AN INTERNSHIP IN PUBLIC ADMINISTRATION PERFORMED AT THE PLANNING DIVISION, DEPARTMENT OF COMMUNITY DEVELOPMENT TUCSON, ARIZONA: JULY 1, 1969- DECEMBER 1, 1969

by

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STATEMENT BY AUTHOR

This diary has been submitted in partial fulfillment of the requirements for an advanced degree at The University of Arizona and is deposited with the Department of Public Administration under rules of the faculty.

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This diary has been approved on the date shown below:

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R. A. Mulligan
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Date

PREFACE AND ACKNOWLEDGMENTS

The purpose of this diary and of the internship experience with the Planning Division of the Department of Community Development of the City of Tucson was to provide the author with an increased understanding of public administration by means of an actual working experience in a governmental setting.

This diary consists of three sections. The first section, which includes Chapters One, Two and Three, contains an overall description of the setting of the internship with emphasis on the factors pertinent to zoning in the City of Tucson. The second section contains Chapters Four and Five and is a report of the author's work experience as an intern. The third section, Chapter Six, illustrates the relationship between class work and the internship.

This diary would not have been possible without the advice and assistance of many persons both during and after the internship. Special thanks must be given to a few of these people: Dr. R. A. Mulligan of The University of Arizona; Mr. Donald Laidlaw and Mr. David Lim of the Planning Division; and Mr. Robert Suarez, Mr. John Crawford, Mr. Carl Winter and Mrs. Margaret Ross of the zoning section of the Planning Division.

Marjorie Daru Fenton

Tucson, Arizona
July 1970

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PART I

THE SETTING OF THE INTERNSHIP

The author of this diary served an internship in the Planning and Zoning Division of the Department of Community Development of the City of Tucson, Arizona. Approximately 540 hours were spent in the internship.

In order to properly describe the internship setting, it is necessary to briefly review the history, background highlights, governmental organization, and various departments of the city. The basic information about Tucson is contained in Chapter One of this first section of the diary.

Chapter Two contains a discussion of the planning function in cities generally and Tucson in particular. The organizational structure of the Department of Community Development is also described.

Chapter Three gives pertinent information concerning the particular division in which the internship was served--The Planning and Zoning Division.

Statistical information was obtained from the 1969-70 Annual Budget unless otherwise indicated. Information regarding Tucson's Department of Community Development and the Planning Division was obtained through interviews, departmental materials, and printed

material including departmental pamphlets. Any information that was necessary for this diary, and which was not learned through the duties of the internship itself, was obtained through study, research, and interviews after the period of internship.

CHAPTER 1

TUCSON, ARIZONA

Tucson is the largest city in southern Arizona and is located in Pima County. The 1970 population is 258,215, which is approximately 21% more inhabitants than the 1960 population of 212,890 (1970 - U.S. Census). One hundred years ago the population consisted of 3,224 persons.

In 1877, at the time of Tucson's original incorporation, the city encompassed two square miles. In the last twelve years, Tucson has grown in size through annexation from 23.86 square miles in 1958 to an area that today comprises approximately eighty square miles.

Tucson is governed by a Mayor-Council-Manager form of government. In the ten year period from 1959 to 1969, there was over a 28% increase in the miles of paved streets, 39% increase in the number of water customers, 68% increase in the number of parks, 180% increase in the number of fire alarms answered, 29% increase in police arrests, and 28% increase in library circulation. In 1969, the number of full-time employees was 2,504, which is more than double the number of persons employed by the city in 1959. The great increase in personnel requirements can be traced to increased services and to the city's recognition of and commitment to solve the social, physical, and economic problems of the community.

The City of Tucson contains approximately 85% of the population in the Tucson Urban Area (defined as containing approximately 400 square miles.) The projection for the Tucson Urban Area in 1985 indicates a future population ranging from a low of 540,000 to a high of 660,000 persons (Population Study, 1967, jointly prepared by the City and County Planning Departments). All indications are that Tucson's population will continue to grow by leaps and bounds as it has in the past.

The statistics clearly indicate that Tucson is a city which can be characterized as having rapid and recent growth and thus is facing the many problems inherent in such growth.

Early History

In prehistoric times, the Santa Cruz River was a stream irrigating the valley in which Tucson is located. The fertile land attracted inhabitants. Archaelogical excavations indicate that the site is one of the oldest continuous habitations known in North America and that an extensive early Indian culture was developed here. Today, the Santa Cruz is a dry wash except during flash floods in the rainy season.

Spanish ranchers and mining men began settling in the region soon after Father Kino started to build the San Xavier Mission in approximately 1700. In 1776, the Royal Presidio of Tucson was built as protection from Apache raids. Tucson continued as an isolated outpost and military fort of Spain until 1822 when it came under the flag

of Mexico and was part of the province of Sonora, Mexico. The Gadsden Purchase occurred in 1853 and Tucson then came under the jurisdiction of the United States.

After the Civil War, Tucson began to spread beyond its adobe walls. It served as an army distribution center for the forts located in Apache country, and the discovery of gold and silver in Tombstone and Bisbee spurred the business growth of the community.

Arizona entered the Union in 1912 and became the 48th State.

Major Factors Affecting Tucson's Physical Development

In order to understand Tucson today, and as a first step in describing the setting of the internship in the Planning and Zoning Division, it would be most helpful to recognize and appreciate some of the forces that have shaped Tucson's physical development through its 300 year history.

The natural setting (a sunny, semi-arid desert area surrounded by four mountain ranges) and the efforts of many men of varying backgrounds and goals, have "determined the quality and arrangements of visible activities and land uses, buildings, streets and open spaces ..."[1] and are the basic forces which have shaped the Tucson we find in 1970.

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1. City of Tucson, Planning Division, Tucson Visual Environment (February 1969), p. 8.

There are several major institutions that can be recognized as having affected Tucson's development. (A brief discussion of these forces follows and are only the highlights of the institutions discussed in the City Planning Division's research study Tucson Visual Environment.

In 1776, in order to protect the people of mainly Spanish descent who had been settling for approximately 85 years in what is now southern Arizona, a Fort was established by Spain in Tucson. The fort, or walled presidio, was located near what is now the heart of Tucson's downtown business area and was the "prime mover" in determining the location of Tucson's governmental offices and the central business district.

During the last twenty years of the nineteenth century, two important events occurred that had lasting effects on Tucson's future development. The first was the arrival of the Southern Pacific Railroad, which boosted agricultural and mining activity, and helped determine where industry would be established. The other major influence of this period was the establishment of The University of Arizona, which encouraged development in a new area of the city and created a demand for surrounding student housing. This is still the typical kind of development found in the area today.

Another major factor or force helping to shape the city is Davis Monthan Air Force Base, which was established in 1940. This facility has grown tremendously and has supplied Tucson with one of

its largest sources of income. The great growth of tract homes on the east side of Tucson can be traced to the location of the base.

During World War II, large hangars were constructed on the far southside of the city near the Municipal Airport. After the war, the hangars were used for several temporary purposes, and Hughes established a missile plant in the area in 1951. This trend of industrial development near the airport encouraged residential growth in the southwestern section of Tucson. (These hangars will now be a temporary home for Pima County Junior College, whose permanent location due west of downtown Tucson is predicted to spur residential growth in the Tucson Mountain area, the western section of the city.)

City Government

The citizens of Tucson, Arizona, adopted a Mayor-Council-Manager Charter in 1929, which provided for six Councilmen and a Mayor to be elected by the voters with the City Manager to be appointed by the Mayor and Council. The city is divided into six wards and council candidates are nominated from within the wards in which they reside but are elected by the voters as a whole. The Mayor is elected by the voters at large. In 1964, the Charter was amended to provide for four-year overlapping terms for the Councilmen rather than the original two year terms, with the Mayor also being elected for four years.

General governmental policy matters are determined by the elected officials through the adoption of ordinances and resolutions.

This governing body is empowered to make laws for the health, safety, and welfare of the citizens; to appropriate money for these purposes; to levy and collect taxes; and to issue permits and licenses for revenue and regulation.

The City Manager, as administrative head of the city, has the responsibility for overseeing and managing the execution of city policy as expressed by the actions taken by the Mayor and Council. The day-to-day operations of the City of Tucson are the responsibility of the City Manager. He supervises and directs the official conduct of all civil service employees and appointive city officials except those appointed directly by the Mayor and Council.

In addition to the City Manager, the Mayor and Council appoint top city officials such as the Finance Director, Post Auditor, Magistrates, and Clerk. The Mayor and Council also have the power to appoint boards and commissions that they deem necessary, such as the Library Board, the City Planning and Zoning Commission, the Board of Adjustment, etc.

The organization of the city government is shown in Fig. 1.

Council-Manager plans for city government were proposed early in the twentieth century, and the rationale behind them was to entrust policy to the elected officials and administration to an expert administrator, hired and directed by the council. It was designed for the purpose of producing more effective and responsive government. Two of the plan's features, as proposed by the "good government" movement, was nonpartisanship and at-large elections.

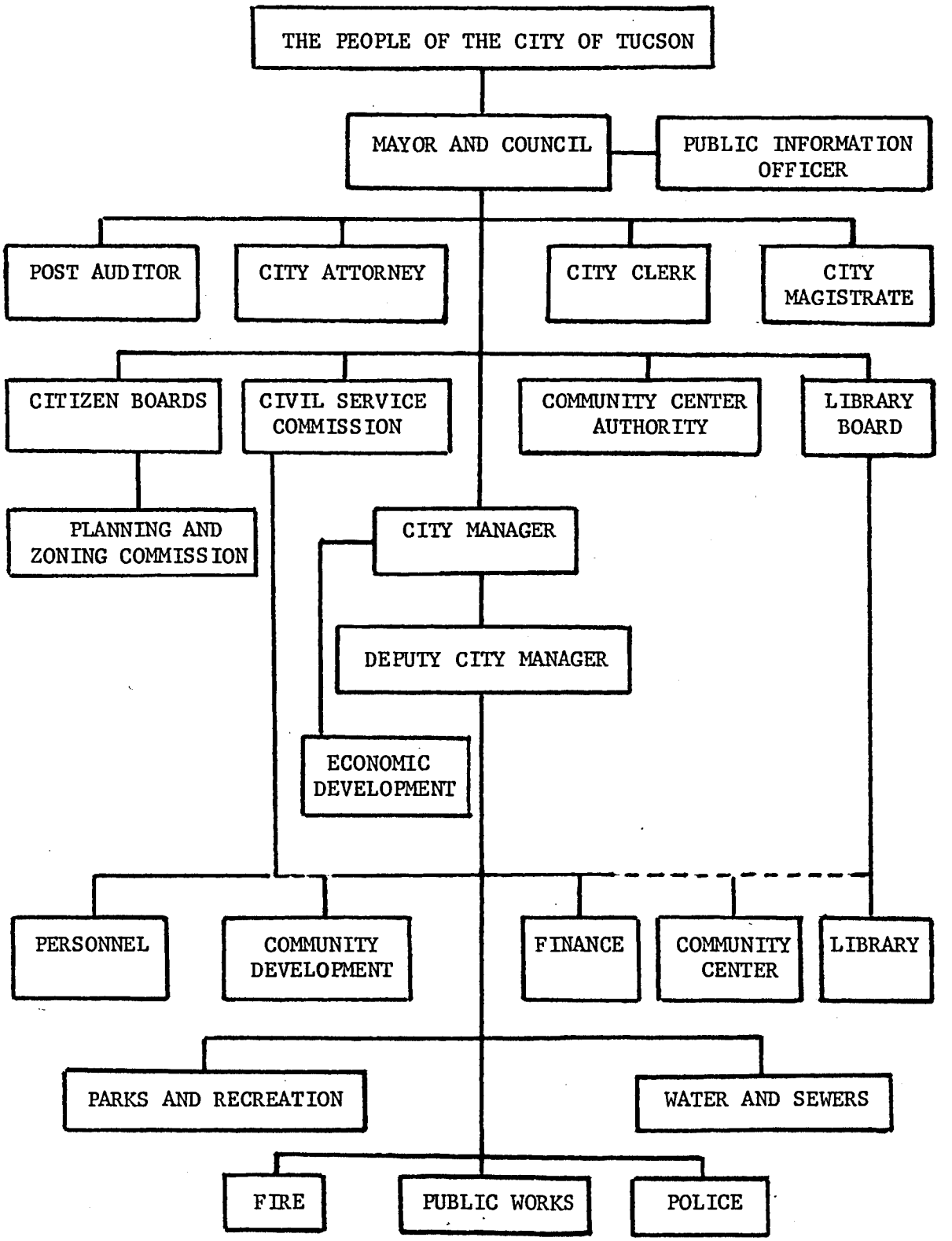

Fig. 1 Organization of Tucson's City Government

Thus one finds that Tucson is not typical in these respects and has adapted a Mayor-Council-Manager form with some differences from the usual pattern. To elect the Mayor and Council, Tucson has chosen partisan elections which are at large in the general election but by ward for nomination to office. The Mayor is nominated and elected by party, city-wide, whereas in the typical Council-Manager cities, the mayor is chosen by the Council from among its elected members and performs primarily ceremonial or "ribbon-cutting" types of duties.

Departmental Organization and Functions

The many and varied functions that the City performs in servicing the population can be classified by "staff" and "line". The "staff" agencies are service oriented and the "line" agencies are operational in scope.

The staff agencies are categorized for budgetary purposes as "General Government" and consist of those activities which comprise top management and the staff agencies associated with them. The appropriation for General Government activities for 1969-70 was $5,084,557. The functions of General Government are conducted by the following departments:

Department of Community Development

In 1964-65, this department was organized to deal with the problems involved in planning for the orderly growth and development

of the City. There are presently five divisions: Urban Programs, Planning and Zoning, Building Inspections, Urban Renewal and Model Cities. The 1969-70 appropriations for this department were $809,513 and approximately 88 persons were employed in the department in the various divisions. (The organization of the Community Development Department is shown in Fig. 2.)

Finance Department

This department provides the financial services for all city departments and was established by an amendment to the City Charter in 1960. The services consist of accounting, data processing, purchasing, and budget control. The Finance Department also has the responsibility for issuing business and occupational licenses, and collecting taxes, license fees and other revenues of the City. The 1969-70 budget allotted $1,399,607 for this department, which employed approximately 122 persons in the various divisions. (The organization of the Finance Department is shown in Fig. 3.)

City Attorney

The City Attorney's office provides the legal services for all city departments and prosecutes all infractions of city ordinances.

City Courts

All cases involving infractions of city ordinances and misdemeanor violations occurring within the city limits are heard in

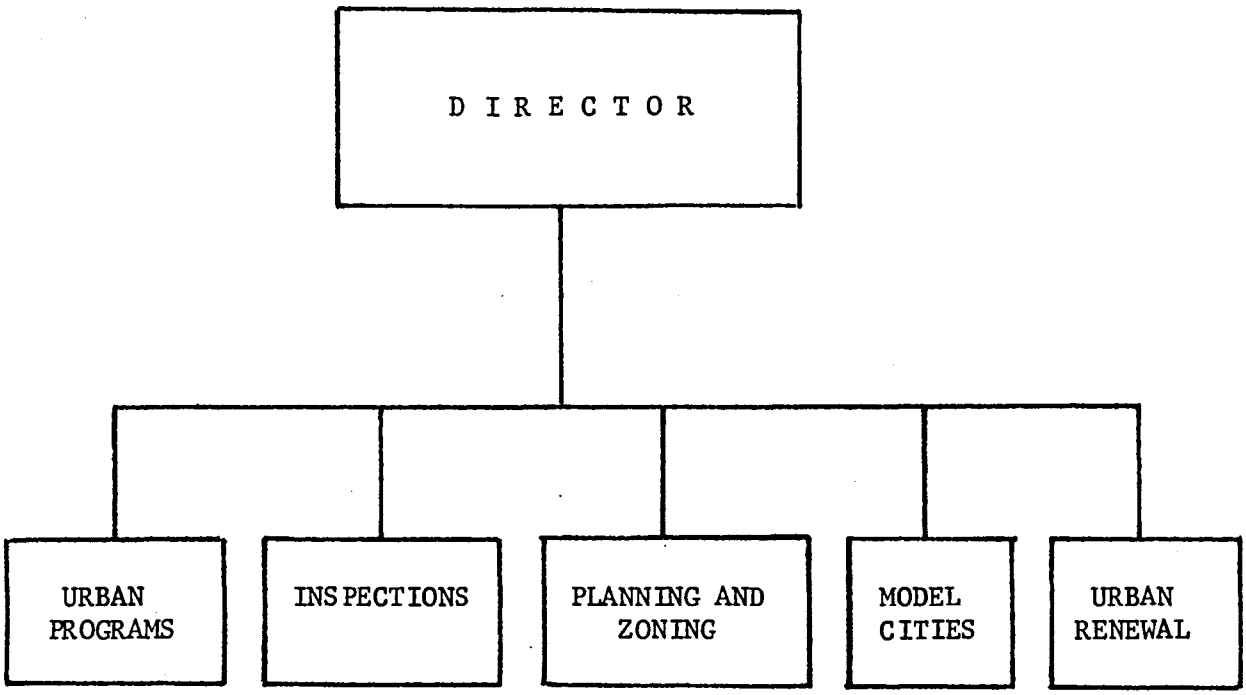

Fig. 2 Organizational Chart, Department of Community Development

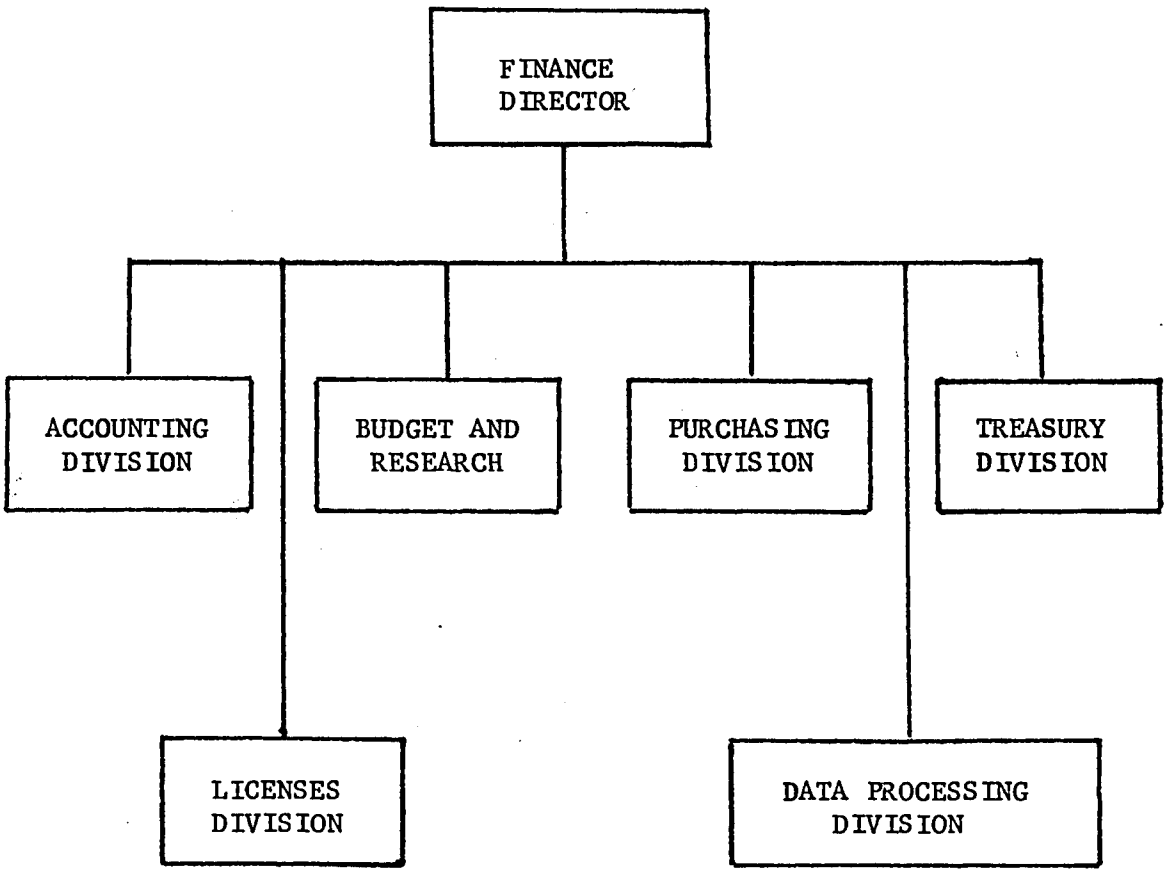

Fig. 3 Organizational Chart, Department of Finance

this Court. There are five full-time magistrates and several part-time magistrates who are called when their services are needed.

City Clerk

This department is responsible for keeping all the city records and conducts and manages all city elections. The City Clerk is appointed by the Mayor and Council.

Personnel Department

This department administers the policies set forth by the Civil Service Commission and engages in the recruitment and testing of all applicants for city employment.

Community Center

The Tucson Community Center is now under construction and is the largest single construction job ever undertaken by the city. This department has the responsibility for the coordination of the construction of the Center and for the future operations. The Center will include an auditorium, an arena, and an exhibition hall.

Legislative/Administrative Departments

These are the departments whose activities are directly related to the offices of the Mayor, Council, and the City Manager. These include the Post Auditor, Public Information and Economic Development as well as the offices of the Mayor, the Council and the City Manager. Total appropriations in this area for 1969-70 were $236,819 and the total manpower numbered 23.

The "line" agencies and departments of the City of Tucson are:

Police Department

The major functions of this department are to protect life and property, investigate crimes, prevent juvenile delinquency, and reduce traffic accidents. The total appropriation for this department in 1969-70 was $4,134,672 and the total number of personnel was 396.

Fire Department

Protection of life and property, prevention and fighting of fires, investigation of causes and losses due to fire, and first-aid for emergency calls are the responsibilities of this "line" department. Two hundred seventy-nine personnel were allowed in the 1969-70 budget and $2,722,419 was appropriated.

Public Works

The Director of this department must have a civil engineering degree plus experience in municipal programs. He supervises and administers the housekeeping functions of the City of Tucson. These wide-ranging activities are accomplished through several major divisions within the department, such as Building Maintenance, Traffic, Engineering, and Refuse. The budget allowance in 1969-70 was $7,303,798 and the department employed 589 people. (The organization of the Public Works Department is shown in Fig. 4.)

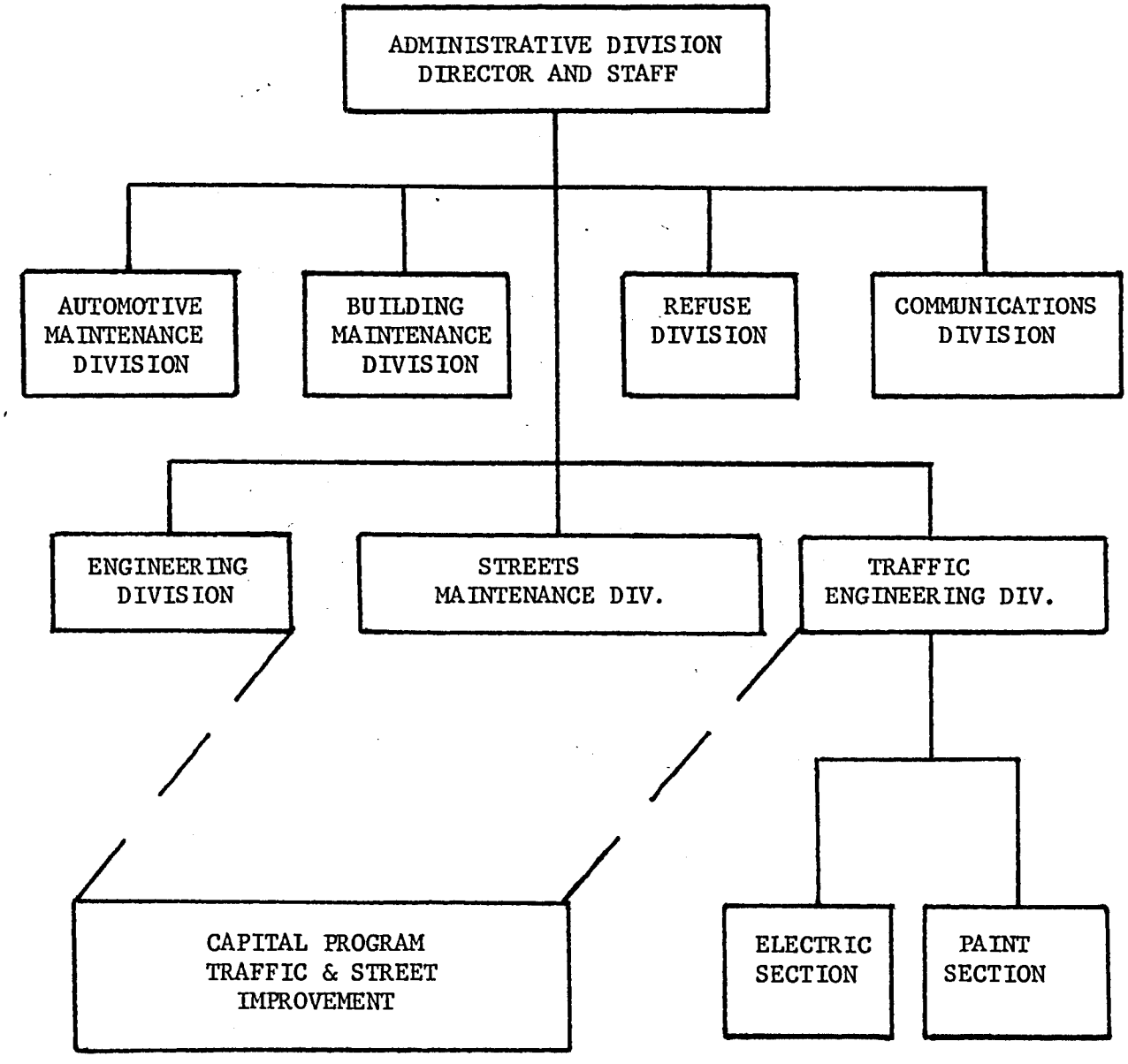

Fig. 4 Organizational Chart, Department of Public Works

Library Department

With 132 employees and a budget of $1,199,518, this department serves the cultural and educational needs of the city.

Parks and Recreation

The recreational and sports activities for the City of Tucson are maintained by this department. It is composed of 264 employees and was allowed $2,329,114 in the 1969-70 budget. There are 59 parks in Tucson.

Water and Sewers

The two service functions of this "line" organization are to provide an adequate supply of potable water and to construct and maintain the municipal sewerage system. There were 68,815 water connections in 1969. The water activity is operated in the same manner as a public utility and is wholly owned by the citizens of Tucson.

Personnel Policy

Personnel administration for Tucson city employees is based on the principles of a civil service and merit system. Civil service laws were originally passed as a protection against the abuses of spoils and patronage and have been continuously strengthened through a merit system which aims to provide competent public employees.

General overall personnel policy is governed by the Mayor and Council through their "power of the purse." Specific details are determined by a three man bi-partisan Civil Service Commission

appointed by the Mayor and Council for six year overlapping terms. The Director of Personnel is appointed by, and is directly responsible to, the Civil Service Commission and heads a department whose function is to carry out the personnel policies established by the Commission. (Information as to personnel policies is contained in a nineteen page booklet entitled "You and Your Job with the City of Tucson" which is given to all new employees at an orientation session when their job begins. A staff member from the Personnel Department conducts the session and answers all questions that new employees might have.)

In order to insure equality in recruitment, examination, pay, transfer, and demotion, the Personnel Department and Civil Service Commission create and are responsible for classifying positions. Position classification entails grouping of positions according to the duties and responsibility of the job and is accomplished by analysis of the duties and responsibility of each job. Each class of jobs has a descriptive title. The salary ordinance passed by the Mayor and Council determines the pay rates for the positions in each class and for the several salary steps that can be advanced within each class. The first three steps are determined by time (it takes eighteen months of service until an employee can reach the third step) and the next two possible increases in salary within a class are merit increases based on recommendation by the department head and approval of the City Manager.

People are hired based upon their ability to do the work and there is no discrimination because of race, creed, or politics. Each position has minimum requirements which are listed in all announcements for an examination (United States citizenship is mandatory). Positions are filled by competitive examinations which are held only when needed. Exams are announced in newspapers and bulletins are placed in various public places.

The Personnel Department maintains "eligible lists" which rank prospective employees in order of their grade on the Civil Service examination, which usually consists of written, oral, or performance tests. All wartime veterans who pass the examination have a 5% "veteran's preference" added to their score. The list is maintained for a period of two years unless exhausted sooner. When a department requires a new employee, the Personnel Director certifies the top three ranking names on the list and the individual department head (after interviewing the candidates) chooses one of these three persons.

There are four types of appointments made:

(1) Permanent - (but finally dependent on a six month probationary period, during which time employee performance is evaluated).

(2) Temporary - (not to exceed six months)

(3) Emergency - (not more than ten days) and

(4) Provisional - (not to exceed six months and only applicable when there is no eligible list for a position.

Most city employees work a five day, forty hour week and are entitled to ten paid holidays per year. They are also entitled to thirteen working days vacation per year and can accumulate vacation time up to thirty-six days. Sick leave of one day per month is granted and may be accumulated up to 120 days. The first five days of any annual sick leave may be added to vacation leave.

All permanent city employees (except Police and Firemen, who have their own pension funds and those employees under 30 years of age) automatically become members of the city's retirement system and 2% of their salary is deducted for the Supplemental Retirement Fund. The eventual retirement allowance will depend on age, length of service and average compensation. If a member resigns, the full amount (plus interest) paid into the system is returned. There is also an automatic group insurance plan in effect.

CHAPTER 2

THE PLANNING FUNCTION

One of the basic requirements for the success of any organization is planning. All managers must plan and therefore "planning" is found in every city department. "Planning" can be defined as follows: "Planning is the process of preparing a set of decisions for action in the future, directed at achieving goals by optimal means."[1]

However, for the purposes of this paper, the discussion of "planning" relates to the department and specialized personnel that are specially devoted to guiding the growth and development of the city through careful study and recognition of the factors that will affect the future course of the city. The planning function for cities is carried out by a specialized professional staff trained in disciplines such as planning, engineering, economics, administration, and statistics.

Development of the Planning Function in Cities

In the nineteenth century there were few attempts made in the United States to guide the growth of cities by means of plans.

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1. Fremont J. Lyden and Ernest G. Miller (ed.), Planning, Programming, Budgeting: A Systems Approach to Management (Chicago: Markham Publishing Co., 1969), p. 99.

Exceptions such as Washington D.C., Salt Lake City, and Philadelphia still exhibit the benefits accruing from planning conducted in their early, formative years.

It was not until the first decade of the twentieth century that concerned citizens began to realize that haphazard and poor development was resulting from the lack of proper planning. Gradually, the earlier notions (that city planning would be an invasion of a person's right to do as he saw fit with his property) changed to a realization that proper planning and zoning would actually serve as a protection for property owners. Hartford, Connecticut, in 1908, became the first city to establish a Planning and Zoning Commission. Today, in cities having populations larger than 10,000, over 95% have established agencies specifically responsible for city planning.[1]

Elements of City Planning

City planning consists of various elements and activities. In the early stages of the planning movement, establishment of a land-use pattern for a city through zoning ordinances and subdivision regulations was the main, and usually the only, recognized activity. This narrow conception of the role of planning continued in force until World War II and is still the situation today in the smaller cities and suburbs.

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1. Leonard E. Goodall, The American Metropolis (Columbus, Ohio: Charles E. Merrill Co., 1968), p. 162.

However, a broader concept of planning has recently come to be recognized as necessary for the healthy maintenance and development of cities. This concept includes a recognition of goal setting by city officials and the public, as expressed through citizens' committees. Setting of goals is basic since it is necessary to know "where a city wants to go" in order to determine the means to get there and also, since city budgets are necessarily limited, priorities must be determined through needs.

The first step in establishing priorities and planning for the future is to know the present statistical facts relating to population composition, industrial development, land use, housing, and transportation, and to project these present indicators for future years. Such data is required to enable plans to be made for future needs such as schools, streets and public facilities, and also to properly guide land-use development through zoning.

Another aspect of city planning is "project planning," which is planning for near term implementation. Capital improvements, community facilities, low income housing, redevelopment or other funded programs to be undertaken within a time framework, is what is referred to as "project planning".

Two other activities usually engaged in by city planning departments involve preparing capital budgets and preparation of what is called a "master plan". It is this latter activity that some planning theorists consider the only true planning and they believe

that all the planning activities previously mentioned are pursued for the sake of leading to, or being part of, the master plan.

The Master Plan

A master plan would ideally include all recommendations for the future and potential development of a city in relation to all aspects of a city's life. Comprehensive coordination of all city functions such as transportation, recreation, housing, industrial development, and land-use planning would be taken into account. Thus, to a planner "the importance of the master plan is that it coordinates in space and over time those activities which affect the physical character of the city and which the city government can influence and control."[1]

Although master planning was discussed and recommended by planning leaders early in the twentieth century, there were few attempts, before World War II, to produce anything approaching this ideal as expounded by some members of the planning movement.

Although the plans produced were sometimes labelled "Master Plans," they were in fact deficient in one of the two basic characteristics of Master Plans which are (1) comprehensive coordination and presentation of all pertinent facts relating to all functions of city government and (2) specific recommendations based on this comprehensive coordination.[2]

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1. Edward C. Banfield and James Q. Wilson, City Politics (New York: Random House, 1963), p. 189.

2. Ibid., p. 189.

World War II curtailed local government spending and after the war there was a backlog of necessary public and private construction. Naturally, the federal government was interested in orderly urban planning, and in order to promote such planning certain programs were established that served to encourage master planning. The 1954 amendments to the Housing and Redevelopment Act of 1949 required that cities wanting federal grants must first produce comprehensive or master plans. The necessity to comply and prove that the required planning was being undertaken produced many plans that merely served to satisfy Federal requirements.[1] Although these plans were not properly Master Plans, there is no doubt that this Act served to encourage and aid urban planning. From 1949 to the present, the Federal government has enacted several pieces of legislation such as the Housing Act of 1961 and the Highway Act of 1962 that have served to give further impetus to local planning.

Limitations to Master Planning

There are today an increasing number of planners and city governmental officials that are questioning the ability of a city to Master Plan. The rapid rate of change occurring in the cities, and the incompatability of decentralized local governments and master planning are two reasons for these doubts.

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1. Ibid., p. 190.

However, although the ideal situation of producing a single document that may properly be entitled "The Master Plan" may not be attainable nor a realistic aim, it is obviously necessary to retain the goals and basic objectives of coordinated planning for a particular physical area. The increasing recognition of the importance of comprehensive planning indicates that great strides in the right direction are being made by city governments today. The progress of the last twenty years shows an increasing awareness of the importance of planned growth of cities.

Problems of Growth

All metropolitan areas experiencing rapid growth and change have suffered from a wide range of economic, social and physical problems. Tucson is no different in this respect; however, in Tucson, the problems associated with land use are more acute than in most other areas. This results not from a scarcity of a resource, but instead from an abundance. Because of large, relatively inexpensive available land areas, the City of Tucson has experienced certain problems that are not typical of most metropolitan areas. When large areas are skipped over in development, imbalance in land use results, and the cost of providing services to the developed areas increases. Other problems that arise because of "leapfrogging" are central city and older area decay, financial inability to provide services such as proper streets, and poor shopping convenience due to the spread-out characteristics of individual stores. Thus land misuse, resulting

in large part from its easy availability, has created land use problems that dedicated city officials, administrators, and concerned citizens are attempting to rectify.

Tucson Community Goals

Recognition of the above land use and related problems came clearly into focus through the endeavors of a group of dedicated citizens who were appointed by the Mayor and Council in 1965 to study and establish the community goals necessary as a first step in long range planning. The Community Goals Committee completed this project in the spring of 1966 and issued a detailed report describing the potentials for proper development in the years ahead and enumerating methods of implementation.

Four goals were designated as being appropriate for viewing community problems from four major aspects. These four viewpoints resulted in the delineation of goal statements labeled Social, Physical, Economic, and Governmental Goals. The report stressed that rapid growth during the 1950's and 1960's had resulted in a "loss of a sense of community"[1] and that concerted and combined efforts by the citizens as well as governmental agencies would be required to attack the basic problems. Although the four goals are interrelated, for the purpose of this paper and pertinent to an internship in the Planning

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1. City of Tucson, Tucson Community Goals, Report of the Citizens' Committee on Community Goals (Tucson: 1966), p. 9.

and Zoning Division, only mention of the recommendations concerning the physical goals is made.

The Committee stated that as a "Physical Goal - The Tucson community should create conditions which will make the city healthful, pleasant, efficient and prosperous, and which will provide these special qualities which identify it as unmistakably Tucson."[1] The report stressed that the physical goal can be attained through the concerted efforts of the citizens and governmental agencies and by recognition of the basic and interrelated needs required for its accomplishment. The needs described included: establishment of appropriate land use patterns; development of community-wide circulation system; conservation of water and prevention of air pollution; proper utilization of land and programs designed to encourage proper development; enhancement of natural character and beauty of Tucson's environment through educated recognition of Tucson's desert-oasis characteristics and creation of safe and healthful physical environment.

The Tucson Goals Report also emphasized and recommended the need for a policies plan.

A Policies Approach to Planning

The City of Tucson does not, at present, have what could be labelled a "Master Plan". Planning in Tucson since the early 1940's

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1. Ibid.

has been directed toward the orderly physical development of the city. The social, economic, and environmental problems that Tucson is facing today require new approaches to the planning process. The Director of the Planning Division believes that a "policies approach" or a Comprehensive Areawide Policies Plan would be the most meaningful approach to successful city planning.

As a first step towards this method, the reasoning, rationale, and explanation of "policy planning" is described in a recent departmental memorandum entitled "A Policy Plan Primer" which was prepared by the Advanced Planning Division in early 1970.

Basically, the approach is designed to provide for rational decisions about the future direction and quality environment goals of the community and, at the same time, to accommodate the dynamic and changing nature of such needs. Thus, a policy plan would of necessity be general and represent the combined efforts of elected officials, staff, and the citizens of Tucson. Coordination of all community programs and activities would be the key means of implementing a comprehensive policies plan. The basic principles involved in establishing such a plan are recognition of the necessity for it to be regional in scope, involvement of all affected agencies, and citizen participation to insure its relevancy.

The Department of Community Development

In 1965, the then existing joint City-County Planning Department was separated into a City Planning Department and a

County Planning Department. Soon afterwards, the City established the Department of Community Development with planning as one of its divisions. The original purpose for the reorganization was to "unify and coordinate the talents which are necessary to comprehensively and continuously attack the problems of community growth." (Statement from the Supplement to the 1965 Budget prepared to inform the Mayor and Council as to the importance and reasons for a proposed increase in personnel requirements.)

The purpose in incorporating the functions of planning, inspections, urban renewal, and preparation of federal program applications under a single director was to provide the city with a more logical organization for pursuing the coordination of the process of community development and to unify the attack in solving the physical, economic, and social problems facing Tucson.

Growing Responsibilities and Activities

Since its organization in 1965 the scope and complexity of the department's responsibilities have grown tremendously as a result of expanded community goals and new Federal programs. The basic functions of the department are planning, coordination, action, and follow-through. (The expanded responsibilities and activities of the Planning Division of this department will be reviewed in Chapter 3.) The expanded role of the department in the areas of coordination, action and follow-through can be summarized as follows:

Coordination - The department develops policy recommendations for the Mayor and Council by establishing close relationships with official citizens' committees and commissions. Its work with groups such as Area Council, Heritage Foundation, and other groups of citizen participation results in public support for policies and serves as a basis for planning needed services. The department also performs the essential function of coordination between the city and the federal government.

Action - In addition to the action programs contemplated at the inception of the department such as annexation and the Pueblo Center project, there have been added such programs as concentrated code enforcement, Model Cities, coordination of public housing development, and the Central Business District capital improvement program.

Follow-Through - The department maintains a comprehensive overview of all community development programs whether or not they are carried out by the department itself or another public agency. The department has the responsibility for "follow-through and evaluation to insure the meeting of commitments, proper timing, reasonable economy, and compliance with state and local law and federal guidelines."[1]

Divisions

There are presently five divisions within the Department of Community Development. Four of them will be highlighted here and the Planning Division will be discussed in greater detail in Chapter 3.

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1. Department of Community Development, Statement of Purpose, Functions, and Objectives, City of Tucson, no date, mimeographed, p. 6.

Model Cities

The Model Cities program was developed when it was recognized that mere physical improvement in neighborhood conditions is meaningless unless broad scale efforts are made to comprehensively attack the social and economic problems existing in a neighborhood.

During 1968-69, this division became part of the Department of Community Development after a federally funded program grant was approved in September 1969 by the United States Department of Housing and Urban Development. This program is designed to concentrate local, state and federal resources in a particular section of the City designated as a "Model Neighborhood" in an effort to improve the area's physical and socio-economic conditions.

The main categories or areas that are presently being emphasized in this program are manpower training (with programs aimed at training the economically disadvantaged for jobs), education, physical improvement, housing, economic development, and health projects. The organization of this division is contained in Fig. 5.

Urban Programs

This division serves as the administrative arm for the Department of Community Development.

The Urban Programs Division also prepares the Workable Program for Community Improvement, which is needed to retain eligibility for funds obtained by the city from the Housing and Urban Development Department of the Federal Government.

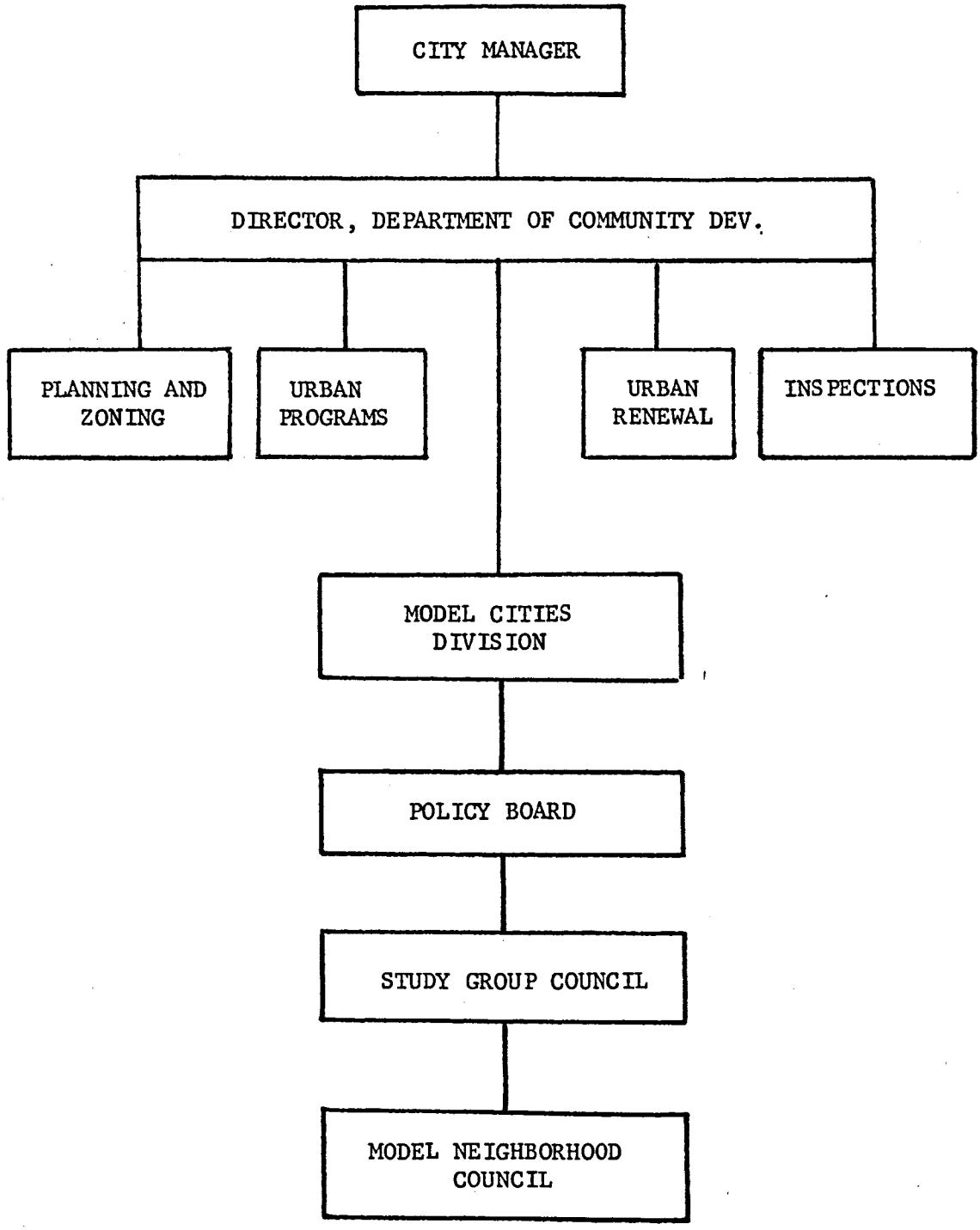

Fig. 5 Organization of the Model Cities Division of the Department of Community Development

This division has the responsibility for studying the feasibility and laying the groundwork for annexing new areas into the city.

The organization of this division is contained in Fig. 6.

Inspections

The main responsibilities of this division is to issue and collect fees for all building permits required in the City of Tucson and to make on site inspections of all construction undertaken within the city limits. These inspections insure that all structures conform, at each stage of development, with City Ordinances. Final approval from this division is necessary before property owners can occupy and use the buildings. Enforcement of Tucson's Housing Code is also the responsibility of this division.

The organization of the division is shown in Fig. 7.

Urban Renewal

This division has the responsibility for coordinating and administering all programs relating to urban redevelopment and slum clearance. The director and staff formulate an urban renewal plan, steer it through the necessary governmental and citizen approvals and administer the program until it is completed. The functions of the division include planning, relocation, financial and market studies, and acquisition and disposition of property.

The organizational chart for this division is shown in Fig. 8.

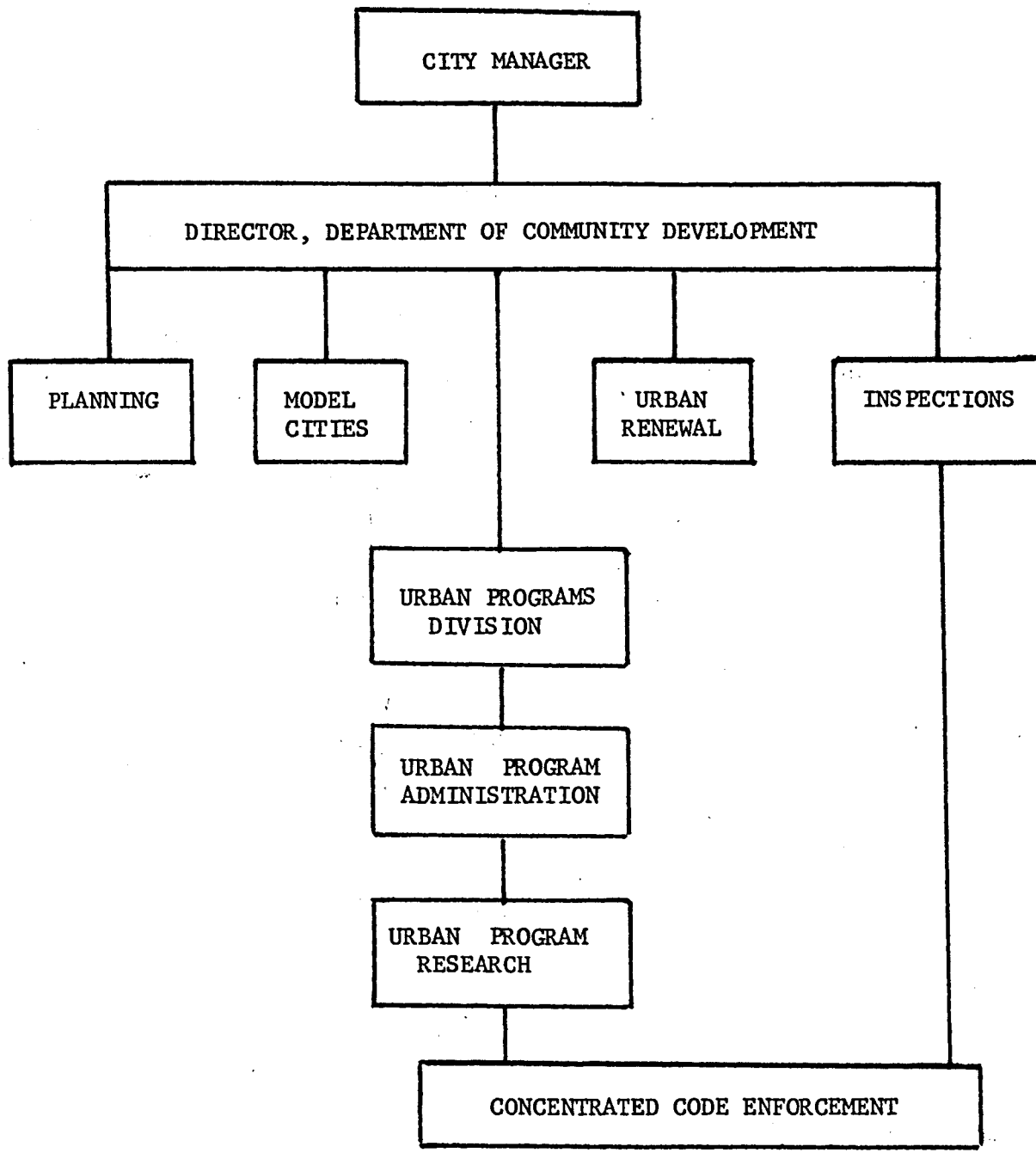

Fig. 6 Organization of the Urban Programs Division of the Department of Community Development

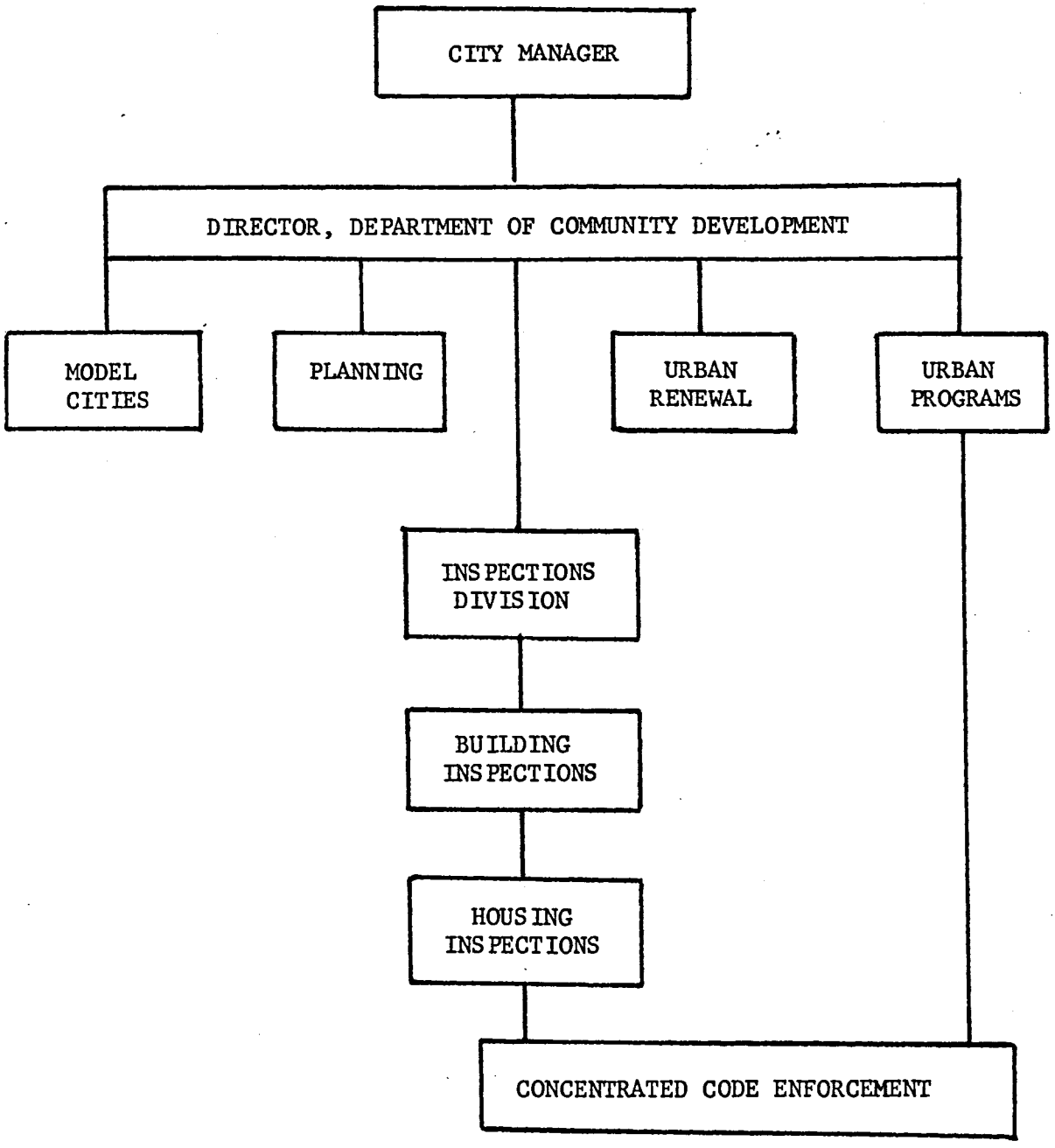

Fig. 7 Organization of the Inspection Division of the Department of Community Development

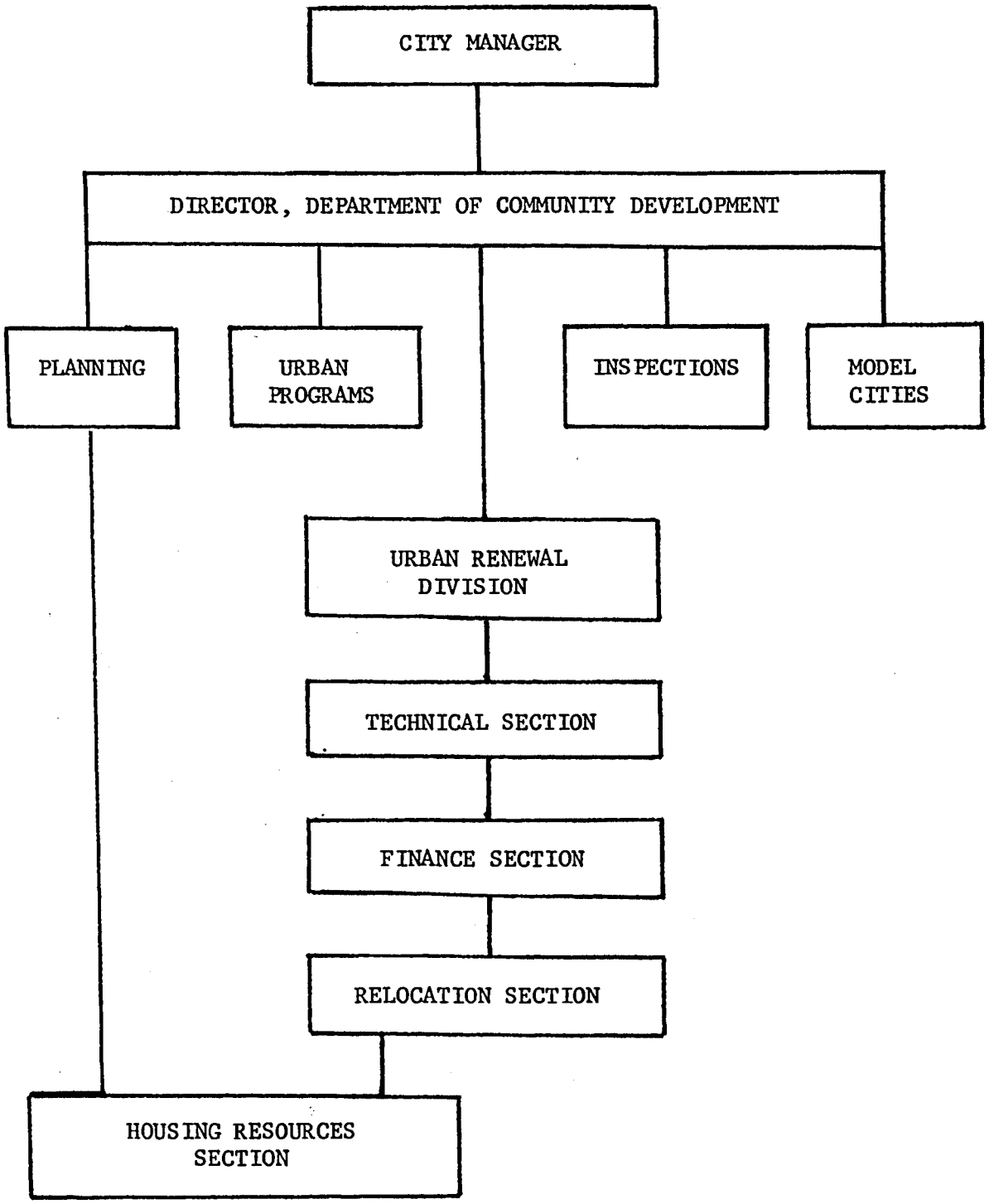

Fig. 8 Organization of the Urban Renewal Division of the Community Development Department

Planning

Chapter 3 is devoted to this division of the Department of Community Development and is the particular division in which the internship was served.

Financial Administration

Appropriations for the fiscal year 1969-70 for the Department of Community Development (as indicated in the annual City of Tucson Budget) was as follows:

Administration	$ 30,934
Urban Renewal	2,675
Planning	237,116
Building Inspection	468,711
Programs	70,077
Model Cities	Federal Funds
Total	$809,513

The appropriations for this Department are allocated from the general fund of the city. Funds are established in accordance with legal requirements as contained in the City Charter and by Ordinances passed by the City Council. Accounting distinctions are maintained between the different funds in order to insure that money is spent solely for designated purposes. The creation of a fund does not include the authority to make expenditures. The authority to make expenditures and incur liabilities for specific purposes must be

authorized by the Mayor and Council and is the appropriation. The appropriation specifies, in detail, the amount and purposes for which expenditures can be made.

Some of the funds established in Tucson are the Community Center Fund, Debt Service Fund, Library Fund, etc.

The general fund is used to account for revenues not allocated by law for specific purposes. The general fund revenues are obtained from the general property tax and other local taxes, licenses and permits, fines, charges for services, from other agencies, etc.

CHAPTER 3

THE PLANNING AND ZONING DIVISION

Over the years, students of city planning have differed in their views as to which person or organization should direct the planning and zoning function for a city. The placement of planning agencies in the governmental structure of a city has depended on the prevalent assumptions as to where the final land use and development power is or should be. In effect, the placement is designed to permit the agency's "client" to be the officeholder or elected body with the appropriate powers. Banfield and Wilson in their book City Politics describe six different organizational arrangements.[1] Three main concepts are included here. It is a combination of approaches that exist today in our cities and each city must be individually studied to determine exactly how the planning function of that particular city is carried out.

Organizational Arrangements of Planning Agencies

The rationale for a semi-independent planning commission has been to place the power or "the client" in a group of disinterested

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1. Banfield and Wilson, pp. 196-202.

statesmen whose composition, term, and duties would provide it with the ability to serve the general public interest. Advocates of this arrangement argue that a council or other elected officials are subject to special interest pressure.

However, since the independence has always been modified to some degree by legal requirements, etc., the actual effect has been that elected officials "i.e.'politicians' - have never had any trouble finding ways to bypass independent planning commissions when they wanted to, as they usually have."[1]

Placement of the planning agency as a staff aid to the executive has been used in "strong mayor" cities. The philosophy underlying such an arrangement is that the semi-independent commissions were ineffective and that planning (as mainly one of a research function and secondly an implementation of policy) necessarily belongs as part of the executive staff - as the only method by which the agency would be in a position to influence decisions. Opponents of this type of arrangement argue that the main function of the agency is comprehensive planning for the public interest and this organizational situation would cause the agency's decisions to be political.

The organizational arrangement whereby the Planning agency serves as a staff aid to the city council is more apt to occur in council-manager cities. Proposals for this type of organization have

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1. Ibid., p. 197

been based on the belief that the council has the responsibility for the major decisions affecting cities and therefor it should prepare and adopt the city plan.

In Tucson, it appears that a complex combination of approaches exists. The Planning Division is one of the five divisions of the Department of Community Development which is headed by a Director who is also designated an Assistant City Manager. The Director of the Planning Division is also the Executive Secretary of the Planning and Zoning Commission. The Planning and Zoning Commission is a semi-independent board, with extensive powers; but the final power is in the hands of the Mayor and Council elected by the citizens. Chapters 2 and 3 give a picture of the organizational arrangements existing in the City of Tucson.

Organization of the Planning Division

As previously mentioned, the Planning Division is one of the five divisions of the Department of Community Development. The director of the division is responsible for directing and coordinating the work of the division's employees, serving as advisor and secretary to the Planning and Zoning Commission and the Board of Adjustment, and counseling other city departments on matters relating to land usage and development. The organization of this division is contained in Fig. 9.

There are three main sections in the division:

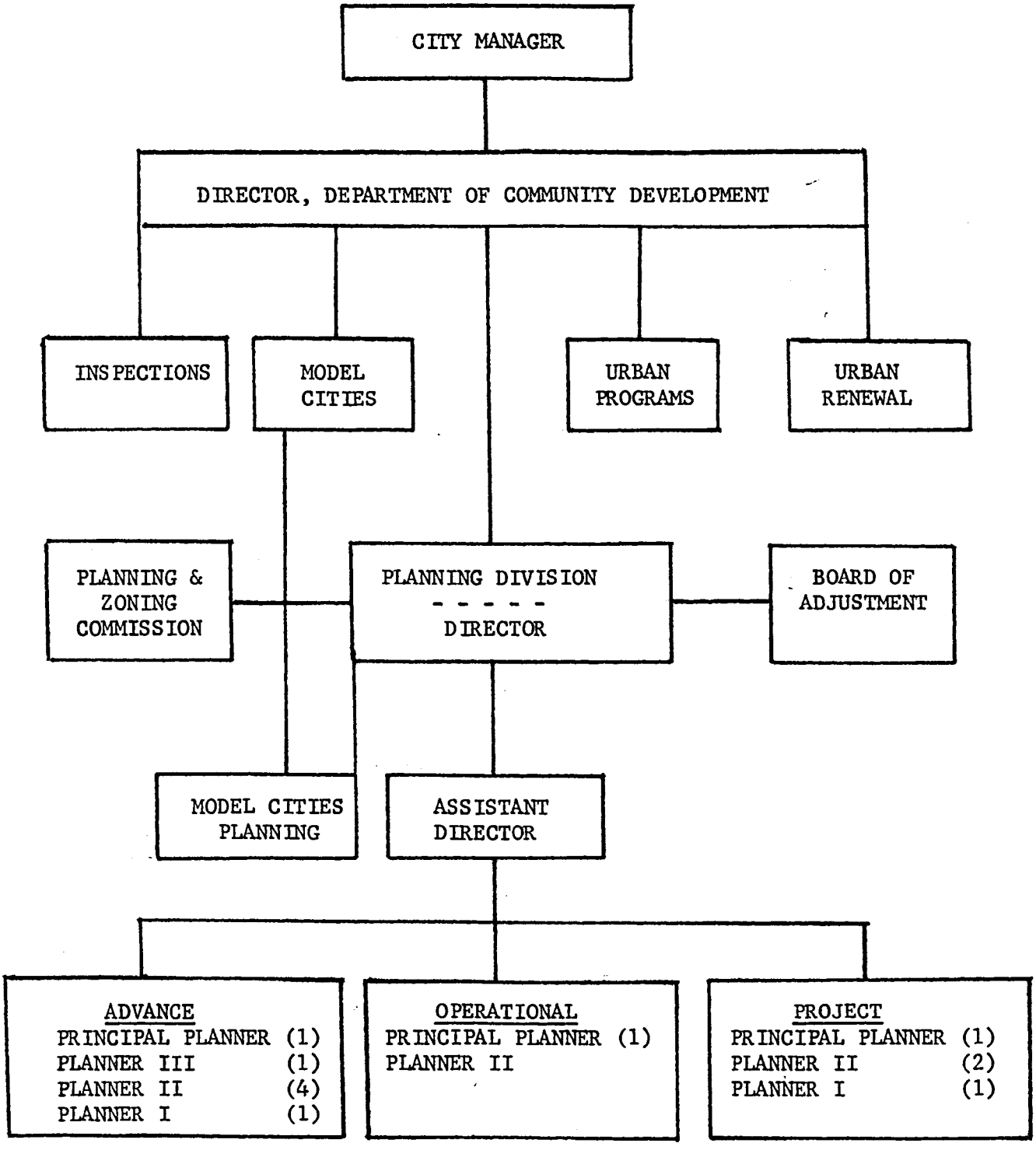

Fig. 9 Organization of the Planning Division of the Department of Community Development

Advance Planning Section

The planning activities in this section are designed to establish the framework within which community development objectives can be attained. This involves long-range and future planning for the entire community, development of neighborhood plans, streets and public facilities, etc.

Advance plans have been prepared by this section in such areas and for such purposes as the Central Business District, University area, parks and open spaces, transportation system, fire station plan, library plan, etc.

Project Planning Section

This section provides the planning services required by action programs within the department. The work is devoted to short range planning and involves specific projects such as those undertaken through urban renewal, rehabilitation, capital improvements, etc.

Operational Planning Section

The efforts by the employees in this section are directed toward controlling specific land uses through zoning and subdivision regulation. Staff services are supplied for the Planning and Zoning Commission and the Board of Adjustment. The drafting section is part of Operational Planning.

Services and Programs

Comprehensive social and economic studies of the community are necessary in order to adequately plan for the orderly physical growth

and development of the city. Knowledge of changing community attitudes, shifts in family income, minority relations, etc., are required to prevent future problems and to establish appropriate action. To predict future needs such as location of schools, roads, and public facilities, the present statistical facts on population, industrial development, land use, and housing are necessary. Thus the planning Division is constantly engaged in surveying and compiling these basic indicators. Such facts and figures are necessary for other agencies, such as school districts in their planning for properly located schools and other city departments in their efforts to predict future needs for their services. For example, new locations for fire stations would depend on predicted population growth in a particular area. Land market analysis and other studies are undertaken by the Planning Division in order to meet the housing needs of a growing population and to provide adequate housing for lower income residents.

All action programs such as in renewal, rehabilitation, and code enforcement initiated by the City of Tucson require surveys, analysis, research, planning, and programming as a preliminary first step. This type of work is accomplished in the Planning Division of the Community Development Department. Examples of these services are the preliminary planning for such future action programs as the Manzo neighborhood rehabilitation, Holliday neighborhood rehabilitation, and the University redevelopment project. These projected programs will

be the first steps in implementing the recommendations contained in the "Community Development Program" Report (described below).

Through the combined efforts of the Planning Division, the Department of Public Works and the Department of Finance, long range capital improvement strategies are projected in order to develop the local resources necessary for carrying out action programs. These strategies must take into account such factors as the importance and relationship of the city's fiscal policy and the potential stimulation of private investors.

A description follows of a sample of city programs and planning that required the time and talents of the staff of the Planning Division. Surveying, researching, analyzing, and planning by this Division were the first steps undertaken in their accomplishment.

Community Development Program

The Community Development Program is a long range effort aimed at alleviating and solving economic, social, and physical problems resulting from rapid growth and change in metropolitan Tucson. The program is based on basic community goals and intensive studies of existing structural and environmental conditions.

The first major phase was undertaken in 1967 with an intensive study of the City of Tucson and its surrounding fringe area. This study was begun in order to identify the more serious problem areas and to prepare priorities of necessary remedies for arresting and reversing the spread of blight in the community. Thirty-three

neighborhoods were designated as study areas based on the following factors.[1]

1. Impact areas (where major public or semi-public construction was underway or proposed).

2. Structural deficiencies (determined through a "windshield" survey).

3. Economic, environmental or social blight indices.

This phase of the project resulted in delineation of study areas. Comprehensive research and study followed during which time planning concepts and preliminary proposals were developed.

During the summer of 1969, a comprehensive report entitled "Program for Improvement Activities" was released by the Department of Community Development. This report contained recommendations for Tucson's Community Development Program and included general recommendations for all areas of the city, with more specific proposals for the most deficient neighborhoods. The major problems were, understandably, more prominent in the older sections of the city and the proposals represented Tucson's commitment for solving them.

The recommendations are geared to the capability of the city to undertake projects and improvements within the next ten years. They are designed for solving the problems of deteriorating areas, and

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1. Department of Community Development, Delineation of Study Areas, Community Renewal Program of the City of Tucson, Arizona, Memorandum No. 1, Jan. 1968.

the report recognizes the need for eliminating the underlying causes of these problems. The proposals point out the specific areas for conservation, code enforcement, and partial or complete rehabilitation and redevelopment.

Tucson Visual Environment Survey

This project was undertaken with the basic objective of developing a visual plan for local needs and thus being able to make recommendations for affecting the quality of the visual form of Tucson. The need for such a study was recognized from the fact that the City of Tucson, like other urban areas of its size, was developing an appearance lacking in attractiveness and that Tucson should attempt to provide for the visual enjoyment of its citizens and preserve the natural beauty bestowed by nature.

The methods used were a visual survey and thorough analysis of Tucson's image as held by its citizens. The visual plan resulting from the survey will be coordinated with, and be part of all other regional land planning.

The survey was divided into two parts: Part I enumerated the design potentials of Tucson and contained broad recommendations relating to Tucson's natural setting and open space, redevelopment of blighted areas, preservation of certain recognized assets (such as major panoramic views and the skyline), and the strengthening of present and developing activity areas such as downtown, University, El Con, etc.

Part II of the study will contain the actual recommended guidelines for strengthening and improving Tucson's visual form. Positive results from the Planning staff's recommendations can only take place through the combined efforts, participation, and desire by all segments of the community: the public, business, and government.

University District Development Study

In the fall of 1969, the Planning Division presented a long range development plan for the area surrounding the University of Arizona. The purpose of the plan was to provide the framework for the development of one of Tucson's most distinctive and dynamic areas.

The plan is based on such factors as an estimated student enrollment of 35,000 students by 1985, increasing need for graduate and married student housing, etc. Some of the elements envisioned by the plan include (1) land use change to provide new multiple unit housing, (2) a rehabilitation project area, (3) a four block commercial core on the west side of the campus, (4) a research and development center west of Stone Avenue, and (5) recognition of the need for activities related to the Medical School such as clinics and doctors' offices, convalescent hospitals, drug and gift shops, etc.

The University District Study will serve as a basis for future decisions as to zoning, capital improvements, circulation changes, and renewal programs.

Financial Administration

The 1969-70 budget for the Planning Division of the Department of Community Development indicates that there was a total allocation of $237,116. The main expenditures authorized for the division is listed below.

Personal Services - $217,873

Expenditures for wages for the division's employees account for the majority of the monies appropriated. The Planning Division was authorized to employ twenty-seven persons. The breakdown of employees and jobs is illustrated in Fig. 10.

Services - $6,535

Items such as transportation, communication and maintenance are included in this classification.

Supplies - $7,970

Capital Outlay - $4,738

As noted in Chapter 2, the expenditures for the Department of Community Development are authorized from the General Fund of the City of Tucson.

The Planning and Zoning Commission

The Tucson Code of Ordinances (Chapter 23, Article II, Sec. 23-510 to 23-521) provides that the Mayor and Council may request from the commission reports or recommendations relating to any aspect of Tucson's physical development. The commission also formulates and adopts comprehensive long-term plans for the development of the city

	Number
Clerk Steno I	2
Clerk Steno II	2
Planning Intern	1
Engineering Aide II (drafting)	5
Engineering Aide III	1
Planning Analyst (Planner I)	3
Senior Planner (Planner II)	8
Principal Planner	3
Assistant Planning Director	1
Planning Director	1
Total number of employees	27

Fig. 10 Classification of Planning Division employees as provided for in the 1969-70 budget.

and these plans serve as the commission's guide in the performance of its duties. The Planning and Zoning Commission is empowered to conduct all investigations and surveys necessary for making its recommendations to the Mayor and Council. All the staff work required for the commission to carry out its duties and functions is performed by the Planning Department. The commission is required to communicate its reasons for any disapproval of matters that come before it to the Mayor and Council and the Mayor and Council have the power to overrule the commission.

The commission is composed of nine members, appointed by the Mayor and Council, who serve a five year appointment without pay. Once a year, the commission elects a chairman and vice-chairman from among its members. The chairman's duties include presiding at meetings, naming committees, and directing the official business of the commission.

The executive Secretary of the commission is the Planning Director who attends to all correspondence, sends and publishes all notices, keeps a docket and minute book of the meetings, maintains all files and records, and supervises all the work necessary for the commission to carry out its functions and duties.

All meetings of the commission at which votes can be taken are public and are scheduled monthly, with provision for special meetings. A quorum of five members is required in order to conduct business. All resolutions, recommendations, and staff and committee

reports must be in writing before the meeting at which such items are to be acted upon.

Another main duty of the Planning and Zoning Commission relates to its right to recommend or deny approval of rezoning requests. (The procedures for rezoning are described in the section immediately following.) Application forms for rezoning are provided by the city and the applicant must state the reason he believes his request should be granted.

In December 1969, the Planning and Zoning Commission adopted new Rules and Regulations[1] and one new requirement for rezoning applications requires a Developmental Plan. This new regulation applies to those applications which involve eight or more residential units or medical, office, or commercial development in excess of 10,000 square feet of floor area.

In every case, staff reports and analyses are prepared and presented to the commission. The reports include all information pertinent to the requested rezoning case and necessary for the commission to make a knowledgeable decision. During the hearing before the commission the planning staff members and commission members may question the applicants and comment on the case involved.

Decisions of the commission are determined by a majority of a quorum present, or the commission may take a case under advisement

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1. Tucson, Arizona, Planning and Zoning Commission, Rules and Regulations, Adopted December 10, 1969, Amended March 10, 1970, mimeo.

for later action. The commission is not bound by the advice or opinions of officials or employees of the city or by any commission member.

Zoning Procedures

Applications for rezoning are filed in the zoning section of the Planning Division. In effect, these are requests for the Planning and Zoning Commission to initiate the rezoning by setting a zoning district. The staff studies these requests and makes its recommendations to the Planning and Zoning Commission. If the commission turns down the application by refusing to initiate the zoning change then the applicant must appeal to the commission. A hearing is then held and if the commission still refuses to initiate the change, the applicant may appeal to the Mayor and Council. The hearing before the Mayor and Council results either in the initiation of the rezoning district by their approval, or if the Mayor and Council disapprove, the applicant must then initiate the rezoning himself by filing consent petitions of the neighboring property owners.

After a zoning district is established, it is advertised in the newspaper and notification is also given by mail to property owners within 200 feet of the property as required by the city (150 feet notification is required by state law). A public hearing is then held by the Planning and Zoning Commission, after which the commission makes its decision. The commission's recommendations are then sent to the Mayor and Council.

The Mayor and Council can either approve or disapprove the commission's finding - or it can set further conditions for approval of the rezoning. The Council and Mayor pass a motion at this public hearing. When the conditions of the rezoning are met, the proposal is again submitted to the Mayor and Council who then vote final approval of the zoning change via an ordinance.

It should be noted that if 20% of the property owners within the 150 feet notification area (in any one direction, by area or by numbers) protest the rezoning, it would then require 75% of the governing body in order to enact the ordinance approving the zoning change.

The time involved in rezoning property varies greatly, depending on the possible obstacles and special requirements of the individual zoning case. However, approximately four to six months would be the minimum amount of time required to pass an ordinance putting new zoning into effect.

A chart of the major steps required to rezone property in the City of Tucson is contained in Fig. 11.

The Board of Adjustment

The Board of Adjustment was established by the City of Tucson as a safety valve to protect certain rights of property owners. It offers a means to permit variances under certain conditions, wherein not to do so might incur unnecessary hardships and amount to a confiscation of property. The board is not empowered to change a zoning

PRELIMINARY STEPS

Application filed
Staff analyzes

PLANNING & ZONING COM. SETS DISTRICT

Advertisement and
Notification

PLANNING & ZONING COM. PUBLIC HEARING

Commission sends

Recommendation
to Mayor and Council

MAYOR AND COUNCIL - PUBLIC HEARING

Approval by Motion

MAYOR AND COUNCIL

Ordinance Adopted

Fig. 11 Major Steps Required to Rezone Property

use and is generally used for appeals from decisions of the Building Inspector or when a permit is denied.

As established by the Tucson Code of Ordinances (Chap. 23, Art. I, Div. 28) the board is composed of seven members, appointed by the Mayor and Council for three year terms, who serve without pay. The members elect a chairman who presides at meetings, appoints committees, and directs the official business.

The secretary of the board is a Planning Department staff member who is in charge of notices, correspondence, minutes, and records of meetings, and who also compiles and maintains all records, files, and decisions of the board.

The board's powers include the power to grant (1) special exceptions and interpretations of the building zone maps; (2) general exceptions such as permitting non-conforming extensions and prohibited industries or uses; (3) extension of uses into adjacent zoning districts under specified conditions; (4) determination of the location of questioned district boundary lines; (5) variances from the Zoning Code; and (6) decisions on appeals from the Building Inspector's interpretation of the Zoning Code.

Applications and appeals are made on special forms provided by the city and must state the reason why the request should be granted. Hearings are advertised and notification is made to real property owners within a 200 foot radius. Decisions of the board may be appealed to the Superior Court by an individual applicant or governmental agency within thirty days after the board files its decision.

PART II

THE INTERNSHIP EXPERIENCE

The requirements for this diary specified that the second part contain an accountability of the hours the student spent in the agency. The author presents her material in Chapter 5 of this section. Chapter 4 is an account of the "prelude" to the internship and relates the author's experience in obtaining her internship through the Civil Service system established by the City of Tucson.

CHAPTER 4

PRELUDE TO THE INTERNSHIP

The author of this diary was granted admission to the Graduate College of the University of Arizona in May 1967 and began course work leading to a Master in Public Administration in September 1967. The Master of Public Administration program, with a concentration in governmental administration, required, in addition to the graduate course work, either an internship in a governmental setting or a thesis. The author decided that an actual work experience in a governmental setting would be more beneficial than a thesis and would better serve to enhance the usefulness and meaning of course work.

Therefore, in anticipation of meeting the eventual requirement of an internship in a governmental setting, and recognizing the value, training, and good educational experience of working with the City of Tucson, the author made application at the Personnel Department of the City of Tucson in the fall of 1968.

The Civil Service Application

In January of 1969, the author of this diary was notified, via a form letter from the Personnel Director, that the city planned an examination for Administrative Intern I positions, and that if the requirements of an attached bulletin were met one should apply in

person at the Personnel Office at City Hall to receive a formal application.

The bulletin dated January 22, 1969, stated that the position was "...intermediate or advanced trainee work in municipal administration, including research and study of administrative systems, policies and practices, field studies and statistical analysis of the research data."

The requirements for the position were listed as graduation from a four year college and current enrollment in a graduate business, public administration, industrial or civil engineering college. It was indicated that the examination would be an oral interview wherein the applicant's personal characteristics, interests, knowledge and general ability for the position would be appraised.

The bulletin also contained descriptions of the type of work to be performed in the job as well as the kinds of skills and abilities required of Administrative Interns I. In the latter category, it was stated that it was desirable that the candidate have "Knowledge of the principles and practices of public administration. Knowledge of the principles, methods and practices of municipal finance, budgeting and accounting. Some knowledge of modern research techniques, methods and procedures...The ability to analyze, interpret and give oral and written reports on research findings. The ability to establish and maintain effective work relationships with other employees, municipal officials and the public."

The Examination

The author was notified by mail as to the date and time of the oral examination, which was to be held in the conference room of the Personnel Department. The author approached the examination as an integral part of her educational training. Having no previous experience with civil service examinations, not having been employed for seventeen years, and wondering what effect her sex and age would have on the outcome, the author considered that the examination experience served an important and helpful educational purpose and was truly a part of, and the beginning phase of the internship.

Approximately fifteen applicants had applied for the Administrative Intern I positions and were scheduled for interviews throughout the day. The examination was conducted by two men who held high administrative positions in two different departments of the city government. (It is the author's understanding that a third examiner was also scheduled to be present but was unable to attend.) The two men sat behind a long table in front of which was placed one chair for the applicant. Shortly afterwards, one of the men read a prepared question from a sheet of paper which was so long and involved that it was difficult to grasp just what was intended or to remember the first part of the question while concentrating on the second part.

After requesting the examiner to repeat the question, the author answered to the best of her ability. The thoughts going through the author's mind was that the question seemed more appropriate for an

applicant for City Manager rather than for an applicant whose immediate aspiration and desire was appointment to the lowest administrative position available. On reflection, it was realized that perhaps the broadness and extent of the question was merely meant to give each person an opportunity to say something and to provide the examiners with the opportunity to evaluate the applicant's reactions. The author spoke to another candidate the following day and learned that the same question had been answered in an entirely different manner.

After "the question", the other interviewer asked something that the applicant felt was either purposefully meant to be antagonistic or designed to measure the applicant's sensitivity to minority problems. (The author of this diary was unable at the time, nor could she even today, nor could knowledgeable people to whom she spoke to after the examination, come forth with the answer.) The applicant readily admitted that she had no knowledge as to the answer the interviewer was seeking, and the interviewer then proceeded to answer the question. There followed a few minutes of general conversation and the examination was completed in approximately fifteen minutes.

Notification

Two days later, notification was received of the test results, indicating that the applicant had placed fourth on the list. At this point there was only one hurdle left in serving an internship with the City of Tucson. This hurdle was the "rule of three," whereby the three highest ranking potential city employees on the eligible list

are certified for each job opening and the department head chooses one from among these three persons certified. When an eligible declines a job offer, or when one of those certified is not chosen, the names are returned to the eligible list.

On June 17th and 18th, the author was certified for two possible employment opportunities. Both were temporary positions in the Department of Community Development in two different sections. The appointing authority would be the Director of the Urban Programs section or the Planning Director. The author went to both interviews and about a week or so later was notified of acceptance by the Planning Director. The job began on July 1, 1969.

CHAPTER 5

THE INTERNSHIP

The physical setting of the internship was most conducive for an opportunity to observe all phases of an agency. The Planning Division of the Community Development Department occupies the west wings of the second and third floors of Tucson's new City Hall. The second floor contains the zoning and drafting sections. The third floor area contains the offices for staff personnel involved in all the other areas of planning, such as advanced planning and project planning.

The two interns assigned to the research project were given office space in the library and filing area on the second floor. The west wing on the second floor was occupied by persons engaged in the job of staffing the every-day management of the zoning division. Maps, zoning case files, and all information pertinent to rezoning are located on this floor. Clients seeking zoning information, applying for rezoning, etc., start the process here. The Zoning Administrator was the only staff member with a private office. With the exception of this one office, the rest of the floor was entirely open with only limited partitions.

The Research Project

On July 1, 1969, the author and a graduate student in the field of economic development began a research project for the Planning Division (as previously mentioned, one of the five Divisions of the Community Development Department of the City of Tucson) under the personal direction of the Planning Director.

The internship was full-time from July 1, 1969, to September 10, 1969, and part-time thereafter until December 1, 1969, for a total of 541 hours.

The project was to be a study and comparative analysis of land use and zoning in the City of Tucson during the past ten years. The director's stated purpose in initiating the research was to determine if present land use controls were valid and to investigate possible needed changes in zoning approach. Thus it was necessary to obtain factual information as to what actual development had taken place since 1960 and its relationship to the rezoning that had been granted. Specific development that had occurred as a result of rezoning was to be studied in order to document and substantiate the need for any possible new policies.

The objectives of the study were:

(1) To list, study, and classify rezoning cases that had been approved by the Mayor and Council since January 1, 1960. The relationship of development and rezoning for apartment, office and business uses were being sought and, therefore, the case studies were limited to the following four zoning classifications:

R-3 High Density Residential - Multiple dwelling, primarily for apartment houses and dwelling courts. Fraternities, professional and welfare uses are authorized. R-2 uses are also permitted.

R-4 Similar to the above with somewhat smaller floor area per unit and greater height permitted.

B-1 Local Business

The most restrictive of the commercial zones. Limited to retail sales. Items that are produced on the premises must be sold on the premises. R-4 uses are permitted.

B-2A General and Intensive Business

Retail business with wholesale, warehousing, repairing and amusement enterprises permitted. Restricted residential uses are also permitted.

(2) To determine general trends concerning these rezoned cases with respect to a number of developmental and environmental factors, and thereby hopefully to be able to answer the following type of questions:

(a) Are proposals for development sound and fulfilled within a reasonable time span, or are proposals usually speculative with development seldom taking place?

(b) Is zoning ahead of development in a fluid situation or does zoning lag and result in developers pushing to loosen tight circumstances?

(c) Are certain zoning requests prominent in a particular section of the city?

(d) After property has been rezoned, to what level of land usage does development take place?

(e) To what level of quality does development take place?

(f) Does development after rezoning take place within a reasonable (or an unreasonable) time span?

(g) Do the administrative or procedural processes necessary to rezone land flow smoothly, and within reasonable time limits?

(h) Is there excessive delay in development for particular proposals, for certain uses, or under particular circumstances?

(i) Are there particular circumstances when speculation appears to occur more frequently?

(j) What types and intensities of uses predominate in various zones and parcel sizes?

(k) What effect is shown on the timing of development as a result of slowdowns in the economy, FHA policies, and money situation at particular times during the period under study?

(3) Express several principles that will be of future use to the departmental staff, Planning and Zoning Commission, Mayor and Council, the development industry, and the general public in evaluating validity of zoning requests.

The project and the participation of the intern can be best described by the various stages of the research.

STAGE I

Locating, Measuring and Placing the Pertinent Zoning Cases on Zoning Maps

The Zoning Index Maps (Zoning Ordinances) were the starting point in obtaining the required information concerning the zoning changes that had occurred since January 1, 1960, in Tucson, Arizona. Each zoning change approved by the Mayor and Council is filed chronologically in loose leaf books as it is received by the Drafting Division's Supervisor from the City Clerk's Office. The Zoning Index Maps were examined for each approved rezoning case involving land over 40,000 square feet in size and parcels of lesser area if located on a major street. (As indicated above, the only zoning classifications pertinent to the study were R-3, R-4, B-1 and B-2A. Accordingly, the other zoning classifications were omitted.) Each pertinent zoning change that had occurred was measured and then placed on the Building Zone Maps (Base Maps.) The four types of zoning change classifications were indicated by the use of a different color for each of the four categories. Thus on each base map (of which there were twenty-nine within the city) the four types of rezoning and the area in which they had occurred could easily be ascertained.

The Zoning Index Maps also contain an ordinance number for each zoning approval. These ordinance numbers are the City Clerk's system for filing legal documents. When a zoning application goes before the Mayor and Council, the case receives an ordinance number, and upon adoption, an amendment number is given. From these Zoning Index Maps, the adoption date, location of the property, type of zoning change approved and, by measurement of each parcel, the square feet involved were obtained. (The most recent cases included the size of the property, but the vast majority did not.)

The location, measurement and transcription, by color and according to rezoning change, of each parcel of approved rezoning onto the twenty-nine Base Maps, took eight full working days of the intern's time.

STAGE II

Determination of Addresses

The next step was to determine the address of each piece of rezoned property. The Building Inspections Division of the Department of Community Development issues the addresses for prospective buildings and these are recorded on Base Maps. Many of the necessary addresses were obtained by comparing the now charted rezoned properties with the Building Address Maps. Obtaining all of the addresses was essential to the research project.

All the preliminary information necessary for the project was recorded on the Building Permit Applications and the Building

Inspection Reports, and these documents were filed automatically (and on microfilm) according to the exact address. Four days were spent studying the Building Address Maps for the proper addresses.

STAGE III

Information Obtained from Building Permits and Building Inspection Division's Records

The next sixteen working days were spent studying and recording the necessary information from the building permits and inspection records. Each "address file" had to be obtained by use of an automatic machine. By dialing the appropriate code numbers, a metal folder containing the file number records of a particular street emerges from the machine. Each metal folder contains cards for each address on the street and indicates a file number for the address. The intern would file a slip for each address needed and there were several clerks that were responsible for obtaining the microfilm or (if the building was still under construction) a manila paper file. (The building inspectors call for each address that they must inspect and therefore this section of the Building Inspection Division is very busy throughout the day. The interns found it necessary to work around the regular business of the department, by planning the work to take advantage of the machine when it was not in use and by arranging to have sufficient material to study while the machine was occupied with the regular business of the department. Basically, the machine is a convenient time saver in obtaining file numbers, but

since it is the only method available, it was most inconvenient for the department when it became inoperative, which happened several times during this stage of the project.)

Each address file was checked for building permit information on the following items:

(1) date application was made for building permit

(2) size of building constructed and number of floors

(3) major additions to existing buildings

(4) valuation

(5) building completion date

(6) type of usage - such as number of apartments or units, number of professional offices, retail, etc.

The information obtained from these documents and the previously obtained facts as to ground area size, location, and dates of Mayor-Council approval were then classified as to map number and zoning classification.

At this early stage in the project, one could extract from the worksheets the following examples of information: (1) On Map 2 there were a total of eight cases that received rezoning approval to R-3. Development resulted in three cases, in degrees ranging from complete development on the smallest rezoned property of 48,000 square feet to the construction of a quadruplex on the largest rezoned parcel of 168,000 square feet. The amount of R-3 construction in comparison to the amount rezoned on this map was obviously negligible.

(2) On Map 11 there was a total of eleven cases receiving a zoning change to R-3 in the ten year period. The rezoning had affected development in only three cases and in degrees ranging from the addition of a few apartments in one case to another with a major development of 76 apartments.

STAGE IV

Preparation for the Field Survey

During the first week of August, a senior planner from the Planning Division was assigned by the director to work with the two interns on the research project. Following preliminary discussions and consultation, preparations were begun for obtaining the information that could only be ascertained through field study. With the guidance of the director, a form was devised for recording necessary field information in a logical and easily understood manner.

The city was divided into four sectors. Sector "A" was to be composed of Maps 1, 2, 3, and 4 (generally the central portion of the city); Sector "B" to be composed of Maps 6, 7, 8, 9, 10, 22, 23, 24, and 27 (generally the northern and northwestern parts of the city); Sector "C" to be composed of Maps 5, 14, 15, 16, 33, 34, 35, 60, 61, 62 (generally the southern part of the city); and Sector "D" to be composed of Maps 11, 12, 28, 29, 53, and 54 (generally considered the eastern part of the city).

Six major influence areas were deemed to be of interest in order to learn what bearing, if any, these factors had on development

or the type of development that had occurred in their areas. These six influences and their boundaries were as follows:

(1) University - (Bounded by Grant, Broadway, Tucson Boulevard and Stone Avenue, northeast of the railroad).

(2) Central Business District - (Bounded by Freeway, 18th Street, First Avenue, and 3rd Street).

(3) Tucson Medical Center - (Bounded by Ft. Lowell Road, Pima Street, Wilmot and Swan).

(4) International Airport - (South of Drexel Road and East of South 12th Avenue).

(5) Broadway Corridor - (East of Campbell, between 9th and 14th Streets).

(6) Speedway Corridor - (East of Country Club, between Drachman and 3rd Street).

A comprehensive Master Chart was designed. This descriptive chart would include in final form all elements pertinent to the study that had been gleaned from City Hall documents. In addition, each piece of property and the development that existed on the land would be inspected, and the field study observations would be included on the Master Charts. The factors relative to the parcels of land that had been rezoned and which were to be included on the chart were the following:

(A) Case number and zoning classification.

(B) Location

1. sector of city (four sectors previously described)

2. indication as to whether on major street.

3. indication as to presence of rezoned parcel within particular influence area.

(C) Ground Area

1. total square footage of rezoned property

2. classification by size of acreage (five ranges)

(D) Use, and Circumstance of Change - (as determined by the following six elements)

1. Use of property - The code established for convenience in describing the type of developmental usage of the properties inspected was as follows:

VL - vacant land
1F - single family residence
16du - 16 dwelling unit apartment (or whatever specific number of units were located on the property)
MH - Mobile homes or trailers

Office

O-MD - doctor or dentist offices
O-P - professional office (lawyer, etc.)
O-SP - semi-professional office (real estate, etc.)

Business

B-R - business, retail
B-S - business, service
B-T - business, motel or hotel

2. floor area of development (as indicated on individual building permits)

3. demolition (as indicated by building inspection records or by field inspection)

4. conversion

(When a structure is converted to another use, for example, by means of signs or remodeling, and is used for small business, offices, etc.) All conversions were found in the R-4 and B-1 rezoned cases. Most conversions had occurred in Sector "D" (east) and in Sector "B" (north and northwest).

5. addition (when a building is enlarged)

6. unoccupied

E. Development (either comprehensive or piecemeal)

F. Fullness of Use

(measure of the degree of land usage in the development) Combined into a single measurement was the visual impression of floor area coverage and its relationship to the entire parcel, taking into account the use of land for parking, circulation, loading, and apartment complex amenities such as recreational facilities. The rating scale was organized as follows:

Rating Scale	Degree of Use
0	Vacant
1	0 to 30% of area used
2	30 to 70% of area used
3	70 to 100% of area used
4	Overdeveloped, crowded

G. Quality of Use

The measurement of quality was based on a rating scale in which four individual measurements were combined for a total rating. These four individual measurements consisted of characteristics fairly simple to judge in the field:

1. cost of structure, expensive or nonexpensive
2. landscaping, or lack of landscaping, surrounding the development
3. position of the developed structure and parking lots with respect to the street
4. general overall appearance (favorable or unfavorable)

The rating scale for each characteristic to be determined was organized as follows:

(1) Rating Scale Relative Cost — Relative expensiveness of development - field check

1	low
2	average
3	high

(2) Rating Scale Landscaping — Quality of landscaping

0	none
1	poor
2	average
3	excellent

(3) Rating Scale Position — Conditions of position

0	crowded
1	reasonable
2	spacious

(4) Rating Scale — Overall impression of "looks"
Appearance

0	poor
1	fair
2	good
3	excellent

It was recognized that quality of use would depend on subjective determinations and personal preferences. The fact that three persons of diverse backgrounds, age, and sex were measuring the characteristics was some assurance that ratings would not be stereotyped and would represent a cross-section of opinion. Interestingly, the individual quality ratings were in agreement most of the time. There were only a few instances where the final rating depended on a balancing of the difference of opinion among the three voters.

H. Development Potential

(an indication of percentage of property remaining to be developed) For example, in a case where two modest homes were located on large tract of land zoned B-2A, the development potential would be 100%.

I. Cost

The cost of development was obtained from building permit data given by the developer when applying for his permit.

J. Time Interval

(indication of elapsed time involved from the date of zoning change approval by the Mayor and Council to the date of building permit application)

K. Comments

Space was left on the Master Charts for a record of notes of special interest to the particular zoning case. These included special circumstances such as the presence of non-conforming uses; explanations necessary to understand involved zoning cases such as when more than one type of zoning was granted; when one piece of property received successive and different zoning changes; court orders, etc.

The total number of zoning cases that had to be surveyed in the field was 341. The breakdown by the four sectors of the city was as follows:

Sector "A"	-	Central	92
Sector "B"	-	North	132
Sector "C"	-	South	39
Sector "D"	-	East	78
			341

The largest number of cases (107) were in the B-1 zoning classification with R-4 having 86 cases, B-2A (75 cases) and R-3 (73 cases).

Although 341 parcels of property were inspected during the survey, it must be pointed out that many times that number of building permit files had to be studied. For example, there were forty-seven apartment complexes studied which included over 2,000 individual apartments. In order to obtain the cost data, floor area, etc., it was necessary to study hundreds of separate building permits since

"garden type" apartments are usually built gradually as sold, and permits are taken out singly by unit either for an individual structure or for a duplex, triplex, etc. Similarly, shopping center permits are not usually obtained at one time for the entire development. For example, the files for the Grant Road Shopping Center (Grant and Park) contain one permit for each of the stores such as Safeway, Skaggs, nursery, barber shop, etc.

STAGE V

Field Survey

The next twenty working days were devoted to the field survey. It was necessary to travel approximately four hundred and fifty miles to inspect each of the properties pertinent to the study. The mileage per day ranged between thirteen and forty-nine miles.

The field work began on August 12, 1969. The senior planner and the two interns jointly participated in the examinations and ratings. After several full days of field work, it was agreed that the discomfit (caused by high summer temperature) experienced in the afternoons might possibly affect the ability to fairly rate the properties, and that as the temperatures rose in the afternoon the quality ratings could conceivably go down. It was, therefore, decided to leave the City Hall parking lot by 7:30 A.M. and to return by 1 or 2 P.M. The afternoons were spent in transcribing onto the Master Charts all notes made in the field, rather than to attempt this as the

properties were inspected. This method proved satisfactory and made it possible for all concerned to do the field survey inspection under more normal conditions.

Each trip was pre-arranged and the itinerary planned according to continguous maps. Every effort was made to insure that the mileage would be the minimum amount possible. For example, Map 3 and Map 11 (to the east of Map 3 and contiguous) would be chosen and the worksheets containing the pertinent information (previously obtained in the Planning and Zoning and Inspection Divisions) would be set aside the afternoon before the field survey.

There were several instances where new development was found on properties for which permits and building inspection records had not previously been uncovered. The reasons for this were addresses that had not been recorded on the Building Address Maps, or which had become illegible with use, or just due to oversight. These newly discovered properties were then checked by addresses for permit and building inspection information. Many older homes were also found on the rezoned properties. They had been present before the area was annexed by the city and therefore did not appear on the Building Address Maps. For the purpose of the project, it was not necessary to check these files, but note was made of the numbers of such older homes on the Master Charts.

STAGE VI

Collating and Correlating Data

The field survey was completed on September 9, 1969, and the rest of the term of the internship was spent in examination and study of the relationships of the facts obtained from the field work and from the documents studied in the Planning and Zoning and the Inspection Divisions.

The intern worked full-time until September 10th and part-time thereafter until December 1, 1969, for a total of 541 hours.

The first step in attempting to understand the pertinent relationships was to examine the rezoned cases in relation to their size. For this purpose, it was necessary to establish a logical division by sizes of property and it was agreed that five ranges would be sufficient. The code used to divide the property into ranges by size was as follows:

Range 1	-	½ acre or less	-	(under 25,000 sq. ft.)
Range 2	-	½ acre to 1 acre	-	(25,001 to 45,000 sq. ft.)
Range 3	-	1 acre to 2 acres	-	(45,001 to 90,000 sq. ft.)
Range 4	-	2 acres to 5 acres	-	(90,001 to 220,000 sq. ft.)
Range 5	-	over 5 acres	-	(220,001 sq. ft. and over)

The cases were then broken down according to one of the four sectors of the city in which they were located and by range in size. The number of months that it took to rezone the property, the number of months from rezoning until a permit was issued for construction, the average quality ratings, etc., were also included in the calculations.

Thus, after this initial compilation, one could ascertain the following type of information: that in one of the four Sectors of the city, there were "X" number of cases given zoning approval by the Mayor and Council since 1960; that they had been developed to a certain degree or percentage; the number of cases where there had been development before rezoning and no change had occurred as a result of the new zoning approval; the time in months from application of zoning change to zoning approval by the Mayor and Council; the average time, in months, from zoning approval to application for building permit; and the average quality rating, the number of conversions, etc.

As a result of the compilations and correlations of the pertinent facts obtained through the research project, charts and graphs were produced to illustrate the findings. The following subjects indicate the kinds of relationships studied during this time:

(1) Number of zoning situations by range in size (for relative cost index, landscaping, position, appearance) by zoning classification and by sector of city.

(2) Number of zoning cases by range in size (University area, sector "A", entire city, Broadway corridor, Speedway corridor, Tucson Medical Center area, sector "B", sector "D") by zoning classification.

(3) Number of zoning situations by range in fullness of use (University area, sector "A", sector "B", sector "D", entire city, Broadway corridor, Speedway corridor) by zoning classification.

(4) Number of zoning situations by range in relative cost index (University area, sector "A", sector "B", sector "D", entire

city, Broadway corridor, Speedway corridor, Tucson Medical Center area) by zoning classification.

(5) Number of zoning situations by range in landscaping (University area, sector "A", sector "B", sector "D", entire city, Broadway corridor, Speedway corridor, Tucson Medical Center) by zoning classification.

(6) Number of zoning situations by range in position (University area, sector "A", "B", "D", entire city, Broadway corridor, Speedway corridor, Tucson Medical Center) by zoning classification.

(7) Number of zoning situations by range in appearance (University area, sector "A", "B", "D", entire city, Broadway corridor, Speedway corridor, Tucson Medical Center) by zoning classification.

(8) Number of zoning cases by range in size (major street location or not on major street) by sector of city, by zoning classification.

(9) Number of zoning situations by range in fullness of use (major street location or not on major street) by sector of city by zoning classification.

(10) Number of zoning situations by range in relative cost index, (major street location or not on major street) by sector of city, by zoning classification.

(11) Number of zoning situations by range in landscaping, (major street location or not on major street) by sector of city, by zoning classification.

(12) Number of zoning situations by range position (major street location or not on major street) by sector of city, by zoning classification.

(13) Number of zoning situations by range in appearance, (major street location or not on major street) by sector of city, by zoning classification.

(14) Number of cases experiencing no change after rezoning compared to total number of cases; by type of zone by sector of city.

(15) Number of zoning cases in which there was development to any degree (not including conversions) by year, by sector of city, by zoning classification.

(16) Average rating for quality (relative cost index, landscaping, position, appearance) for zoning classifications, by sectors.

(17) Zoning situations rated for fullness of use, by zoning classification, by sector of city.

(18) Average point count of situations rated for fullness of use, by zoning classification, by sector of city.

(19) Number of zoning cases by type of zone, by sector of city and by range in size.

(20) Number of zoning cases, by type of zone, by sector of city.

(21) Number of zoning cases by range in size, by sector of city.

(22) Number of zoning cases by type of zone, by range in size.

(23) Average point count for fullness of use, by range in zoning case size, by sector of city, by zoning classification.

(24) Total quality ratings (averaged) by range in zoning case size, by sector of city, by zoning classification.

(25) Total quality ratings (averaged) by range in situations for fullness of use, by sector of city, by zoning classification.

Conferences and Supervision

On the first day of the internship, the intern was invited to join the other members of the staff at a regularly scheduled Planning Division conference. The two new employees were introduced and the director explained the purpose of the research project that was about to be undertaken. The director also introduced all staff members and indicated their areas of concern. This meeting served as a valuable introductory and orientation experience, thus assisting the intern in her adjustment to a new situation as well as providing her with a basic understanding of the agency in which she was to spend almost six months (full- and part-time).

At each new stage of the research project, conferences and consultations with the Director of the Planning Division were held to guide the two interns. At least six major conferences and discussions of methods took place with the director during the course of the internship. Minor problems and questions that came up from time to time were answered and solved by the Assistant Planning Director, who was extremely helpful to the intern throughout the length of the project. The practices and procedures involved in zoning were

completely new to the intern and it was necessary to obtain some very basic information and understanding during the early stages of the project. The Assistant Planning Director was most helpful in this regard and usually stopped by the library area where the interns worked for a few minutes each day to inquire if any help was needed. In fact, it should be mentioned that all divisional personnel were most cooperative and helpful. The project required the use of various documents, records, and files and the assistance of staff familiar with their use and particular locations facilitated the entire project.

In early August (five weeks after the start of the project) a senior planner was assigned to supervise the remainder of the project and to see it through to completion. He was given the responsibility of directing the field survey and the rest of the research project. In addition, he was readily available to advise the interns whenever necessary.

How the Research Will be Used

At a meeting toward the end of the internship, the director further expounded on possible ways in which the research information would be used. He explained that he was attempting to establish a consistent practice whereby the Planning and Zoning Commission would consider and review rezoning applications and potential development in the light of a particular site and design. In the past, as shown in our study, rezonings were granted when the developer either asked for

rezoning without presentation of a plan or presented plans which were used only to secure the rezoning. It was the director's opinion that if the commission and Mayor and Council were educated to understand the reasons for and importance of a site plan, they would soon recognize the necessity for legislation (ordinance) in which there would be automatic requirements for, and review of, site plan and design. In order to pursue the director's objective, it was therefore necessary that the staff be able to supply certain information that could be obtained from the research project. The staff would now be in a position to state to the Planning and Zoning Commission when it considered an application in a particular area of the city that there have been "X" number of similar size and type cases in the last ten years. Of these, development has occurred on "Y" number of parcels with an average intensity of development of "Z" and that the quality of development was "W".

In December 1969, the Planning and Zoning Commission adopted new rules and regulations which includes the requirement of a "Developmental Plan" when the rezoning involves "8 or more residential units or a medical, office, business or commerical development in excess of 10,000 square feet floor area". The new rules state that the Planning and Zoning Commission recommendation will partly be based on the developmental plans presented; that such plans will be "construed as showing good intent"; and that it is expected that final

plans for building permits "shall substantially comply with approved tentative development plans".[1]

In May 1970, the senior planner, using the material gathered during the research process, compiled information pertinent to an "Apartment Study". The first part of the study enumerates the characteristics of the forty-seven apartment complexes that have been developed on property rezoned during the last ten years and were part of the research project in which the author of this diary participated.

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1. Rules and Regulations of the Planning and Zoning Commission, December 1969, p. 6.

PART III

SUMMARY AND EVALUATION

The author of this diary entered Syracuse University in 1945 with the specific intention of attending its graduate school, the Maxwell School of Citizenship (Public Administration), after completing undergraduate work. Accordingly, the undergraduate major chosen was in political science. Other courses appropriate to planning for an advanced degree in Public Administration were taken.

Although a Bachelor of Arts degree was obtained in 1950 (University of Arizona), the graduate course was postponed for seventeen years, until 1967, when the author registered again at The University of Arizona. It was immediately apparent that the academic approach had substantially changed in the intervening years. The earlier course work emphasized the formal relationships between the three branches of government, utilizing organizational forms and charts while the newer course work placed more importance on the social sciences and their contributions to the study of public administration, while stressing the political science origins of public administration.

The author found it necessary to adjust to the new, and in her opinion, more logical approach. Unfamiliar terminology, and the emphasis on understanding human behavior in an organizational context,

added a new dimension to the author's previous studies. In addition, there was also the challenge of competing with those students who had just recently graduated from college and were therefore familiar with the new approaches and authors, had conditioned study habits, etc.

CHAPTER 6

INTEGRATION OF THEORY AND PRACTICE

The author recognizes the inherent difficulties in attempting to relate theory (class work) and practice (internship). The author believes generalities might seem superficial and that the highlighting of particular knowledge gained in class work with the work experience might appear trivial. Therefore, the method chosen to indicate the benefits gained from the educational experience and its relationship to the internship will be two-fold. The first section will be a review of the courses taken and their relationship to the experiences of the internship and the second section will reflect some general observations made by the author during the internship.

Course Review

"Public Administration", (six credits, required) - The author had the good fortune of beginning her graduate work with this course. As indicated earlier, the seventeen year lapse in school work revealed a new emphasis in the field. This general survey course served the purpose of giving the student an overall view and understanding of public administration.

The textbook for the first term was Public Administration by John M. Pfiffner and Robert Presthus, 5th Ed. (1967), which served as

an excellent introduction and provided the student with a detailed account of administration at all levels of government. The text and class work emphasized the political nature and environment of administration. The course offered a realistic appraisal of a complex subject and stressed the findings obtained in behavioral research and their application to public administration.

In addition to the main text, there was an extensive amount of required library reading which served the purpose of extending the student's knowledge and interest beyond the depth that can be obtained from any one textbook. The readings expressed current and relevant research and thinking, and permitted the student to gain extended insight into the administrative processes of management. These included communication, motivation, recognition of the importance of the complex behavioral work of the administrator and his relation to others, and the institutional environment which delineates the area in which the administrator must work. Thus, the student examined the full range of administrative interrelationships and the course served the purpose of presenting an encompassing and overall picture of the broad field of public administration.

The second half of this course (Pub. Ad. 262), reviewed public administration in its internal and external political context and stressed the relationship between administrative agencies and other groups that have an impact on an agency's stability and survival. No textbook, as such, was used but several books and library readings were required. Among the books of special significance and value to

this author were Selznick's TVA and the Grass Roots, Herbert Kaufman's The Forest Ranger and The Politics of the Budgetary Process by Aaron Wildavsky.

Course Relationship to Internship - The complex business of running organizations require educated, trained, and enlightened persons. "Useful" education can be measured in several ways. One requirement, among others, is that the person have a fund of knowledge about a specific area. The basic principles and practices of public administration, as reviewed in this course, was essential not only as a background for further exploration in specialized courses, but permitted the student to obtain an overall view point in her chosen field. It was particularly pertinent to the author's education, as previously described. A balanced perspective is essential for any aspirant to administrative office and this course contributed to the future intern's basic understanding of public administration and her breadth of perspective.

State and Local Government Finance, (3 units, elective) - The objectives of this course were to examine the fiscal problems and opportunities of state and local governments, to observe the diverse ways in which they raise and spend their money, and to review local financial matters through the study of Tucson's annual budget. Although the intern's position did not involve Tucson's budget, most internships with city government would require such knowledge. A person working in any administrative governmental position would be

expected to have the background necessary to form knowledgeable opinions as well as the basic ability to understand and cope with budgetary problems.

Public Administration Research, (6 credits, required) - This research course was most directly beneficial and of special value to the actual daily requirements of the internship.

One half the course work was devoted to statistics and the other half to the study of research methods. Although the course work in statistics was not designed (nor could any one course be) to make a statistician of the student, it did serve the purpose of familiarizing the student with the principles involved. In fact, the first two weeks of the course were devoted to a review of the basic rules of arithmetic, percentages and proportions, etc., and facility with basic arithmetic methods were necessary for some of the calculations entailed in the research work. The author would not have been able to obtain the particular internship had she not taken this course.

Personnel Management, (3 credits, elective) - This course, with a text written by University of Arizona Professor Edwin B. Flippo, surveyed the field of personnel and personnel management, and stressed that all managers must direct and manage personnel, and that it is not just the function of a personnel department. Therefore, great emphasis was placed on the importance of human relations and constructive interpersonal and group relations. The stress placed on recognition and application of behavioral research findings has been useful

to the author, not only in her interpersonal relationships with staff and employees at City Hall during the internship, but also in all community activities.

One example will serve to highlight the usefulness of the course. When the intern began the second phase of the research project, it was necessary to use the facilities, microfilm records and viewing equipment located in the Building Inspection Division of the Community Development Department. This division is located on the first floor of City Hall. (Several weeks were to be spent in this division which is physically separated from the Planning Division, although both divisions are organizationally a part of the Department of Community Development.) The intern was introduced to the Division Head and to a woman employee (in charge of the Building Inspection maps, among other things) who were told of the requirements of the research project and the materials and information that had to be obtained in the Inspection Division.

As the intern progressed from studying the maps to requesting particular files, she became aware of certain stares, "peeking over the shoulders," and questions such as "How long will this take?" from various members of the clerical and management staff. It did not take long to realize that these people were concerned that the research might, in some way, effect them or was an investigation of their work or department. Simple statements that the research concerned a study of zoning requests and changes over the past ten years and that only a few weeks were involved in the division, served to reassure members

of the division that the situation was only temporary and would cause no changes in their division. The cooperation and assistance of all concerned increased rapidly after this explanation.

Professor Flippo in the chapter entitled "Special Concepts in Human Relations" of his text Personnel Management, states, "The essential idea, however, is to be conscious of the natural resistance with which change is met."[1] It was at first assumed by the intern that the departmental members all understood the nature of the work but, actually, most employees had not been informed and thus uncertainties about the unknown caused minor resistance, which evaporated with a simple explanation.

Municipal and Metropolitan Government, (3 units, elective) - The breadth and extent of this course was well appreciated by the future intern. The information obtained through the discussions and required readings not only added immeasureably to the student's understanding of city government, but also served her well at the oral Civil Service examination where the questions were related to the subject matter covered in this course. Planning as a function of city government, its relationship to politics, and its importance to the future of cities was examined at some length in several of the required readings and class lectures.

Five books, several pamphlets and other readings covered the extensive subject matter of the course, which ranged from an emphasis

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1. Edwin B. Flippo, Principles of Personnel Management, 2nd Ed., (McGraw-Hill, Inc., 1966), p. 441.

on city government as a political process to an examination of the findings of the Kerner Commission in their Report of the National Advisory Commission on Civil Disorders.

Fiscal and Budgetary Administration of Public Agencies (2 units, required) - One of the texts for this course was entitled Planning Programming Budgeting: A Systems Approach to Management. As the title indicates, this book, together with the classroom discussion, was designed to inform the student of public administration what the PPB approach to budgeting is and how it may be applied. The course lectures and the required group project of utilizing such a system served to alert the student to the advantages of properly organized analysis of problems. The special value and adaptability of this course was immediately apparent during the internship experience and also served well for general educational purposes.

Observations of an Intern

Since the internship with the City of Tucson was spent in one specific research project, the author's experience was necessarily quite specialized and did not include involvement with the many other facets and functions of the department. However, the project did involve six separate and different stages that necessitated working relationships with staff members of the Planning and Inspection Divisions, and with secretaries and clerical employees of these and other divisions. The location of the intern, in an open area of the

zoning section, permitted her to observe the methods of conducting city business. Although the author was not a participant in the day to day business of the division, she could not avoid the role of eye and ear participation. She was, however, a participant in the social relationships of the division's employees.

Informal Groups

Official relationships among personnel, office functions, and physical factors as established by management in order to accomplish the objectives of the organization are termed "formal". The interpersonal relationships established by particular people in the organization are referred to as "informal" and such informal relationships develop wherever and whenever people spend time together. Several of the courses taken by the intern included readings and discussions of such informal groups and their importance to the organization.

The intern was able to observe and participate in the informal relationships of the division. Her status as a temporary civil service employee was understood by the people with whom she worked; however, this did not preclude participation in the informal group relationships. The intern was able to observe the group pecking order, methods of communication, leadership, and ability to aid in the accomplishment of work through informal contacts and cooperation. The potential values to management were apparent to the intern and evidently was also obvious to the management. (For example, a

man was hired for a relatively responsible administrative position and started working at about the same time as the intern. He was accepted by the existing informal group and immediately treated as a leader. Within six weeks he was raised through civil service procedures to a higher position. The author doubts that this would have occurred if his ability to get along with the informal group had been limited. Management immediately perceived not only his technical competence but his leadership abilities.

The social relationships and communication among the infomal group provided the intern with insight on the thinking of these civil servants as to their jobs, the division, and elected officials. Remarks (serious, kiddingly, and openly stated) about certain elected officials indicated that no great feelings of institutional loyalty extended to the governing body. No attempts were made to hide or disguise these attitudes from the interns who were newcomers and strangers. The lack of restraint indicated several things to the intern; (1) the strong feelings of job security through civil service held by these employees and (2) the expectation that city employees, like all citizens, will make personal value judgments about the actions of elected officials.

Although an evaluation of these attitudes is not pertinent for this diary, the author recognizes that they do not promote morale. However, these thoughts are to be expected and the author offers some possible basic reasons for such attitudes. Elected

officials attempt to manage conflict. The problems of cities are political and the obstacles to solutions are also mainly political. This results from the fact that the citizens have differing opinions and interests in the solutions. A lower echelon staff member, although armed with a postgraduate degree, is less likely to recognize or acknowledge the importance of politics in city decisions. By the time he reaches the higher echelons of the administrative hierarchy, he is apt to be more sympathetic and understanding of political decisions, although personally he may not be in agreement with them. When an elected official's decision or statements indicate politics and when the rhetoric involves different patterns of thought and goals than those to which the staff member is committed (through his educational background and way of life) then the employee is likely to react unfavorably. The situation that the intern found is not uncommon and apparently is quite the expected pattern.

Status

Status, or social rank, derives from both the "formal" and "informal" organization and depends on such factors as seniority, organization level, income, skill, sex, and age.[1] Status facilitates communication and the ability of people to work together cooperatively. The intern was able to observe this concept at work in the daily operations of the division.

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1. Ibid., p. 432.

Direction

One of the functions of management is "direction", which is "the management function of stimulating action to take place",[1] and involves the issuance of orders and motivation of the employee to comply. The intern was directed by the head of the division (the research project was organized by him personally) until the time of the field survey. At that time direction was undertaken by the senior planner.

The Planning Director was expert in the use of motivational approaches and was most effective with his employees. The director's recognition of and sensitivity to human relations improved job effectivenss, particularly in the light of the advanced training and educational degrees of most of the employees. Comment on the motivational methods used by the director in his relationships with the intern (techniques which apparently are utilized with all of his staff) follows. (The use of the words "method" or "technique" is not meant to infer that these efforts were in any way transparent or superficial but are used merely for descriptive purposes.)

Participation - The approach used could be entitled "consultive supervision" and permitted the interns and senior planner to be directly involved in the planning and methods of the project. Although the group operated as a team, it was not permitted to go to the extreme of being without a leader. This method of participation sharpened

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1. Ibid., p. 67.

the thinking of the interns, contributed to individual feelings of worth, encouraged greater responsibility and, thus, stimulated motivation by personal involvement in the work to be accomplished.

Information - The type of participation, as described above, would not have been possible, nor would the interns have been able to grasp the full meaning of the project and its potential usefulness, without an indoctrination and educational review of the purposes of the research. The director personally took the time necessary for this educational process and thus enabled the interns, while working on their own during the various stages, to recognize what was meaningful and what also might prove of value in any future use of a descriptive zoning study.

Other methods used by the Planning Director to carry out the function of direction, and to motivate the research project team were praise, his natural and sincere instinct of displaying an interest in the persons working for him, and his recognition of them as individuals. All motivational techniques served to provide an atmosphere of informality and friendliness. It is this author's belief that the director's skill in motivating and managing people springs from an ability to understand people and human relations. The intern must state that the director inspired the intern and the research group, and it is her opinion that the same was true for the other divisional employees.

Employee-Client Relations

The employees of the operational section of the division have a great amount of personal contact with the citizens of Tucson. All information as to present zoning classification and the methods and procedures necessary to rezone property are obtained in this section.

The intern was able to observe the public relations engaged in by employees of the division which can be characterized as outstandingly favorable. Helpfulness, patience, consideration and pleasant manners were exhibited in every instance observed. The staff did not display a perfunctory or off-handed manner in their handling of the public but conducted themselves as servants of the public. A small property owner with limited English, received the same courteous attention in his attempts to describe his lot location as an attorney representing an important client. Besides the obvious fact that the staff presented a good image of the city to the public, the intern believes that the atmosphere was the result of proper indoctrination and training, that the employees had pride in their work and recognized and exercised their responsibilities; all indicative of proper morale and job satisfaction.

What is a Good Internship?

The American Society of Planning Officials publishes yearly reports on various subjects of interest to planners. In May 1969, a report was published summarizing the results of an analysis of student internships. (Although the report was directed toward an

improvement of internships for graduate planning students, the information was also pertinent to this author.) Characteristics and attributes of a good internship were, among others: supervision by a senior planner, a wide range of activities, and educational value.

The author believes her service with the Planning Division gave her an adequate overview of the agency and its relationship with other departments, provided the opportunity for observing certain aspects of the planning process in action, enabled her to view personal and organizational relationships among the staff, and thus served to bridge the gap between academic activities and actual involvement in a specific job situation.

Conclusion

An internship is considered part of the educational experience and is required for the purpose of providing the student with an opportunity to apply the skills and knowledge gained in class work and to observe an agency in operation, rather than merely to study such organizations through a textbook. The functions and methods for accomplishing work within an organization can only truly be appreciated from the inside.

Recognizing that the intern served only a limited time with the Planning Division and also recognizing that the intern was assigned to one specific research project, the author of this paper believes that the internship experience truly expanded her knowledge and understanding of public administration.

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