The Issue-Centered Approach to Social Impacts: From Assessment to Management

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Introduction

The social impact assessment (SIA) field is moving into a critical and central position in resource decision-making in our society. The legal intent of the SIA in the environmental impact statement (EIS) process for better decisions is beginning to be recognized as having dimensions far beyond the early SIA works which were perfunctory at best. This paper focuses on the extension of SIA work into the area of social impact management. The current trends in the SIA field that are leading to the emphasis on management are first reviewed, followed by a discussion of the issue-centered approach to SIA. A discussion of the decentralization presently occurring in our society will set the stage for understanding the emerging demand for impact management services. The definition of and rationale for social impact management is provided and the four principles of social impact management are described. Finally, the process by which impact management systems are developed is discussed and some examples of its application provided.

Trends in the SIA Field

Since the inception of the National Environmental Policy Act (NEPA) twelve years ago, social impact assessment has claimed increasing attention in the overall environmental assessment process. This has occurred, in part, because of public demand. As we move through the eighties, people are more aware of the social and cultural effects of resource development on their lives and they are insisting on early participation in decisions. The courts, moreover, have been interpreting NEPA in such a way as to give the social components of impact statements greater emphasis.

The regulations that direct the EIS process have also changed. Revised CEQ regulations call for documents that use jargon-free language, are shorter, and aid in the decision-making process. In addition, the mitigation phase of the EIS process is receiving greater attention. Officials not only want to know what the impacts are, but also desire that options for dealing with them be developed and early mitigation agreements be reached. In short, the EIS is moving away from being a declaratory document which merely discloses impacts, to becoming a management tool which citizens, industry and government can use to reach decisions about the future.

SIAs that are performed within the legally-prescribed EIS arena many times do not lend themselves to effective management of impacts or socially responsive decisions. Even well-conceived, locally-grounded mitigations will not be useful unless all parties have been actively involved in purposefully developing the mitigations. The dialogue between citizens, government agencies and private interests that would promote mitigation agreements is frequently not part of the formal process. Also, the

involvement of the social scientist often ends as the impact reports are submitted, so these additional resources are not available to residents and officials for carrying out the mitigation phase. However, when social scientists are able to stay involved, the first steps into the management of impacts have been made.

The Issue-Centered Approach to SIA

An issue-centered approach to SIA was developed in response to these changing trends to promote citizens involvement in the EIS process and ownership of its outcomes. Efforts are made to maximize people's understanding of the proposed action and to stimulate their interest and active involvement in the assessment and eventual management of expected impacts. Several points distinguish an issue-centered SIA from more traditional approaches.

- **1. Issues are identified using people's own language.** Field workers live in the study area and have routine contact with the informal networks of people who make up local neighborhoods and communities. Field workers identify the full range of interests and issues people have in relation to the proposed project. The network approach is an effective way to get good information about the proposal into the community and to facilitate participation of citizens in the decision-making process. Relating with people in settings that are natural to them improves the quality of information received and facilitates involvement. Also, the need for attitude surveys and other statistical approaches is reduced since a thorough, systematic and legally defensible understanding of issues is possible with the network approach. Issues are scoped according to NEPA regulations for accuracy, how widespread they are in the community, their intensity and their duration.
- 2. Public issue, and management concerns are the driving forces for the collection of social and economic data. Both the issues of the people and the concerns of responsible government agencies are identified. Identifying management concerns reveals possible long-term effects many citizens would not be aware of which can also be included in the assessment process. Once qualitative data are generated by the field team through participant observation and informal contacts with citizens and networks, quantitative data are generated where possible to substantiate and more fully document the scope of the potential impacts. Citizens and local officials thus participate in the development of the assessment through a discussion of their issues and concerns.
- **3.** The analysis of the proposed development uses public issues and management concerns. The heart of the assessment includes how issues and concerns are affected by different levels of development, including no action, the project as proposed, and other alternatives that are identified through the course of the review. In this way, local residents and government officials receive direct information about how their issues or concerns are affected and can then act in their own self-interest.
- **4.** Citizens are able to track their issue, throughout the decision-making process. Project assessment questions are derived from public issues and management concerns. Social and economic data are then collected to answer these questions regarding the project. In addition, possible opportunities to resolve the issues or concerns are identified by citizens and agencies at the local, state,

and federal levels. This information is relayed to people in the community via informal contact, published reports and media coverage. The series of documents produced through the course of the EIS become part of the decision-making record. Not only is this a clear benefit to citizens, but the legal requirements of agencies that they institute a mechanism to enable citizens to "track" their issues are fulfilled as well.

5. Mitigations are grounded in local conditions. Ongoing contact with people in the local area as to expected impacts, the degree to which their issues are being addressed, and critical points in the decision timeline is a vital component of an issue-centered SIA approach. As a result, possible mitigation measures that could be taken to resolve issues and minimize impacts are identified and developed by citizens and officials. This effort ensures that desired and feasible mitigation measures are identified for and by the community, rather than the product of an outside "expert." The appropriate individuals, citizen groups or agencies with responsibility or ability to respond to the issue are identified. In this way, people have a clear idea of *whom* they should approach to get action and become less frustrated or overwhelmed at trying to sort out the myriad levels and responsibilities of the review process. A local commitment to implement or support mitigation measures therefore develops which can support decision-makers who are attempting to use the SIA as a management tool.

This approach to SIA was recently used to review a proposal for a major ski development, Adam's Rib Recreational Ski Area, 40 miles west of Vail, Colorado.³ The project had been planned for over seven years and had proven so controversial that the first review ended in disarray and without a decision. While the Forest Service eventually approved a scaled-down version of the project, the County rejected it, citing its inconsistencies with their Master Plan in a number of areas.

The significance of the decision, for local residents as well as for SIA professionals, is the process of issue resolution that helped determine the final decision. The proponent, government officials, and citizens had good information about public issues and management concerns and the proponent chose to address many of them through the course of the review. However, significant impacts remained unaddressed, including high growth rates during the construction period and an inadequate road for projected traffic demands, In light of the high financial costs to resolve these and other issues, the proponent chose not to address them. The Adam's Rib decision, although not a final one, was a people's choice because people stayed involved throughout the process and consistently managed their issues. In the few weeks prior to the round of final hearings, field team members assisted citizens, business people and the develop to prepare for testimony by helping them to clarify their issues, to understand the impacts that had been identified, and to use the laws and regulations pertinent to the decision. Officials at both sets of hearings commended people on their well-disciplined and well-documented testimony.

Decentralization and the Challenge of the Future

The changes occurring in American society are far-reaching and are reflected in the growth and development of the SIA field. The most profound influence on the institutions of society is our move from a centralized to a decentralized society and the meaning of this change on our centralist-trained

thinkers. Increasing diversity and self-determination are affecting all aspects of life. Centralized decision-making will never return and that proposition is important to recognize in the future direction of social impact work. Companies and institutions that are not responsive to this change are finding it increasingly difficult to function effectively.⁴

To adapt to the fundamental and profound changes now gathering momentum, business leaders and public officials are becoming more flexible, humanistic, accommodating, and socially responsive. In business environments, the dictates of the marketplace are forcing companies to address the social consequences of their actions. Similarly, in a democratic society where public participation is increasingly becoming mandated by law and official regulations, government offices and agencies are becoming legally liable when they have not responded to the full range of public issues related to their activities.

In this continuing direction toward decentralization, it is people who are the real decision-makers, while successful politicians and industrial leaders are those who can communicate with people and expedite decisions in a way that is sensitive to diversity and, as a first priority, leaves control in the hands of the citizens. Managers who are not capable of becoming facilitators and expediters of change are now, and will be increasingly in the future, doomed to be managed *by* change in a state of perpetual crisis and reactivity.

Definition of and Rationale for Social Impact Management

The social changes described above have led to an increased demand from industry and government for training and consultation services for the management o impacts and the public issues created by impacts. These are services that are not required by law and, while applicable to an EIS process, are not limited by it. However, they have become necessary in carrying out a resource development project. More and more, projects that do not have social impact management components are doomed to conflict and, quite often, costly failure. The following definition therefore is germane to the full range of activities that might be called social impact management: social impact management is a people-centered, ongoing decision-making process designed to identify, evaluate, respond to, and monitor the public issues arising from industry and government activities.

Since social impact management begins with assessment and includes other planning functions, the distinction between synaptic and transactional planning is an important one. In a recent article, Hudson⁵ notes that the most dominant form of planning is called "synoptic planning, which involves the processes of goal-setting, identification of policy alternatives, evaluation of alternatives, and implementation of decisions. It involves looking at problems using conceptual or mathematical models, and is heavily reliant on numbers and quantitative analysis. Its primary focus is in the development of plans, technical relationships and objective realities, to the exclusion of subjective, or emotional discussions which arise from divergent perceptions of problems being addressed.

In contrast, "transactive planning" is never carried out with respect to anonymous beneficiaries, but requires face-to-face contact with the people affected by decisions. This approach to planning "consists

less of field surveys and data analyses, and more of interpersonal dialogue marked by a process of mutual learning." When following such an approach," plans are evaluated not merely in terms of what they do for people through delivery of services, but in terms of the plans' effect on people--on their dignity their sense of effectiveness, their values and behavior, their capacity for growth through cooperation, their spirit of generosity" (p. 389).

It can be seen that synoptic planning may be entirely appropriate for management of the environment of a business organization or government unit. However, management of the "external"--or social environment is an altogether different proposition. Management of the external environment is the appropriate arena for transactive planning. However, care must be taken that planning activities that are designed to understand and respond to the external environment do not become based on the cultural biases of the managers, or the professional under contract to managers. The principles used in social impact management are designed to prevent this occurrence.

The Four Principles of Social Impact Management

The development of social impact management systems and the training of management groups to implement these systems are guided by a series of four principles:

- 1. Individual power is essential for maintaining the productivity of the human environment.
- 2. Human-geographic boundaries are natural management boundaries.
- 3. Horizontal social networks form the structure by which communities sustain themselves.
- 4. Direct contact with citizens is necessary for managers seeking to understand and respond to public issues.

Principle I: Individual power is essential for maintaining the productivity of the human environment. Perhaps the most fundamental principle of all is the singular importance of the individual person. Power is the ability of the individual to understand, participate in, predict and control his or her environment. Individual power is essential to maintain a vigorous community and a healthy relationship between citizens, industry and government.

If individual power is not maintained, people become demoralized and sooner or later will resist. Sometimes resistance takes place openly, as in the case of protest demonstrations or labor strikes, but more often it takes place in subtle and indirect ways like alcoholism, absenteeism, malingering, transience, crime and similar acts that erode the ability of people to sustain themselves. The social and financial costs of powerlessness are far greater than the costs to cultivate citizen empowerment, regardless of whether it is citizens, business or government which ultimately suffer the costs. Indeed, with the level of disruption currently experienced in some segments of our society, government and business are sometimes unable to act at all.

The key to effectively addressing the consequences of powerlessness lies in the facilitation of individual power through citizen participation, which includes the following components:

- Citizens are able to understand what the social and cultural implications of proposed changes in their environment actually mean;
- Citizens share in the decision-making processes which determine what will happen to them, their families, friends, and neighbors, and to the common environment they share;
- Citizens assume their share of responsibility for carrying out the decisions they have helped to make in the interests of the greatest good to all;
- Citizens have continuing opportunities to track the resolution of their issues all the way through the planning and implementation process.

Citizen participation is essential for effective management since managers will inevitably experience conflicts with various publics over proposed changes. It requires an active identification of issues in an ongoing manner. Conversely, it does not equate with occasional public hearings. Too often these formal procedures do not build upon traditional modes of public interaction, are scheduled inconveniently for many people and are not conducted in comfortable settings.

Principle 2: Human-geographic boundaries are natural management boundaries. Environmental law and sociology's Human Ecology tradition offer the concept that human and physical resources are ecologically unified. When this basic principle is combined with the previous principle of individual power through citizen participation, a new form of human resource mapping emerges based upon natural geographic patterns of cultural values, networks and daily routines. Social boundaries can actually become administrative units for program implementation and decision-making, as has been done by Region 2 of the Forest Service. Boundaries based on social criteria are natural ways to group issues for attention from managers.

In closely examining routines and relationships at any local level, it's easy to see that natural boundaries of actual human communities rarely coincide with arbitrary administrative districts such as counties or regional government units. The mitigation efforts of large-scale development projects, for example, are difficult to administer at local and regional levels when natural boundaries are not considered. The "jurisdictional mis-match" occurring on the Western Slope of Colorado is an example of this violation, in which problems associated with political jurisdictions prevent oil shale impact dollars from reaching targets where they are most needed.

Principle 3: Horizontal social networks form the structure by which communities sustain themselves. A crucial distinction is made between the *vertical* structures of formal authority relations and the *horizontal* structures of voluntary cooperation that pattern day-to-day living and survival for most people.

While vertical structures are instrumental and necessary in a complex society, planning and management activities which rely solely on the "official" version of reality as defined by lawmakers, bureaucrats, and corporate representatives of vertical structures, run the risk of misrepresenting the public for whom they hope to speak. This is a classic set-up for surprise, "government by ambush," disruption, and public outcry at the eleventh hour of implementing a decision.

A process for managing impacts, and the public issues created by impacts, must be one capable of responding to and fitting in with what is currently happening in a community. That is, management activities and decisions that are designed to be responsive to the public must be tailored to the daily routines of citizens. For this reason, effective management today depends on the ability of managers to understand and work with horizontal systems of people--no longer is it sufficient, for example, to hold public meetings with time and place determined by the managers.

The horizontal structure indicates the functional groupings and boundaries people use in their everyday activities. The widely acknowledged term *networks* is used to describe the informal social relationships of daily life. These are patterns of communicating, caretaking, gathering, and interpersonal support around common interests which help shape the values and perceptions of people about their lives and their environment. The identification of networks is an integral part of the development of social impact management programs since networks are the vehicle by which people in the horizontal systems express and manage their issues.

Principle 4: Direct contact with citizens is necessary for managers seeking to understand and respond to public issues. Social impact management is a process and not a product. It is mediated in face-to-face relations and its successful application, therefore depends on the personal commitment and skills of specific individuals. For this reason, the importance of experiential learning through direct contact is stressed in the training of different management groups. Managers and their staff, or professionals under contract to perform such services for managers, must directly access the communities in which they operate to verify their understanding of public issues and to assure broadbased contact. As with any human service professionals, managers who make decisions about people must continually re-assess their own cultural biases which may distort true understanding. This is possible only with direct contact which social impact management systems are designed to provide.

The Development of Social Impact Management Systems

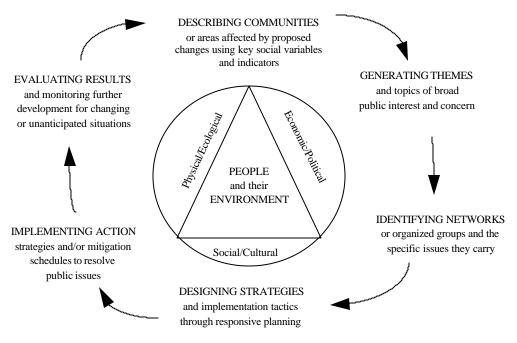
The key focus of social impact management is to determine how an existing, in-place culture actually functions, to identify the informal methods of problem-solving people use in their routine experience, and to clarify how decisions are arrived at and implemented in the community. Once the cultural mechanisms are identified, then specific communication links into that culture can be established so that it can efficiently process "outsiders" and "new ways of doing things" with minimal confusion and disruption. By tapping into the way a community communicates daily and resolves its problems, strategies to resolve issues related to social impacts are assured of being practical and grounded to the social context.

The goal of social impact management is to assist government and industry to externalize management so as to understand the grassroots issues of the individuals and their affected cultures and communities. Once externalization takes place, the company or agency then organizes their internal operations to "fit" what they have found. The fundamental thrust is to create a climate of mutual understanding such that the social well-being of the different segments of society is made a key driving force behind corporate and agency decision-making.

Figure 1 indicates the six steps involved with the development and implementation of a social impact management system.⁷ In practice, the procedures from step to step are understandably more detailed and methodical than outlined. As indicated by the clockwise motion, the process both begins and ends with description in a continuous ongoing loop, which means that it never actually ends as long as the organization keeps the cycle of impact management alive. Methods to organize incoming data in a systematic way are developed with the government or industry client. Managerial action can be taken at any stage of the process when it seems desirable and feasible to do so.

FIGURE 1
STEPS IN THE DEVELOPMENT AND IMPLEMENTATION OF A
SOCIAL IMPACT MANAGEMENT PROCESS

Discovery ProcessTM Intervention Strategy



James Kent Associates, Aspen, Colorado

The process for resolving issues and facilitating mitigation agreements occurs in the design and implementation of strategies. Emerging and existing issues are cycled back into the management sequence and addressed as opportunities for creative responses in management practices. A primary intent is to prevent emerging issues from becoming disruptive. An issue that is resolved early maintains the stability and integrity of the management system by preventing costly aberrations in its functioning while fostering stability with the community. An issue that is allowed to become disruptive tends to constrict or eliminate the options of management to deal with it, since it is then often handled by higher levels of authority, media attention, or the courts. A disruptive issue still influences management activities but usually in ways that are not desired.

The Application of Social Impact Management Programs

The process for the management of social impacts outlined in this paper takes many years of ongoing commitment to implement. In recent years, FUND contracts have involved local governments, federal agencies, multinational energy corporations, telecommunication firms and others in such settings as the continental U.S., Alaska, Hawaii, Chile, and the Philippines. Different communities and agencies we have worked with are in varying stages of institutionalizing this process.⁸ Three examples are offered here.

The most recent and comprehensive example is a series of contracts we have had over the last two years with the City and County of Honolulu to develop what is being called a Social Impact Management System (SIMS). Prior to our entry, land use conflicts had been growing. The dominance of the tourist economy and decline of diversification had limited the ability of citizens to control their future. Growth impacts had reached high levels: six out of nine council members were under recall, development projects were being stopped in their tracks, and the deterioration of neighborhoods was visible daily in crime rates, youth unemployment and social service demands.

By using the social impact management process described in Figure 1, neighborhood units and public issues were identified and contacts with citizen networks established. This activity led to the development of city ordinances which were drawn up to incorporate social impact guidelines, including a Social Impact Permit, into the city charter. If Council votes to adopt these measures, Honolulu will be the first municipality in the nation to formally institute social impact guidelines. The process of full development, in terms of establishing a long-term culture of involved citizens able to control their destiny, will require many more years of intentional effort.

Another example is the Forest Service in Region 2 which is attempting to institutionalize a program called Socially Responsive Management (SRM).¹⁰ After five years of effort, the fine tuning of the program is now in progress and includes such considerations as how to improve regional coordination for resolving issues and how to build personnel incentives for socially-responsive management.

The Forest Service- has acknowledged the following results from its SRM Program:

- Increased awareness of the social environment of which their organization is a part has occurred. A better understanding of the mutual influence between Forest Service activities and local communities has been realized on a practical level.
- Forest Service personnel have regular contacts with citizen networks to monitor changing interests and to update information on how issues are being addressed.
- Public involvement has been implemented in a way that fulfills legal requirements while providing more useful information than is available from surveys.
- Legal requirements are fulfilled that citizens be able to "track" their issues throughout the formal planning process.

Our most inclusive and successful effort to date has been the town of Minturn and other communities in the Upper Eagle Valley, Colorado. Over the last eight years, FUND has had a series of contracts and grants from the ski industry, the Forest Service, and foundations to assist local communities as they continue their transition from a timber, mining, and railroad economy to one of recreation. A management process was not included into formal government or corporation structures but a culture of involvement and control has been established with the people. The following results have realized:

- The small town character, Hispanic population, and strong family orientation that its residents wanted to protect from the condos and the "eternal vacation" atmosphere of nearby ski areas has been sustained.
- The first social impact mitigations in the nation to be included in , Forest Service permit included provisions for employee housing and a career conversion program.
- The stabilization of the local communities required a \$5.4 million land purchase from Vail
 Associates to protect land uses at the entrance to Upper Eagle Valley. This was accomplished
 and the land deeded to the Forest Service to protect it from development and to provide local
 recreation opportunities.
- The closing of the Gilman mine required career conversion efforts to help miners in the transition to a recreation economy. Eighteen minority-owned businesses were established and a career conversion program developed.
- Pressure was added to a statewide effort for a policy on mine closings that would require mitigation efforts.

Summary and Conclusions

This paper has presented the approach of one organization in responding to the increased demand of industry and government for socially-responsive management training and consultation. This approach

to social impact assessment and management is applicable for legally-required SIAs or for efforts undertaken by industry or government as good management practice. Two professional goals are realized: one, an issue-centered, comprehensive, scientific and predictive assessment of social effects; and two, the professional ethic is realized which demands an accurate reflection of the social reality of people, leading to an increased ability of affected people to control their future.

The number of our contracts with industry and government related to social impact prevention and management is growing beyond legal requirements and will continue to do so in the coming years. Social science professionals who can build "cultural bridges" in a practical way between, the different groups in a diverse society will be in high demand. Indeed, we are at a point where opportunities for leadership in directing the field in these directions abound. We're optimistic that as professionals we can make a difference as people in our society continue the transition to a new age.

Footnotes

- 1. The Foundation for Urban and Neighborhood Development (FUND), Inc. is a private nonprofit institution involved in the development and application of solutions to problems caused by resource use and development. Founded in 1967, FUND projects in consulting, training and research have been conducted for industry, government and citizen interests throughout the United States and in the Pacific Basin. Special thanks to FUND staff members who have contributed to the conceptual development of this paper: Linda Bacigalupi, Hugh Gardner, Rick Greiwe, and Bob Gallegos.
- 2. It is becoming increasingly difficult, incidentally, for federal agencies to get to get approval for surveys through the Office of Management and Budget (OMB), particularly with the Reagan administration.
- 3. Published reports related to the social and economic impact assessment of the proposed Adam's Rib Recreational Area are: Social Impact Assessment, Adam's Rib Recreational Area. Report No. 1: The Current Situation, Robert Gallegos, et al. 1980; Adam's Rib Social Impact Assessment, Working Paper, No. 1: A Listing of the Public Issues and Preliminary Project Assessment Questions Organized into Six Major Topics, FUND, 1980; Impact Questions Regarding the Lower Eagle Valley: A Summary of Issues, Concerns, and Opportunities to be Used in the Review of the Adam's Rib Recreational Area, FUND, 1980; A Future in Motion: Social Impact Assessment for Adam's Rib Recreational Area, Robert Gallegos and Kevin Preister, 1981.
- 4. See for example, *Future Shock*, Alvin Toffler, 1970, New York: Random House; *The Aquarian Conspiracy: Personal and Social Transformation in the 1980's*, Marilyn Ferguson, 1980, Los Angeles: J. P. Tarcher Inc.; *The Politics of the Solar Age: Alternatives to Economics*, Hazel Henderson, 1981, Garden City, New York: Anchor Books. See also the works of John Naisbitt, publisher of *The Washington*, *D.C. Trend Report*.

- Hudson, Barclay M., "Comparison of Current Planning Theories: Counterparts and Contradictions," in *Journal of the American Planning Association*, October 1979, Volume 45, No. 4, pp. 387-398. Special credit and thinks to FUND Pacific Associates for the comparison offered in this paper.
- 6. This definition of individual power was first used by James Kent, director and founder of FUND, after years of work with poverty people. Power in this sense operates in a manner that draws people together in networks for mutual action but discourages the exercise of power over others. See "The Death of Colonialism in Health Programs for the Urban Poor," James A. Kent, in *Rehabilitation of the Disadvantaged-Disabled*, 1972, State University of New York, Upstate Medical Center, Syracuse, New York.
- 7. The steps to develop and implement social impact management programs is known in FUND's lexicon as the Discovery Process. The Discovery Process is conceptually developed and operationalized in such FUND reports as "The Discovery Process," Mary Grace Washburn, 1972; An Urban Strategy of Action Against Poverty, James A. Kent, et al., 1967; "A Descriptive Approach to Community," James A. Kent, in Five Years of Cooperation to Improve Curricula in Western Schools of Nursing, 1972, WICHE, Boulder, Colorado.
- 8. In addition to those mentioned here, organizations currently implementing this process include selected forests In Regions 2, 4, 8, and 9 of the U.S. Forest Service, State of Virginia Division of Forestry, and Bureau of Forest Development in the Philippines.
- 9. Over eleven reports have been published related to social impact management activities in Honolulu. Three reports that present conceptual development are: *Documentation of the Methodology Used in Developing Guidelines for a Social Impact Management System for the City and County of Honolulu: Recommended Design and Implementation Procedures*, FUND Pacific Associates, 1980; "Demonstrating the Social Impact Management System Through Three Case Studies," FUND Pacific Associates, 1981.
- 10. Richard J. Greiwe, FUND's manager of training programs, has published four handbooks which are used in Forest Service SRM training: An Introduction to Social Resource Management, 1979; Procedures for Characterizing and Delineating a Human Resource Unit Using Cultural Descriptors, 1979; Procedures for Identifying and Evaluating Public Issues, Management Concerns and Management Opportunities, 1980; Social Analysis Procedures of Land Management and Planning, 1981.
- 11. FUND activities in Upper Eagle Valley, Colorado, have not been reported in a comprehensive fashion. These reports reflect some segments of that activity: *Major Recommendations: Based on Phase / of the FUND Descriptive Study of Redcliff, Gilman, and Minturn Areas*, Jean Bailey and James Kent, 1973. *Social/Cultural Impact Study of the Upper Eagle Valley, Eagle County, Colorado*, Susan E. Massman (ed.), 1975: "Life Options for the Future," James Kent, 1975.