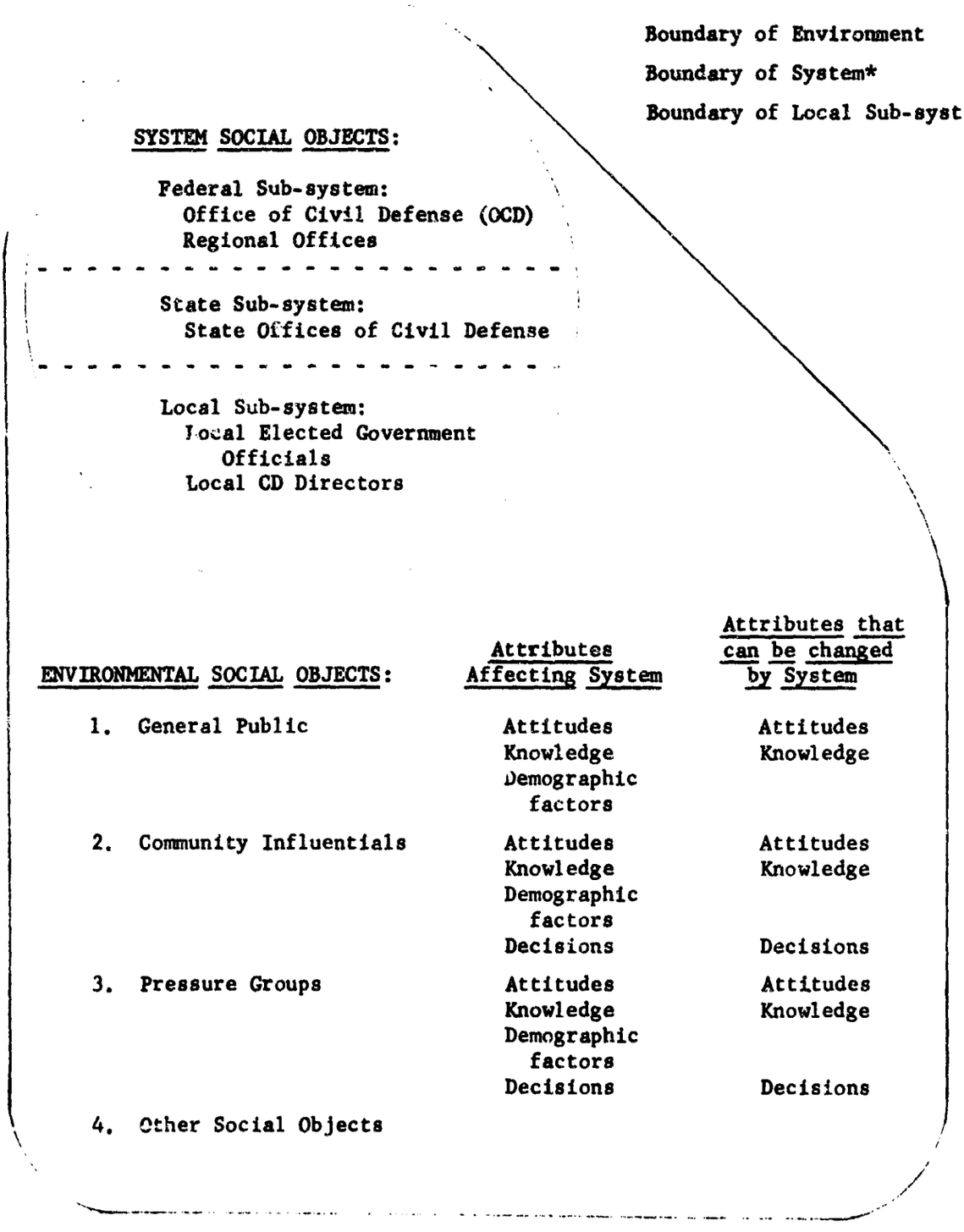
[1] DOD-OCD, Info. Bul. 20. op. cit., p. 8.

[2] Devaney, John F., Systems Analysis in Civil Defense, Parts I and II, Systems Evaluation Division, Research Directorate, OCD, August, 1963, p. 4.

Figure 1. The civil defense system with its environment



*By functional definition the social objects at the local level (local elected government officials and local civil defense directors) are part of the system.

It is within the above context that the general objectives of the present report are delineated.

General Objectives of the Research Study

Several reasons have been emphasized as to why local governing bodies are important to the implementation of civil defense: (1) the Federal Civil Defense Act states that " . . . the several States and their political subdivisions . . ." have responsibility for civil defense; (2) locally available equipment and manpower would be needed if there were a nuclear attack; (3) local elected officials have considerable authority and influence regarding civil defense decisions made on the local level, including the selection of the local civil defense director; and (4) local government officials often define (formally or informally) the role expectations of local civil defense directors.

The general purpose of this report is to study "relationships between local government officials and the implementation of local civil defense." It is not feasible, however, to focus upon all of these relationships in this report. The general objectives of this report are:

1. To develop a conceptual framework to aid in the investigation of relationships between local elected officials (county board members and mayors) and local civil defense, especially local civil defense directors. The conceptual framework focuses upon role definitions (role expectations) and role performances.

2. To empirically test parts of the conceptual framework in a field study of local elected government officials and local civil defense.

3. To analyze the degree of consensus between two different role definitions of the same position. The three positions to be studied are those of the county board member, the mayor, and the local civil defense director. The role-definers will be the incumbents of these positions: county board members, mayors, and local civil defense directors.

4. To analyze the degree of congruence between role definitions and perceptions of role performances. The role definitions and role performances of county board members, mayors and local civil defense directors will be analyzed.

Possible future reports could have as their objectives:

1. To study the relationships of local civil defense directors' role performances and consensus between role definitions held by county board members, mayors, and local civil defense directors.

2. To study the relationship of local civil defense directors' role performances and congruence between role definitions and perceptions of role performances held by county board members, mayors, and local civil defense directors.

3. To study the relationship between local civil defense directors' role performances and consensus regarding local civil defense organizational structures among relevant clusters of respondents.

4. To study the relationship between local civil defense directors' role performances and local elected officials' civil defense attitudes, knowledge, and attributes.

Chapter 2

THE CONCEPTUAL FRAMEWORK

The first general objective of this report is to develop a conceptual framework to aid in the investigation of relationships between local government officials and local civil defense, especially local civil defense directors. The term "conceptual framework" is used in this report to refer to a set of logically related concepts. A conceptual framework may be used for data collection and analysis or for conceptual integration, or for both. Data may be more meaningful when collected and presented in relation to a conceptual framework than if they are not. Concepts may be more useful when logically integrated into a conceptual framework than when they are treated in isolation.

The following is a discussion of the conceptual framework used in this report to study relationships between local governing bodies and local civil defense. Four of the basic concepts used are "role," "role performance," "consensus," and "congruence."

"Role" is defined as a set of expectations applied to an incumbent of a position. An example is the set of civil defense tasks which a given role-definer expects the local civil defense director to perform, for example, the set of civil defense tasks the mayor expects the local civil defense director to perform.

"Role performance" is defined as the actual behavior of an incumbent of a position. For example, the actual task-behavior of the local civil defense director is his "role performance."

"Consensus" is defined for purposes of this report as the correspondence (or agreement) between two different sets of role definitions for a given position. For example, a county board member might define the local civil defense director's role quite differently than a mayor might; if so, it would be said that there is low consensus between the two role definitions.

"Congruence" is defined for purposes of this report as the correspondence (or agreement) between a definition of a role and a perception of the incumbent's performance of that role. For example, a county board member might say the local civil defense director should perform certain tasks. If the county board member perceives that the director has, in fact, performed those tasks, it would then be said that there is high congruence between the county

board member's definition of the director's role and the county board member's perception of the director's role performance.

Figure 2 illustrates the elements and some of the relationships of the conceptual framework. The circles illustrate elements; the lines between the circles illustrate relationships between the elements; the crosshatched areas where the circles overlap illustrate either "consensus" or "congruence."

Elements

The four circles on the left side of Figure 2 (A, B, C, and D) refer to a local elected official, his role, and his role performance:

Circle A represents a local elected official, that is, a county board member or a mayor (that is, the incumbent of a position).

Circle B represents the role performance of a local elected official. Role performance is the actual behavior of a local government official in carrying out his civil defense role.

Circle C represents the role of a local elected official as defined by any given role-definer, such as a local civil defense director.

Circle D represents the "ideal" role of a local elected official as defined by official civil defense sources.

The four circles on the right side of Figure 2 (E, F, G, and H) refer to the local civil defense director.

Circle E represents a local civil defense director, i.e., the incumbent.

Circle F represents the civil defense role performance of a local civil defense director.

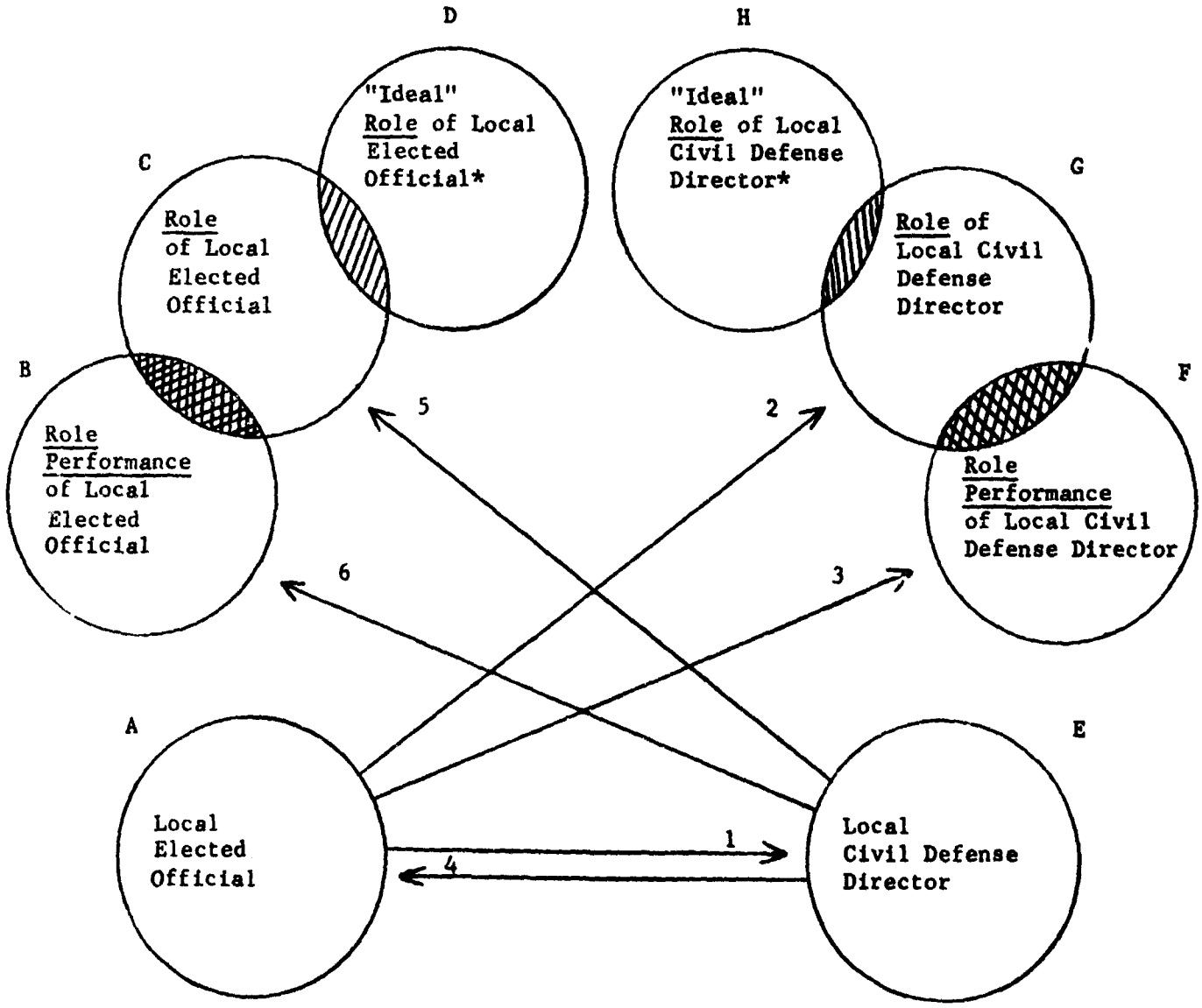
Circle G represents the civil defense role of a local civil defense director as defined by any given role-definer.

Circle H represents the "ideal" role of a local civil defense director as defined by official civil defense sources.

Relationships

Relationships between elements in Figure 2 are represented by the lines which connect the circles. The lines do not indicate all possible relationships between elements of the conceptual framework, only selected ones. The

Figure 2. Some elements and relationships of the conceptual framework



▨ = consensus

▩ = congruence

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*"Ideal" role definitions reflect official civil defense expectations of persons in given positions.

lines proceeding from Circle A represent the local elected official's perceptions of (1) the local civil defense director, (2) the local civil defense director's role, and (3) the local civil defense director's role performance. The lines proceeding from Circle E represent the local civil defense director's perceptions of: (4) the local elected government official, (5) the local elected government official's civil defense role, and (6) the local elected government official's civil defense role performance.

The crosshatched areas in Figure 2 where the circles overlap represent consensus and congruence:

Consensus is the correspondence between two different sets of role definitions, as represented by the overlap between Circles C and D and Circles G and H.

Congruence is the correspondence between a definition of a role and a perception of the performance of that same role, as represented by the overlap between Circles B and C and Circles F and G.

Elaboration of Relationships Among Elements

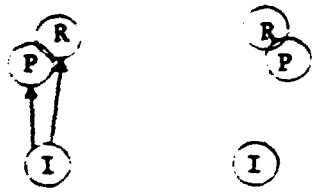
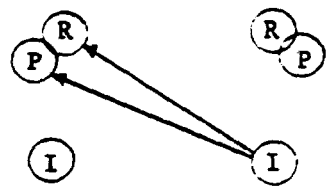
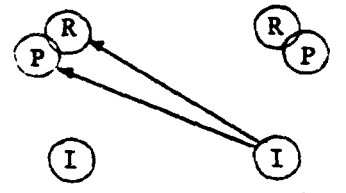
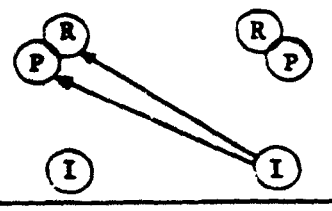
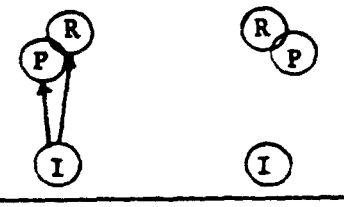
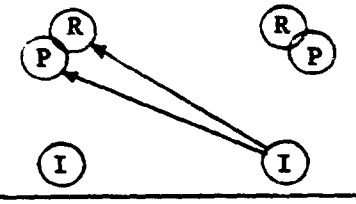
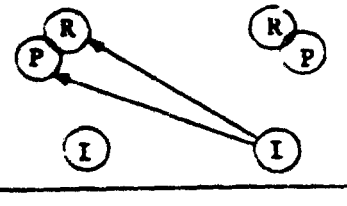
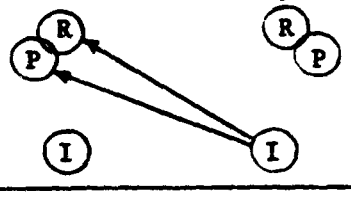
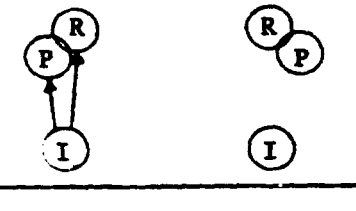
Figure 3 is an expansion and elaboration of Figure 2. Figure 2 is a general diagram of elements and certain relationships of the conceptual framework. Figure 3 is more specific to the report in that it focuses on county board members and mayors separately, rather than using the general term, "local elected official." There are six circles in each cell, but, for clarity, each cell shows only two relationships: one incumbent's perception of one role and his perception of the attendant role performance.

Cells 1, 2, and 3 focus upon the civil defense role and role performance of county board members, as they are, respectively, seen by: (1) county board members themselves, (2) mayors, and (3) local civil defense directors.

Thus, in Cell 1 the incumbent county board member (see Circle I) is asked what he perceives a county board member's civil defense role to be (see Circle R), and how well county board members have performed that role (see Circle P, which refers to role performance).

Cells 4, 5, and 6 focus upon the civil defense role and role performance of mayors as seen by: (4) county board members, (5) the mayors themselves, and (6) local civil defense directors.

Figure 3. Elaboration of relationships among elements

	As seen by: County Board Members	As seen by: Mayors	As seen by: Civil Defense Directors
Role and Role Performance of: County Board Members	1 County Board Member 	2 County Board Member Mayor 	3 County Board Member Local CD Director 
Role and Role Performance of: Mayors	4 Mayor County Board Member 	5 Mayor 	6 Mayor Local CD Director 
Role and Role Performance of: Civil Defense Directors	7 Local CD Director County Board Member 	8 Local CD Director Mayor 	9 Local CD Director 

I = incumbent of the position
R = role
P = role performance

Cells 7, 8, and 9 focus upon the role and role performance of local civil defense directors as seen by: (7) county board members, (8) mayors, and (9) the local civil defense directors themselves.

The elements and relationships delineated in Figure 3 are of major interest in this report. The conceptual framework presented in this chapter will be operationalized throughout the remainder of this report. The population and the sample selected for the empirical testing of portions of the conceptual framework are described in Chapter 3. The "ideal" role definitions of county board members, mayors, and local civil defense directors in the population selected for study are described in Chapter 4. Consensus comparisons are analyzed in Chapters 5, 6, 7, and 8. And congruence comparisons are discussed in Chapter 9.

Chapter 3

THE STUDY POPULATION AND SAMPLE

The general purpose of this report is to study relationships between local government officials and the implementation of local civil defense. The first general objective of the report was to develop a conceptual framework to aid in the investigation of those relationships. The conceptual framework was discussed in Chapter 2. The second general objective was to empirically test parts of the conceptual framework in a field study of local government officials and the implementation of local civil defense. The purpose of this chapter is to describe the population and the sample selected for empirically testing parts of the conceptual framework.

The Population

The population from which the study sample was selected is composed of the counties in Iowa which had (at the time the sample was selected) Joint County-Municipal Civil Defense Administrations. The name" Joint County-Municipal Civil Defense Administration" is the Iowa equivalent of the "county civil defense supervisory committee" found in many states. (The abbreviation "Joint Administration" will sometimes be used in this report.) Each Joint County-Municipal Civil Defense Administration in Iowa, as legally organized, is composed of one member of the county board and the mayor (or mayor's representative) of each municipality which has passed a resolution to participate in it.

Figure 4 is a diagram of the official organizational structure of the Joint County-Municipal Civil Defense Administration in Iowa (based upon Iowa House File 417) at the time of the research study.

The term "county board" is used generically in this report to refer to the central governing body of a county. In actual practice there are twenty-seven different titles used among the several states to refer to the central governing body of a county, with "Board of Commissioners" being most frequently used, followed by "Board of Supervisors" and "County Court."[1] The title of

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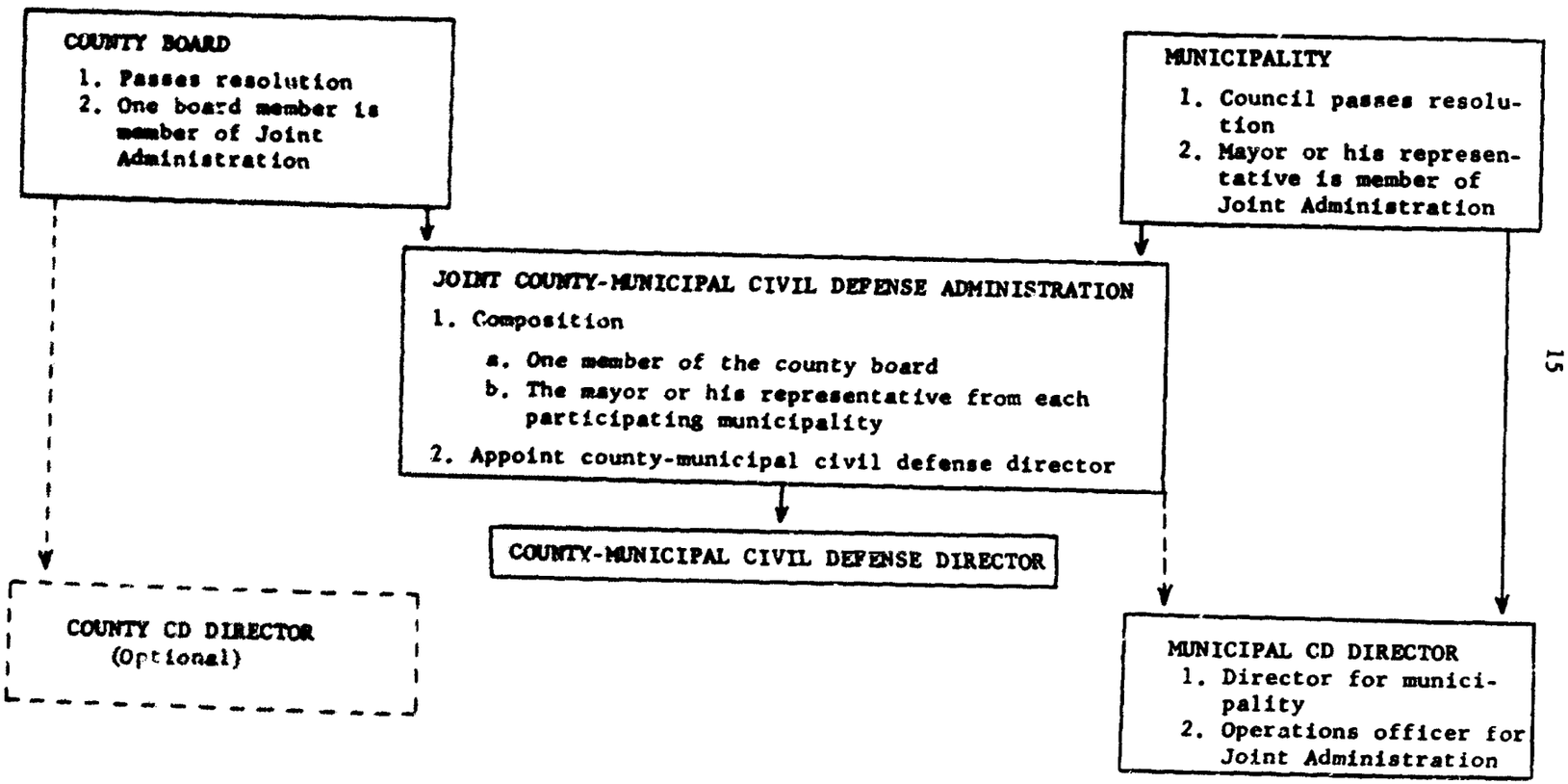
[1] Snider, Clyde F., Local Government in Rural America, New York (Appleton-Century-Crofts, Inc.), 1957, pp. 120-121.

Figure 4. Organizational structure of the Iowa Joint County-Municipal Civil Defense Administration--based on Iowa House File 417



"county-municipal civil defense director" is given to a local civil defense director in Iowa who is legally responsible to a Joint County-Municipal Civil Defense Administration. Ideally, any "municipal" civil defense director would be responsible to his municipality and be considered an operations officer to the county-municipal director. Also, a "county" director could theoretically be appointed independently of the county-municipal civil defense director by the county Board to be responsible for all non-municipal areas in a county. In practice in Iowa, however, if a county has a county-municipal director there is generally no separate "county" director; generally all the non-municipal civil defense responsibility rests with the county-municipal director.

The Sample

Sampling counties

The distribution of Iowa counties (n = 99) having certain civil defense characteristics at the time the sample for the research study was selected (January 1965) is outlined in Figure 5. The first characteristic considered was whether or not the county had an official Joint County-Municipal Civil Defense Administration on record with the State Office of Civil Defense. The counties which had an official Joint County-Municipal Civil Defense Administration (n = 64) were then divided into two groups: those with no Program Papers (n = 26) and those with Program Papers (n = 38).[1] Those counties with Program Papers were further subdivided into two groups: those receiving Personnel and Administrative (P & A) funds (n = 25) and those not receiving P & A funds (n = 13). The counties receiving P & A funds were then divided into two groups: one where the local director received no salary (n = 0) and one where the local director received some salary (n = 25). The 25 counties were further divided into two groups where the directors were paid full-time (n = 16) and paid part-time (n = 9).

After this categorization was completed, nine counties were selected for this pilot research study. The nine counties were selected to be a purposive, stratified sample of Iowa counties having Joint County-Municipal Civil Defense

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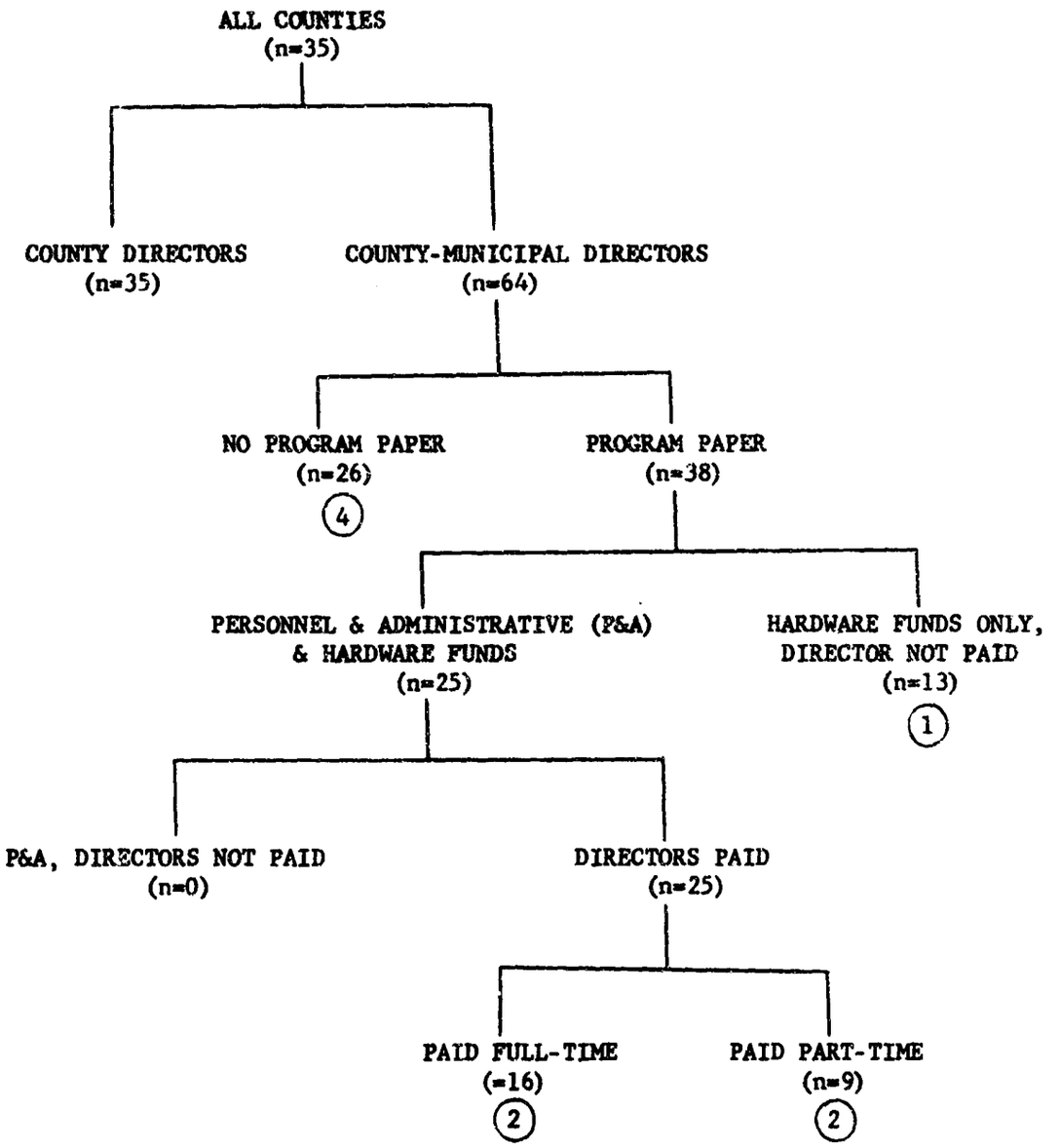
[1] A Program Paper is a management document that prescribes specific tasks a local government should do to build its civil defense capability.

Figure 5. Civil defense characteristics of Iowa counties, January, 1965



(n) = number of counties sampled from a given category

Administrations. The circled numerals in Figure 5 indicate the number of counties selected from each category in the diagram. A table of random numbers was used to select from within each category the counties which became a part of the research sample.

The characteristics of the nine counties selected for study are summarized in Figure 6. Each of the nine counties had a Joint County-Municipal Civil Defense Administration. Four of the counties did not have a program paper, while five did have one. In five of the counties the director received no salary, in two he was paid part-time and in two others he was paid full-time. Some demographic information about each county is also presented. The largest municipality in five out of the nine counties had 1960 populations over 10,000. Of all incorporated places in Iowa, these five municipalities were in the largest three percent in 1960.

Sampling of local officials within counties

In each of the sample counties, persons holding three different positions were studied: county board members, mayors, and county-municipal civil defense directors.

County board members (n = 9) In each of the sample counties, one county board member was selected to be interviewed. He was chosen either because he was the county board member with specific responsibility for civil defense or, if no one had such specific responsibility, because he was the chairman of the county board.

Mayors (n = 21) In each sample county, mayors of municipalities that had passed resolutions to be part of a Joint County-Municipal Civil Defense Administration were listed. From this list a maximum number of three mayors per county were randomly selected for study.

County-municipal civil defense directors (n = 9) The county-municipal civil defense director in each of the nine sample counties was interviewed to obtain data needed for analysis purposes in the study.

It is important to note that none of the individuals studied had attended "Civil Defense Conferences for County and Municipal Officials," conducted by the Civil Defense University Extension Service in Iowa. Future research analyzing attenders of these conferences utilizing the concepts and methods

Figure 6. General civil defense and demographic characteristics of sample counties

County	General civil defense characteristics			Demographic characteristics (1960)		
	County has Joint County-Municipal CD Administration	County has approved Program Paper	County-municipal CD director's pay status	Size of county	Percentage population change, 1950 to 1960	Size of largest municipality in county (approx.)
A	Yes	No	Not paid	35,000	+ 9.2%	15,000
B	Yes	Yes	Full-time	54,000	+17.3%	33,000
C	Yes	No	Not paid	13,000	+ .3%	4,000
D	Yes	Yes	Not paid	15,000	- 3.1%	2,000
E	Yes	No	Not paid	21,000	- 1.3%	3,000
F	Yes	Yes	Part-time	48,000	+ 8.1%	28,000
G	Yes	No	Not paid	19,000	- .8%	6,000
H	Yes	Yes	Part-time	21,000	- 1.9%	10,000
I	Yes	Yes	Full-time	44,000	+ 2.6%	16,000

presented in this report should be of value in assessing the impact of such conferences on local government officials.

The study data were collected by the authors during the spring of 1965. Because of the great heterogeneity of the persons interviewed, it was not possible to use uniform data collection instruments. First, there were county differences. Second, those interviewed had three different positions: county board membership, mayorality, or county-municipal civil defense directorship. Also, some of those interviewed were knowledgeable concerning the county-level civil defense organization, whereas others knew little or nothing about the existence of such an organization. Because of these factors, and because this was a pilot attempt to evaluate a conceptual framework, relatively unstructured data collection procedures were used. The data collected were then quantified for purposes of presentation in this report.

Chapter 4

"IDEAL" DEFINITIONS OF COUNTY BOARD MEMBERS', MAYORS' AND LOCAL CIVIL DEFENSE DIRECTORS' CIVIL DEFENSE ROLES

Introduction

The important role of local government officials in building a local civil defense capability was discussed in Chapter 1. A conceptual framework to aid in understanding the relationships between civil defense roles and role performances of local government officials was presented in Chapter 2. The empirical population and sample selected for study were described in Chapter 3.

The objective of this chapter is to delineate a set of "ideal" civil defense role expectations for the three roles being analyzed in this report: county board members, mayors, and local civil defense directors.

The term "consensus" was defined in Chapter 2 as the correspondence (or agreement) between two different role definitions of the same position. The degree of consensus refers to the extent to which there is correspondence or agreement between the two definitions. The research presented in this report is more complex than most "role consensus analyses" because it focuses on three different positions (county board member, mayor, and local civil defense director) rather than only one position. The study of consensus is further complicated, however, because there are various persons who may have civil defense role definitions (expectations) of each position. For example, many different people may hold civil defense role expectations for the positions of county board members, mayors, or local civil defense directors. Federal and state civil defense officials have certain expectations of incumbents of each position. And incumbents of each of the positions probably have role expectations for each of the other positions. Thus, mayors and county board members may have expectations of the local civil defense director which express an understanding of and concern for their own localities. The state civil defense director may have a different set of role expectations which are not locality-specific, but which apply to all areas of the state. There may or may not be a high degree of consensus between the several role-definers.

Because there are so many possible role-definers of local government officials' positions, one of the first steps in any study of role consensus is to clearly delineate the role-definers whose expectations are to be compared.

In this research study there are four role-definers: (1) county board members, (2) mayors, (3) local civil defense directors, and (4) an "ideal" role definition based upon official state civil defense sources.

The consensus comparisons made in this report are comparisons between (a) an "ideal" definition of a given role and (b) a role-definer's definition of that role. The consensus comparisons are analyzed in Chapters 5, 6, and 7. Before consensus comparisons are analyzed, however, it is necessary to discuss the "ideal" role definitions, as used in this research study.

Ideal Role Definitions

One possible "role-definer" of the civil defense roles of county board members, mayors and local civil defense directors is official state civil defense sources. Since the field study was conducted in Iowa, official Iowa civil defense documents and state-level Iowa civil defense officials were consulted in the preparation of "ideal" civil defense role definitions for county board members, mayors and local civil defense directors.

It is important to note that the "ideal" role definitions developed in this research project include both task items which are responsibilities and task items which are not responsibilities for a given position. In other words, a list of "possible responsibilities" was developed for each of the three roles upon which this report focuses: county board members, mayors, and local civil defense directors. Each list of "possible responsibilities" is composed of two types of items: "responsibilities" and "non-responsibilities." Those items which are termed "responsibilities" are defined as such by official state civil defense sources. Those items which are termed "non-responsibilities" are items not defined as responsibilities by official state civil defense sources.[1]

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[1]Information sources: Iowa Code, Chapter 28A (including the amendments in House File 417), the Iowa State Survival Plan, state civil defense officials (where specifically appropriate) and other official civil defense sources (pamphlets, etc.).

A list of possible responsibilities with task items "correctly" designated "responsibilities" or "non-responsibilities" for a given position is called an "ideal" role definition. Such a list is termed "ideal" because it reflects official civil defense expectations of incumbents of a certain position.[1]

The "ideal" role definitions utilized in this report are discussed below and outlined in Figures 7, 8, and 9. Figure 7 is the "ideal" role definition of county board members. Figure 8 is the "ideal" role definition of mayors. And Figure 9 is the "ideal" role definition of county-municipal civil defense directors.

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[1] The authors recognize that the "ideal" role definitions delineated in this report are not an exhaustive listing of the civil defense responsibilities of mayors, county board members, and local civil defense directors. The authors found that the different levels of responsibilities and the different sources stating such responsibilities make it very difficult at the present time to deal with ideal civil defense role responsibilities. Hopefully such role responsibilities will be more clearly delineated and recorded in the future.

"Ideal" definition of county board member's role

The "ideal" definition of the county board member's civil defense role is (for this report) the list of "responsibilities" and "non-responsibilities" found in Figure 7.

According to the Iowa Code, county board members are to "Appoint one of (the county board members) to the Joint County-Municipal Civil Defense Administration (Item 2)"[1] and "Appropriate funds for civil defense (Item 3)."[2] According to the Iowa State Survival Plan, they are to "Establish an Emergency Operating Center for government (Item 11)."[3] An official of the Iowa Civil Defense Administration said that county board members are supposed to "Develop a plan for the preservation of essential records (Item 7)." The same state official said that county board members are to "Prepare for continuity of government in an emergency (Item 6)," which is also considered a responsibility of county board members in the Iowa State Survival Plan.[4] It is implicit in much of the civil defense literature which had been published before the study that county board members are to "Promote the licensing, marking and stocking of shelter spaces . . . (Item 10)."

The remaining statements in Figure 7 do not represent responsibilities of county board members. The preparing of " . . . an annual civil defense budget (Item 1)" is a responsibility of the Joint County-Municipal Civil Defense Administration, rather than of county board members.[5] The tasks of appointing a " . . . county-municipal civil defense director (Item 4)" and directing " . . . the activities of the county-municipal civil defense director (Item 5)" are also responsibilities of the Joint County-Municipal Civil Defense Administration.[6] County board members are not to "Be in charge following natural disasters in the county (Item 8)," according to official state sources.[7] Neither are they to "Coordinate efforts of fire services in the county (Item 9)" nor are they to "Develop a basic operational plan (Item 12)."

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[1] Iowa Code, 28A.7, amended by House File 417.

[2] Ibid.

[3] Iowa State Survival Plan, p. 6.

[4] Ibid., p. 6.

[5] Iowa Code, 28A.7, amended by House File 417.

[6] Ibid.

[7] Ibid.

Figure 7. "Ideal" definition of county board member's role

List of possible responsibilities of county board members		Is it "ideally" the responsibility of county board members?
(1)	Prepare an annual civil defense budget	No[a]
(2)	Appoint one of its members to the Joint County-Municipal Civil Defense Administration	Yes[a]
(3)	Appropriate funds for civil defense	Yes[a]
(4)	Appoint the county-municipal civil defense director	No[a]
(5)	Direct the activities of the county-municipal civil defense director	No[a]
(6)	Prepare for continuity of government in an emergency	Yes[b,c]
(7)	Develop a plan for the preservation of essential records	Yes[c]
(8)	Be in charge following natural disasters in the county	No[a,c]
(9)	Coordinate efforts of fire services in the county	No[c]
(10)	Promote the licensing, marking and stocking of shelter spaces in buildings	Yes[d]
(11)	Establish an Emergency Operating Center for government	Yes[b]
(12)	Develop a basic operational plan	No[c]

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[a] *Iowa Code* (including House File 417).

[b] *Iowa State Survival Plan*.

[c] Official of the Iowa Civil Defense Administration.

[d] Implicit in civil defense literature extant at the time of the research study.

"Ideal" definition of mayor's role

The "ideal" definition of the mayor's civil defense role is (for this report) the list of "responsibilities" and "non-responsibilities" found in Figure 8.

According to the Iowa Code, mayors are to "Attend or send a representative to Joint County-Municipal Civil Defense Administration meetings (Item 1)."[1] The Iowa State Survival Plan says that mayors are to "Prepare for continuity of government in an emergency (Item 3)" and "Develop and conduct civil defense training programs (Item 5)."[3] It is implicit in the civil defense literature which had been published before the study that mayors are to "Attend civil defense information and training programs (Item 4)" and "Promote the licensing, marking and stocking of shelter spaces in buildings (Item 7)."

It is the responsibility of the County-Municipal Civil Defense Administration rather than of mayors to "Direct the activities of the county-municipal civil defense director (Item 2)."[4] And as part of their civil defense role mayors are not required to "disseminate anti-communist literature (Item 6)."

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[1] Iowa Code, 28A.7, amended by House File 417.

[2] Iowa State Survival Plan, p. 6.

[3] Ibid., p. 7.

[4] Iowa Code

Figure 8. "Ideal" definition of mayor's role

List of possible responsibilities of mayors	Is it "ideally" the responsibility of mayors?
(1) Attend or send a representative to Joint County-Municipal Civil Defense Administration meetings (or, Attend CD planning meetings)	Yes[a]
(2) Direct the activities of the county-municipal civil defense director	No[a]
(3) Prepare for continuity of government in an emergency	Yes[b]
(4) Attend civil defense information and training programs	Yes[c]
(5) Develop and conduct civil defense training programs	Yes[b]
(6) Disseminate anti-communist literature . . .	No
(7) Promote the licensing, marking and stocking of shelter spaces in buildings	Yes[c]

[a] Iowa Code (including House File 417).

[b] Iowa State Survival Plan.

[c] Implicit in civil defense literature and programs extant at the time of the research study.

"Ideal" definition of county-municipal civil defense director's role

The "ideal" definition of the county-municipal civil defense director's role is (for this report) the list of "responsibilities" and "non-responsibilities" found in Figure 9. Whether a statement is considered a "responsibility" or "non-responsibility" is based upon the responses of an official of the Iowa Civil Defense Administration.

By this criterion, "responsibilities" of county-municipal civil defense directors are to: "Carry out civil defense public information programs (Item 1)," "Establish an Emergency Operating Center (Item 3)," "Prepare for continuity of government . . . (Item 4)." "Develop and conduct civil defense training programs (Item 5)," "Develop plans to care for evacuees (Item 6)," "Be in charge (following) any natural disaster . . . (Item 7)," "Carry out the . . . licensing, marking and stocking . . . programs (Item 9)," "Develop a radiological monitoring capability (Item 10)," "Obtain federal surplus equipment . . . (Item 11)," and "Work with volunteer organizations . . . (Item 12)," and, using the official's set of responses to the list of statements as the criterion, directors are not to: "Call out the National Guard in an Emergency (Item 2)" or "Disseminate anti-communist literature (Item 8)."

There are some items which appear in more than one "ideal" role definition. This is because certain items refer to tasks which are responsibilities of persons in more than one position.

Both county board members and mayors are to participate in the Joint County-Municipal Civil Defense Administration (Figure 7, Item 2 and Figure 8, Item 1).

Local civil defense directors as well as county board members and mayors are to prepare for continuity of government in an emergency (Figure 7, Item 6; Figure 8, Item 3; and Figure 9, Item 4).

Both county board members and mayors are to promote the licensing, marking and stocking of shelters (Figure 7, Item 10 and Figure 8, Item 7).

Both mayors and local civil defense directors are to develop and conduct civil defense training programs, according to official sources (Figure 8, Item 5 and Figure 9, Item 5).

Figure 9. "Ideal" definition of county-municipal civil defense director's role

List of possible responsibilities of county-municipal civil defense directors	Is it "ideally" the responsibility of county-municipal civil defense directors?
(1) Carry out civil defense public information programs	Yes[a]
(2) Call out the National Guard in an emergency	No
(3) Establish an Emergency Operating Center	Yes
(4) Prepare for continuity of government in an emergency	Yes
(5) Develop and conduct civil defense training programs	Yes
(6) Develop plans to care for evacuees	Yes
(7) Be in charge of any natural disaster in your area	Yes
(8) Disseminate anti-communist literature.	No
(9) Carry out the existing licensing, marking and stocking shelter programs	Yes
(10) Develop a radiological monitoring capability	Yes
(11) Obtain federal surplus equipment for your county	Yes
(12) Work with volunteer organizations on civil defense	Yes

[a]All of the responses on this page are marked "yes" or "no" in accord with the responses of an official of the Iowa Civil Defense Administration.

Chapter 5

CONSENSUS COMPARISONS (COUNTY BOARD MEMBER'S ROLE)

"Role-Definer" Definitions Compared to "Ideal" Role Definitions

The purpose of this chapter (and of Chapters 6 and 7) is to analyze the consensus between an "ideal" definition of a given role and a role-definer's definition of that same role. The three "ideal" roles which are central to this study are listed on the left side of Figure 10; the three types of role-definers (respondents) considered in this study are listed across the top of Figure 10.

Figure 10. Consensus Comparisons: comparisons of role-definers' definitions of given roles and "ideal" definitions of those roles

Role defined	Role-definers: (1) County Board Members' Definition of Role of ↓	(2) Mayors' Definition of Role of ↓	(3) Civil Defense Directors' Definition of Role of ↓
"Ideal" Definition of Role of →	1. County Board Members	2. County Board Members	3. County Board Members
"Ideal" Definition of Role of →	4. Mayors	5. Mayors	6. Mayors
"Ideal" Definition of Role of →	7. Civil Defense Directors	8. Civil Defense Directors	9. Civil Defense Directors

Each of the numbered cells in Figure 10 represents a "consensus comparison." Cell "1", for example, represents a comparison between the "ideal" definition of the civil defense role of county board members and the civil defense role of county board members as defined by county board members themselves. Cell "2" compares the "ideal" definition of the role of county board members and the mayors' definitions of the county board member's role. Cell "3" compares the "ideal" definition of the role of county board members and the county-municipal civil defense directors' definitions of the role of county board members. And so on, for the remaining six cells.

Why Study Consensus Comparisons

There are a number of reasons for studying the degree of consensus between an "ideal" definition of a given role and various role-definers' definitions of that role. Some of these reasons are briefly discussed in this section.

One of the goals of federal and state civil defense personnel is to clearly define the civil defense role responsibilities of local government officials so that national and state civil defense goals are met. If a local civil defense capability is to be developed, it is imperative that local government officials clearly understand their civil defense role responsibilities. Local officials probably will not effectively implement civil defense unless they understand what they should or should not do regarding civil defense.

The analysis of consensus comparisons will provide insights into the extent to which local government officials understand their own civil defense role responsibilities as delineated by official state sources. (See Cells 1, 5 and 9 in Figure 10), respectively, for county board members', mayors', and local civil defense directors' own role expectations.)

The consensus analysis will also provide insights into the extent to which selected local government officials understand other local government officials' civil defense role responsibilities as delineated by official state sources. (See Cells 2, 3, 4, 6, 7 and 8 in Figure 10.)

The consensus analysis will also make it possible to determine whether or not local government officials understand their own civil defense roles better than they understand the civil defense roles of other local officials. For example, do county board members understand their own civil defense role better than they understand the mayor's civil defense role?

The findings related to the above questions may have implications for the implementation of civil defense. If it is found that certain local officials do not understand their role responsibilities, an evaluation of past methods used to communicate these responsibilities to local officials may be suggested. The findings may also suggest the need to intensify existing efforts at role definition by federal, state, and even selected local officials.

The findings may also suggest that there is a need to evaluate the existing role responsibilities of local officials in order to determine whether

perhaps the role expectations should be modified to be more consistent with local abilities and resources. On the other hand, an analysis of the findings might suggest that local officials could accept additional civil defense role responsibilities.

How Study Consensus Comparisons

The analysis of consensus comparisons can be carried out by utilizing either one of two meaningful units of analysis.

One unit of analysis is the "possible responsibility" item. That is, each "possible responsibility" item can be the starting point for analysis. This would show for any given item the number and percentage of role-definers (such as county board members) who said a given item was a "responsibility" or a "non-responsibility." The "possible responsibility" items are used as the unit of analysis for the first table in each consensus comparison (Consensus Comparison 1 through Consensus Comparison 9). Although an analysis based upon items is not a "consensus" analysis in that it does not deal with a comparison of a set of expectations, it is a useful analysis.

A second unit of analysis is the individual role-definer (such as a county board member). That is, each role-definer can be the starting point for the consensus analysis. Using the role-definer as the unit of analysis, the "possible responsibility" items for any one position can be treated as one of three alternative sets of expectations: (1) responsibility items, (2) non-responsibility items, and (3) all items. That is, this type of analysis could show the number of "responsibility" items any one role-definer had "correctly" indicated as responsibilities. Second, the analysis could show the number of "non-responsibility" items any one role-definer had "correctly" indicated as not being responsibilities. Third, the analysis could focus on the degree to which any one role-definer "correctly" knows an "ideal" role, that is, the number of "correct" responses to the entire list of "possible responsibility" items (both responsibility and non-responsibility items) could be ascertained.

The individual role-definer is the unit of analysis for the second and third tables presented for Consensus Comparisons 1 through 9. The use of the individual as the unit of analysis yields a "consensus" analysis. "Consensus"

was defined in Chapter 2 as the correspondence between two different sets of role definitions for the same position. In the analysis of individual role-definers as units of analysis, one set of role expectations is compared with another set of role expectations. This is in contrast to using an item as the unit of analysis.

The remainder of this chapter focuses on the county board member's civil defense role. Chapter 6, deals with the mayor's role. And in Chapter 7 the county-municipal civil defense director's role is analyzed.

County Board Member's Civil Defense Role

Consensus Comparisons 1, 2 and 3 focus on the role-definer's understanding of the "ideal" civil defense role of county board members.

Consensus Comparison 1: county board members' definitions of the county board member's civil defense role compared with an "ideal" definition of that role

Possible role responsibility items as units of analysis Individual "possible role responsibility" items as units of analysis can be considered in two frameworks. First, each item can be analyzed independently of other items. Second, all the items can be pooled for an aggregative analysis. Both of these frameworks are presented below.

Individual item analysis The findings of the individual item analysis will be presented as answers to questions meaningful to federal, state and local civil defense officials.

An important distinction for analytical purposes can be made between the following two questions:

1. For each "possible responsibility" item, how many county board members said "yes" it was a civil defense responsibility of county board members? (Or said "no" it wasn't? Or said "don't know"?)

2. For each "possible responsibility" item, how many county board members correctly said it was or was not a civil defense responsibility of county board members, based upon an "ideal" role definition?

An analysis of the first question focuses on whether or not an item is perceived by county board members to be a civil defense role responsibility, with no consideration of correctness. An analysis of the second question focuses on whether or not an item is correctly perceived by county board members to be a civil defense role responsibility, based on an "ideal" role definition.

The answer to each of the above questions is found in Table 1. Table 1 provides the answer to Question 1 above in that it shows for each possible role item (i.e., each statement) the number and percentage of county board members, indicating "yes," it is a civil defense responsibility of county board members, "don't know" if it is a responsibility, or "no," it is not a responsibility of county board members.

Table 1 provides the answer to Question 2 above in that the asterisks show the correct response to responsibility items (see the "yes" column) and the correct response to non-responsibility items (see the "no" column), based upon an "ideal" role definition.

Table 1. County board members' role, as defined by county board members

List of possible responsibilities of county board members	Is it the county board members' responsibility? County board members' definition					
	YES		DK		NO	
	No.	% of 9	No.	% of 9	No.	% of 9
(1) Prepare an annual civil defense budget	4	44.4	0	0.0	5	55.6*
(2) Appoint one of its members to the Joint County-Municipal Civil Defense Administration	4	44.4*	4	44.4	1	11.1
(3) Appropriate funds for civil defense	9	100.0*	0	0.0	0	0.0
(4) Appoint the county-municipal civil defense director	8	88.9	0	0.0	1	11.1*
(5) Direct the activities of the county-municipal civil defense director	5	55.6	0	0.0	4	44.4*
(6) Prepare for continuity of government in an emergency	8	88.9*	0	0.0	1	11.1
(7) Develop a plan for the preservation of essential records	9	100.0*	0	0.0	0	0.0
(8) Be in charge following natural disasters in the county	7	77.8	0	0.0	2	22.2*
(9) Coordinate efforts of fire services in the county	4	44.4	0	0.0	5	55.6*
(10) Promote the licensing, marking and stocking of shelter spaces in buildings	5	55.6*	0	0.0	4	44.4
(11) Establish an Emergency Operating Center for government	6	66.7*	0	0.0	3	33.3
(12) Develop a basic operational plan	0	0.0	5	55.6	4	44.4*
Total items correct*	41				21	
Total items incorrect	28		9		9	

*"Correct" response as determined by "ideal" definition.

One of the reasons for distinguishing between Question 1 and Question 2 can be seen by analyzing Item 2 of Table 1. By presenting data to answer Question 1, one learns that 44 percent of the county board members "don't know" whether or not this item is a civil defense role responsibility of county board members. If only data to answer Question 2 had been presented, i.e., that 44 percent of the county board members correctly identified the item as a responsibility, one would not know whether the remaining county board members incorrectly said it was not their responsibility or whether they said they didn't know if it was their responsibility. Knowing the current perception of county board members when that perception is not correct should help federal, state and other officials better plan strategies to correct county board members' perceptions. A county board member who does not know whether or not an item is a responsibility may be easier to train than a board member who says an item is not a responsibility when in fact it is.

A similar reason for distinguishing between the two questions can be seen by analyzing Item 4. Here, almost all of the county board members said this item was their responsibility (which provides an answer to Question 1). But when answering Question 2 we see that these county board members had an incorrect perception of their role. Thus, to have these county board members change their role definition, an incorrect expectation will have to be eliminated and replaced by a correct expectation. In this case, the county board members with an incorrect role definition actually have less responsibility than they think they have. This situation may be more difficult to deal with if, in fact, county board members want to have this role responsibility. On the other hand, if the county board members do not want this particular role responsibility, they may be glad to learn that it is not their responsibility.

Question 2 above asks how many county board members correctly said that a given "possible responsibility" item was or was not a responsibility of county board members, according to an "ideal" role definition. Question 2 can be made more specific by considering it in two parts as follows:

2a. For each "responsibility" item (Items 2, 3, 6, 7, 10 and 11), how many county board members correctly identified it as an (ideal) role responsibility item? (See Column 1 in Table 1)

2b. For each "non-responsibility" item (Items 1, 4, 5, 8, 9 and 12), how many county board members correctly identified it as an (ideal) non-responsibility? (See Column 3 in Table 1)

The findings relevant to Question 2a are as follows:

A majority of county board members correctly stated that Items 3, 6, 7, 10 and 11 were "responsibilities." One-hundred percent correctly stated that county board members were to "Appropriate funds for civil defense (Item 3)" and "Develop a plan for the preservation of . . . records (Item 7)." About 89 percent correctly stated that it was the responsibility of county board members to "Prepare for continuity of government . . . (Item 6)." Approximately 67 percent correctly stated that the county board members were to "Establish an Emergency Operating Center . . . (Item 11)." And, nearly 56 percent correctly stated that the county board members were to "Promote the licensing, marking and stocking of . . . buildings (Item 10)."

On only "responsibility" Item 2, "Appoint one of its members to the Joint . . . Administration," did less than one-half of the county board members correctly state that this was their responsibility.

The findings relevant to Question 2b are as follows:

A majority of county board members correctly stated that Items 1 and 9 were "non-responsibilities" of county board members. About 56 percent correctly stated that county board members were not to "Prepare an annual civil defense budget (Item 1)" and "Coordinate efforts of fire services . . . (Item 9)."

Most county board members incorrectly stated that Items 4, 5 and 8 were "responsibilities." About 89 percent said that county board members were to "Appoint the county-municipal civil defense director (Item 4)." Nearly 78 percent said that county board members were to "Be in charge following natural disasters . . . (Item 8)." Over half (nearly 56 percent) said that county board members were to "Direct the activities of the county-municipal civil defense director (Item 5)." In saying that county board members were to do these things, they were disagreeing with the "ideal" role definition which says that these things are "non-responsibilities."

For one "non-responsibility" item, whether or not a county board member should "Develop a basic operational plan (Item 12)," less than one-half of the county board members correctly stated it was not a responsibility.

Aggregative item analysis The above analysis focused on individual item analysis, i.e., discussing one possible role item at a time. In this section the item is still the unit of analysis, but all the items are considered together in the analysis.

Since each of the nine county board members made a decision on 12 individual possible responsibility items, a total of 108 item-decisions (9 board members times 12 possible responsibilities) were made by the nine county board members. Utilizing the "ideal" role definition as a framework for analysis, 54 of these item-decisions were about responsibility items and 54 were about non-responsibility items. In the following discussion, the 108 item-decisions will be treated as if they were 108 items.

Of the 54 responsibility items, 41 (76 percent) were correctly identified by county board members. None (17 percent) of the responsibility items were incorrectly identified as non-responsibility items. On the remaining four responsibility items (7 percent), the county board members said they did not know whether the items were responsibility or non-responsibility items.

Of the 54 non-responsibility items, 21 (39 percent) were correctly identified by county board members as non-responsibility items. Twenty-eight (52 percent) of the non-responsibility items were incorrectly identified as responsibility items. On the remaining five non-responsibility items (9 percent), the county board members said they did not know whether the items were responsibility or non-responsibility items.

Thus, of the 108 items, county board members correctly identified 62 items (57 percent) and incorrectly identified 46 items (43 percent). Two conclusions from this analysis are:

1. In the aggregate, county board members seemed to understand their ideal role "responsibility" items; although some county board members were unaware of some of their role responsibilities.

2. County board members frequently indicated that they were responsible for role items for which they actually were not responsible.

Implications of these findings are:

1. More effort is needed to clarify county board members' civil defense role responsibilities and non-responsibilities.

2. The perception by county board members of non-responsibilities as responsibilities may hinder local civil defense decisions and result in role-conflict with the individual or group who actually has the responsibility for that role.

Individual county board members as the unit of analysis The county board members as units of analysis are considered in two frameworks in this report. For each county board member a consensus score is calculated to answer the following two questions:

1. How many ideal responsibility items did each county board member correctly identify as role responsibilities? A role consensus score showing the number of correct responses to "responsibility" items can be calculated for each county board member.

2. How many of the total possible role responsibility items did each county board member correctly identify either as a responsibility or a non-responsibility? A role consensus score showing the number of correct responses to both "responsibility" and "non-responsibility" items can be calculated for each county board member.

Table 2 provides the answer to Question 1. All county board members correctly identified one-half or more of the responsibility items as being county board members' responsibilities. One county board member correctly identified all six items as responsibilities. Three county board members correctly identified five of the six items as responsibilities. The remaining five county board members correctly identified four of the six items as responsibilities. If all nine county board members had correctly responded to all six items, there would be complete consensus. The distribution in Table 2 indicates relatively high consensus.

Table 3 provides the answer to Question 2. When all 12 possible responsibility items are analyzed it can be seen that the highest consensus score obtained was eight. Three county board members correctly identified eight of the 12 items as responsibilities and non-responsibilities. Four county board members correctly identified seven of the 12 items. One county board member correctly identified five items and another county board member correctly identified only four of the 12 items. If all nine county board members had correctly responded to all 12 items, there would be complete consensus.

Table 2. Number of "correct" responses to "responsibility" items

Role-definers: county board members
Role defined: county board members

Number of "correct" responses to "responsibility" items	Number of county board members	
	No.	% of 9
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	5	55.6
5	3	33.3
6	1	11.1
Total	9	100.0

Table 3. Number of "correct" responses to both "responsibility" and "non-responsibility" items

Role-definers: county board members
Role defined: county board members

Number of "correct" responses to both "responsibility" and "non-responsibility" items	Number of county board members	
	No.	% of 9
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	1	11.1
5	1	11.1
6	0	0.0
7	4	44.4
8	3	33.3
9	0	0.0
10	0	0.0
11	0	0.0
12	0	0.0
Total	9	99.9

A comparison of Table 2 and Table 3 shows that there is greater consensus among county board members concerning their civil defense role responsibilities than there is when both responsibilities and non-responsibilities are considered.

Consensus Comparison 2: mayors' definitions of the county board member's civil defense role compared with an "ideal" definition of that role

Possible role responsibility items as units of analysis

Individual item analysis

1. For each "possible county board member responsibility" item, how many mayors said "yes" it was a county board member responsibility? (Or said "no" it wasn't? Or said "don't know"?)

2. For each "possible county board member responsibility" item, how many mayors correctly said it was or was not a county board member responsibility, based on an "ideal" role definition?

The answer to each of the above questions is found in Table 4. Table 4 provides the answer to Question 1 in that it shows for each possible county board member role item the number and percentage of mayors indicating "yes," it is a county board member's responsibility, "don't know" if it is a county board member's responsibility, or "no," it is not a county board member's responsibility.

Table 4 provides the answer to Question 2 in that the asterisks show the correct response to responsibility items (see the "yes" column in Table 4 for Items 2, 3, 6, 7, 10 and 11) and the correct response to non-responsibility items (see the "no" column in Table 4 for Items 1, 4, 5, 8, 9 and 12) based on an "ideal" role definition.

A majority of mayors correctly stated that responsibility Items 3, 6, 7, 10 and 11 were county board members' "responsibilities." Ninety percent correctly stated that county board members were to "Appropriate funds for civil defense (Item 3)" and "Develop a plan for the preservation of . . . records (Item 7)." Eighty-one percent correctly stated that it was the responsibility of county board members to "Establish an Emergency Operating Center . . . (Item 11)." Approximately 76 percent correctly stated that the county board members were to "Prepare for continuity of government . . . (Item 6)" and "Promote the licensing, marking and stocking of . . . buildings (Item 10)." About 57 percent of the mayors did not know if county board members were to "Appoint one of its members to the Joint . . . Administration (Item 2)."

Table 4. County board members' role, as defined by mayors

List of possible responsibilities of county board members	Is it the county board members' responsibility? Mayor's definition					
	YES		DK		NO	
	No.	% of 21	No.	% of 21	No.	% of 21
(1) Prepare an annual civil defense budget	12	57.1	2	9.5	7	33.3*
(2) Appoint one of its members to the Joint County-Municipal Civil Defense Administration	9	42.9*	12	57.1	0	0.0
(3) Appropriate funds for civil defense	19	90.5*	1	4.8	1	4.8
(4) Appoint the county-municipal civil defense director	12	57.1	4	19.0	5	23.8*
(5) Direct the activities of the county-municipal civil defense director	14	66.7	1	4.8	6	28.6*
(6) Prepare for continuity of government in an emergency	16	76.2*	3	14.3	2	9.5
(7) Develop a plan for the preservation of essential records	19	90.5*	1	4.8	1	4.8
(8) Be in charge following natural disasters in the county	11	52.4	2	9.5	8	38.1*
(9) Coordinate efforts of fire services in the county	8	38.1	4	19.0	9	42.9*
(10) Promote the licensing, marking and stocking of shelter spaces in buildings	16	76.2*	2	9.5	3	14.3
(11) Establish an Emergency Operating Center for government	17	81.0*	2	9.5	2	9.5
(12) Develop a basic operational plan	4	19.0	12	57.1	5	23.8*
Total items correct*	96				40	
Total items incorrect	61		46		9	

*"Correct" response as determined by "ideal" definition.

Most mayors incorrectly stated that Items 1, 4, 5 and 8 were "responsibilities" of county board members, when they were actually non-responsibilities. About 67 percent incorrectly stated that county board members were to "Direct the activities of the county-municipal civil defense director (Item 5)." About 57 percent incorrectly stated that county board members were to "Prepare an annual civil defense budget (Item 1)" and "Appoint the county-municipal civil defense director (Item 4)." Over 52 percent incorrectly stated that county board members were to "Be in charge following natural disasters . . . (Item 8)." To state that county board members were to do these things is in disagreement with the "ideal" role definition which says that they are "non-responsibilities" of county board members.

Over one-half of the mayors said that they did not know if county board members were to "Develop a basic operational plan (Item 12)." On Item 9 "Coordinate efforts of fire services . . ." approximately 43 percent of the mayors correctly stated that this was not a county board member responsibility, while 38 percent incorrectly stated it was a county board member responsibility.

Aggregative item analysis A total of 252 item-decisions were made by the 21 mayors about county board member role responsibilities. (Twenty-one mayors times 12 possible responsibilities equal 252 item-decisions.) Utilizing the "ideal" role definition as a basis for analysis, 126 of these item-decisions were about responsibility items and 126 about non-responsibility items. In the following discussion, 252 item-decisions will be treated as if they were 252 items.

Of the 126 county board member responsibility items, 96 (76 percent) were correctly identified by mayors as responsibility items. Nine (7 percent) of the responsibility items were incorrectly identified by mayors as non-responsibility items. In the remaining 21 item-decisions (17 percent), mayors said they did not know whether the items were responsibility or non-responsibility items for county board members. These 17 percent are considered to be incorrect answers.

Of the 126 non-responsibility items, only 40 (32 percent) were correctly identified by mayors as non-responsibility items. Sixty-one (48 percent) of the non-responsibility items were incorrectly identified as responsibility

items. In the remaining 25 items (20 percent), mayors said they did not know whether or not the items were responsibility or non-responsibility items for county board members.

Thus, of the 252 items pertaining to county board members, mayors correctly identified 136 items (54 percent) and incorrectly identified 116 items (46 percent). One conclusion from the above analysis is that mayors have a better understanding of actual role responsibilities of county board members than they do of non-responsibilities. Almost one-half of the non-responsibility items were seen by mayors to be responsibility items of county board members. One implication from the above analysis is that more effort is needed to clarify mayors' definitions of county board members' role responsibilities and non-responsibilities.

Individual mayors as the unit of analysis

1. How many of the six ideal responsibility items of county board members did each mayor correctly identify as county board members' role responsibilities?

2. How many of the total (12) possible county board member role responsibility items did each mayor correctly identify as either a responsibility or a non-responsibility of county board members?

The answer to Question 1 is presented in Table 5. Three mayors (14 percent) correctly identified all the ideal responsibility items as county board members' responsibilities. Almost 60 percent of the mayors correctly identified five of the items as county board members' responsibilities. Another 14 percent of the mayors correctly identified four items. Two mayors correctly identified only three items as responsibilities and one mayor could not correctly identify any of the items as county board members' responsibilities.

The answer to Question 2 is presented in Table 6. When all 12 possible responsibility items pertaining to county board members are analyzed it can be seen that the mayors' scores range from 0 to 11 correct items. Six mayors (29 percent) correctly identified eight or more of the items. Over one-half the mayors correctly identified between four and seven possible responsibility items.

Table 5. Number of "correct" responses to "responsibility" items

Role-definers: mayors
Role defined: county board members

Number of "correct" responses to "responsibility" items	Number of mayors	
	No.	% of 21
0	1	4.8
1	0	0.0
2	0	0.0
3	2	9.5
4	3	14.3
5	12	57.1
6	3	14.3
Total	21	100.0

Table 6. Number of "correct" responses to both "responsibility" and "non-responsibility" items

Role-definers: mayors
Role defined: county board members

Number of "correct" responses to both "responsibility" and "non-responsibility" items	Number of mayors	
	No.	% of 21
0	1	4.8
1	0	0.0
2	0	0.0
3	0	0.0
4	2	9.5
5	6	28.6
6	3	14.3
7	3	14.3
8	1	4.8
9	1	4.8
10	2	9.5
11	2	9.5
12	0	0.0
Total	21	100.1

A comparison of Tables 5 and 6 shows that there is somewhat greater consensus among mayors concerning the county board member's role responsibilities than there is when both responsibilities and non-responsibilities are considered.

Consensus Comparison 3: local civil defense directors' definition of the county board member's civil defense role compared with an "ideal" definition of that role

Possible role responsibility items as units of analysis

Individual item analysis

1. For each "possible county board member responsibility" item, how many local civil defense directors said "yes" it was a civil defense responsibility of county board members? (Or said "no" it wasn't? Or said "don't know"?)

2. For each "possible county board member responsibility" item, how many local civil defense directors correctly said it was or was not a civil defense responsibility of county board members, based upon an "ideal" role definition?

The answer to each of the above questions is found in Table 7. Table 7 presents the answer to Question1 in that it shows for each possible county board member role item the number and percentage of local civil defense directors indicating "yes," it is a county board member's responsibility, "don't know" if it is a county board member's responsibility, or "no," it is not a county board member's responsibility.

Table 7 presents the answer to Question 2 because the asterisks show the correct response to responsibility Items 2, 3, 6, 7, 10 and 11 (see the "yes" column in Table 7) and the correct response to non-responsibility Items 1, 4, 5, 8, 9 and 12 (see the "no" column in Table 7), based upon an ideal role definition.

A majority of county-municipal civil defense directors correctly stated that Items 2, 3, 6, 7, and 11 were civil defense "responsibilities" of county board members. One-hundred percent correctly stated that county board members were to "Develop a plan for the preservation of . . . records (Item 7)." About 89 percent correctly stated that it was the responsibility of county board members to "Appoint one of its members to the Joint . . . Administration (Item 2)," "Appropriate funds for civil defense (Item 3)," and "Prepare for continuity of government . . . (Item 6)." Approximately 78 percent correctly stated that the county board members were to "Establish an Emergency Operating Center . . . (Item 11)."

Table 7. County board members' role, as defined by county-municipal civil defense directors

List of possible responsibilities of county board members	Is it the county board members' responsibility? Directors' definition					
	YES		DK		NO	
	No.	% of 9	No.	% of 9	No.	% of 9
(1) Prepare an annual civil defense budget	5	55.6	0	0.0	4	44.4*
(2) Appoint one of its members to the Joint County-Municipal Civil Defense Administration	8	88.9*	1	11.1	0	0.0
(3) Appropriate funds for civil defense	8	88.9*	0	0.0	1	11.1
(4) Appoint the county-municipal civil defense director	5	55.6	0	0.0	4	44.4*
(5) Direct the activities of the county-municipal civil defense director	5	55.6	0	0.0	4	44.4*
(6) Prepare for continuity of government in an emergency	8	88.9*	0	0.0	1	11.1
(7) Develop a plan for the preservation of essential records	9	100.0*	0	0.0	0	0.0
(8) Be in charge following natural disasters in the county	6	66.7	0	0.0	3	33.3*
(9) Coordinate efforts of fire services in the county	3	33.3	0	0.0	6	66.7*
(10) Promote the licensing, marking and stocking of shelter spaces in buildings	4	44.4*	0	0.0	5	55.6
(11) Establish an Emergency Operating Center for government	7	77.8*	0	0.0	2	22.2
(12) Develop a basic operational plan	1	11.1	0	0.0	8	88.9*
Total items correct*	44				29	
Total items incorrect	25		1		9	

*"Correct" response as determined by "ideal" definition.

Less than one-half (44 percent) of the county-municipal civil defense directors correctly stated that Item 10, "Promote the licensing, marking and stocking of . . . buildings," was one of the "responsibilities" of county board members.

A majority of county-municipal civil defense directors correctly stated that Items 9 and 12 were "non-responsibilities" of county board members. About 89 percent correctly stated that county board members were not to "Develop a basic operational plan (Item 12)." And about 67 percent correctly stated that one of the "non-responsibilities" of county board members was "Coordinate efforts of fire services . . . (Item 9)."

Over one-half of the county-municipal civil defense directors incorrectly stated that Items 1, 4, 5 and 8 were "responsibilities" when they were actually "non-responsibilities." About 67 percent incorrectly stated that county board members were to "Be in charge following natural disasters . . . (Item 8)." About 56 percent incorrectly stated that county board members were to "Prepare an annual civil defense budget (Item 1)," "Appoint the county-municipal civil defense director (Item 4)," and "Direct the activities of the county-municipal civil defense director (Item 5)." In doing so, they were disagreeing with the "ideal" role definition.

Aggregative item analysis A total of 108 item-decisions were made by the nine county-municipal civil defense directors about role responsibilities of county board members. (Nine local directors times 12 possible responsibilities equal 108 item-decisions). Utilizing the ideal role definition as a basis for analysis, 54 of these item-decisions were about responsibility items and 54 about non-responsibility items.

Of the 54 county board member responsibility items, 44 (82 percent) were correctly identified by local civil defense directors as responsibility items. Nine (16 percent) of the responsibility items were incorrectly identified by civil defense directors as non-responsibility items. On only one item did a director state he did not know whether the item was a responsibility or non-responsibility of county board members.

Of the 54 non-responsibility items, 29 (54 percent) were correctly identified by local civil defense directors as non-responsibility items.

Twenty-five (46 percent) of the non-responsibility items were incorrectly identified as county board member responsibility items by local civil defense directors.

Thus, of the 108 items pertaining to county board members, county-municipal civil defense directors correctly identified 73 items (68 percent) and incorrectly identified 35 items (32 percent). One conclusion from the above analysis is that county-municipal civil defense directors have a better understanding of actual role responsibilities of county board members than they do of non-responsibilities. Almost one-half of the county board member non-responsibility items were incorrectly seen by local directors to be responsibility items of county board members. One implication of the above analysis is that an evaluation of efforts to clarify county-municipal civil defense directors' definitions of county board members' responsibilities and non-responsibilities would appear to be needed.

Individual county-municipal civil defense directors as the unit of analysis

1. How many of the six ideal county board member responsibility items did each county-municipal civil defense director correctly identify as role responsibilities?

2. How many of the total possible county board member responsibility items did each county-municipal civil defense director correctly identify as either a responsibility or a non-responsibility of county board members?

The answer to Question 1 is presented in Table 8. Two local directors correctly identified all the ideal responsibility items as county board member responsibilities. Two-thirds of the directors correctly identified five of the six items as county board member responsibilities. One director correctly identified only two of the six items as county board member responsibilities.

The answer to Question 2 is presented in Table 9. The directors' scores range from six to 11 in Table 9. Four of the directors correctly identified eight or more of the items. The remaining five directors correctly identified six or seven of the 12 items.

Table 8. Number of "correct" responses to "responsibility" items

Role-definers: county-municipal civil defense directors
Role defined: county board members

Number of "correct" responses to "responsibility" items	Number of directors	
	No.	% of 9
0	0	0.0
1	0	0.0
2	1	11.1
3	0	0.0
4	0	0.0
5	6	66.7
6	2	22.2
Total	9	100.0

Table 9. Number of "correct" responses to both "responsibility" and "non-responsibility" items

Role-definers: county-municipal civil defense directors
Role defined: county board members

Number of "correct" responses to both "responsibility" and "non-responsibility" items	Number of directors	
	No.	% of 9
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	0	0.0
5	0	0.0
6	2	22.2
7	3	33.3
8	1	11.1
9	1	11.1
10	1	11.1
11	1	11.1
12	0	0.0
Total	9	99.9

A comparison of Tables 8 and 9 shows that there is somewhat greater consensus among directors concerning the county board member's role <u>responsibilities</u> than there is when <u>both</u> responsibilities and non-responsibilities are considered.

County board member's role: summary comparisons

Three consensus comparisons have been discussed. Consensus Comparisons 1, 2 and 3 have focused upon the degree to which county board members', mayors', and county-municipal civil defense directors' definitions of the county board members' civil defense role corresponded to an ideal definition of the county board members' role. The analysis in each comparison (1, 2 and 3) focused on questions pertaining to each individual comparison.

In this summary section some additional questions will be asked which compare the findings of Consensus Comparisons 1, 2 and 3.

Possible role responsibility items as units of analysis

Individual item analysis

1. For each "possible county board member responsibility" item, to what extent did county board members, mayors, and county-municipal civil defense directors agree that it was a responsibility of county board members?

2. For each "possible county board member responsibility" item, to what extent did county board members, mayors, and county-municipal civil defense directors correctly state that the item was (or was not) a responsibility, based upon an "ideal" definition of the county board member's role?

The answers to each of the above questions is found in Table 10. (Table 10 is a summary of Tables 1, 4 and 7.) Table 10 presents the answer to summary Question 1 in that it shows for each possible county board member's role item the percentage of county board members, mayors, and civil defense directors who stated that the role item was a county board member's responsibility. By comparing these percentages one can see the extent to which the three role-definers agreed that an item was a responsibility of county board members, whether or not it was a responsibility based upon an ideal definition of the county board member's role. For example, an analysis of Item 5 indicates that slightly over one-half of each role-definer group stated that this item was a responsibility of county board member's and, thus, were in agreement about the role item, even though the role item was not a responsibility item according to the ideal role definition utilized in this research report. The three role-definer groups were in general agreement that Items 3, 6 and 7 were responsibilities of county board members. There was more deviation in their

Table 10. County board members' role responsibilities, as seen by all role-definers (county board members, mayors, and county-municipal civil defense directors) (Summary of Tables 1, 4 and 7)

List of possible responsibilities of county board members	Role-definers			
	Board members % of 9	Mayors % of 21	Local CD directors % of 9	Aggregate % of 39
(1) Prepare an annual civil defense budget	44.4[a]	57.1	55.6	53.8
*[b](2) Appoint one of its members to the Joint County-Municipal Civil Defense Administration	44.4	42.9	88.9	53.8
* (3) Appropriate funds for civil defense	100.0	90.5	88.9	92.3
(4) Appoint the county-municipal civil defense director	88.9	57.1	55.6	64.1
(5) Direct the activities of the county-municipal civil defense director	55.6	66.7	55.6	61.5
* (6) Prepare for continuity of government in an emergency	88.9	76.2	88.9	82.1
* (7) Develop a plan for the preservation of essential records	100.0	90.5	100.0	94.9
(8) Be in charge following natural disasters in the county	77.8	52.4	66.7	61.5
(9) Coordinate efforts of fire services in the county	44.4	38.1	33.3	38.5
*(10) Promote the licensing, marking and stocking of shelter spaces in buildings	55.6	76.2	44.4	64.1
*(11) Establish an Emergency Operating Center for government	66.7	81.0	77.8	76.9
(12) Develop a basic operational plan	0.0	19.0	11.1	12.8

[a]The percentage of respondents answering "yes" when asked if an item represents a responsibility.

[b]An asterisk before an item indicates that the "correct" response should be "yes" according to the "ideal" role definition.

agreement that Items 2, 4, 8, 10 and 11 were responsibility items. Approximately one-third to one-half of each role-definer group stated that Items 1 and 9 were responsibilities of county board members. One-half to two-thirds stated that Item 5 was a responsibility. There was general agreement that Item 12 was not a responsibility of county board members.

Table 10 also presents the answers to summary Question 2. The asterisks in front of Items 2, 3, 6, 7, 10 and 11 indicate the correct county board responsibility items, based upon an ideal role definition.

Almost all of the respondents in the three role-definer groups correctly stated that Items 3, 6 and 7 were responsibilities of county board members. From two-thirds to four-fifths of each role-definer group correctly stated that Item 11 was a responsibility of county board members. On Items 2 and 10 the role-definers varied considerably in correctly stating that these items were responsibilities of county board members.

Over one-half of each role-definer group incorrectly stated that Items 4, 5 and 8 were responsibilities of county board members. Approximately one-half of each role-definer group incorrectly stated that Item 1 was a responsibility of county board members. Approximately one-third of each group incorrectly stated that Item 9 was a responsibility. Most role-definers correctly stated that Item 12 was not a responsibility of county board members.

Aggregative item analysis A summary of the aggregative item analysis for the county board member's role is presented in Table 11. Columns 1, 2 and 3 present in summary form the analyses already developed in the respective discussions of Consensus Comparisons 1, 2 and 3. Column 4 summarizes all responses for the three role-definer groups.

By comparing the percentages found in Columns 1, 2 and 3, one can see that for responsibility items county board members and mayors had the same percentage (76 percent) of correct item-decisions, while county-municipal civil defense directors had a higher percentage (82 percent) of correct item-decisions. When all three role-definers are pooled in Column 4, it can be seen that they correctly identified over three-fourths (77 percent) of the responsibility items.

When comparing percentages for non-responsibility items, one can see that county-municipal civil defense directors had a higher percentage (54

Table 11. Summary of aggregate item analysis: County board members' role

Item-decisions	Role-definers							
	(1) Board members		(2) Mayors		(3) Local CD directors		(4) Total	
	No.	%	No.	%	No.	%	No.	%
Responsibility Items								
Total possible	54	100.0	126	100.0	54	100.0	234	100.0
Number correct	41	75.9	96	76.2	44	81.5	181	77.4
Number incorrect	13	24.1	30	23.8	10	18.5	53	22.6
Reversed	(9)	(16.7)	(21)	(16.7)	(9)	(16.7)	(39)	(16.7)
Don't know	(4)	(7.4)	(9)	(7.1)	(1)	(1.9)	(14)	(6.0)
Non-Responsibility Items								
Total possible	54	100.0	126	100.0	54	100.0	234	100.0
Number correct	21	38.9	40	31.7	29	53.7	90	38.5
Number incorrect	33	61.1	86	68.3	25	46.3	144	61.5
Reversed	(28)	(51.9)	(61)	(48.4)	(25)	(46.3)	(114)	(48.7)
Don't know	(5)	(9.3)	(25)	(19.8)	(0)	(0.0)	(30)	(12.8)
Grand Total								
Total possible	108	100.0	252	100.0	108	100.0	468	100.0
Number correct	62	57.4	136	54.0	73	67.6	271	57.9
Number incorrect	46	42.6	116	46.0	35	32.4	197	42.1

percent) of correct item-decisions than either county board members (39 percent) or mayors (32 percent). County board members had a somewhat greater understanding of the non-responsibility items than did the mayors. When all three role-definers are pooled in Column 4 of Table 11, it can be seen that they correctly identified only 38 percent of the non-responsibility items.

When both responsibility and non-responsibility items are combined, it can be seen that the county-municipal civil defense directors had the greatest understanding of the county board role items. They correctly responded to 68 percent of the items, compared to 57 percent correct by the county board members themselves, and 54 percent correct by the mayors. When all three groups of role-definers are pooled in Column 4, it can be seen that, combined, they correctly identified approximately 58 percent of the items.

Individual role-definer as the unit of analysis

1. How many of the six ideal county board member responsibility items did each role-definer correctly identify as a civil defense responsibility of county board members. When the individual role-definer is taken as the unit of analysis, are the percentages of individual correctly responding to all items the same for each role-definer group, or does one group appear to have a greater understanding of the county board member's role?

2. How many of the total (12) possible role responsibility items did each role-definer correctly identify as either a responsibility or a non-responsibility of county board members. When the individual role-definer is taken as the unit of analysis, are the percentages of individuals correctly responding to all 12 items the same for each role-definer group, or does one group appear to have a greater understanding of civil defense role of county board members?

The answer to Question 1 is presented in Table 12. A larger percentage of directors correctly answered all six responsibility items than did mayors or board members. Likewise, a larger percentage of mayors correctly answered six items than did board members. And a larger percentage of mayors correctly answered either five or six items than did county board members. One director and three mayors and no county board members answered less than four items correctly. When all role-definers are pooled and considered in the aggregate, two-thirds correctly identified five or six responsibility items.

Table 12. Number of "correct" responses to "responsibility" items (Summary of Tables 2, 5, 8)

Role-definers: all role-definers
Role defined: county board members

Number of "correct" responses to "responsibility" items	Position of role-definers							
	Board members		Mayors		Local CD directors		Aggregate	
	No.	% of 9	No.	% of 21	No.	% of 9	No.	% of 39
0	0	0.0	1	4.8	0	0.0	1	2.6
1	0	0.0	0	0.0	0	0.0	0	0.0
2	0	0.0	0	0.0	1	11.1	1	2.6
3	0	0.0	2	9.5	0	0.0	2	5.1
4	5	55.6	3	14.3	0	0.0	8	20.5
5	3	33.3	12	57.1	6	66.7	21	53.8
6	1	11.1	3	14.3	2	22.2	6	15.4
Total	9	100.0	21	100.0	9	100.0	39	100.0

The answer to Question 2 is presented in Table 13. When both responsibility and non-responsibility items are analyzed, local civil defense directors distribute themselves as more knowledgeable about the county board member's role than do mayors and county board members. Mayors distribute themselves over a wider range than do county board members. As a result, five of the mayors had a better understanding of the county board member's role than any of the county board members in the study. At the same time, a much larger percentage of mayors had six or fewer items correct (57 percent) than did county board members (22 percent).

Table 13. Number of "correct" responses to both "responsibility" and "non-responsibility" items
(Summary of Tables 3, 6, 9)

Role-definers: all role-definers
Role-defined: county board members

Number of "correct" responses to both "responsibility" and "non-responsibility" items	Position of role-definers							
	Board members		Mayors		Local CD directors		Aggregate	
	No.	% of 9	No.	% of 21	No.	% of 9	No.	% of 39
0	0	0.0	1	4.8	0	0.0	1	2.6
1	0	0.0	0	0.0	0	0.0	0	0.0
2	0	0.0	0	0.0	0	0.0	0	0.0
3	0	0.0	0	0.0	0	0.0	0	0.0
4	1	11.1	2	9.5	0	0.0	3	7.7
5	1	11.1	6	28.6	0	0.0	7	17.9
6	0	0.0	3	14.3	2	22.2	5	12.8
7	4	44.4	3	14.3	3	33.3	10	25.6
8	3	33.3	1	4.8	1	11.1	5	12.8
9	0	0.0	1	4.8	1	11.1	2	5.1
10	0	0.0	2	9.5	1	11.1	3	7.7
11	0	0.0	2	9.5	1	11.1	3	7.7
12	0	0.0	0	0.0	0	0.0	0	0.0
Total	9	99.9	21	100.1	9	99.9	39	99.9

When all role-definers are pooled, approximately one-third correctly identified eight or more items, one-fourth identified seven items, and 40 percent identified six or fewer items correctly. The aggregate distribution approximates a normal distribution.

Chapter 6

CONSENSUS COMPARISONS (MAYOR'S ROLE)

Mayor's Civil Defense Role

The consensus comparisons in this chapter focus on the understanding of the three groups of role-definers of the "ideal" civil defense role of mayors. The analyses are carried out by utilizing the same two units of analysis as in the previous chapter. One of the units of analysis is the "possible responsibility" item. The other unit of analysis is the individual role-definer.

Consensus Comparison 4: county board members' definitions of the mayor's civil defense role compared with an "ideal" definition of that role

Possible role responsibility items as units of analysis

Individual item analysis

1. For each "possible mayor responsibility" item, how many county board members said "yes" it was a civil defense responsibility of mayors? (Or said "no" it wasn't? Or said "don't know"?)

2. For each "possible mayor responsibility" item, how many county board members correctly said it was or was not a civil defense responsibility of mayors, based upon an "ideal" role definition?

The answer to each of the above questions is found in Table 14. Table 14 presents the answer to Question 1 in that it shows for each possible role item the number and percentage of county board members indicating "yes," it is the mayor's responsibility, "don't know" if it is the mayor's responsibility, or "no," it is not the mayor's responsibility.

Table 14 presents the answer to Question 2 because the asterisks show the correct response to responsibility Items 1, 3, 4, 5 and 7 (see the "yes" column in Table 14) and the correct response to non-responsibility Items 2 and 6 (see the "no" column in Table 14), based upon an ideal role definition.

The majority of county board members correctly stated that Items 1, 3, 4, and 7 were "responsibilities" of mayors. One-hundred percent correctly stated that mayors were to "Attend or send a representative to Joint . . . Administration meetings . . . (Item 1)," "Prepare for continuity of government in an emergency (Item 3)," and "Attend civil defense information and training programs (Item 4)." Approximately 78 percent correctly stated that the mayors were to "Promote the licensing, marking and stocking of . . . buildings (Item 7)."

Most of the county board members incorrectly stated that Item 5 was not a "responsibility" of mayors. About 89 percent incorrectly stated that mayors were not to "Develop and conduct civil defense training programs (Item 5)."

The majority of county board members correctly stated that Items 2 and 6 were "non-responsibilities" of mayors. About 89 percent correctly stated that mayors were not to "Disseminate anti-communist literature (Item 6)."

Table 14. Mayors' role, as defined by county board members

List of possible responsibilities of mayors	Is it the mayors' responsibility? County board members' definition					
	YES		DK		NO	
	No.	% of 9	No.	% of 9	No.	% of 9
(1) Attend or send a representative to Joint County-Municipal Civil Defense Administration meetings (or, Attend CD planning meetings)	9	100.0*	0	0.0	0	0.0
(2) Direct the activities of the county-municipal civil defense director . .	3	33.3	1	11.1	5	55.6*
(3) Prepare for continuity of government in an emergency	9	100.0*	0	0.0	0	0.0
(4) Attend civil defense information and training programs	9	100.0*	0	0.0	0	0.0
(5) Develop and conduct civil defense training programs	1	11.1*	0	0.0	8	88.9
(6) Disseminate anti-communist literature	1	11.1	0	0.0	8	88.9*
(7) Promote the licensing, marking and stocking of shelter spaces in buildings	7	77.8*	0	0.0	2	22.2
Total items correct* . . .	35				13	
Total items incorrect . .	4		1		10	

*"Correct" response as determined by "ideal" definition.

And about 56 percent correctly stated that mayors were not to "Direct the activities of the county-municipal civil defense director (Item 2)."

Aggregative item analysis A total of 63 item-decisions were made by the nine county board members about the mayor's role responsibilities. (Nine county board members times seven possible responsibilities equal 63 item-decisions). Utilizing the ideal role as a basis for analysis, 45 of these item-decisions were about responsibility items and 18 about non-responsibility items.

Of the 45 mayor responsibility items, 35 (78 percent) were correctly identified by county board members as responsibility items. Ten (22 percent) of the responsibility items were incorrectly identified by county board members as non-responsibility items. In no case did a county board member state he did not know whether the item was a responsibility or non-responsibility of mayors.

Of the 18 mayor non-responsibility items, 13 (72 percent) were correctly identified by county board members as non-responsibility items. Four (22 percent) of the non-responsibility items were incorrectly identified as mayor responsibility items by county board members. On only one item did a board member state he did not know whether the item was a responsibility or non-responsibility of mayors.

Thus, of the 63 item-decisions pertaining to mayors, county board members correctly identified 48 items (76 percent) and incorrectly identified 15 items (24 percent). One conclusion from the above analysis is that county board members have approximately the same understanding of actual role responsibilities of mayors as they do of non-responsibilities. Almost three-fourths of both responsibility and non-responsibility items of mayors were correctly identified by board members. One implication of the above analysis is that an additional effort to clarify county board members' definitions of mayors' responsibilities and non-responsibilities might help improve role understanding.

Individual county board members as the unit of analysis

1. How many of the five ideal mayor responsibility items did each county board member correctly identify as role responsibilities?

2. How many of the total (seven) possible mayor responsibility items did each county board member correctly identify as either a responsibility or a non-responsibility of mayors?

The answer to Question 1 is presented in Table 15. None of the county board members correctly identified all the ideal responsibility items as mayor responsibilities. Eighty-nine percent of the county board members correctly identified four of the five items as mayor responsibilities. One county board member correctly identified three of the five items as mayor responsibilities.

Table 15. Number of "correct" responses to "responsibility" items

Role-definers: county board members
Role defined: mayors

Number of "correct" responses to "responsibility" items	Number of county board members	
	No.	% of 9
0	0	0.0
1	0	0.0
2	0	0.0
3	1	11.1
4	8	88.9
5	0	0.0
Total	9	100.0

The answer to Question 2 is presented in Table 16. None of the county board members correctly identified all seven items. All of the county board members correctly identified five or six of the seven items.

Table 16. Number of "correct" responses to both "responsibility" and "non-responsibility" items

Role-definers: county board members
Role defined: mayors

Number of "correct" responses to both "responsibility" and "non-responsibility" items	Number of county board members	
	No.	% of 9
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	0	0.0
5	5	55.6
6	4	44.4
7	0	0.0
Total	9	100.0

Consensus Comparison 5: mayors' definition of the mayor's civil defense role compared with an "ideal" definition of that role

Possible role responsibility items as units of analysis

Individual item analysis

1. For each "possible mayor responsibility" item, how many mayors said "yes" it was a civil defense responsibility of mayors? (Or said "no" it wasn't? Or said "don't know"?)

2. For each "possible mayor responsibility" item, how many mayors correctly said it was or was not a civil defense responsibility of mayors, based upon an "ideal" role definition?

The answer to each of the above questions is found in Table 17. Table 17 presents the answer to Question 1 because it shows for each possible role item the number and percentage of mayors indicating "yes," it is the mayor's responsibility, "don't know" if it is the mayor's responsibility, or "no," it is not the mayor's responsibility.

Table 17 presents the answer to Question 2 in that the asterisks show the correct response to responsibility Items 1, 3, 4, 5 and 7 (see the "yes" column in Table 17) and the correct response to non-responsibility Items 2 and 6 (see the "no" column in Table 17), based upon an ideal role definition.

The majority of mayors correctly stated that Items 1, 3, 4, and 7 were "responsibilities." Over 95 percent correctly stated that mayors were to "Attend or send a representative to Joint . . . Administration meetings . . . (Item 1)" and "Attend civil defense information and training programs (Item 4)." About 86 percent correctly stated that it was the responsibility of mayors to "Prepare for continuity of government in an emergency (Item 3)." And over 76 percent correctly stated that the mayors were to "Promote the licensing, marking and stocking of . . . buildings (Item 7)."

Nearly 86 percent of the mayors incorrectly stated that mayors were not to "Develop and conduct civil defense training programs (Item 5)."

The majority of mayors correctly stated that Items 2 and 6 were "non-responsibilities" of mayors. About 86 percent correctly stated that mayors were not to "Disseminate anti-communist literature (Item 6)." And about 62

Table 17. Mayors' role, as defined by mayors

List of possible responsibilities of mayors	Is it the mayors' responsibility? Mayors' definition					
	YES		DK		NO	
	No.	% of 21	No.	% of 21	No.	% of 21
(1) Attend or send a representative to Joint County-Municipal Civil Defense Administration meetings (or, Attend CD planning meetings)	20	95.2*	0	0.0	1	4.8
(2) Direct the activities of the county-municipal civil defense director . .	7	33.3	1	4.8	13	61.9*
(3) Prepare for continuity of government in an emergency	18	85.7*	0	0.0	3	14.3
(4) Attend civil defense information and training programs	20	95.2*	0	0.0	1	4.8
(5) Develop and conduct civil defense training programs	2	9.5*	1	4.8	18	85.7
(6) Disseminate anti-communist literature	2	9.5	1	4.8	18	85.7*
(7) Promote the licensing, marking and stocking of shelter spaces in buildings	16	76.2*	0	0.0	5	23.8
Total items correct*	76				31	
Total items incorrect	9		3		28	

*"Correct" response as determined by "ideal" definition.

percent correctly stated that mayors were not to "Direct the activities of the county-municipal civil defense director (Item 2)." That is, the items were "non-responsibilities."

Aggregative item analysis A total of 147 item-decisions were made by the 21 mayors about the mayor's role responsibilities. (Twenty-one mayors times seven possible responsibilities equal 147 item-decisions.)

Utilizing the ideal role as a basis for analysis, 105 of these item-decisions were about responsibility items and 42 about non-responsibility items.

Of the 105 mayor responsibility items, 76 (72 percent) were correctly identified by mayors as responsibility items. Twenty-eight (26.7 percent) of the responsibility items were incorrectly identified by mayors as non-responsibility items. On only one responsibility item did a mayor state he did not know whether the item was a responsibility or non-responsibility of mayors.

Of the 42 mayor non-responsibility items, 31 (74 percent) were correctly identified by mayors as non-responsibility items. Nine (21 percent) of the non-responsibility items were incorrectly identified as mayor responsibility items by mayors. On only two non-responsibility items did mayors state they did not know whether the item was a responsibility or non-responsibility of mayors.

Thus, of the 147 item-decisions pertaining to mayors, mayors correctly identified 107 items (73 percent) and incorrectly identified 40 items (27 percent). One conclusion from the above analysis is that mayors have approximately the same understanding of actual role responsibilities of mayors as they do of non-responsibilities. Approximately three-fourths of both responsibility and non-responsibility items of mayors were correctly identified by mayors. One implication of the above analysis is that an evaluation of efforts to clarify mayors' definitions of mayors' responsibilities and non-responsibilities might increase the mayors' understanding of their role.

Individual mayors as the unit of analysis

1. How many of the five ideal mayor responsibility items did each mayor correctly identify as role responsibilities?

2. How many of the total (seven) possible mayor responsibility items did each mayor correctly identify as either a responsibility or a non-responsibility of mayors?

The answer to Question 1 is presented in Table 18. One mayor correctly identified all the ideal responsibility items as mayor responsibilities. Nearly two-thirds of the mayors correctly identified four of the five items as mayor responsibilities. And approximately one-fourth correctly identified three items correctly. Two mayors correctly identified only two of the five items as mayor responsibilities.

Table 18. Number of "correct" responses to "responsibility" items

Role-definers: mayors
Role defined: mayors

Number of "correct responses to "responsibility" items	Number of mayors	
	No.	% of 21
0	0	0.0
1	0	0.0
2	2	9.5
3	5	23.8
4	13	61.9
5	1	4.8
Total	21	100.0

The answer to Question 2 is presented in Table 19. The mayors' scores range from four to six in Table 19. Seventeen of the mayors correctly identified five or six of the items. The remaining four mayors correctly identified four of the seven items.

Table 19. Number of "correct" responses to both "responsibility" and "non-responsibility" items

Role-definers: mayors
Role defined: mayors

Number of "correct" responses to both "responsibility" and "non-responsibility" items	Number of mayors	
	No.	% of 21
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	4	19.0
5	11	52.4
6	6	28.6
7	0	0.0
Total	21	100.0

Consensus Comparison 6: local civil defense directors' definitions of the mayor's civil defense role compared with an "ideal" definition of that role

Possible role responsibility items as units of analysis

Individual item analysis

1. For each "possible mayor responsibility" item, how many local civil defense directors said "yes" it was a civil defense responsibility of mayors? (Or said "no" it wasn't? Or said "don't know"?)

2. For each "possible mayor responsibility" item, how many local civil defense directors correctly said it was or was not a civil defense responsibility of mayors, based upon an "ideal" role definition?

The answer to each of the above questions is found in Table 20. Table 20 presents the answer to Question 1 because it shows for each possible role item the number and percentage of local civil defense directors indicating "yes," it is the mayor's responsibility, "don't know" if it is the mayor's responsibility, or "no," it is not the mayor's responsibility.

Table 20 presents the answer to Question 2 in that the asterisks show the correct response to responsibility Items 1, 3, 4, 5 and 7 (see the "yes" column in Table 20) and the correct response to non-responsibility Items 2 and 6 (see the "no" column in Table 20), based upon an ideal role definition.

The majority of county-municipal civil defense directors correctly stated that Items 1, 3, 4 and 7 were "responsibilities." One-hundred percent correctly stated that mayors were to "Prepare for continuity of government in an emergency (Item 3)." Nearly 89 percent correctly stated that it was the responsibility of mayors to "Attend or send a representative to Joint . . . Administration meetings . . . (Item 1)" and "Attend civil defense information and training programs (Item 4)." Approximately 78 percent correctly stated that the mayors were to "Promote the licensing, marking and stocking of . . . buildings (Item 7)."

Most of the county-municipal civil defense directors incorrectly stated that Item 5 was not a "responsibility." Nearly 67 percent incorrectly stated that mayors were not to "Develop and conduct civil defense training programs (Item 5)."

The majority of county-municipal civil defense directors correctly stated that Item 6 was a "non-responsibility" of mayors. About 78 percent correctly stated that mayors were not to "Disseminate anti-communist literature (Item 6)."

Table 20. Mayors' role, as seen by county-municipal civil defense directors

List of possible responsibilities of mayors	Is it the mayors' responsibility? Directors' definition					
	YES		DK		NO	
	No.	% of 9	No.	% of 9	No.	% of 9
(1) Attend or send a representative to Joint County-Municipal Civil Defense Administration meetings (or, Attend CD planning meetings)	8	88.9*	0	0.0	1	11.1
(2) Direct the activities of the county-municipal civil defense director . .	5	55.6	0	0.0	4	44.4*
(3) Prepare for continuity of government in an emergency	9	100.0*	0	0.0	0	0.0
(4) Attend civil defense information and training programs	8	88.9*	0	0.0	1	11.1
(5) Develop and conduct civil defense training programs	3	33.3*	0	0.0	6	66.7
(6) Disseminate anti-communist literature	2	22.2	0	0.0	7	77.8*
(7) Promote the licensing, marking and stocking of shelter spaces in buildings	7	77.8*	0	0.0	2	22.2
Total items correct*	35				11	
Total items incorrect	7		0		10	

*"Correct" response as determined by "ideal" definition.

More than half of the county-municipal civil defense directors incorrectly stated that mayors were to "Direct the activities of the county-municipal civil defense director (Item 2)." In doing so, they were disagreeing with the "ideal" role definition.

Aggregative item analysis A total of 63 item-decisions were made by the nine county-municipal civil defense directors about the mayor's

role responsibilities. (Nine county-municipal civil defense directors times seven possible responsibilities equal 63 item-decisions). Utilizing the ideal role as a basis for analysis, 45 of these item-decisions were about responsibility items and 18 about non-responsibility items.

Of the 45 mayor responsibility items, 35 (78 percent) were correctly identified by county-municipal civil defense directors as responsibility items. Ten (22 percent) of the responsibility items were incorrectly identified by civil defense directors as non-responsibility items. In no case did a director state he did not know whether the item was a responsibility or non-responsibility of mayors.

Of the 18 mayor non-responsibility items, 11 (61 percent) were correctly identified by county-municipal civil defense directors as non-responsibility items. Seven (39 percent) of the non-responsibility items were incorrectly identified as mayor responsibility items by county-municipal civil defense directors.

Thus, of the 63 item-decisions pertaining to mayors, county-municipal civil defense directors correctly identified 46 items (73 percent) and incorrectly identified 17 items (27 percent). One conclusion from the above analysis is that county-municipal civil defense directors have a slightly better understanding of actual role responsibilities of mayors than they do of non-responsibilities of mayors. Approximately 40 percent of the non-responsibility items were incorrectly seen to be responsibility items of mayors. One implication of the above analysis is that additional efforts to clarify county-municipal civil defense directors' definitions of mayors' responsibilities and non-responsibilities may be needed.

Individual county-municipal civil defense directors as the unit of analysis

1. How many of the five ideal mayor responsibility items did each county-municipal civil defense director correctly identify as role responsibilities?

2. How many of the total (seven) possible mayor responsibility items did each county-municipal civil defense director correctly identify as either a responsibility or a non-responsibility of mayors?

The answer to Question 1 is presented in Table 21. Two county-municipal civil defense directors correctly identified all the ideal responsibility items

Table 21. Number of "correct" responses to "responsibility" items

Role-definers: county-municipal civil defense directors
Role defined: mayors

Number of "correct" responses to "responsibility" items	Number of directors	
	No.	% of 9
0	0	0.0
1	0	0.0
2	1	11.1
3	1	11.1
4	5	55.6
5	2	22.2
Total	9	100.0

as mayor responsibilities. Approximately one-half of the directors correctly identified four of the five items as mayor responsibilities. One director correctly identified two and another three of the five items as mayor responsibilities.

The answer to Question 2 is presented in Table 22. The directors' scores range from four to seven. Seven of the directors correctly identified five or more of the items. The remaining two directors correctly identified four of the seven items.

Table 22. Number of "correct" responses to both "responsibility" and "non-responsibility" items

Role-definers: county-municipal civil defense directors
Role defined: mayors

Number of "correct" responses to both "responsibility" and "non-responsibility" items	Number of directors	
	No.	% of 9
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	2	22.2
5	5	55.6
6	1	11.1
7	1	11.1
Total	9	100.0

Mayor's role: summary comparisons

Three consensus comparisons have been discussed in this chapter. Consensus Comparisons 4, 5 and 6 have focused upon the degree to which county board members, mayors, and county-municipal civil defense directors' definitions of the mayor's civil defense role corresponded to an ideal definition of the mayor's civil defense role. The analysis in each comparison focused on questions pertaining to each individual comparison. In this summary section some additional questions will be asked which compare the findings of Consensus Comparisons 4, 5 and 6.

Possible role responsibility items as units of analysis

Individual item analysis

1. For each "possible mayor responsibility" item, to what extent did county board members, mayors, and county-municipal civil defense directors agree that it was a responsibility of mayors?

2. For each "possible mayor responsibility" item, to what extent did county board members, mayors, and county-municipal civil defense directors correctly state that the item was (or was not) a responsibility, based upon an "ideal" definition of the mayor's role?

The answers to each of the above questions are found in Table 23. (Table 23 is a summary of Tables 14, 17 and 20.) Table 23 presents the answer to summary Question 1 in that it shows for each possible mayor role item the percentage of county board members, mayors, and civil defense directors who stated that it was a responsibility of mayors. By comparing these percentages one can see the extent to which the three role-definers agreed that an item was a responsibility of mayors, whether or not it was a responsibility based upon an ideal definition of the mayor's role. The three role-definer groups were in general agreement that Items 1, 3 and 4 were responsibilities of mayors. Approximately three-fourths of each role-definer group stated that Item 7 was a responsibility of mayors. Almost none of the role-definers stated that Item 5 was a responsibility item. There was general agreement that Item 6 was not a responsibility of mayors. Approximately one-third to one-half of the role-definers in each a group agreed that Item 2 was a responsibility.

Table 23. Mayors' role responsibilities, as seen by all role-definers (county board members, mayors, and county-municipal civil defense directors) (Summary of Tables 14, 17 and 20.)

List of possible responsibilities of mayors	Role-definers: Board members % of 9	Mayors % of 21	Local CD directors % of 9	Aggregate % of 39
*[a](1) Attend or send a representative to Joint County-Municipal Civil Defense Administration meetings (or, Attend CD planning meetings)	100.0[b]	95.2	88.9	94.9
(2) Direct the activities of the county-municipal civil defense director	33.3	33.3	55.6	38.5
*(3) Prepare for continuity of government in an emergency	100.0	85.7	100.0	92.3
*(4) Attend civil defense information and training programs	100.0	95.2	88.9	94.9
*(5) Develop and conduct civil defense training programs	11.1	9.5	33.3	15.4
(6) Disseminate anti-communist literature	11.1	9.5	22.2	12.8
*(7) Promote the licensing, marking and stocking of shelter spaces in buildings	77.8	76.2	77.8	76.9

[a]An asterisk before an item indicates that the "correct" response should be "yes" according to the "ideal" role definition.

[b]The percentage figures indicate the percentage of respondents (in the respective columns) answering "yes" when asked if a given item is part of the role in question.

Table 23 also presents the answers to summary Question 2. The asterisks in front of Items 1, 3, 4, 5 and 7 indicate the correct mayor responsibility items, based upon an ideal role definition.

Almost all of the respondents in the three role-definer groups correctly stated that Items 1, 3 and 4 were responsibilities of mayors. Three-fourths of each role-definer group correctly stated that Item 7 was a responsibility of mayors. On Item 5 the role-definers varied considerably in correctly stating that this item was a responsibility, and most responses were incorrect.

Over one-half of the directors incorrectly stated that Item 2 was a responsibility of mayors (when, in fact, it was not a responsibility), compared to only one-third of the role-definers in the other two groups. Most of the role-definers in each group correctly stated the item was not a responsibility.

Aggregative item analysis A summary of the aggregative item analyses for the mayor's role is presented in Table 24. Columns 1, 2 and 3 present in summary form the analyses already developed in the respective discussions of Consensus Comparisons 4, 5 and 6. Column 4 is a total column summarizing all responses for the three role-definer groups.

By comparing the percentages found in Columns 1, 2 and 3, one can see that for responsibility items all three role-definer groups (county board members, mayors and local directors) had about the same percentage (75 percent) of correct item decisions. When all three role-definers are pooled in Column 4, it can be seen that they correctly identified approximately 75 percent of the responsibility items.

When comparing percentages of non-responsibility items one can see that county board members and mayors had a somewhat greater understanding of the non-responsibility items than did the local directors. When all three role-definers are pooled in Column 4 of Table 24 it can be seen that they correctly identified about 70 percent of the non-responsibility items.

When both responsibility and non-responsibility items are combined, it can be seen that county board members had the greatest understanding of the role items, although there is almost no difference between the three role-definer groups. County board members correctly stated 76 percent of the items, compared to 73 percent correct by the mayors themselves, and 73 percent correct by the directors. When all three groups of role-definers are

Table 24. Summary of aggregate item analysis: Mayor's role

Item-decisions	Role-definers							
	(1) Board members		(2) Mayors		(3) Local CD directors		(4) Total	
	No.	%	No.	%	No.	%	No.	%
Responsibility Items								
Total possible	45	100.0	105	100.0	45	100.0	195	100.0
Number correct	35	77.8	76	72.4	35	77.8	146	74.9
Number incorrect	10	22.2	29	27.6	10	22.2	49	25.1
Reversed	(10)	(22.2)	(28)	(26.7)	(10)	(22.2)	(48)	(24.6)
Don't know	(0)	(0.0)	(1)	(1.0)	(0)	(0.0)	(1)	(0.6)
Non-Responsibility Items								
Total possible	18	100.0	42	100.0	18	100.0	78	100.0
Number correct	13	72.2	31	73.8	11	61.1	55	70.5
Number incorrect	5	27.8	11	26.2	7	38.9	23	29.5
Reversed	(4)	(22.2)	(9)	(21.4)	(7)	(38.9)	(20)	(25.6)
Don't know	(1)	(5.6)	(2)	(4.8)	(0)	(0.0)	(3)	(2.8)
Grand Total								
Total possible	63	100.0	147	100.0	63	100.0	273	100.0
Number correct	48	76.2	107	72.8	46	73.0	201	73.6
Number incorrect	15	23.8	40	27.2	17	27.0	72	26.4

pooled in Column 4, it can be seen that, combined, they correctly identified approximately 74 percent of the items.

Individual role-definer as the unit of analysis

1. How many of the five ideal mayor responsibility items did each role-definer correctly identify as a responsibility? When the individual role-definer is the unit of analysis, are the distributions of individuals correctly responding to all items the same for each role-definer group, or do members of one group appear to have a greater understanding of the mayor's role?

2. How many of the total (seven) possible mayor role responsibility items did each role-definer correctly identify as either a responsibility or a non-responsibility of mayors? When the individual role-definer is the unit of analysis, are the distributions of individuals correctly responding to all seven items the same for each role-definer group, or does one group appear to have a greater understanding of the mayor's role?

The answer to Question 1 is presented in Table 25. A larger percentage of directors correctly answered all five responsibility items than did mayors or board members. But, a larger percentage of county board members correctly answered four or more items than did mayors or directors. Two mayors and one director and no county board members answered less than three items correctly. When all role-definers are pooled and considered in the aggregate, nearly three-fourths of all respondents correctly identified four or five responsibility items.

The answer to Question 2 is presented in Table 26. When both responsibility and non-responsibility items are analyzed, county board members distribute themselves as somewhat more knowledgeable about the mayor's role than either mayors or county-municipal civil defense directors. Directors distribute themselves over a wider range than do the others.

When all role-definers are pooled, approximately one-third correctly identified six or more items, one-half correctly identified five items, and 15 percent correctly identified four or less items. The aggregate distribution approximates a normal distribution.

Table 25. Number of "correct" responses to "responsibility" items (Summary of Tables 15, 18, 21)

Role-definers: all role-definers
Role-defined: mayors

Number of "correct" responses to "responsibility" items	Position of role-definers							
	Board members		Mayors		Local CD directors		Aggregate	
	No.	% of 9	No.	% of 21	No.	% of 9	No.	% of 39
0	0	0.0	0	0.0	0	0.0	0	0.0
1	0	0.0	0	0.0	0	0.0	0	0.0
2	0	0.0	2	9.5	1	11.1	3	7.7
3	1	11.1	5	23.8	1	11.1	7	17.9
4	8	88.9	13	61.9	5	55.6	26	66.7
5	0	0.0	1	4.8	2	22.2	3	7.7
Total	9	100.0	21	100.0	9	100.0	39	100.0

Table 26. Number of "correct" responses to both "responsibility" and "non-responsibility" items (Summary of Tables 16, 19, 22)

Role-definers: all role-definers
Role-definer: mayors

Number of "correct" responses to entire list of both "responsibility" and "non-responsibility" items	Position of role-definers							
	Board members		Mayors		Local CD directors		Aggregate	
	No.	% of 9	No.	% of 21	No.	% of 9	No.	% of 39
0	0	0.0	0	0.0	0	0.0	0	0.0
1	0	0.0	0	0.0	0	0.0	0	0.0
2	0	0.0	0	0.0	0	0.0	0	0.0
3	0	0.0	0	0.0	0	0.0	0	0.0
4	0	0.0	4	19.0	2	22.2	6	15.4
5	5	55.6	11	52.4	5	55.6	21	53.8
6	4	44.4	6	28.6	1	11.1	11	28.2
7	0	0.0	0	0.0	1	11.1	1	2.6
Total	9	100.0	21	100.0	9	100.0	39	100.0

Chapter 7

CONSENSUS COMPARISONS (DIRECTOR'S ROLE)

Director's Civil Defense Role

The consensus comparisons in this chapter focus on the understanding of the three groups of role-definers of the "ideal" role of local civil defense directors. The analyses will be carried out following the same outline as in Chapters 5 and 6. The analyses are carried out by utilizing two units of analysis. One of the units of analysis is the "possible responsibility" item. The other unit of analysis is the individual role-definer.

Consensus Comparison 7: county board members' definition of the county-municipal civil defense director's civil defense role compared with an "ideal" definition of that role

Possible role responsibility items as units of analysis

Individual item analysis

1. For each "possible county-municipal civil defense director responsibility" item, how many county board members said "yes" it was a responsibility of county-municipal civil defense directors? (Or said "no" it wasn't? Or said "don't know"?)

2. For each "possible county-municipal civil defense director responsibility" item, how many county board members correctly said it was or was not a responsibility of county-municipal civil defense directors, based upon an "ideal" role definition?

The answer to each of the above questions is found in Table 27. Table 27 presents the answer to Question 1 in that it shows for each possible role item the number and percentage of county board members indicating "yes," it is the county-municipal civil defense director's responsibility, "don't know" if it is the county-municipal civil defense director's responsibility, or "no," it is not the director's responsibility.

Table 27 presents the answer to Question 2 in that the asterisks show the correct response to responsibility Items 1, 3, 4, 5, 6, 7, 9, 10, 11 and 12 (see the "yes" column in Table 27) and the correct response to non-responsibility Items 2 and 8 (see the "no" column in Table 27), based upon an ideal role definition.

The majority of county board members correctly stated that Items 1, 3, 5, 6, 7, 9, 10, 11 and 12 were "responsibilities" of directors. One-hundred percent correctly stated that county-municipal civil defense directors were to "Carry out . . . public information programs (Item 1)," "Develop and conduct civil defense training programs (Item 5)," "Carry out the . . . licensing, marking and stocking . . . program (Item 9)," "Develop a radiological monitoring capability (Item 10)," and "Work with . . . organizations on civil defense (Item 12)." About 89 percent correctly stated that it was the responsibility of county-municiple civil defense directors to "Establish an Emergency Operating Center (Item 3)" and "Obtain . . . surplus equipment . . . (Item 11)."

Table 27. County-municipal civil defense directors' role, as defined by county board members

List of possible responsibilities of county-municipal civil defense directors	Is it the directors' responsibility? County board members' definition					
	YES		DK		NO	
	No.	% of 9	No.	% of 9	No.	% of 9
(1) Carry out civil defense public information programs	9	100.0*	0	0.0	0	0.0
(2) Call out the National Guard in an emergency	3	33.3	2	22.2	4	44.4*
(3) Establish an Emergency Operating Center	8	88.9*	0	0.0	1	11.1
(4) Prepare for continuity of government in an emergency	3	33.3*	0	0.0	6	66.7
(5) Develop and conduct civil defense training programs	9	100.0*	0	0.0	0	0.0
(6) Develop plans to care for evacuees .	7	77.8*	2	22.2	0	0.0
(7) Be in charge of any natural disaster in your area	6	66.7*	0	0.0	3	33.3
(8) Disseminate anti-communist literature	1	11.1	0	0.0	8	88.9*
(9) Carry out the existing licensing, marking and stocking shelter programs . .	9	100.0*	0	0.0	0	0.0
(10) Develop a radiological monitoring capability	9	100.0*	0	0.0	0	0.0
(11) Obtain federal surplus equipment for your county	8	88.9*	0	0.0	1	11.1
(12) Work with volunteer organizations on civil defense	9	100.0*	0	0.0	0	0.0
Total items correct*	77				12	
Total items incorrect	4		4		11	

*"Correct" response as determined by "ideal" definition.

Almost 78 percent correctly stated that county-municipal civil defense directors were to "Develop plans to care for evacuees (Item 6)." And nearly 67 percent correctly stated that county-municipal civil defense directors were to "Be in charge of . . . natural disaster(s) . . . (Item 7)."

Two-thirds of the county board members (about 67 percent) incorrectly stated that county-municipal civil defense directors were not to "Prepare for continuity of government . . . (Item 4)."

The majority of county board members (about 89 percent) correctly stated that county-municipal civil defense directors were not to "Disseminate anti-communist literature (Item 8)." On one item there was no majority response: "Call out the National Guard in an emergency (Item 2)."

Aggregative item analysis A total of 108 item-decisions were made by the nine county board members about the county-municipal civil defense director's role responsibilities. (Nine county board members times 12 possible responsibilities equal 108 item-decisions.) Utilizing the ideal role as a basis for analysis, 90 of these item-decisions were about responsibility items and 18 about non-responsibility items.

Of the 90 county-municipal civil defense director responsibility items, 77 (86 percent) were correctly identified by county board members as responsibility items. Eleven (12 percent) of the responsibility items were incorrectly identified by county board members as non-responsibility items. On only two items did county board members state they did not know whether the item was a responsibility or non-responsibility of directors.

Of the 18 county-municipal civil defense director non-responsibility items, 12 (67 percent) were correctly identified by county board members as non-responsibility items. Four (22 percent) of the non-responsibility items were incorrectly identified as county-municipal civil defense director responsibility items by county board members. On only two items did county board members state they did not know whether the item was a responsibility or non-responsibility of directors.

Thus, of the 108 item-decisions pertaining to county-municipal civil defense directors, county board members correctly identified 89 items (82 percent) and incorrectly identified 19 items (18 percent). One conclusion from the above analysis is that county board members have a better understanding

of actual role responsibilities of county-municipal civil defense directors than they do of non-responsibilities. Over 85 percent of the responsibility items were correctly identified, while two-thirds of the non-responsibility items were correctly seen to be non-responsibility items of county-municipal civil defense directors. One implication of the above analysis is that an evaluation of efforts to clarify county board members' definitions of county-municipal civil defense directors' responsibilities and non-responsibilities may be useful for role understanding.

Individual county board member as the unit of analysis

1. How many of the ten ideal county-municipal civil defense director responsibility items did each county board member correctly identify as role responsibilities?

2. How many of the total (12) possible county-municipal civil defense director responsibility items did each county board member correctly identify as either a responsibility or a non-responsibility of county-municipal civil defense directors?

The answer to Question 1 is presented in Table 28. Three county board members correctly identified all the ideal responsibility items as county-municipal civil defense director responsibilities. Two-thirds of the county board members correctly identified at least eight of the ten items as county-municipal civil defense director's responsibilities. One-third of the county board members correctly identified seven of the ten items.

The answer to Question 2 is presented in Table 29. The county board members' range from 8 to 12 in Table 29. Six of the county board members correctly identified ten or more of the items. The remaining three county board members correctly identified eight or nine of the 12 items.

Table 28. Number of "correct" responses to "responsibility" items

Role-definers: county board members
Role defined: county-municipal civil defense directors

Number of "correct" responses to "responsibility" items	Number of county board members	
	No.	% of 9
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	0	0.0
5	0	0.0
6	0	0.0
7	3	33.3
8	1	11.1
9	2	22.2
10	3	33.3
Total	9	99.9

Table 29. Number of "correct" responses to both "responsibility" and "non-responsibility" items

Role-definers: county board members
Role defined: county-municipal civil defense director

Number of "correct" responses to both "responsibility" and "non-responsibility" items	Number of county board members	
	No.	% of 9
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	0	0.0
5	0	0.0
6	0	0.0
7	0	0.0
8	2	22.2
9	1	11.1
10	3	33.3
11	2	22.2
12	1	11.1
Total	9	99.9

Consensus Comparison 8: mayors' definition of the county-municipal civil defense director's civil defense role compared with an "ideal" definition of that role

Possible role responsibility items as units of analysis

Individual item analysis

1. For each "possible county-municipal civil defense director responsibility" item, how many mayors said "yes" it was a responsibility of county-municipal civil defense directors? (Or said "no" it wasn't? Or said "don't know"?)

2. For each "possible county-municipal civil defense director responsibility" item, how many mayors correctly said it was or was not a responsibility of county-municipal civil defense directors, based upon an "ideal" role definition?

The answer to each of the above questions is found in Table 30. Table 30 presents the answer to Question 1 because it shows for each possible role item the number and percentage of mayors indicating "yes," it is the county-municipal civil defense director's responsibility, "don't know" if it is the director's responsibility, or "no," it is not the director's responsibility.

Table 30 presents the answer to Question 2 in that the asterisks show the correct response to responsibility Items 1, 3, 4, 5, 6, 7, 9, 10, 11 and 12 (see the "yes" column in Table 30) and the correct response to non-responsibility Items 2 and 8 (see the "no" column in Table 30), based upon the ideal role definition.

The majority of mayors correctly stated that Items 1, 3, 5, 6, 9, 10, 11, and 12 were "responsibilities" of directors. One-hundred percent correctly stated that county-municipal civil defense directors were to "Carry out . . . public information programs (Item 1)," "Develop and conduct civil defense training programs (Item 5)," "Carry out the . . . licensing, marking and stocking . . . program (Item 9)," and "Work with . . . organizations on civil defense (Item 12)." Almost 86 percent correctly stated that it was the responsibility of county-municipal civil defense directors to "Obtain . . . surplus equipment . . . (Item 11)." Eighty-one percent correctly stated that county-municipal civil defense directors were to "Develop a radiological

Table 30. County-municipal civil defense directors' role, as defined by mayors

List of possible responsibilities of county-municipal civil defense directors	Is it the directors' responsibility? Mayors' definition					
	YES		DK		NO	
	No.	% of 21	No.	% of 21	No.	% of 21
(1) Carry out civil defense public information programs	21	100.0*	0	0.0	0	0.0
(2) Call out the National Guard in an emergency	5	23.8	2	9.5	14	66.7*
(3) Establish an Emergency Operating Center	17	81.0*	1	4.8	3	14.3
(4) Prepare for continuity of government in an emergency	1	4.8*	1	4.8	19	90.5
(5) Develop and conduct civil defense training programs	21	100.0*	0	0.0	0	0.0
(6) Develop plans to care for evacuees	16	76.2*	4	19.0	1	4.8
(7) Be in charge of any natural disaster in your area	10	47.6*	2	9.5	9	42.9
(8) Disseminate anti-communist literature	1	4.8	1	4.8	19	90.5*
(9) Carry out the existing licensing, marking and stocking shelter program	21	100.0*	0	0.0	0	0.0
(10) Develop a radiological monitoring capability	17	81.0*	3	14.3	1	4.8
(11) Obtain federal surplus equipment for your county	18	85.7*	1	4.8	2	9.5
(12) Work with volunteer organizations on civil defense	21	100.0*	0	0.0	0	0.0
Total items correct*	163				33	
Total items incorrect	6		15		35	

*"Correct" response as determined by "ideal" definition.

monitoring capability (Item 10)." And, nearly 77 percent of the mayors correctly stated that county-municipal civil defense directors were to "Develop plans to care for evacuees (Item 6)."

Most of the mayors (about 90 percent) incorrectly stated that county-municipal civil defense directors were not to "Prepare for continuity of government . . . (Item 4)."

There was one item for which there was no majority response: "Be in charge of . . . natural disaster(s) . . . (Item 7)."

The majority of mayors correctly stated that Items 2 and 8 were "non-responsibilities" of county-municipal civil defense directors. Over 90 percent correctly stated that county-municipal civil defense directors were not to "Disseminate anti-communist literature (Item 8)." Nearly 67 percent correctly stated that county-municipal civil defense directors were not to "Call out the National Guard in an emergency (Item 2)."

Aggregative item analysis A total of 252 item-decisions were made by the 21 mayors about the county-municipal civil defense director's role responsibilities. (Twenty-one mayors times 12 possible responsibilities equal 252 item-decisions.) Utilizing the ideal role as a basis for analysis, 210 of these item-decisions were about responsibility items and 72 about non-responsibility items.

Of the 210 county-municipal civil defense director responsibility items, 163 (78 percent) were correctly identified by mayors as responsibility items. Thirty-five (17 percent) of the responsibility items were incorrectly identified by mayors as non-responsibility items. On only twelve items did mayors state they did not know whether the item was a responsibility or non-responsibility of directors.

Of the 42 county-municipal civil defense non-responsibility items, 33 (79 percent) were correctly identified by mayors as non-responsibility items. Six (14 percent) of the non-responsibility items were incorrectly identified as county-municipal civil defense director responsibility items by mayors. On only three items did mayors state they did not know whether the item was a responsibility or non-responsibility of directors.

Thus, of the 252 item-decisions pertaining to county-municipal civil defense directors, mayors correctly identified 196 items (78 percent) and incorrectly identified 56 items (22 percent). One conclusion from the above analysis is that mayors have approximately the same understanding of actual role responsibilities of county-municipal civil defense directors as they do of non-responsibilities. Almost four-fifths of the responsibility and non-responsibility items were correctly identified by mayors. One implication of the above analysis is that an evaluation of efforts to clarify mayors' definitions of county-municipal civil defense directors' responsibilities and non-responsibilities may be needed, if a more complete understanding by mayors is desired.

Individual mayors as the unit of analysis

1. How many of the ten ideal county-municipal civil defense director responsibility items did each mayor correctly identify as role responsibilities?

2. How many of the total (12) possible county-municipal civil defense director responsibility items did each mayor correctly identify as either a responsibility or a non-responsibility of county-municipal civil defense directors?

The answer to Question 1 is presented in Table 31. None of the mayors correctly identified all the ideal responsibility items as county-municipal civil defense director responsibilities. Nearly two-thirds of the mayors correctly identified eight or nine of the ten items as county-municipal civil defense director responsibilities. One mayor correctly identified only five of the ten items as county-municipal civil defense director responsibilities.

The answer to Question 2 is presented in Table 32. The mayors' scores range from seven to 11. All but one of the mayors correctly identified eight or more of the items. The remaining mayor correctly identified seven of the 12 items.

Table 31. Number of "correct" responses to "responsibility" items

Role-definers: mayors
Role defined: county-municipal civil defense directors

Number of "correct" responses to "responsibility" items	Number of mayors	
	No.	% of 21
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	0	0.0
5	1	4.8
6	0	0.0
7	7	33.3
8	9	42.9
9	4	19.0
10	0	0.0
Total	21	100.0

Table 32. Number of "correct" responses to both "responsibility" and "non-responsibility" items

Role-definers: mayors
Role defined: county-municipal civil defense directors

Number of "correct" responses to both "responsibility" and "non-responsibility" items	Number of mayors	
	No.	% of 21
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	0	0.0
5	0	0.0
6	0	0.0
7	1	4.8
8	4	19.0
9	6	28.6
10	7	33.3
11	3	14.3
12	0	0.0
Total	21	100.0

Consensus Comparison 9: county-municipal civil defense directors' definition of the county-municipal civil defense director's civil defense role compared with an "ideal" definition of that role

Possible role responsibility items as units of analysis

Individual item analysis

1. For each "possible county-municipal civil defense director responsibility" item, how many county-municipal civil defense directors said "yes" it was a responsibility of county-municipal civil defense directors? (Or said "no" it wasn't? Or said "don't know"?)

2. For each "possible county-municipal civil defense director responsibility" item, how many county-municipal civil defense directors correctly said it was or was not a responsibility of county-municipal civil defense directors, based upon an "ideal" role definition?

The answer to each of the above questions is found in Table 33. Table 33 presents the answer to Question 1 because it shows for each possible role item the number and percentage of county-municipal civil defense directors indicating "yes," it is the county-municipal civil defense director's responsibility, "don't know" if it is the county-municipal civil defense director's responsibility, or "no," it is not the county-municipal civil defense director's responsibility.

Table 33 presents the answer to Question 2 in that the asterisks show the correct response to responsibility Items 1, 3, 4, 5, 6, 7, 9, 10, 11 and 12 (see the "yes" column in Table 33) and the correct response to non-responsibility Items 2 and 8 (see the "no" column in Table 33), based upon an ideal role definition.

The majority of county-municipal civil defense directors correctly stated that Items 1, 3, 5, 6, 7, 9, 10, 11 and 12 were "responsibilities." One-hundred percent correctly stated that county-municipal civil defense directors were to "Carry out . . . public information programs (Item 1)," "Develop and conduct civil defense training programs (Item 5)," "Carry out the . . . licensing, marking and stocking . . . program (Item 9)," "Develop a radiological monitoring capability (Item 10)," "Obtain . . . surplus equipment . . . (Item 11)," and "Work with . . . organizations on civil defense (Item 12)." About 89 percent correctly stated that it was the responsibility of

Table 33. County-municipal civil defense directors' role, as seen by county-municipal civil defense directors

List of possible responsibilities of county-municipal civil defense directors	Is it the directors' responsibility? Directors' definition					
	YES		DK		NO	
	No.	% of 9	No.	% of 9	No.	% of 9
(1) Carry out civil defense public information programs	9	100.0*	0	0.0	0	0.0
(2) Call out the National Guard in an emergency	2	22.2	0	0.0	7	77.8*
(3) Establish an Emergency Operating Center	7	77.8*	0	0.0	2	22.2
(4) Prepare for continuity of government in an emergency	2	22.2*	0	0.0	7	77.8
(5) Develop and conduct civil defense training programs	9	100.0*	0	0.0	0	0.0
(6) Develop plans to care for evacuees	8	88.9*	0	0.0	1	11.1
(7) Be in charge of any natural disaster in your area	6	66.7*	0	0.0	3	33.3
(8) Disseminate anti-communist literature	1	11.1	1	11.1	7	77.8*
(9) Carry out the existing licensing, marking and stocking shelter programs	9	100.0*	0	0.0	0	0.0
(10) Develop a radiological monitoring capability	9	100.0*	0	0.0	0	0.0
(11) Obtain federal surplus equipment for your county	9	100.0*	0	0.0	0	0.0
(12) Work with volunteer organizations on civil defense	9	100.0*	0	0.0	0	0.0
Total items correct*	77				14	
Total items incorrect	3		1		13	

*"Correct" response as determined by "ideal" definition.

county-municipal civil defense directors to "Develop plans to care for evacuees (Item 6)." Approximately 67 percent correctly stated that the county-municipal civil defense directors were to "Be in charge of . . . natural disaster(s) . . . (Item 7)."

Most of the county-municipal civil defense directors (about 78 percent) incorrectly stated that county-municipal civil defense directors were not to "Prepare for continuity of government . . . (Item 4)."

Over three-fourths of county-municipal civil defense directors correctly stated that both Items 2 and 8 were "non-responsibilities" of county-municipal civil defense directors. About 78 percent correctly stated that county-municipal civil defense directors were not to "Call out the National Guard in an emergency (Item 2)" and were not to "Disseminate anti-communist literature (Item 8)."

Aggregative item analysis A total of 108 item-decisions were made by the nine county-municipal civil defense director about the county-municipal civil defense director's role responsibilities. (Nine county-municipal civil defense directors times 12 possible responsibilities equal 108 item-decisions.) Utilizing the ideal role as a basis for analysis, 90 of these item-decisions were about responsibility items and 18 about non-responsibility items.

Of the 90 county-municipal civil defense director responsibility items, 77 (86 percent) were correctly identified by county-municipal civil defense directors as responsibility items. Thirteen (14 percent) of the responsibility items were incorrectly identified by civil defense directors as non-responsibility items. In no case did a director state he did not know whether the item was a responsibility or non-responsibility of directors.

Of the 18 county-municipal civil defense non-responsibility items, 14 (78 percent) were correctly identified by county-municipal civil defense directors as non-responsibility items. Three (17 percent) of the non-responsibility items were incorrectly identified as county-municipal civil defense director responsibility items by directors. On only one item did a county-municipal civil defense director state that he did not know whether the item was a responsibility or non-responsibility of county-municipal civil defense directors.

Thus, of the 108 item-decisions pertaining to county-municipal civil defense directors, directors correctly identified 91 items (84 percent) and incorrectly identified 17 items (16 percent).

One conclusion from the above analysis is that county-municipal civil defense directors have a slightly better understanding of actual role responsibilities of county-municipal civil defense directors than they do of non-responsibilities. Three-fourths of the non-responsibility items were correctly identified by county-municipal civil defense directors. One implication of the above analysis is that additional efforts to clarify county-municipal civil defense directors' definitions of county-municipal civil defense directors' responsibilities and non-responsibilities might improve directors' perceptions of their role.

Individual county-municipal civil defense directors as the unit of analysis

1. How many of the ten ideal county-municipal civil defense director responsibility items did each county-municipal civil defense director correctly identify as role responsibilities?

2. How many of the total (12) possible county-municipal civil defense director responsibility items did each county-municipal civil defense director correctly identify as either a responsibility or a non-responsibility of county-municipal civil defense directors?

The answer to Question 1 is presented in Table 34. One county-municipal civil defense director correctly identified all the ideal responsibility items as county-municipal civil defense director responsibilities. Over three-fourths of the directors correctly identified eight of the ten items as county-municipal civil defense director responsibilities. Two directors correctly identified seven of the ten items as county-municipal civil defense director responsibilities.

The answer to Question 2 is presented in Table 35. The directors' scores range from nine to 12 in Table 35.

County-municipal civil defense director's role: summary comparisons

Three consensus comparisons have been discussed in this chapter. Consensus Comparisons 7, 8 and 9 have focused upon the degree to which county board members, mayors, and county-municipal civil defense directors' definitions

Table 34. Number of "correct" responses to "responsibility" items

Role-definers: county-municipal civil defense directors
Role-defined: county-municipal civil defense directors

Number of "correct" responses to "responsibility" items	Number of directors	
	No.	% of 9
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	0	0.0
5	0	0.0
6	0	0.0
7	2	22.2
8	2	22.2
9	4	44.4
10	1	11.1
Total	9	99.9

Table 35. Number of "correct" responses to both "responsibility" and "non-responsibility" items

Role-definers: county-municipal civil defense directors
Role defined: county-municipal civil defense directors

Number of "correct" responses to both "responsibility" and "non-responsibility" items	Number of directors	
	No.	% of 9
0	0	0.0
1	0	0.0
2	0	0.0
3	0	0.0
4	0	0.0
5	0	0.0
6	0	0.0
7	0	0.0
8	0	0.0
9	2	22.2
10	5	55.6
11	1	11.1
12	1	11.1
Total	9	100.0

of the county-municipal civil defense director's role corresponded to an ideal definition of the county-municipal civil defense director's role. The analysis in each comparison focused on questions pertaining to each individual comparison. In this summary section some additional questions will be asked which compare the findings of Consensus Comparisons 7, 8 and 9.

Possible role responsibility items as units of analysis

Individual item analysis

1. For each "possible county-municipal civil defense director responsibility" item, to what extent did county board members, mayors, and county-municipal civil defense directors agree that it was a responsibility of county-municipal civil defense directors?

2. For each "possible county-municipal civil defense director responsibility" item, to what extent did county board members, mayors, and county-municipal civil defense directors correctly state that the item was (or was not) a county board member responsibility, based upon an "ideal" definition of the county-municipal civil defense director's role?

The answers to each of the above questions is found in Table 36. (Table 36 is a summary of Tables 27, 30 and 33). Table 36 presents the answer to summary Question 1 in that it shows for each possible county-municipal civil defense director role item the percentage of county board members, mayors, and civil defense directors who stated that it was a responsibility of county-municipal civil defense directors. By comparing these percentages one can see the extent to which the three role-definers agreed that an item was a responsibility of county-municipal civil defense directors, whether or not it was a responsibility based upon an ideal definition of the county-municipal civil defense director's role. For example, an analysis of Items 1, 5, 9 and 12 indicates that 100 percent of each role-definer group stated that these items were responsibilities of county-municipal civil defense directors and, thus, were in agreement about the role items. The three role-definer groups were in general agreement that Items 3, 6, 10 and 11 were responsibilities of county-municipal civil defense directors. There was more deviation in their agreement that Item 7 was a responsibility item and a great amount of deviation on Item 4. Approximately one-fourth to one-third of each role-definer

Table 36. County-municipal civil defense directors' role responsibilities, as seen by all role-definers (county board members, mayors, and county-municipal civil defense directors) (Summary of Tables 27, 30 and 33.)

List of possible responsibilities of county-municipal civil defense directors	Role-definers: Board members % of 9	Mayors % of 21	Local CD directors % of 9	Aggregate % of 39
*[a](1) Carry out civil defense public information programs	100.0[b]	100.0	100.0	1 .0
(2) Call out the National Guard in an emergency	33.3	23.8	22.2	25.6
*(3) Establish an Emergency Operating Center	88.9	81.0	77.8	82.1
*(4) Prepare for continuity of government in an emergency	33.3	4.8	22.2	15.4
*(5) Develop and conduct civil defense training programs	100.0	100.0	100.0	100.0
*(6) Develop plans to care for evacuees	77.8	76.2	88.9	79.5
*(7) Be in charge of any natural disaster in your area	66.7	47.6	66.7	56.4
(8) Disseminate anti-communist literature	11.1	4.8	11.1	7.7
*(9) Carry out the existing licensing, marking and stocking shelter programs	100.0	100.0	100.0	100.0
*(10) Develop a radiological monitoring capability	100.0	81.0	100.0	89.7
*(11) Obtain federal surplus equipment for your county	88.9	85.7	100.0	89.7
*(12) Work with volunteer organizations on civil defense	100.0	100.0	100.0	100.0

[a]An asterisk before an item indicates that the "correct" response should be "yes" according to the "ideal" role definition.

[b]The percentage figures indicate the percentage of respondents (in the respective columns) answering "yes" when asked if a given item is part of the role in question.

group stated that Item 2 was a responsibility. There was general agreement that Item 8 was not a responsibility.

Table 36 also presents the answers to summary Question 2. The asterisks in front of Items 1, 3, 4, 5, 6, 7, 9, 10, 11 and 12 indicate the correct county-municipal civil defense director responsibility items based upon an ideal role definition.

All of the respondents in the three role-definer groups correctly stated that Items 1, 5, 9 and 12 were responsibilities of county-municipal civil defense directors. Over three-fourths of each role-definer group correctly stated that Items 3, 6, 10 and 11 were responsibilities of county-municipal civil defense directors'. About one-half to two-thirds of the respondents in the three role-definer groups correctly stated that Item 7 was a responsibility. Most of the role-definers in all groups correctly stated that Items 2 and 8 were not responsibilities.

Aggregative item analysis A summary of the aggregative item analyses for the county-municipal civil defense director's role is presented in Table 37. Columns 1, 2 and 3 present in summary form the analyses already developed in the respective discussions of Consensus Comparisons 7, 8 and 9. Column 4 is a total column summarizing all responses for the three role-definer groups.

By comparing the percentages found in Columns 1, 2 and 3, one can see that for responsibility items county board members had about 86 percent correct item-decisions, mayors had 78 percent correct item-decisions, and county-municipal civil defense directors had 86 percent correct item-decisions. When all three role-definers are pooled in Column 4, it can be seen that they correctly identified over 81 percent of the responsibility items.

When comparing percentages for non-responsibility items, one can see that mayors and county-municipal civil defense directors had somewhat higher percentages of correct item-decisions than county board members. Mayors had 79 percent and directors had 78 percent of the item-decisions correct for non-responsibility items, while county board members had 67 percent correct. When all three role-definers are pooled in Column 4 of Table 37, it can be seen that they correctly identified 76 percent of the non-responsibility items.

Table 37. Summary of aggregate item analysis: County-municipal civil defense director's role

Item-decisions	Role-definers							
	(1) Board members		(2) Mayors		(3) Local CD Directors		(4) Total	
	No.	%	No.	%	No.	%	No.	%
Responsibility Items								
Total possible	90	100.0	210	100.0	90	100.0	390	100.0
Number correct	77	85.6	163	77.6	77	85.6	317	81.3
Number incorrect	13	14.4	47	22.4	13	14.4	73	18.7
Reversed	(11)	(12.2)	(35)	(16.7)	(13)	(14.4)	(59)	(15.1)
Don't know	(2)	(2.2)	(12)	(5.7)	(0)	(0.0)	(14)	(3.6)
Non-Responsibility Items								
Total possible	18	100.0	42	100.0	18	100.0	78	100.0
Number correct	12	66.7	33	78.6	14	77.8	59	75.6
Number incorrect	6	33.3	9	21.4	4	22.2	19	24.4
Reversed	(4)	(22.2)	(6)	(14.3)	(3)	(16.7)	(13)	(16.7)
Don't know	(2)	(11.1)	(3)	(7.1)	(1)	(5.6)	(6)	(7.7)
Grand Total								
Total possible	108	100.0	252	100.0	108	100.0	468	100.0
Number correct	89	82.4	196	77.8	91	84.3	376	80.4
Number incorrect	19	17.6	56	22.2	17	15.7	92	19.6

When both responsibility and non-responsibility items are combined, it can be seen that the county-municipal civil defense directors had the greatest understanding of the role items. They correctly stated 84 percent of the items, compared to 82 percent correct by the county board members, and 78 percent correct by the mayors. When all three groups of role definers are pooled in Column 4, it can be seen that, combined, they correctly identified approximately 80 percent of the items.

Individual role-definer as the unit of analysis

1. How many of the ten ideal county-municipal civil defense director responsibility items did each role-definer correctly identify as a responsibility? When the individual role-definer is the unit of analysis, are the distributions of individuals correctly responding to all items the same for each role-definer group, or do members of one group appear to have a greater understanding of the county-municipal civil defense director role?

2. How many of the total (12) possible county-municipal civil defense director role responsibility items did each role-definer correctly identify as either a responsibility or a non-responsibility of directors? When the individual role-definer is the unit of analysis, are the distributions of individuals correctly responding to all 12 items the same for each role-definer group, or does one group appear to have a greater understanding of the director's role?

The answer to Question 1 is presented in Table 38. A larger percentage of county board members correctly answered all ten responsibility items than did mayors or directors. A larger percentage of county board members correctly answered nine or ten items than did mayors. Equal percentages of directors and county board members correctly answered nine or ten items. One mayor and no county board members or directors answered less than seven items correctly. When all role-definers are pooled and considered in the aggregate, over one-third of all respondents correctly identified nine or ten responsibility items.

The answer to Question 2 is presented in Table 39. When both responsibility and non-responsibility items are analyzed, directors distribute themselves as more knowledgeable about their own role than mayors. No director

had fewer than nine items correct, whereas 22 percent of the county board members and 24 percent of mayors had fewer than nine items correct.

When all role-definers are pooled, 59 percent correctly identified ten or more items, 39 percent identified eight or nine items, and three percent identified seven or less items. The aggregate distribution approximates a normal distribution.

Table 38. Number of "correct" responses to "responsibility" items (Summary of Tables 28, 31, 34)

Role-definers: all role-definers
Role defined: county-municipal civil defense directors

Number of "correct" responses to "responsibility" items	Position of role-definers							
	Board members		Mayors		Local CD directors		Aggregate	
	No.	% of 9	No.	% of 21	No.	% of 9	No.	% of 39
0	0	0.0	0	0.0	0	0.0	0	0.0
1	0	0.0	0	0.0	0	0.0	0	0.0
2	0	0.0	0	0.0	0	0.0	0	0.0
3	0	0.0	0	0.0	0	0.0	0	0.0
4	0	0.0	0	0.0	0	0.0	0	0.0
5	0	0.0	1	4.8	0	0.0	1	2.6
6	0	0.0	0	0.0	0	0.0	0	0.0
7	3	33.3	7	33.3	2	22.2	12	30.8
8	1	11.1	9	42.9	2	22.2	12	30.8
9	2	22.2	4	19.0	4	44.4	10	25.6
10	3	33.3	0	0.0	1	11.1	4	10.3
Total	9	99.9	21	100.0	9	99.9	39	100.1

Table 39. Number of "correct" responses to both "responsibility" and "non-responsibility" items
(Summary of Tables 29, 32, 35)

Role-definers: all role-definers
Role defined: county-municipal civil defense directors

Number of "correct" responses to entire list of both "responsibility" and "non-responsibility" items	Position of role-definers							
	Board members		Mayors		Local CD directors		Aggregate	
	No.	% of 9	No.	% of 21	No.	% of 9	No.	% of 39
0	0	0.0	0	0.0	0	0.0	0	0.0
1	0	0.0	0	0.0	0	0.0	0	0.0
2	0	0.0	0	0.0	0	0.0	0	0.0
3	0	0.0	0	0.0	0	0.0	0	0.0
4	0	0.0	0	0.0	0	0.0	0	0.0
5	0	0.0	0	0.0	0	0.0	0	0.0
6	0	0.0	0	0.0	0	0.0	0	0.0
7	0	0.0	1	4.8	0	0.0	1	2.6
8	2	22.2	4	19.0	0	0.0	6	15.4
9	1	11.1	6	28.6	9	22.2	9	23.1
10	3	33.3	7	33.3	5	55.6	15	38.5
11	2	22.2	3	14.3	1	11.1	6	15.4
12	1	11.1	0	0.0	1	11.1	2	5.1
Total	9	99.9	21	100.0	9	100.0	39	100.1

Chapter 8

ON UNDERSTANDING ROLES: SOME ADDITIONAL COMPARISONS

Introduction

The objective of this chapter is to analyze Consensus Comparisons 1 through 9 from a different point of view than the analysis presented in Chapters 5, 6 and 7.

The question explored at a general level in this chapter is: Do the role-definers understand their own civil defense role better than they understand other civil defense roles. More specifically, the questions explored in this chapter are:

1. Do county board members understand their own civil defense role (Consensus Comparison 1) better than they understand the mayor's civil defense role (Consensus Comparison 4) or the county-municipal civil defense director's role (Consensus Comparison 7)?

2. Do mayors understand their own civil defense role (Consensus Comparison 5) better than they understand the county board member's role (Consensus Comparison 2) or the county-municipal civil defense director's role (Consensus Comparison 8)?

3. Do county-municipal civil defense directors understand their own civil defense role (Consensus Comparison 9) better than they understand the county board member's civil defense role (Consensus Comparison 3) or the mayor's civil defense role (Consensus Comparison 6)?

The above questions are in contrast to the questions explored in the summaries of Chapters 5, 6 and 7. The general question explored in the summaries to Chapters 5, 6 and 7 was: Which role-definer best understands a given civil defense role? More specifically, the questions asked in the summaries of the preceding chapters were:

1. Which role-definer (county board member, mayor, or county-municipal civil defense director) has the best understanding of the county board member's civil defense role? (Summary to Chapter 5.)

2. Which role-definer (county board member, mayor, or county-municipal civil defense director) has the best understanding of the mayor's civil defense role? (Summary to Chapter 6.)

3. Which role-definer (county board member, mayor, or county-municipal civil defense director) has the best understanding of the county-municipal civil defense director's role? (Summary to Chapter 7.)

Briefly the difference between Chapters 5, 6 and 7 and Chapter 8 is that in Chapters 5, 6 and 7 a role was held fixed and the role-definers varied, whereas in Chapter 8 the role-definer is fixed and the role is varied.

In order to empirically analyze the three specific questions central to this chapter it is necessary to build a consensus score (or scores) that, for each role-definer, is (are) easily comparable across the three roles being defined. The notion of easy comparability is important because the "ideal" role definitions of county board members, mayors, and county-municipal civil defense directors have differing numbers of "possible responsibility" items. The "ideal" definition of the county board member's role consisted of 12 "possible responsibility" items; the "ideal" role for mayors, seven items; and the "ideal" role for county-municipal civil defense directors, 12 items. Because of the differing number of items in each "ideal" role definition it is not possible to use the actual number of "correct" items as a consensus score, as was used in Chapters 5, 6 and 7 when the unit of analysis was the individual role-definer.

In this chapter, the percentage of correct items is used as a consensus score for each role-definer. In this chapter, as in Chapters 5, 6 and 7, consensus scores will be analyzed in two frameworks for each of the questions central to this chapter. In each framework, the unit of analysis is the individual role-definer. The first framework considers the percentage of "responsibility" items for a given role that the role-definer had "correctly" indicated as being responsibilities. The second framework considers the percentage of "possible responsibility" items for a given role that the role-definer had "correctly" indicated as being either a "responsibility" or, a "non-responsibility."

An example of an individual role-definer's consensus score in the "responsibility" framework is as follows: if he identified three of the six county board member responsibilities, his county board member consensus score would be 50. If he correctly identified two of five mayor "responsibility"

items, his mayor consensus score would be 40. If he correctly identified eight of ten county-municipal civil defense director responsibility items, his county-municipal civil defense director consensus score would be 80. Thus this role-definer had a better understanding of the role of the county-municipal civil defense director than of the other two roles.

Framework 1: Role-Definers and Responsibility Items

Role-definers: county board members

The question explored in this section is: For which role do county board members have the best understanding of "responsibility" items: the county board member's role, the mayor's role, or the county-municipal civil defense director's role?

The answer to this question is found in Table 40. (Table 40 is essentially a summary of Tables 2, 15 and 28, but with percentages rather than actual numbers.)

The distributions of county board members' responsibility consensus scores are presented in Table 40.

The column headed "Board member" shows responsibility consensus scores for county board members when their responses defining a county board member's role are compared to an "ideal" definition of the county board member's role (Consensus Comparison 1).

The column headed "Mayor" shows responsibility consensus scores for county board members, when their responses defining a mayor's role are compared to an "ideal" definition of the mayor's role, which is Consensus Comparison 4 (thus the "CC4" in the column heading).

The column headed "Local CD director" shows responsibility consensus scores for county board members when their responses defining a local director's role are compared to an "ideal" definition of the local (county-municipal) civil defense director's role, which is Consensus Comparison 7.

When an analysis is made of county board members' responsibility consensus scores in Table 40, it is seen that they understood the mayor's role (CC4) less well than either their own role (CC1) or the director's role (CC7). None of the county board members received a score above 80 on the mayor's role.

Table 40. County board members' responsibility consensus scores compared across roles

Responsibility consensus scores	Role defined by county board members					
	CC1[a] Board member		CC4 Mayor		CC7 Local CD director	
	No.	% of 9	No.	% of 9	No.	% of 9
0-10	0	0.0	0	0.0	0	0.0
11-20	0	0.0	0	0.0	0	0.0
21-30	0	0.0	0	0.0	0	0.0
31-40	0	0.0	0	0.0	0	0.0
41-50	0	0.0	0	0.0	0	0.0
51-60	0	0.0	1	11.1	0	0.0
61-70	5	55.6	0	0.0	3	33.3
71-80	0	0.0	8	88.9	1	11.1
81-90	3	33.3	0	0.0	2	22.2
91-100	1	11.1	0	0.0	3	33.3
Totals	9	100.0	9	100.0	9	100.0

[a]CC1 refers to Consensus Comparison 1.

County board members understood the county-municipal civil defense director's role (CC7) better than either their own role (CC1) or the mayor's role (CC4). Fifty-five percent of the county board members received scores above 80 for the director's role, as compared with 44 percent with scores above 80 for their own role and zero percent for the mayor's role.

Role-definers: mayors

The question explored in this section is: For which role do mayors have the best understanding of "responsibility" items: the county board member's role, the mayor's role, or the county-municipal civil defense director's role?

The answer to this question is presented in Table 41. (Table 41 is essentially a summary of Tables 5, 18 and 31, but with percentages rather than actual numbers.)

The distributions of mayors' responsibility consensus scores are presented in Table 41.

The column headed "Board member" shows responsibility consensus scores for mayors, when their responses defining a county board member's role are compared to an "ideal" definition of the county board member's role, which is Consensus Comparison 2.

The column headed "Mayor" shows responsibility consensus scores for mayors, when their responses defining a mayor's role are compared to an "ideal" definition of the mayor's role, which is Consensus Comparison 5.

The column headed "Local CD director" shows responsibility consensus scores for mayors, when their responses defining a local director's role are compared to an "ideal" definition of the local civil defense director's role, which is Consensus Comparison 8.

Table 41. Mayors' responsibility consensus scores compared across roles

Responsibility consensus scores	Role defined by mayors					
	CC2 Board member		CC5 Mayor		CC8 Local CD director	
	No.	% of 21	No.	% of 21	No.	% of 21
0-10	1	4.8	0	0.0	0	0.0
11-20	0	0.0	0	0.0	0	0.0
21-30	0	0.0	0	0.0	0	0.0
31-40	0	0.0	2	9.5	0	0.0
41-50	2	9.5	0	0.0	1	4.8
51-60	0	0.0	5	23.8	0	0.0
61-70	3	14.3	0	0.0	7	33.3
71-80	0	0.0	13	61.9	9	42.9
81-90	12	57.1	0	0.0	4	19.0
91-100	3	14.3	1	4.8	0	0.0
Totals	21	100.0	21	99.9	21	100.0

An analysis of mayors' scores in Table 41 shows that mayors distribute themselves over a wider range of scores for the county board member's role (CC2) and the mayor's role (CC5) than for the county-municipal civil defense director's role (CC8). Seventy-one percent of the mayors received scores above 80 on the county board member's role; only five percent of the mayors received scores above 80 on their own role; and 19 percent received scores above 80 on the director's role. Mayors did not understand their own role better than the other two roles.

Role-definers: county-municipal civil defense directors

The question explored in this section is: For which role do county-municipal civil defense directors have the best understanding of "responsibility" items: the county board member's role, the mayor's role, or the county-municipal civil defense director's role?

The answer to this question is presented in Table 42. (Table 42 is essentially a summary of Tables 8, 21 and 34, but with percentages rather than actual numbers.)

The distributions of local (county-municipal) civil defense directors' responsibility consensus scores are presented in Table 42.

The column headed "Board member" shows responsibility consensus scores for local civil defense directors when their responses defining a board member's role are compared to an "ideal" definition of the board member's role, which is Consensus Comparison 3.

The column headed "Mayor" shows consensus scores for local civil defense directors when their responses defining a mayor's role are compared to an "ideal" definition of the mayor's role, which is Consensus Comparison 6.

The column headed "Local CD director" shows consensus scores for local (county-municipal) civil defense directors, when their responses defining a local director's role are compared to an "ideal" definition of the local civil defense director's role, which is consensus comparison 9.

An analysis of Table 42 shows that most county-municipal civil defense directors understand the county board member's role (CC3) better than the mayor's role or their own role. Eighty-nine percent of the directors

Table 42. County-municipal civil defense directors' responsibility consensus scores compared across roles

Responsibility consensus scores	Role defined by local CD directors					
	CC3 Board member		CC6 Mayor		CC9 Local CD director	
	No.	% of 9	No.	% of 9	No.	% of 9
0-10	0	0.0	0	0.0	0	0.0
11-20	0	0.0	0	0.0	0	0.0
21-30	0	0.0	0	0.0	0	0.0
31-40	1	11.1	1	11.1	0	0.0
41-50	0	0.0	0	0.0	0	0.0
51-60	0	0.0	1	11.1	0	0.0
61-70	0	0.0	0	0.0	2	22.2
71-80	0	0.0	5	55.6	2	22.2
81-90	6	66.7	0	0.0	4	44.4
91-100	2	22.2	2	22.2	1	11.1
Totals	9	100.0	9	100.0	9	99.9

received scores above 80 for the county board member's role. Only 22 percent of the directors received scores above 80 for the mayor's role. Fifty-six percent received scores of 80 or more for the director's role. A few directors received low scores on the roles of board members and mayors, while no director received a score below 61 on his own role.

Framework 2: Role-Definers and Possible Responsibility Items

Role-definers: county board members

The question analyzed in this section is: Do county board members understand the "possible responsibility" items of their own role (Consensus Comparison 1) better than they understand the "possible responsibility" items of the mayor's role (Consensus Comparison 4) or the "possible responsibility" items of the county-municipal civil defense director's role (Consensus Comparison 7).

The answer to this question is presented in Table 43. (Table 43 is essentially a summary of Tables 3, 16 and 29, but with percentages rather than actual numbers.)

The distributions of county board members' possible responsibility consensus scores are presented in Table 43.

The column headed "Board member" shows possible responsibility consensus scores for county board members when their responses defining the role of county board members are compared to an "ideal" definition of the county board member's role (Consensus Comparison 1).

The column headed "Mayor" shows consensus scores for county board members when their responses defining a mayor's role are compared to an "ideal" definition of the mayor's role (Consensus Comparison 4).

The column headed "Local CD director" shows consensus scores for county board members when their responses defining a local director's role are compared to an "ideal" definition of the local (county-municipal) civil defense director's role (Consensus Comparison 7).

Table 43. County board members' possible responsibility consensus scores compared across roles

Possible responsibility consensus score	Role defined by county board members					
	CC1[a] Board member		CC4 Mayor		CC7 Local CD director	
	No.	% of 9	No.	% of 9	No.	% of 9
0-10	0	0.0	0	0.0	0	0.0
11-20	0	0.0	0	0.0	0	0.0
21-30	0	0.0	0	0.0	0	0.0
31-40	1	11.1	0	0.0	0	0.0
41-50	1	11.1	0	0.0	0	0.0
51-60	4	44.4	0	0.0	0	0.0
61-70	3	33.3	0	0.0	2	22.2
71-80	0	0.0	5	55.6	1	11.1
81-90	0	0.0	4	44.4	3	33.3
91-100	0	0.0	0	0.0	3	33.3
Totals	9	99.9	9	100.0	9	99.9

[a]CC1 refers to Consensus Comparison 1.

When an analysis is made of county board members' scores in Table 43, it is seen that they understood both the mayor's role (CC4) and the local civil defense director's role (CC7) better than their own role (CC1). When all "possible responsibility" items are considered (as they are in Table 43), it is seen that none of the county board members received consensus scores above 80 for their own role. However, 44 percent of the county board members received scores above 80 for the mayor's role and 67 percent received scores above 80 for the director's role. Twenty-two percent of the county board members received scores of 50 or below on their own role, but none scored that low for the mayor's role or the director's role.

Role-definers: mayors

The question analyzed in this section is: Do mayors understand the "possible responsibility" items of their own role (Consensus Comparison 5) better than they understand the "possible responsibility" items of the county board member's role (Consensus Comparison 2) or the "possible responsibility" items of the county-municipal civil defense director's role (Consensus Comparison 8)?

The answer to this question is found in Table 44. (Table 44 is essentially a summary of Tables 6, 19 and 32, but with percentages rather than actual numbers.)

The distributions of mayors' possible responsibility consensus scores are presented in Table 44.

The column headed "Board member" shows consensus scores for mayors, when their responses defining a county board member's role are compared to an "ideal" definition of the county board member's role (Consensus Comparison 2).

The column headed "Mayor" shows consensus scores for mayors when their responses defining a mayor's role are compared to an "ideal" definition of the mayor's role (Consensus Comparison 5).

The column headed "Local CD director" shows consensus scores for mayors, when their responses defining a local civil defense director's role are compared to an "ideal" definition of the local civil defense director's role (Consensus Comparison 8).

Table 44. Mayors' possible responsibility consensus scores compared across roles

Possible responsibility consensus score	Role defined by mayors					
	CC2 Board member		CC5 Mayor		CC8 Local CD director	
	No.	% of 21	No.	% of 21	No.	% of 21
0-10	1	4.8	0	0.0	0	0.0
11-20	0	0.0	0	0.0	0	0.0
21-30	0	0.0	0	0.0	0	0.0
31-40	2	9.5	0	0.0	0	0.0
41-50	9	42.9	0	0.0	0	0.0
51-60	3	14.3	4	19.0	1	4.8
61-70	1	4.8	0	0.0	4	19.0
71-80	1	4.8	11	52.4	6	28.6
81-90	2	9.5	6	28.6	7	33.3
91-100	2	9.5	0	0.0	3	14.3
Totals	21	100.0	21	100.0	21	100.0

The scores in Table 44 show that mayors distribute themselves over a wider range of scores for the county board member's role (CC2) than for the mayor's role (CC5) or the director's role (CC8). Nineteen percent of the mayors received scores above 80 for the county board member's role; 29 percent of the mayors received scores above 80 for their own role; and 47 percent of the mayors received scores above 80 for the director's role.

Role-definers: county-municipal civil defense directors

The question analyzed in this section is: Do county-municipal civil defense directors understand the "possible responsibility" items of their own role (Consensus Comparison 9) better than they understand the "possible responsibility" items of the county board member's role (Consensus Comparison 3) or the "possible responsibility" items of the mayor's role (Consensus Comparison 6)?

The answer to this question is found in Table 45. (Table 45 is essentially a summary of Tables 9, 22 and 35, but with percentages rather than actual numbers.)

The distributions of local (county-municipal) civil defense directors' possible responsibility consensus scores are presented in Table 45.

The column headed "Board members" shows consensus scores for local civil defense directors when their responses defining a county board member's role are compared to an "ideal" definition of the county board member's role (Consensus Comparison 3).

The column headed "Mayor" shows scores for local civil defense directors, when their responses are compared to an "ideal" definition of the mayor's role (Consensus Comparison 6).

The column headed "Local CD director" shows scores for local civil defense directors, when their responses are compared to an "ideal" definition of the local civil defense director's role (Consensus Comparison 9).

Table 45. County-municipal civil defense directors' possible responsibility consensus scores compared across roles

Possible responsibility consensus score	Role defined by local CD directors					
	CC3 Board member		CC6 Mayor		CC9 Local CD director	
	No.	% of 9	No.	% of 9	No.	% of 9
0-10	0	0.0	0	0.0	0	0.0
11-20	0	0.0	0	0.0	0	0.0
21-30	0	0.0	0	0.0	0	0.0
31-40	0	0.0	0	0.0	0	0.0
41-50	2	22.2	0	0.0	0	0.0
51-60	3	33.3	2	22.2	0	0.0
61-70	1	11.1	0	0.0	0	0.0
71-80	1	11.1	5	55.6	2	22.2
81-90	1	11.1	1	11.1	5	55.6
91-100	1	11.1	1	11.1	2	22.2
Totals	9	99.9	9	100.0	9	100.0

An analysis of Table 45 shows that county-municipal civil defense directors understand their own role (CC9) better than either of the other roles. Not only are the scores higher but the range is narrower. Seventy-eight percent of the directors received a score of over 80 for their own role, whereas only 22 percent received scores that high for the county board member's role or the mayor's role. The directors also understood the mayor's role better than the county board member's role.

Summary

The following summarizes answers to these questions:

1. Do county board members understand their own civil defense role better than they understand the mayor's civil defense role or the local civil defense director's role?

2. Do mayors understand their own civil defense role better than they understand the county board member's civil defense role or the local civil defense director's role?

3. Do local civil defense directors understand their own civil defense role better than they understand the county board member's civil defense role or the mayor's civil defense role.

Role-definers: county board members

Responsibility items When the county board members' perceptions of the three roles were compared, it was found that the county board members understood the local civil defense director's role better than either their own role or the mayor's role. And they understood their own role better than the mayor's role.

Possible responsibility items When the county board members' perceptions of the three roles were compared (on non-responsibility as well as responsibility items), it was found that the county board members understood the local civil defense director's role better than either their own role or the mayor's role. But here they understood the mayor's role better than their own role.

Role-definers: mayors

Responsibility items When the mayors' perceptions of the three roles were compared, it was found that the mayors understood the county board member's role better than either their own role or the local civil defense director's role. And they understood the county board member's role better than the local civil defense director's role.

Possible responsibility items When the mayors' perceptions of the three roles were compared (on non-responsibility as well as responsibility items), it was found that the mayors understood the local civil defense director's role better than either the mayor's role or the county board member's role. And it was found that the mayors understood their own role better than the county board member's role.

Role-definers: local civil defense directors

Responsibility items When the local civil defense directors' perceptions of the three roles were compared, it was found that the directors understood the county board member's role better than the mayor's role or their own role.

Possible responsibility items When the local civil defense directors' perceptions of the three roles were compared (on non-responsibility as well as responsibility items), it was found that the directors understood their own role better than either the county board member's role or the mayor's role. And the directors understood the mayor's role better than the county board member's role.

Chapter 9

CONGRUENCE COMPARISONS

Introduction

The questions and findings discussed thus far in this report have focused on consensus comparisons. The analysis of consensus comparisons is very important, however it does not include any consideration of role performance. "Role performance" is defined in Chapter 2 as the actual behavior of an incumbent of a position. For example, the actual task-behavior of the local civil defense director is his "role performance." This chapter introduces the concept of role performance, as the focus of analysis changes from consensus comparisons to congruence comparisons. In Chapter 2 "congruence" is defined as the correspondence (or agreement) between a definition of a role and a perception of the incumbent's performance of that role.

The congruence comparisons in this report are comparisons made for the purpose of determining congruence between an "ideal" definition of a given role and a "role performance evaluator's" evaluation of the incumbent's performance of that role. Thus, congruence comparisons focus on "role performance" whereas the consensus comparisons in the previous chapters dealt with agreement between different role definitions.

The several types of defined roles and the several types of role performance evaluators (respondents)[1] are presented in the following figure.

Each of the numbered cells in Figure 46 represents a congruence comparison. Cell "1," for example, represents Congruence Comparison 1: a comparison of the "ideal" definition of the civil defense role of county board members and the performance of the county board members' role as evaluated by the county board members. Cell "2" compares the "ideal" definition of the role of county board members and the performance of the county board members' role as evaluated by the mayors (Congruence Comparison 2). Cell "3" compares the "ideal" definition of the role of county board members and their performance as evaluated by local civil defense directors (Congruence Comparison 3). And so on, for the remaining six cells.

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[1]Respondents are called "role-definers" in the foregoing discussion of consensus of role definitions. These same respondents are called "role performance evaluators" in the present discussion of congruence.

Figure 46. Congruence comparisons: comparisons of "ideal" definitions of a given role and evaluations of the incumbent's performance of that role

Role defined	Role performance evaluators: (1) County Board Members' Evaluation of Performance of	(2) Mayors' Evaluation of Performance of	(3) Civil Defense Directors' Evaluation of Performance of
"Ideal" Definition of Role of ↓	1. County Board Members	2. County Board Members	3. County Board Members
"Ideal" Definition of Role of ↓	4. Mayors	5. Mayors	6. Mayors
"Ideal" Definition of Role of ↓	7. Civil Defense Directors	8. Civil Defense Directors	9. Civil Defense Directors

Why Study Congruence Comparisons

There are a number of reasons for studying the degree of congruence between an "ideal" definition of a given role and various role-definers' evaluations of the incumbent's performance of that role. Some of these reasons are discussed briefly in this section.

One of the goals of federal, state, and local civil defense personnel is to have local government officials perform the civil defense role expected of them. An analysis of consensus comparisons may or may not show that local officials "correctly" understand their civil defense roles. However, whether or not they understand them, it is also important to know whether or not the "ideal" roles are being performed by local officials.

The analysis of congruence comparisons in this report will provide insights into the extent to which local elected officials and local civil defense directors are performing their "ideal" roles as delineated by official state sources. (See Cells 1, 5 and 9 in Figure 46.)

The congruence analysis will also provide insights into the extent to which selected local elected officials (mayors and county board members) and local civil defense directors evaluate each others' performances, utilizing

the "ideal" role expectations as delineated by official state sources as criteria. (See Cells 2, 3, 4, 6, 7, and 8 of Figure 46.)

The findings relating to the above questions may have implications for the implementation of civil defense. If it is found that certain incumbents are not performing the tasks expected of them, an evaluation of past methods used to encourage performance may be suggested.

How Study Congruence Comparisons

The analysis of congruence comparisons can be carried out by utilizing either one of two meaningful units of analysis, as was done in the analysis of consensus comparisons.

One unit of analysis is the "possible responsibility" item. That is, each "possible responsibility" item can be the starting point for analysis. This would show for any given item the number and percentage of role performance evaluators (such as county board members) who said the "possible responsibility" represented by that item had been performed by the incumbent of the position being considered. For clarity of presentation, "possible responsibility" items are separated in the tables into "responsibility" items and "non-responsibility" items. The "possible responsibility" items are used as the unit of analysis for the first two tables in each congruence comparison (Congruence Comparison 1 through Congruence Comparison 9).

An analysis based upon items is not a "congruence" analysis, as each "role" under consideration in this report is defined as a set of "possible responsibility" items. Therefore, a congruence analysis must be based upon a set of items rather than upon individual items. Although an analysis based upon items is not a "congruence" analysis, it is meaningful.

A second unit of analysis is the individual role performance evaluator. That is, each role performance evaluator can be the starting point for the congruence analysis. Using the role performance evaluator as the unit of analysis, it is possible to show the number of "possible responsibilities" any one role performance evaluator said had been carried out by position incumbents. The individual role performance evaluator is the unit of analysis for the third and fourth tables presented for Congruence Comparisons 1 through 9. The use of the individual as the unit of analysis yields a

"congruence" analysis because for each individual role performance evaluator there is a response to each entire set of it ns (for a given role). In this analysis, individuals' perceptions of role performance can be compared with what "ideally" should be performed.

County Board Member's Civil Defense Role Performance

Congruence Comparisons 1 through 3 focus on the role performance evaluator's perception of the civil defense role performance of county board members. The "ideal" definition of the civil defense role of county board members is compared with the county board members' performance in that role, as evaluated by (1) county board members, (2) mayors, and (3) local civil defense directors.

Each respondent was shown a list of "possible responsibilities," some of which were "responsibilities" and some of which were "non-responsibilities" of county board members. Each respondent was asked whether or not each "possible responsibility" had been performed by county board members. A determination was then made of the amount of congruence (agreement) between what the "ideal" definition said the county board member should do and what the respondents said the county board member did do. The findings are discussed below.

Individual item analysis The findings of the individual item analysis will be presented as an answer to the following question:

To what extent did each group of role performance evaluators (county board members, mayors, and local civil defense directors) perceive that county board members had carried out each "ideal" task item?

The answer to the above question is found in Table 47.

Table 47. Number of role performance evaluators who said county board members had performed "possible responsibility" items

"Responsibility" items	Role performance evaluators: Board members No.	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
(2) Appoint one of its members to the Joint County-Municipal Civil Defense Administration	4	44.4	9	42.9	7	77.8
(3) Appropriate funds for civil defense	6	66.7	10	47.6	7	77.8
(6) Prepare for continuity of government in an emergency	6	66.7	7	33.3	1	11.1
(7) Develop a plan for the preservation of essential records	9	100.0	8	38.1	5	55.6
(10) Promote the licensing, marking and stocking of shelter spaces in buildings	4	44.4	8	38.1	0	0.0
(11) Establish an Emergency Operating Center for government	2	22.2	6	28.6	3	33.3

"Non-responsibility" items	Role performance evaluators: Board members No.	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
(1) Prepare an annual civil defense budget	3	33.3	4	19.0	3	33.3
(4) Appoint the county-municipal civil defense director	8	88.9	10	47.6	5	55.6
(5) Direct the activities of the county-municipal civil defense director	2	22.2	7	33.3	1	11.1
(8) Be in charge following natural disasters in the county	3	33.3	1	4.8	0	0.0
(9) Coordinate efforts of fire services in the county	3	33.3	4	19.0	1	11.1
(12) Develop a basic operational plan	0	0.0	0	0.0	1	11.1

Responsibility items The percentages for Responsibility Item 2 in Table 47 show to what extent each group of role performance evaluators perceived that county board members carried out the responsibility: "Appoint one of (the county board members) to the Joint County-Municipal Civil Defense Administration." Forty-four percent of the county board members, 43 percent of the mayors, and 78 percent of the local civil defense directors said that the county board had appointed one of its members to the Joint Administration. There is not agreement on the level of performance by county board members, mayors and local civil defense directors on this item.

Two-thirds (67 percent) of the county board members said that they had carried out Responsibility Item 3: "Appropriate funds for civil defense." Half (48 percent) of the mayors and three-fourths (78 percent) of the directors said that county board members had appropriated funds for civil defense.

Two-thirds (67 percent) of the county board members said they had carried out Responsibility Item 6: "Prepare for continuity of government in an emergency." Only one-third of the mayors and one-tenth of the directors perceived that the county board members had done so.

All county board members said they had worked to: "Develop a plan for the preservation of essential records (Responsibility Item 7)." One-third (38 percent) of the mayors and 56 percent of the directors said that county board members have made such efforts.

Forty-four percent of the county board members said they had worked to: "Promote the licensing, marking and stocking of shelter spaces in buildings (Item 10)." Nearly the same percentage (38 percent) of mayors had the same perception. However, none of the local civil defense directors perceived that county board members had done anything to promote the licensing, marking and stocking of buildings for shelter.

Between 22 and 33 percent of all evaluators said Responsibility Item 11 had been performed by county board members: "Establish an Emergency Operating Center for government."

Non-responsibility items The percentages for non-responsibility items show to what extent each group of role performance evaluators perceived that county board members had carried out non-responsibilities. One-third (33 percent) of the county board members, one-fifth (19 percent) of the mayors,

and one-third (33 percent) of the local civil defense directors said that county board members had "(Prepared) an annual civil defense budget (Item 1)." It is the responsibility of the Joint County-Municipal Civil Defense Administration rather than of the county board to prepare the county-level civil defense budget.

Eighty-nine percent of the county board members, 48 percent of the mayors, and 56 percent of the county-municipal civil defense directors said that county board members had "(Appointed) the county-municipal civil defense director (Item 4)," when in fact, this is a responsibility of the Joint Administration. It is interesting to note the discrepancy between the perceptions of county board members and directors about who appointed the directors.

Twenty-two percent of the county board members, 33 percent of the mayors, and 11 percent of the directors said county board members had performed Non-responsibility Item 5: "Direct the activities of the county-municipal civil defense director."

One-third of the county board members, five percent of the mayors, and none of the directors said that county board members have performed Non-responsibility Item 8: "Be in charge following natural disasters in the county."

One-third of the county board members, one-fifth (19 percent) of the mayors and one-tenth (11 percent) of the directors said that county board members had "(Coordinated) . . . fire services . . . (Item 9)."

None of the county board members, none of the mayors, and one (11 percent) of the directors said that county board members had "(Developed) a basic operational plan (Item 12)."

Individual role performance evaluators as the unit of analysis The findings of the analysis using role performance evaluators as the unit of analysis will be presented as an answer to the following question:

Does the person whose role performance is under consideration (in this case, the county board member) see himself as performing more of the role items than do other role performance evaluators? That is, does he evaluate his role performance as being higher than do other role performance evaluators?

The answer to the above question is found in Table 48.

Table 48. Number of "possible responsibility" items performed by county board members, as perceived by role performance evaluators

Number of responsibility items performed	Role performance evaluators: Board members No.	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
0	0	0.0	5	23.8	0	0.0
1	0	0.0	1	4.8	1	11.1
2	2	22.2	4	19.0	4	44.4
3	4	44.4	6	28.6	2	22.2
4	1	11.1	4	19.0	2	22.2
5	1	11.1	1	4.8	0	0.0
6	1	11.1	0	0.0	0	0.0

Number of non-responsibility items performed	Role performance evaluators: Board members No.	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
0	0	0.0	9	42.9	3	33.3
1	1	11.1	5	23.8	2	22.2
2	6	66.7	2	9.5	3	33.3
3	2	22.2	3	14.3	1	11.1
4	0	0.0	2	9.5	0	0.0
5	0	0.0	0	0.0	0	0.0
6	0	0.0	0	0.0	0	0.0

Responsibility items The distributions of percentages in Table 48 indicate the number of "possible responsibility" items carried out by county board members as perceived by each group of role performance evaluators. Three-fourths (78 percent) of the county board members said they had performed three to six of the responsibility items. But only 52 percent of the mayors and 44 percent of the local civil defense director perceived that the county board members had carried out as many as three out of the six responsibility items.

One-fourth (22 percent) of the county board members considered that they had carried out all or all but one of the responsibility items, that is, either five or six items. Only five percent of the mayors and none of the directors perceived that the county board members had performed this many items.

One-fourth (24 percent) of the mayors perceived that county board members had not carried out any of the responsibility items. All the county board members and directors believed that at least some responsibility items had been carried out.

There is higher congruence between the county board members' evaluation of their role performance and the "ideal" definition of their role than there was among the mayors' and directors' congruence comparisons of the role of county board members.

Non-responsibility items Of the non-responsibility items, one-fourth (22 percent) of the county board members, one-fourth (25 percent) of the mayors and one-tenth (11 percent) of the directors perceived that county board members had performed at least one-half of the non-responsibility items.

All of the county board members indicated that they had completed at least some of the non-responsibility items. Forty-three percent of the mayors and one-third of the directors said the county board members had not performed any of the non-responsibility items.

There is relatively high congruence between the directors' perceptions of the county board members' performance of non-responsibilities and the "ideal" role definition. The mayors' responses showed greater congruence with the "ideal" role definition than did the county board members' responses. There would have been complete congruence on non-responsibility items if none had been performed.

One implication may be that county board members need a better understanding of their "ideal" roles than they now have if they are to perform their roles more effectively.

Mayor's Civil Defense Role Performance

Congruence Comparisons 4 through 6 focus on the role performance evaluator's perception of the civil defense role performance of mayors. The "ideal" definition of the civil defense role of mayors is compared with the mayors' performance in that role, as evaluated by (4) county board members, (5) mayors, and (6) local civil defense directors.

Each respondent was shown a list of "possible responsibilities," some of which were "responsibilities" and some of which were "non-responsibilities" of mayors. Each respondent was asked whether or not each "possible responsibility" had been performed by mayors. A determination was then made of the amount of congruence (agreement) between the "ideal" definition of what the mayor should do and what the respondents said the mayor did do. The findings are discussed below.

Individual item analysis The findings of the individual item analysis will be presented as an answer to the following question:

To what extent did each group of role performance evaluators (county board members, mayors and local civil defense directors) perceive that mayors had carried out each "ideal" task item?

The answer to the above question is found in Table 49.

Table 49. Number of role performance evaluators who said mayors had performed "possible responsibility" items

"Responsibility" items	Role performance evaluators: Board members No.	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
(1) Attend or send a representative to Joint County-Municipal Civil Defense Administration meetings (or, Attend CD planning meetings)	8	88.9	15	71.4	7	77.8
(3) Prepare for continuity of government in an emergency	6	66.7	9	42.9	4	44.4
(4) Attend civil defense information and training programs	4	44.4	15	71.4	3	33.3
(5) Develop and conduct civil defense training programs	0	0.0	1	4.8	2	22.2
(7) Promote the licensing, marking and stocking of shelter spaces in buildings	6	66.7	13	61.9	4	44.4

"Non-responsibility" items	Role performance evaluators: Board members No.	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
(2) Direct the activities of the county-municipal civil defense director	3	33.3	6	28.6	6	66.7
(6) Disseminate anti-communist literature	0	0.0	0	0.0	1	11.1

Responsibility items The percentages for Responsibility Item 1, in Table 49, show to what extent each group of role performance evaluators perceived that mayors had carried out the responsibility: "Attend or send a representative to Joint County-Municipal Civil Defense Administration meetings." Eighty-nine percent of the county board members, 71 percent of the mayors, and 78 percent of the local civil defense directors said that the mayors had attended or sent representatives to the meetings.

Two-thirds (67 percent) of the county board members said that mayors had performed Responsibility Item 3: "Prepare for continuity of government in an emergency." Forty-three percent of the mayors and 44 percent of the local civil defense directors stated that mayors had done so.

Forty-four percent of the county board members stated that mayors had carried out Responsibility Item 4: "Attend civil defense information and training programs." About three-fourths (71 percent) of the mayors and one-third (33 percent) of the local civil defense directors replied that mayors had attended such programs.

None of the county board members perceived that mayors had carried out Responsibility Item 5: "Develop and conduct civil defense training programs." Only 5 percent of the mayors and 22 percent of the local civil defense directors perceived that mayors had carried out this responsibility.

Two-thirds (67 percent) of the county board members said that mayors had performed Responsibility Item 7: "Promote the licensing, marking and stocking of shelter spaces in buildings." Sixty-two percent of the mayors and 44 percent of the local civil defense directors perceived that mayors had promoted the licensing, marking and stocking program.

Non-responsibility items About one-third of the county board members (33 percent) and mayors (29 percent), and two-thirds (67 percent) of the directors said that mayors had performed Non-responsibility Item 2: "Direct the activities of the county-municipal civil defense director."

None of the county board members, none of the mayors, and 11 percent of the directors said that mayors had "(Disseminated) anti-communist literature (Item 6)." It is possible that a mayor or mayors other than those interviewed actually had disseminated such literature.

Individual role performance evaluators as the unit of analysis The findings of the analysis using role performance evaluators as the unit of analysis will be presented as an answer to the following question:

Does the person whose role performance is under consideration (in this case, the mayor) see himself as performing more of the role items than do other role performance evaluators? That is, does he evaluate his role performance as being higher than do other role performance evaluators?

The answer to the above question is found in Table 50.

Table 50. Number of "possible responsibility" items performed by mayors, as perceived by role performance evaluators

Number of responsibility items performed	Role performance evaluators: Board members No.	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
0	0	0.0	2	9.5	1	11.1
1	0	0.0	3	14.3	1	11.1
2	5	55.6	5	23.8	3	33.3
3	2	22.2	4	19.0	3	33.3
4	2	22.2	7	33.3	1	11.1
5	0	0.0	0	0.0	0	0.0

Number of non-responsibility items performed	Role performance evaluators: Board members No.	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
0	6	66.7	15	71.4	3	33.3
1	3	33.3	6	28.6	5	55.6
2	0	0.0	0	0.0	1	11.1

Responsibility items The distributions of percentages in Table 50 indicate the number of "possible responsibility" items carried out by mayors as perceived by each group of role performance evaluators. None of the role performance evaluators (county board members, mayors and local civil defense directors) said that mayors had carried out all five of the "ideal" responsibility items.

All of the county board members said that mayors had performed two or more of the five items. Seventy-six percent of the mayors and 77 percent of the local civil defense directors said that mayors had performed two or more of the items.

About ten percent of both the mayors and directors perceived that mayors had performed none of the responsibility items.

Non-responsibility items With regard to the non-responsibility items, more than two-thirds of the county board members and mayors and one-third of the directors said that mayors had performed none of the non-responsibility items. About one-third of both county board members and mayors said that mayors had performed one of the non-responsibility items. Two-thirds of the local civil defense directors said that mayors had carried out either one or two of the non-responsibility items. There would have been complete congruence with the "ideal" definition of the mayor's role if none of the non-responsibility items had been performed.

County-Municipal Civil Defense Director's Role Performance

Congruence Comparisons 7 through 9 focus on the role performance evaluator's perception of the civil defense role performance of county-municipal civil defense directors. The "ideal" definition of the civil defense role of county-municipal civil defense directors is compared with the directors' performance in that role, as evaluated by (1) county board members, (2) mayors, and (3) local civil defense directors.

Each role performance evaluator was shown a list of "possible responsibilities," some of which were "responsibilities" and some of which were "non-responsibilities" of county board members. Each role performance evaluator was asked whether or not each "possible responsibility" had been performed by local directors. A determination was then made of the amount of congruence (agreement) between what the "ideal" definition said the director should do and what the respondents said the director did do.

Individual item analysis The findings of the individual item analysis will be presented as an answer to the following question:

To what extent did each group of role performance evaluators (county board members, mayors and local civil defense directors) perceive that county-municipal civil defense directors had carried out each "ideal" task item?

The answer to the above question is found in Table 51.

Table 51. Number of role performance evaluators who said county-municipal civil defense directors had performed "possible responsibility" items

"Responsibility" items	Role performance evaluators: Board members No.	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
(1) Carry out civil defense public information programs	8	88.9	16	76.2	9	100.0
(3) Establish an Emergency Operating Center	3	33.3	9	42.9	4	44.4
(4) Prepare for continuity of government in an emergency	3	33.3	0	0.0	1	11.1
(5) Develop and conduct civil defense training programs	8	88.9	14	66.7	8	88.9
(6) Develop plans to care for evacuees	1	11.1	4	19.0	5	55 6
(7) Be in charge of any natural disaster in your area	3	33.3	1	4.8	2	22.2
(9) Carry out the existing licensing, marking and stocking shelter programs	9	100.0	18	85.7	8	88.9
(10) Develop a radiological monitoring capability	5	55.6	11	52.4	6	66.7
(11) Obtain federal surplus equipment for your county	4	44.4	10	47.6	5	55.6
(12) Work with volunteer organizations on civil defense	8	88.9	13	61.9	7	77.8

"Non-responsibility" items	Role performance evaluators: Board members No.	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
(2) Call out the National Guard in an emergency	0	0.0	0	0.0	0	0.0
(8) Disseminate anti-communist literature	0	0.0	0	0.0	0	0.0

Responsibility items The percentages for Responsibility Item 1 in Table 51 show to what extent each group of role performance evaluators perceived that county-municipal civil defense director had performed the responsibility: "Carry out civil defense public information programs." Most (89 percent) of the county board members, 76 percent of the mayors, and all of the directors perceived that local civil defense directors had performed this responsibility item.

One-third of the county board members and 43 percent of the mayors stated that directors had performed Responsibility Item 3: "Establish an Emergency Operating Center." Forty-four percent of the directors stated that they had done so.

One-third of the county board members and none of the mayors said that directors had performed Responsibility Item 4: "Prepare for continuity of government in an emergency." Only one (11 percent) director stated that he had done this.

Most (89 percent) of the county board members and two-thirds (67 percent) of the mayors perceived that directors had performed Responsibility Item 5: "Develop and conduct civil defense training programs." Fifty-six percent of the directors said that they had done this.

Eleven percent of the county board members and 19 percent of the mayors said that directors had carried out Responsibility Item 6: "Develop plans to care for evacuees." Fifty-six percent of the directors responded that they had done this.

One-third of the county board members and five percent of the mayors stated that director's had completed Responsibility Item 7: "Be in charge (following) any natural disaster in your area." Twenty-two percent of the directors said this task had been completed.

All of the county board members and 86 percent of the mayors responded that directors had performed Responsibility Item 9: "Carry out the existing licensing, marking and stocking shelter programs." Most (89 percent) of the civil defense directors said that they had done so.

About half (56 percent) of the county board members and half (52 percent) of the mayors said that directors had performed Responsibility Item 10: "Develop a radiological monitoring capability." Two-thirds (67 percent) of the directors stated that they had done this.

Less than one-half (44 percent) of the county board members and 48 percent of the mayors perceived that directors had performed Responsibility Item 11: "Obtain federal surplus equipment for your county." More than one-half (56 percent) of the directors responded that they had performed this task.

Eighty-nine percent of the county board members and 62 percent of the mayors replied that directors had carried out Responsibility Item 12: "Work with volunteer organizations on civil defense." Three-fourths (78 percent) of the directors said they had done so.

Non-responsibility items None of the role performance evaluators said that county-municipal civil defense directors had performed either of the non-responsibility items: "Call out the National Guard in an emergency (Item 2);" "Disseminate anti-communist literature (Item 8)."

Individual role performance evaluators as the unit of analysis The findings of the analysis using role performance evaluators as the unit of analysis will be presented as an answer to the following question:

Does the person whose role performance is under consideration (in this case, the county-municipal civil defense director) see himself as performing more of the role items than do other role performance evaluators? That is, does he evaluate his role performance as being higher than do other role performance evaluators?

The answer to the above question is found in Table 52.

Table 52. Number of "possible responsibility" items performed by county-municipal civil defense directors, as perceived by role performance evaluators

Number of responsibility items performed	Role performance evaluators: Board members No	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
0	0	0.0	2	9.5	0	0.0
1	0	0.0	1	4.8	0	0.0
2	1	11.1	1	4.8	1	11.1
3	0	0.0	4	19.0	1	11.1
4	2	22.2	0	0.0	0	0.0
5	0	0.0	4	19.0	0	0.0
6	2	22.2	4	19.0	2	22.2
7	2	22.2	3	14.3	2	22.2
8	2	22.2	2	9.5	3	33.3
9	0	0.0	0	0.0	0	0.0
10	0	0.0	0	0.0	0	0.0

Number of non-responsibility items performed	Role performance evaluators: Board members No.	Board members % of 9	Mayors No.	Mayors % of 21	Local CD directors No.	Local CD directors % of 9
0	9	100.0	21	100.0	9	100.0
1	0	0.0	0	0.0	0	0.0
2	0	0.0	0	0.0	0	0.0

Responsibility items The distributions of percentages in Table 52 indicate the number of "possible responsibility" items carried out by county-municipal (local) civil defense directors as perceived by each group of role performance evaluators (county board members, mayors and local civil defense directors). None of the role performance evaluators said that local civil defense directors had carried out all ten of the "ideal" responsibility items. Nor did nay of the role performance evaluators say that nine of the items had been carried out.

Two-thirds (67 percent) of the county board members, 43 percent of the mayors, and 78 percent of the directors stated that directors had performed six, seven, or eight of the items.

It was stated that directors had carried out two or fewer responsibility items by 11 percent of the county board members and directors and by 19 percent of the mayors.

Non-responsibility items There was complete congruence regarding non-responsibility items. All role performance evaluators said that local civil defense directors had performed none of the non-responsibility items.

Summary and Implications

County board member's "possible responsibility" items

Responsibility items Most county board members said they had performed two or three of the six responsibility items of county board members. Most mayors and local civil defense directors stated that county board members had performed three or less of the six ideal county board member's role responsibility items.

There was more congruence between the county board members' evaluation of their role performance and the "ideal" definition of the county board member's role, than there was congruence between mayors' and directors' perceptions of county board members performance and the "ideal" county board member's role.

Non-responsibility items County board members said they had performed many tasks which, according to the "ideal" role definition, are actually "non-responsibility" items for county board members. Many mayors and local civil defense directors also perceived that county board members had performed tasks which according to the "ideal" role definitions are actually "non-responsibility" items for county board members.

County board members said they had performed more of the non-responsibility items than mayors or local civil defense directors perceived the county board members had performed.

Mayor's "possible responsibility" items

Responsibility items Most mayors said they had performed three or less of the five responsibility items of mayors. Most county board members and local civil defense directors stated that mayors had performed two or three of the five responsibility items of mayors.

There was slightly more congruence between the county board members' evaluation of the mayor's role and the "ideal" role than there was congruence between mayors' and directors' perceptions of the mayor's performance and the "ideal" mayor's role.

Non-responsibility items Most mayors perceived that they had not performed tasks which according to the "ideal" role definition are "non-responsibility" items for mayors. Most county board members stated that mayors had not performed any non-responsibility tasks. Most local civil defense directors said that mayors had performed one of the two non-responsibility items.

Mayors said they had performed fewer non-responsibility items than either the county board members or the local civil defense directors perceived they had performed. More local civil defense directors stated that mayors had performed non-responsibility items than either mayors or county board members stated mayors had performed.

County-municipal civil defense director's "possible responsibility" items

Responsibility items Most local civil defense directors stated that they had performed six to eight of the ten responsibility items of local civil defense directors. Most of the county board members also said that the directors had performed six to eight of the ten responsibility items. Most of the mayors indicated that the directors had performed seven or fewer of the ten responsibility items.

There was more congruence between the local civil defense directors' evaluation of their role performance and the "ideal" definition of the directors' role than there was congruence between the mayors' perceptions of the directors' performance and the directors' "ideal" role. The county board members had about the same congruence between their perception of the performance of directors and the "ideal" directors' role as the directors had.

Non-responsibility items All of the role performance evaluators (county board members, mayors, and local civil defense directors) perceived that the local civil defense directors had not performed the two non-responsibility items.

The role performance evaluators showed complete congruence in their evaluation of the local civil defense directors' performance of non-responsibility items and the "ideal" definition of non-responsibility items.

In general, it can be said that county board members, mayors and county-municipal civil defense directors are not performing all their civil defense role responsibilities, as defined by official civil defense sources. Also, it can be said that county board members and mayors are performing tasks which are not their responsibilities, as defined by official civil defense sources.

Some implications are: If local government officials and local civil defense directors are to perform their civil defense roles effectively, (1) they should understand and perform their tasks; and (2) they should understand which tasks are not theirs, and not perform them. Which is to say, not only do local government officials and local civil defense directors need to understand their own civil defense roles, they need to understand the roles of others with local responsibility for civil defense.

One complaint sometimes heard from local government officials is that the state legislature and the many government organizations are demanding that they perform more tasks than they have time or facilities to perform. The foregoing analysis shows that some county board members and mayors are performing certain tasks which are not only unnecessary but which are actually component parts of roles of incumbents of other positions.

Chapter 10

SUMMARY

Responsibilities for Civil Defense

According to the Federal Civil Defense Act, civil defense is the joint responsibility of federal, state, and local governments. As originally enacted in 1951, the Federal Civil Defense Act stated that the "responsibility of civil defense shall be vested primarily in the States and their political subdivisions."[1] In 1958 the policy declaration was amended by Public Law 85-606 so that "the responsibility for civil defense (is) vested jointly in the Federal Government and the several States and their political subdivisions."[2]

General Objectives of the Research Study

The general purpose of this report is to study relationships between local government officials and the implementation of local civil defense. It is not feasible to focus on all such relationships. The general objectives of the report are:

1. To develop a conceptual framework to aid in the investigation of relationships between local elected government officials (county board members and mayors) and local civil defense, especially local civil defense directors. The conceptual framework focuses on role definitions (role expectations) and role performances.

2. To empirically test parts of the conceptual framework in a field study of local elected government officials and local civil defense.

3. To analyze the degree of consensus between two different role definitions of the same position. The three positions to be studied are those of the county board member, the mayor, and the local civil defense director. The role-definers will be the incumbents in these positions: county board members, mayors, and local civil defense directors.

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[1] Public Law 81-920, approved January 12, 1951, sec. 2 (64 Stat. 1246).

[2] Public Law 85-606, approved August 8, 1959, sec. 2 (72 Stat. 532).

4. To analyze the degree of congruence between role definitions and perceptions of role performances. The role definitions and role performances of county board members, mayors and local civil defense directors will be analyzed.

The Conceptu · Framework

The basic concepts used to study relationships between local governing bodies and local civil defense are "role," "role performance," "consensus," and "congruence."

"Role" is defined as a set of expectations applied to an incumbent of a position. For example, the set of civil defense tasks the mayor expects the local civil defense director to perform.

"Role performance" is defined as the actual behavior of an incumbent of a position. For example, the actual task-behavior of the local civil defense director is his "role performance."

"Consensus" is defined as the correspondence (or agreement) between two different sets of role definitions for a given position. For example, a county board member might define the local civil defense director's role quite differently than a mayor might; if so, it would be said that there is low consensus between the two role definitions.

"Congruence" is defined as the correspondence (or agreement) between a definition of a role and a perception of the incumbent's performance of that role. For example, a county board member might say the local civil defense director should perform certain tasks. If the county board member perceives that the director has, in fact, performed those tasks, it would then be said that there is high congruence between the county board member's definition of the director's role and the county board member's perception of the director's role performance.

The Study Population and Sample

The population

The population from which the study sample was selected is composed of the counties in Iowa which had (at the time the sample was selected) Joint County-Municipal Civil Defense Administrations. The name "Joint County-Municipal Civil Defense Administration" is the Iowa equivalent of the "county civil defense supervisory committee" found in many states. Each Joint County-Municipal Civil Defense Administration in Iowa, as legally organized, is composed of one member of the county board and the mayor (or mayor's representative) of each municipality which has passed a resolution to participate in it.

Sampling counties

The first characteristic considered when selecting sample counties was whether or not the county had an official Joint County-Municipal Civil Defense Administration on record with the State Office of Civil Defense. The counties which had an official Joint County-Municipal Civil Defense Administration (n = 64) were then divided into two groups: those with no Program Papers (n = 26) and those with Program Papers (n = 38).[1] Those counties with Program Papers were further subdivided into two groups: those receiving Personnel and Administrative (P & A) funds (n = 25) and those not receiving P & A funds (n = 13). The counties receiving P & A funds were then divided into two groups: one where the local director received no salary (n = 0) and one where the local director received some salary (n = 25). The 25 counties were further divided into two groups where the directors were paid full-time (n = 16) and paid part-time (n = 9).

After this categorization was completed, nine counties were selected for this pilot study. The nine counties were selected in such a way as to be a purposive, stratified sample of Iowa counties having Joint County-Municipal Civil Defense Administrations.

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[1] A Program Paper is a management document that prescribes specific tasks a local government should do to build its civil defense capability.

Sampling of local officials within counties

In each of the sample counties, persons holding three different positions were studied: county board members, mayors, and county-municipal civil defense directors.

County board members (n = 9) In each of the sample counties, one county board member was selected to be interviewed. He was chosen either because he was the county board member with specific responsibility for civil defense or, if no one had such specific responsibility, because he was the chairman of the county board.

Mayors (n = 21) In each sample county, mayors of municipalities that had passed resolutions to be part of a Joint County-Municipal Civil Defense Administration were listed. From this list a maximum number of three mayors per county were randomly selected for study.

County-municipal civil defense directors (n = 9) The county-municipal civil defense director in each of the nine sample counties was interviewed to obtain data needed for analytical purposes.

"Ideal" Definitions of County Board Members', Mayors' and Local Civil Defense Directors' Civil Defense Roles

One objective of the report is to delineate a set of "ideal" civil defense role expectations for the three roles being analyzed: county board members, mayors, and local civil defense directors. The research presented in this report is more complex than most "role consensus analyses" because it focuses on three different positions rather than on only one position. The study of consensus is further complicated because there are various persons who may have civil defense role definitions (expectations) of each position.

Because there are so many possible role-definers of local government officials' positions, one of the first steps in any study of role consensus is to clearly delineate the role-definers whose expectations are to be compared. In this study there are four role-definers: (1) county board members, (2) mayors, (3) local civil defense directors, and (4) an "ideal" role definition based upon official state civil defense sources.

The consensus comparisons made in this report are comparisons between (a) an "ideal" definition of a given role and (b) role-definers' definitions of that role.

One possible "role-definer" of the civil defense roles of county board members, mayors and local civil defense directors is official state civil defense sources. Since the field study was conducted in Iowa, official Iowa civil defense documents and state-level Iowa civil defense officials were consulted in the preparation of "ideal" civil defense role definitions for county board members, mayors and local civil defense directors.

It is important to note that the "ideal" role definitions developed in this research project are lists of "possible responsibilities." Each list of "possible responsibilities" is composed of two types of items: "responsibilities" and "non-responsibilities." Those items which are termed "responsibilities" are defined as such by official state civil defense sources. Those items which are termed "non-responsibilities" are items not defined as responsibilities by official state civil defense sources.

Consensus Comparisons:
"Role-Definer" Definitions Compared to "Ideal" Role Definitions

One of the goals of federal and state civil defense personnel is to clearly define the civil defense role responsibilities of local governmental officials so that national and state civil defense goals are met. If a local civil defense capability is to be developed, it is imperative that local government officials clearly understand their civil defense role responsibilities. Local officials probably will not effectively implement civil defense unless they understand what they should or should not do re civil defense.

The analysis of consensus comparisons provides insights into the extent to which local government officials understand their own and others' civil defense role responsibilities.

Summary Highlights of Findings of Consensus Comparisons

Consensus Comparison 1: county board members' definition of the county board member's role compared with the "ideal" definition of the county board member's role

County board members seemed, in general, to understand their ideal role "responsibility" items, although some county board members were unaware of some of their role responsibilities. County board members frequently indicated that they were responsible for role items for which they actually were not responsible. There was greater consensus among county board members concerning their civil defense role "responsibilities" than when both "responsibilities" and "non-responsibilities" were considered.

Consensus Comparison 2: mayors' definition of the county board member's role compared with the "ideal" definition of the county board member's role

Mayors had a somewhat better understanding of actual role responsibilities of county board members than they did of county board members' non-responsibilities. Almost one-half of the county board members' non-responsibility items were seen by mayors to be responsibility items of county board members. There was somewhat greater consensus among mayors concerning the county board members' role responsibilities than there was when both responsibilities and non-responsibilities were considered.

Consensus Comparison 3: local civil defense directors' definition of the county board member's role compared with the "ideal" definition of the county board member's role

County-municipal civil defense directors had a better understanding of actual role responsibilities of county board members than they did of non-responsibilities. Almost one-half of the county board members' non-responsibility items were seen incorrectly by local directors to be responsibility items of county board members. There was a somewhat greater consensus among local civil defense directors concerning the county board members' role responsibilities than there was when both responsibilities and non-responsibilities were considered.

County board member's role: summary comparisons

The three groups of role-definers did not show complete consensus on their definitions of the county board members' role responsibilities. It was found that county-municipal civil defense directors had the greatest understanding of the county board members' role. When all three groups of role-definers were pooled, it was found that they correctly identified slightly over one-half of the "possible" responsibility items.

Consensus Comparison 4: county board members' definition of the mayors' civil defense role compared with the "ideal" definition of the mayor's role

County board members correctly identified most (three-fourths) of the item-decisions pertaining to the mayor's civil defense role. The county board members' responses indicated that they understood equally well the responsibility items and non-responsibility items of mayors.

Consensus Comparison 5: mayors' definition of the mayor's civil defense role compared with the "ideal" definition of the mayor's role

Approximately three-fourths of both responsibility and non-responsibility items of mayors were correctly identified by mayors, i.e., mayors had approximately the same understanding of actual responsibilities of the mayors role as they did of the non-responsibilities of the mayor's role.

Consensus Comparison 6: local civil defense directors' definition of the mayor's civil defense role compared with the "ideal" definition of the mayor's role

County-municipal civil defense directors correctly identified most of the mayor's civil defense responsibility items, but failed to correctly identify two-fifths of the non-responsibility items of mayors. One conclusion is that county-municipal civil defense directors had a slightly better understanding of actual role responsibilities of mayors than they did of non-responsibilities of mayors.

Mayor's role: summary comparisons

For responsibility items, all three role-definer groups (county board members, mayors, and local civil defense directors) had about three-fourths of the item-decisions correct. When comparing non-responsibility items, it was found that county board members and mayors had a somewhat greater understanding of the non-responsibility items than did the local directors. When the three role-definers are pooled, it was found that they correctly identified about three-fourths of the non-responsibility items.

When both responsibility and non-responsibility items were analyzed, county board members distributed themselves as somewhat more knowledgeable about the mayor's role than did either mayors or county-municipal civil defense directors. Directors distributed themselves over a wider range than did the others.

Consensus Comparison 7: county board members' definition of the local civil defense director's role compared with the "ideal" definition of the local director's role

County board members correctly identified most of the possible responsibility items for county-municipal civil defense directors. They correctly identified more responsibility than non-responsibility items. County board members had a better understanding of responsibilities of county-municipal civil defense directors than they did of non-responsibilities.

Consensus Comparison 8: mayors' definition of the local civil defense director's role compared with the "ideal" definition of the local director's role

Mayors correctly identified most of the possible responsibility items of the county-municipal civil defense directors. Mayors had approximately the same understanding of actual role responsibilities of county-municipal civil defense directors as they had of non-responsibilities.

Consensus Comparison 9: local civil defense directors' definition of the local civil defense director's role compared with the "ideal" definition of the local director's role

County-municipal civil defense directors correctly identified most of the possible responsibility items of their role. County-municipal civil defense directors had a slightly better understanding of actual role responsibilities of county-municipal civil defense directors than they did of non-responsibilities. However, over three-fourths of the non-responsibility items were correctly identified by county-municipal civil defense directors.

County-municipal civil defense director's role: summary comparisons

More than three-fourths of the county board members', mayors', and

county-municipal civil defense directors' item-decisions were correct. When focusing on non-responsibility items, it can be seen that mayors and county-municipal civil defense directors made somewhat more correct item-decisions than did county board members. When all three groups of role-definers are pooled, it can be seen that they identified three-fourths of the non-responsibility items. When both responsibility and non-responsibility items are combined, it can be seen that county-municipal civil defense directors had the greatest understanding of the local directors' role.

Summary Highlights of Role-Definers' Knowledge of Their Own Roles

The following summarizes answers to these questions:

1. Do county board members understand their own civil defense role better than they understand the mayor's civil defense role or the local civil defense director's role?

2. Do mayors understand their own civil defense role better than they understand the county board member's civil defense role or the local civil defense director's role?

3. Do local civil defense directors understand their own civil defense role better than they understand the county board member's civil defense role or the mayor's civil defense role?

Role-definers: county board members

Responsibility items When the county board members' perceptions of the three roles were compared, it was found that the county board members understood the local civil defense director's role better than either their own role or the mayor's role. And they understood their own role better than the mayor's role.

Possible responsibility items When the county board members' perceptions of the three roles were compared (on non-responsibility as well as responsibility items), it was found that the county board members understood the local civil defense director's role better than either their own role or the mayor's role. But here they understood the mayor's role better than their own role.

Role-definers: mayors

Responsibility items When the mayors' perceptions of the three roles were compared, it was found that the mayors understood the county board member's role better than either their own role or the local civil defense director's role. And they understood the county board member's role better than the local civil defense director's role.

Possible responsibility items When the mayors' perceptions of the three roles were compared (on non-responsibility as well as responsibility items), it was found that the mayors understood the local civil defense director's role better than either the mayor's role or the county board member's role. And it was found that the mayors understood their own role better than the county board member's role.

Role-definers: local civil defense directors

Responsibility items When the local civil defense directors' perceptions of the three roles were compared, it was found that the directors understood the county board member's role better than the mayor's role or their own role.

Possible responsibility items When the local civil defense directors' perceptions of the three roles were compared (on non-responsibility as well as responsibility items), it was found that the directors understood their own role better than either the county board member's role or the mayor's role. And the directors understood the mayor's role better than the county board member's role.

Some Implications from Consensus Comparisons

One implication of the consensus analysis is that an evaluation of methods (present and proposed) to define civil defense role definitions of local government officials might be fruitful since role understandings vary considerably. Also, the role definition of the local civil defense director needs to be correctly communicated to relevant individuals. The clarification of role definitions might include (1) a more specific statement of what tasks are to be performed and what tasks are not to be performed in each

role (that is, a "job description"), and (2) more effective communication of role definitions to relevant persons. Further, not only do county board members, mayors and local civil defense directors need to better understand each others role, but they also need to better understand their own role.

Another implication stems from the frequent perception of non-responsibilities as responsibilities by role-definers. Perhaps, some local officals are not performing because they think they have more tasks to perform than they actually have. These incorrect perceptions may result in role-conflict and inefficiency among local government officials and local civil defense directors.

A number of local government officials and local civil defense directors said they did not know whether or not certain items were responsibilities. Perhaps a person who says he does not know whether or not an item is a responsibility may be easier to inform than one who has an incorrect perception regarding the item.

Summary Highlights and Implications of Findings of Congruence Comparisons

County board member's "possible responsibility" items

Responsibility items Most county board members said they had performed two or three of the six responsibility items of county board members. Most mayors and local civil defense directors stated that county board members had performed three or less of the six ideal county board member's role responsibility items.

There was more congruence between the county board members' evaluation of their role performance and the "ideal" definition of the county board member's role, than there was congruence between mayors' and directors' perceptions of county board members performance and the "ideal" county board members' role.

Non-responsibility items County board members said they had performed many tasks which, according to the "ideal" role definition, are actually "non-responsibility" items for county board members. Many mayors and local civil defense directors also perceived that county board members had performed tasks

which according to the "ideal" role definitions are actually "non-responsibility" items for county board members.

County board members said they had performed more of the non-responsibility items than mayors or local civil defense directors perceived the county board members had performed.

Mayor's "possible responsibility" items

Responsibility items Most mayors said they had performed three or less of the five responsibility items of mayors. Most county board members and local civil defense directors stated that mayors had performed two or three of the five responsibility items of mayors.

There was slightly more congruence between the county board members' evaluation of the mayors' role and the "ideal" role than there was congruence between mayors' and directors' perceptions of the mayors' performance and the "ideal" mayors role.

Non-responsibility items Most mayors perceived that they had not performed tasks which according to the "ideal" role definition are "non-responsibility" items for mayors. Most county board members stated that mayors had not performed any non-responsibility tasks. Most local civil defense directors said that mayors had performed one of the two non-responsibility items.

Mayors said they had performed fewer non-responsibility items than either the county board members or the local civil defense directors perceived they had performed. More local civil defense directors stated that mayors had performed non-responsibility items than either mayors or county board members stated mayors had performed.

County-municipal civil defense director's "possible responsibility" items

Responsibility items Most local civil defense directors stated that they had performed six to eight of the ten responsibility items of local civil defense directors. Most of the county board members also said that the directors had performed six to eight of the ten responsibility items. Most of the mayors indicated that the directors had performed seven or fe[illegible] the ten responsibility items.

There was more congruence between the local civil defense directors' evaluation of their role performance and the "ideal" definition of the directors'

role than there was congruence between the mayors perceptions of the directors' performance and the directors' "ideal" role. The county board members had about the same congruence between their perception of the performance of directors' and the "ideal" directors' role as the directors had.

Non-responsibility items All of the role performance evaluators (county board members, mayors, and local civil defense directors) perceived that the local civil defense directors had not performed the two non-responsibility items.

The role performance evaluators showed complete congruence in their evaluation of the local civil defense directors' performance of non-responsibility items and the "ideal" definition of non-responsibility items.

In general, it can be said that county board members, mayors and county-municipal civil defense directors are not performing all their civil defense role responsibilities, as defined by official civil defense sources. Also, it can be said that county board members and mayors are performing tasks which are not their responsibilities, as defined by official civil defense sources.

Some implications are: If local elected officials and local civil defense directors are to perform their civil defense roles effectively, (1) they should understand and perform their tasks; and (2) they should understand which tasks are not theirs, and not perform them. Which is to say, not only do local elected officials and local civil defense directors need to understand their own civil defense roles, they need to understand the roles of others with local responsibility for civil defense.

One complaint sometimes heard from local elected officials is that the state legislature and the many government organizations are demanding that they perform more tasks than they have time or facilities to perform. The foregoing analysis shows that some county board members and mayors are performing certain tasks which are not only unnecessary but which are actually component parts of roles of incumbents of other positions.

Unclassified
Security Classification

DOCUMENT CONTROL DATA - R&D

(Security classification of title, body of abstract and indexing annotation must be entered when the overall report is classified)

1 ORIGINATING ACTIVITY (Corporate author)
Department of Sociology and Anthropology
Iowa State University
Ames, Iowa

2a REPORT SECURITY CLASSIFICATION
Unclassified

2b GROUP

3 REPORT TITLE LOCAL GOVERNING BODIES: THEIR RELATION TO CIVIL DEFENSE
An exploratory study of definitions and performances of civil defense roles of county board members, mayors and county-municipal civil defense directors

4 DESCRIPTIVE NOTES (Type of report and inclusive dates)
Final report

5 AUTHOR(S) (Last name, first name, initial)
Klonglan, Gerald E.; Beal, George M.; Rohlen, Joe M.; Nye, John R.

6 REPORT DATE	7a TOTAL NO OF PAGES	7b NO OF REFS
1967	149	

8a CONTRACT OR GRANT NO.
OCD-PS-65-9

b PROJECT NO
Subtask 4811E

c Systems Evaluation Division
OCD Research Directorate

d

9a ORIGINATOR'S REPORT NUMBER(S)
Rural Sociology Report Number 46

9b OTHER REPORT NO(S) (Any other numbers that may be assigned this report)

10 AVAILABILITY/LIMITATION NOTICES
This document has been approved for public release and sale; its distribution is unlimited.

11 SUPPLEMENTARY NOTES

12 SPONSORING MILITARY ACTIVITY
Office of Civil Defense
Department of the Army
Washington, D.C. 20310

13 ABSTRACT

Local government officials are key decision-makers in the implementation of civil defense programs on the local level. As local officials are given new tasks in civil defense, they understand their roles to varying degrees. The report focuses on (1) the extent to which local officials understand their own civil defense roles, (2) the extent to which they understand the civil defense roles of other local officials, (3) the local officials' evaluations of their own civil defense role performances, and (4) their evaluations of the civil defense role performances of other local officials. Findings are stated. Implications are drawn from the findings for change agents.

DD FORM 1 JAN 64 1473

Unclassified
Security Classification

14 KEY WORDS	LINK A		LINK B		LINK C	
	ROLE	WT	ROLE	WT	ROLE	WT
Local governing body Role Role performance Role consensus Role performance congruence						

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