



# RESOURCE DOCUMENT A

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## CITY OF TIGARD ISSUES AND VALUES SUMMARY 2002-2006



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## *P r e f a c e*

What do Tigard residents value? From 2002 to 2006, the City conducted 11 surveys of its residents, from written surveys distributed at the library to 12-minute phone surveys, to find out what citizens think about a variety of issues from parks to city services.

Today, that body of work represents an important historical record of Tigard residents' values and identified community issues. Viewed individually, each survey provides detailed information to inform decision-making about a particular topic. Collectively, the data forms a solid foundation for the City's Comprehensive Plan Update (Tigard 2027). The City's updated Comprehensive Plan will guide decisions on land use, the provision of public facilities and services, and community livability for the next 20 years.

As the community develops alternatives for its future through Tigard 2027, it will build upon these issues and values. Every topic is inter-related; choices made for one topic will affect another, but all will be based on this commonality of values.

To aid and inform all citizens, elected officials and staff involved with the Comprehensive Plan Update, the following document provides a *unified* summary of all results. Taken together, what themes emerge from the last four years, and what areas does the Comprehensive Plan Update need to consider more closely? Through this cohesive review, areas of consistency and contradiction became apparent. Areas of conflicting views for further examination have been identified, as well as areas that clearly stand out as priority.

### **A Note About Surveys**

It should also be noted that the method of data collection should be considered. Surveys that are "self-selected" are considered to capture less of the public opinion spectrum; often, those on either extreme of an issue are motivated primarily to respond. Surveys that are "randomly selected" in a "scientific" survey attempt to eliminate some bias in respondent selection and capture the range of opinion on an issue. Where applicable, this analysis attempts to link each type of survey on a common issue to examine consistency. A survey index is located at end of the document.

## Introduction

In 1993, the City of Tigard asked its residents to “talk” about their community in the first Community Attitude Survey entitled “Tigard Talks.” Residents were, in the words of the report, “fairly pleased” with Tigard as a place to live. Residents rated Tigard’s livability as a 7.7 out of 10, citing location and atmosphere as their top reasons for enjoying life here. Top rated services included the library, senior services, police, and parks.

Thirteen years later, the City of Tigard conducted its second Community Attitudes Survey. The news remained positive: the City’s livability rated a 7.8 out of 10, and Tigard’s citizens consistently gave living in Tigard and its services high ratings. A majority of residents also mentioned location (61%) as what they like most about living in Tigard, with atmosphere (community character (nice/quiet), safety, trees) coming in second. Once again, top-rated services included the library, police and parks.<sup>1</sup> And when residents were asked about what they liked least about living in Tigard, the second-highest response was “nothing I like least.”

In a world where life moves fast and change can be swift, it’s encouraging to view these two surveys and see that after all, values have stayed constant in Tigard during the last thirteen years. The ideals that draw and keep residents here continue to make this a place that people call home.

However, when Tigard’s residents were asked in 2006 about the City’s future livability, they were almost evenly divided, saying either it will be better (33%), worse (34%), or stay the same (27%). Over time, the issues faced by a community can shift and change happen incrementally. Surveys allow the City to monitor citizens’ experiences and concerns and respond accordingly. A comparison of the top citizen-identified issues (Table 1) shows that over the last 13 years, the top three issues for Tigard are consistent, but the ranking has changed. Whereas in 1993 growth and development ranked as the top threat to quality of life (the question as asked then), in the last three years citizens have consistently ranked transportation and traffic concerns as the biggest issue.

**Table 1. What is the Most Important Issue for Tigard?**

1993 Tigard Talks Survey (Q: Biggest threat to quality of life)	2004 Tigard Beyond Tomorrow Community Survey	2005 Tigard Downtown Improvement Survey	2006 Community Attitudes Survey
Random, mailed survey of resident voters (483 responses)	Self-selected survey (409)	Random, scientific survey of resident voters (401)	Random, scientific survey of residents (400)
<b>1. Development and Growth (41%)</b>	<b>1. Traffic Congestion</b>	<b>1. Roads, traffic and transportation (37%)</b>	<b>1. Traffic and congestion problems (37%)</b>
<b>2. Traffic and Transportation (27%)</b>	<b>2. Growth</b>	<b>2. Growth, population and annexation</b>	<b>2. Growth (9%)</b>
<b>3. Safety /Crime</b>	<b>3. Environmental Preservation</b>	<b>3. Education</b>	<b>3. Street and road improvement/maintenance*</b>
<b>4. Taxes and Costs</b>	<b>4. Downtown</b>	<b>4. Infrastructure/Public Services</b>	<b>4. Schools and School Funding</b>
<b>5. Poor Planning</b>	<b>5. Community Appearance</b>		<b>5. Public Safety</b>
<b>6. Education/Schools</b>	<b>6. Safety</b>		
<i>*2005 included this topic in roads, traffic, transportation.</i>			

<sup>1</sup> The 2006 survey did not ask about senior services.

As we embark on the Comprehensive Plan Update, these values and issues will guide Tigard's path to the future. The following report takes an in-depth look by topic, as defined by our citizens through their words and responses over the last four years.

## **Transportation is Number One**

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### **Issues**

Clearly, Traffic Congestion ranks as Tigard citizens' number-one issue. In the 2004 Tigard Beyond Tomorrow Community Survey, 2005 Tigard Downtown Improvement Survey, and the 2006 Community Attitudes Survey, Tigard residents named traffic congestion as the top community issue. In addition, one in two residents mentioned traffic as what they like least about living in Tigard (2006 Community Attitudes Survey). While some of the responses mentioned 99W, others focused on neighborhood traffic: In both the 2004 Tigard Beyond Tomorrow Community Survey and the 2006 Community Attitudes Survey results, neighborhood traffic ranked as the first and second most important residential neighborhood characteristics.

Citizens also recognize the effect of transportation and traffic on Downtown. In the 2004 Downtown Survey, respondents identified Transportation one of the top two areas for improvement. Specifically, residents cited modification of the 99W/Main Street relationship, improving traffic flow, accessibility and improving the pedestrian environment.

In the 2005 Citizen Leadership Communications Survey, 17 open-ended responses addressed transportation, despite the survey's communications topic. These comments focused on traffic, traffic control, and neighborhood traffic.

Residents also recognize that the transportation system needs improvements. Nine percent of respondents ranked street and road improvement/maintenance as the most important issue for Tigard (2006 Community Attitudes Survey and the 2005 Tigard Downtown Improvement Survey). Street improvements to provide better access to Downtown produced the most support for Tigard Downtown Improvement financing in the 2005 Tigard Downtown Improvement Survey.

### **Summary of Values**

Tigard residents value their travel time and want to be able to travel from point A to point B easily and without being mired in traffic; for specific roads, 99W is most frequently cited as a problem, particularly its effect on accessibility to the Downtown area. Considering 99W's central location throughout Tigard, it affects a majority of trips throughout the City and citizens' daily experience. At the same time, residents want to preserve their neighborhood livability by minimizing neighborhood traffic levels. Residents also recognize that the street system needs improvements, particularly in the Downtown area. These conclusions are consistent with the Tigard Beyond Tomorrow direction statement.

### ***Tigard Beyond Tomorrow***

The vision statement does not address transportation. However, the 2005 Traffic and Transportation Direction statement includes the following (bold highlights key points):

- Tigard takes proactive role in regional transportation planning**
- Have adequate funding sources to **build and maintain system**
- Streets safely** handle traffic designed to serve
- Local traffic served by well-connected street network/primary roads accommodate through-traffic to **minimize traffic impacts on local neighborhoods**
- Alternative transportation** methods available and encouraged

## **Future Growth and Development**

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### **Issues**

While traffic and transportation run away with the top ranking, growth and growth management take second place in the community's consciousness. Growth has two components: an general perception of overall City growth, and a more personal perspective that considers neighborhood effects of development, which will be considered under "Community."

The 2004 Tigard Beyond Tomorrow Community Survey named growth as Tigard’s second most important issue (density, control or manage growth, and overdeveloped/crowded conditions), and it remained second in the 2006 Community Attitudes Survey. When 2006 respondents were asked what they liked least about living in Tigard, growth ranked third, behind traffic and “nothing I like least.”

In the 2005 Tigard Downtown Improvement Survey, 27% of residents cited growth, population and annexation issues as the most important issue facing Tigard, almost half as many as the top choice (47% for roads, traffic and transportation). Respondents addressed small lots, overcrowding, and a need for better community and growth planning. Regarding growth through annexation, while the majority of Tigard residents were supportive of annexing Bull Mountain (2002 Bull Mountain Annexation Public Attitude Survey), specific comments reflected a concern how growth would impact city services and taxes, including future funding sources.

In the 2006 Community Attitudes Survey, when residents were asked “as more people move to the region, do you believe the City should promote growth, accommodate growth, or attempt to limit growth?”, they were evenly divided between accommodate and limit (43%), with 10 percent advocating for promoting growth. These results turn on the definition of “accommodate” and how residents perceived it. It could either lean more toward “promote” (allow) or reflect a resignation that growth will happen regardless. In any case, this question shows the difference in opinion for the City’s future growth.

***Tigard Beyond Tomorrow***  
The vision statement does not address growth. However, the 2005 Growth and Growth Management Direction Statement states the following (*only growth related statements included*):  
-Growth will be **accommodated** while **protecting the character and livability** in new and established neighborhoods.

### Summary of Values

Growth is on Tigard residents’ minds, although traffic and transportation is still the clear priority. Perhaps the difference in growth and traffic management reflects personal experiences. Almost every person who has to travel within Tigard experiences traffic on a daily basis. It also could relate to location of, and age of, homes; those residents located in older neighborhoods may have experienced new development within their neighborhood, while new residents are part of growth. The 2006 survey shows that the longer a respondent lived in Tigard, the corresponding percentage of “limit” growth responses increased: While 33 percent of new residents said “limit” growth, 54 percent of 20-Year-and-Over residents said limit.<sup>2</sup>

This question reflects a difference in opinion for the City’s future growth. With the failure of the Bull Mountain annexation, Tigard is essentially land-locked with growth focused on remaining parcels within Tigard’s boundaries. How will Tigard grow? To answer this question, the Comprehensive Plan Update will focus on this critical topic to define the terms (accommodate), and understand the needs of existing neighborhoods and long-time residents, as well as those of new neighborhoods and residents to the area. The section regarding neighborhood characteristics (under “Community”) also shows that perhaps certain amenities can affect how people accept or perceive new development/growth. Additional exploration of these characteristics will be done during the growth alternative phase to address future development and design. Lastly, it is important to citizens to consider the impacts of new growth on existing City residents and services.

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<sup>2</sup> The highest percentages of “limit” by geographical area isn’t as clear, as 20 percent of respondents were unable to identify their neighborhood school.

## Community (Housing and Employment)

### *Housing*

To assess growth's impacts on neighborhoods, both the 2006 Community Attitudes Survey and the 2004 Tigard Beyond Tomorrow Community Survey asked respondents to rate the importance of residential characteristics to neighborhood livability. Table 2 shows that the top four characteristics are almost identical, with the exception of compatibility and protection of trees and natural resource areas. While compatibility is ranked fifth in the 2006 survey, natural resources have taken a higher priority.

**Table 2: Residential Livability Characteristics**

2004 Characteristics	Score (Somewhat or Very Important)	2006 Characteristics	Score (from 1-10; 10 highest)
1. Compatibility between existing and new developments	92%	1. Protection of trees and natural resource areas.	8.4
1. Neighborhood traffic management	92%	2. Level of neighborhood traffic	8.2
3. Pedestrian and bike paths	89%	3. Maintaining existing lot sizes within established neighborhoods	7.8
4. Maintain existing lot sizes within established neighborhoods	87%	4. Pedestrian and bike paths	7.7
5. Undeveloped open space/greenways within half mile of home	84%	5. Compatibility between existing and new development	7.6
6. Large lot sizes	83%	6. Bus service	7.4
7. Small neighborhood parks within a half mile of home	82%	7. Strengthening regulations to improve the appearance of the community	7.4
8. Variety of housing types within new developments	54% said somewhat or very <b>unimportant</b>	8. Neighborhood parks within a half-mile of home	7.2
9. Small lot sizes	70% said somewhat or very <b>unimportant</b>	9. Variety of housing types	7.0
		10. Neighborhood commercial within a half mile of home.	6.1

Overall, Table 2 shows that residents value their neighborhoods as a suburban retreat, a place away from high levels of traffic, that allows for recreation, views of trees and other natural areas. They also value maintaining existing densities and the character of their neighborhoods, especially in relation to new development. As neighborhood commercial within walking distance ranked lowest on livability indicators (2006 Community Attitudes Survey), yet pedestrian and bike paths ranked highly, it could be inferred that most residents already perform their errands by car or bus and want *recreational* trails in neighborhoods, as the survey shows is a strongly held value, and could want to keep their neighborhoods separate from commerce. This conclusion will be tested during the Comprehensive Plan Update.

While a variety of housing types ranked significantly in the 2006 survey, it was considered unimportant to almost half of respondents in the 2004 Tigard Beyond Tomorrow survey. This difference could be due to the additional 2004 wording: *within new developments*, which would possibly bias residents to focus mostly on their dislike or like of new developments. It could also be based on a respondent's definition of "variety": while the 2006 survey intended to refer to a diversity of product (single-family, apartments, condominiums, townhouses), the respondents could have meant aesthetics; i.e., facades and colors.

### ***Downtown***

Downtown has been a focus of the community. Although only one survey identified Downtown as a top issue for Tigard (2004 TBT), other surveys reflect that the community values Downtown. In the 2005 Tigard Downtown Improvement Survey, 58% of respondents feel that it is either extremely important or important to have a vital downtown area that is uniquely Tigard. Eighty-four percent said that improving Downtown will be good for the whole community, and investing in Downtown will help attract business and stimulate the Tigard economy. Eighty-one percent of 2004 Tigard Beyond Tomorrow Community Survey respondents said that redeveloping/reenergizing Tigard's Downtown area was very and somewhat important.

The passage of the Urban Renewal measure in May 2006 by 66% of voters also shows strong community support for Downtown's revitalization. Downtown issues, as identified earlier, include transportation and access, as well as appearance (2004 Downtown Survey). In the 2004 Downtown Survey, 62% of respondents felt that the look and feel of Downtown should change. Both the 2005 and 2004 Downtown-related surveys show that Downtown is very well used; approximately 60% of respondents visit at least once a week, mostly to shop, use the post office, eat, or personal services.

#### ***Tigard Beyond Tomorrow***

The vision statement does not specifically refer to Downtown. The Community Character and Quality of Life direction statement includes "The **Main Street Area** will be seen as a focal point for the community."

What do people like best about Downtown? The 2004 Downtown Survey named the old-town historical character; convenience/location and businesses as primary reasons. Seventy-nine percent of the 2005 Tigard Downtown Improvement Survey respondents said they would be more likely to use the Downtown if it had more shops and restaurants. Many of the responses for Downtown also asked for a gathering place for the community.

### ***Business***

The 2004 Tigard Beyond Tomorrow Community Survey also asked questions specifically on business. A high percentage of respondents felt that retaining existing businesses and attracting new businesses was very and somewhat important, with Downtown a slight priority over other commercial areas. Respondents felt very strongly about the beautifying the appearance of existing commercial areas. This emphasis on appearance was also seen in the 2006 Community Attitudes Survey, where respondents gave a 7.4 out of 10 to "Strengthening regulations to improve the appearance of the community" under residential neighborhood livability characteristics. Lastly, as mentioned above, a high percentage of 2005 Tigard Downtown Improvement Survey respondents believe that Downtown plays a major role in Tigard's economy, agreeing that investing in Downtown will help attract business and stimulate the Tigard economy.

#### ***Tigard Beyond Tomorrow***

The vision statement states that "**small and local businesses** thrive. Business owners are involved and take responsibility for the impacts their businesses have on the community."

### **Summary of Values**

Residents value their neighborhoods as a suburban retreat, a place away from high levels of traffic, that allows for recreation, views of trees and other natural areas. They also value maintaining existing densities and the character of their neighborhoods, especially in relation to new development. Regarding housing choice: more work will need to be done to clarify the conflicting results on these questions.

Downtown is important to residents; many use it on a weekly basis. They value it for the convenience, the services, and its feel. But they also recognize that changes are needed, particularly in transportation, pedestrian environment, and appearance. Many are seeking it as a gathering place, a center for the community.

Regarding business, residents believe that having commercial businesses is an important part of Tigard's mix, but emphasize beautifying its appearance.

## **Natural Resources: Preserve/Protect/Respect**

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### **Issues**

Four surveys asked specific questions regarding natural resources (wetlands, open space, greenways, trees): the 2004 Recreation Survey, 2006 Community Attitudes Survey, 2005 Tigard Downtown Improvement Survey and 2004 Tigard Beyond Tomorrow Community Survey.

In the 2004 Tigard Beyond Tomorrow Community Survey, environmental preservation – which included comments addressing preservation or the need for more open space, greenways, trees and parks - was ranked as the third most important issue for the Tigard community, although it did not rank in the 2005 or 2006 surveys.

The other surveys identified community values. When the 2004 Recreation Survey asked residents if they liked that the city is “considering the protection of natural wetlands and greenways” and if they favored the idea “that would preserve our natural resources,” 69% agreed. Reasons for support included need to preserve open space and it's good for the environment. Slightly less than half of respondents favored a bond measure focused on this issue; 22% were willing to pay an additional amount per year. In general, the concept is supported, not funds (bond or fees). The 2005 Tigard Downtown Improvement Survey shows stronger support for Downtown projects: 86 % of respondents said they would support projects that preserve and restore greenspaces in and around Downtown Tigard. However, that question did not tie the concept to a specific funding source.

### ***Tigard Beyond Tomorrow***

The vision statement includes the following statement:

“A community value **‘to respect open spaces and natural features’** encourages access to these by our citizens.”

The 2005 Urban & Public Services Direction Statement does not address this topic specifically; however, it does include the goal “Open space & greenway areas shall be **preserved and protected.**”

In the 2006 Community Attitudes Survey, protection of trees and natural resource areas was viewed strongly as the most important neighborhood livability characteristic (8.4/10). In addition, respondents cited the city's “small/rural feel” (18%) and trees/greenspaces (6%) as what they liked most about Tigard. In the 2004 Tigard Beyond Tomorrow Community Survey, 84% of respondents ranked undeveloped open space/greenways as an important residential characteristic.

### **Summary of Values**

When asked, Tigard's citizens consistently value natural features and areas, linking them with Tigard's identity. The strongest support is recorded when these spaces are linked with residential neighborhood livability or Downtown. This reflects residents' personal experiences with these areas. While there is strong support for the concept, there is less support for specific funding measures. Combined with environmental protection not ranking consistently in the top issues, this could show that while residents value these features, the current approach could be viewed as effective and these areas are not viewed as threatened. The Comprehensive Plan Update will need to examine this topic further.

The words “respect, “preservation” and “protection” have all been used in conjunction with natural resources, in the surveys and in Tigard Beyond Tomorrow. The Comprehensive Plan Update process will need to clearly define each of these terms and further explore citizen support for these approaches. Most importantly, the financial considerations tied to these proposals must be examined, as well as trade-offs associated with additional preservation and its effect on growth.

## Public Facilities and Services

### Issues and Values

Survey questions on City services primarily focus on two areas: current performance and future services. For current performance, a low rating could identify an issue for the community. The City's 2006 Community Attitudes Survey, which focused on performance ratings, reflected an overall satisfaction with current services. Of the 13 services tested, eight scored 7.5 or above (includes Library, Police, Parks, Sewer/Water). The next three – the Permit Center<sup>3</sup>, recreation and leisure activities, street maintenance – all scored around 6.5, and community planning received a 6.1. The last service, ranked 5.3, was ability to get around the city. While still above the halfway point, both street maintenance and recreation activities have been identified as issues in other surveys. These survey results do indicate community concern over street conditions, the lack of recreation activities, traffic/transportation, and the effectiveness of the City's planning efforts.

Regarding future service provision, the 2005 Tigard Downtown Improvement Survey ranked infrastructure/public services as the fourth most important issue facing Tigard. This included more parks and recreation facilities; water treatment and supply; and more police, fire and library. These results were not replicated in the 2006 Community Attitudes and 2004 Tigard Beyond Tomorrow Community Survey. It could be due to one survey allowing multiple answers and the latter two only allowing respondents to choose the Most Important response. The sections below focus on specific services named by citizens:

*Public Safety.* Ranked as the fourth most important issue in the 2006 Community Attitudes Survey, consistent with the 2004 Tigard Beyond Tomorrow Community Survey. While citizens rank their perception and experience with the Police Department highly, the identification of public safety as an issue differs. Residents may have identified it as an issue, when it may be actually a strongly held value. This is an area that needs further definition to properly inform the Comprehensive Plan process.

*Recreation and parks.* In the 2004 Recreation Survey, respondents supported the creation of a Recreation Division over a special Recreation District, but struggled with the tax increases that would come with proposals for additional recreational opportunities. Even though slightly more than half of respondents opposed a bond measure for a Community Recreation Center, information that it would enhance recreational opportunities for all residents significantly increased support for the proposal (although not supportive of additional costs associated with it).

### *Tigard Beyond Tomorrow*

The Tigard Beyond Tomorrow vision statement includes the following related statements:

- Tigard is a safe, dynamic community supported by coordinated and efficient public services. Funding for services is stable and recipients pay their share.
- Citizens are educated about how to access public services and understand their responsibility to participate as members of the community.
- Many leisure time and recreational opportunities are available for our community.

The direction statement for Public Safety includes: the following (repeated themes from statement not included):

- Public Safety service providers shall plan for their service delivery in such a way as to minimize the negative impacts of the regional populations that travel to and through our community each day.
- Stable funding will provide uninterrupted public safety services at desired levels.

<sup>3</sup> 71% of respondents had no interaction with this service.

### *Library*

The Library yearly survey (2003-2006) shows that users value this facility, and accessibility and convenient hours in particular. Over half of respondents visit the library at least 4 times a month, and rate the majority of services as good or excellent. These results are consistent from year to year.

### **Summary of Values**

Tigard residents value the current level of service they receive. As the above surveys show, the police, library and parks are all well-valued services by City residents. Future service improvements or provision will need to consider the cost and impact to existing residents and systems.

### **Other Topics Identified by Residents**

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- **Education.** Although the School District provides education, not the City, education has been identified as an issue. The 2006 Community Attitudes Survey included schools and school funding as the third most important issue for the City of Tigard (9% of respondents), which is consistent with the 2005 Tigard Downtown Improvement Survey (25%, multiple responses allowed). Tigard Beyond Tomorrow, which included school district staff in the visioning process, includes education in its vision statement: both for life-long learning and the responsibility of each citizen to promote and support quality education. The Schools and Education direction statement emphasizes quality education and stable funding for efficient delivery of services. The current Comprehensive Plan briefly addresses schools.
- **Communication**  
The 2005 Citizen Leadership Communications Survey addressed this topic. Residents have not identified this as an issue specifically in previous surveys as an issue or a value; Tigard Beyond Tomorrow addresses communication as a goal of Community Character and Quality of Life. However, the 2005 Communications Survey found that there is no one best way to stay in touch with the City's residents; a multitude of approaches are needed. This diverse approach will be followed throughout the Comprehensive Plan Update.
- **Community Appearance**  
This issue was named as part of the 2004 Tigard Beyond Tomorrow Community Survey, both for residential and commercial concerns. "Strengthening regulations to improve the appearance of the community" had support in the recent 2006 survey under residential neighborhood livability characteristics. This is an issue that will be addressed in the Comprehensive Plan Update to determine what residents mean by this statement and what they support.

**Table 3. Survey Index**

Survey Name	Date	Number of Responses	Type of Survey
1. "Tigard Talks" Community Attitude Survey	1993	483	Random <sup>4</sup> mailed survey of voters
2. Bull Mountain Annexation Public Attitude Survey	2002	305 (151 City of Tigard residents)	Random phone survey of voters
3.a. Library Community Survey	2003	1481	Self-selected
3. b. Library Community Survey	2004	1261	Self-selected
3. c. Library Community Survey	2005	2834	Self-selected
3. d. Library Community Survey	2006	2366	Self-selected
4. Recreation Survey	2004	383	Random phone survey of voters
5. Tigard Beyond Tomorrow Community Survey	2004	409	Self-selected
6. Downtown Survey	2004	588	Self-selected
7. Tigard Downtown Improvement Survey	2005	401	Random phone survey of "supervoters" (voted in most recent elections)
8. Tigard Citizen Leadership Communications Survey	2005	Over 230	Self-selected
9. Community Attitudes Survey	2006	400	Random phone survey of residents

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<sup>4</sup> Surveys that are "randomly selected" in a "scientific" survey attempt to eliminate some bias in respondent selection and capture the range of opinion on an issue.