

OR19.

AN INTERNSHIP IN PUBLIC ADMINISTRATION  
PERFORMED AT CITY OF DALLAS OFFICE OF THE CITY MANAGER  
DALLAS, TEXAS: SEPTEMBER 14, 1970 - NOVEMBER 20, 1970

by

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STATEMENT BY AUTHOR

This diary has been submitted in partial fulfillment of 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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SIGNED:

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## PREFACE AND ACKNOWLEDGMENTS

The internship was conducted with the City of Dallas as a partial fulfillment of the requirements for the Degree of Master of Public Administration. The ten week internship (Sept. 14-Nov. 20, 1970) was performed in the Management Services Division of the City Manager's Office and the title assigned was that of Administrative Intern.

The internship diary is divided into four sections: The first includes a general discussion of the Dallas governmental organization. The second is the daily internship experiences. The third describes the personal impressions, attitude changes and growth which occurred during the internship. The concluding section is presented as the appendix.

Any attempt to name all the persons whose aid and assistance have made this diary possible would be impossible. However, special thanks must be given to Dr. Raymond Mulligan of the University of Arizona, as well as Mr. James R. Favour and Curtis M. Wright of the Office of the City Manager, Dallas, Texas. To Mrs. M. S. Rosenburg and my wife, Ellen, go my sincere appreciation for their patient assistance.

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## ABSTRACT

The internship with the Management Services Division of the Office of the City Manager in Dallas, Texas, provided opportunities to observe and participate in management and supervisory techniques and practices.

The administrative environment of the Office of the City Manager provided the opportunities to assist the three Assistant Managers in the performance of their respective activities. Projects and assignments were discussed with these officials as were the personal views of administration and supervision of each Assistant Manager.

The major portion of the internship was spent researching and writing reports on different projects assigned by the Assistant Managers. Research techniques, leadership theories, and interviewing concepts were practiced and tested.

CHAPTER I  
INTRODUCTION

Dallas (population 836,093) ranks as the second largest city in Texas and the eighth largest city in the United States. The Dallas Metropolitan area currently includes about 1.6 million persons, less than one percent of the nation's population but nearly fifteen percent of the population of Texas. Of these 1.6 million persons over one-half live in the City of Dallas and 85 percent in Dallas County.

The City of Dallas re-creates its economy every 15 to 20 years due to the development of between 40,000 to 50,000 new jobs annually. This means that over half of the jobs now being filled in Dallas were not even available in 1960. Compared with the nation as a whole, Dallas employment has increased at twice the national rate, and 50 percent faster than the rate of employment in Texas.<sup>1</sup>

In Dallas, as in the rest of the nation, state and local government services are expected to expand rapidly. As measured by employment, state and local governments are expected to approach ten percent of total Dallas employment by 1980--a six percent annual increase in employment, which is higher than expected growth in any other sector of the Dallas labor force. If such growth does occur, state and local government would account for almost one-fifth of Dallas' total employment increase during this decade.<sup>2</sup>

Confidence in the integrity and effectiveness of government has been an important factor in the economic development of Dallas. The need for more extensive and improved quality of public service is compelling local government to assume a broadened role.

Operationally, these demands necessitate new techniques. There is a requirement that government adopt more effective management procedures, including new techniques which have been developed and adapted by private industry. Although this is needed to improve efficiency and keep the costs of government low, it is more urgently needed to facilitate the process for establishing priorities in the provision of public services and the setting of community objectives.

There is a need for greater cooperation among governments in the area to provide area-wide services and prevent unbalanced geographic economic development. Although there are many joint efforts now being pursued by the various polities in the area, the effectiveness of these efforts must be improved in coming years.

Rising expectations and growing resources add to the pressures for improved public services. Priorities must be set which will not only provide for meeting immediate needs, but also provide a balanced basis for long term economic development. Major efforts, enlisting private as well as public support, are currently proceeding in conjunction with the regional airport, development of the downtown core, medical facilities, educational and training institutions. These are recognized as the most immediate requirements; however, there are expected needs which require current planning in the area of mass transit, ground transport to and from the airport, water treatment, and recreation. <sup>3</sup>

This concludes the summary of the basic facts, problems and economic potentials of the City of Dallas. The following introductory sections describe the functions and powers of the individual City officials and City departments.

These sections include discussions of the functions and powers of the Council and the Manager, and considers the three organizational groupings by primary functions.

To enhance managerial efficiency, the Manager has divided the 30 city departments between the Assistant Managers into the following three categories: The first category is the Operations group, which is primarily concerned with the continuing operations of the City. Basically these departments provide service directly to the public.

The second functional area is the Security group as the departments included are concerned with public safety and consumer protection.

Departments included in the Administrative grouping are primarily concerned with internal support activities. The main reason for their existence is to assist and support the operations and security group.

After discussing the three functional groupings and introducing each department's contribution in accomplishing the objective of that functional area, the report treats the internship experience.

Included in the diary chapter is a daily summary of what transpired during the ten-week internship period. The internship was not formally structured; therefore each assignment is discussed in a day-to-day account. Because of this approach in documenting the internship period, a discussion of each assignment in a logical progression was accomplished.

The daily diary section attempts to include all thought processes and developments which took place during the various projects.

## CHAPTER 2

### FUNCTIONS AND POWERS OF THE CITY COUNCIL

The City Council, with the Mayor serving as presiding officer, is the policy-making legislative body of the City of Dallas and is responsible to the people of the community for implementation of all programs and services provided by the City (Fig. 1). The Council approves all ordinances, resolutions and contracts including property sales, acquisitions and leases, as well as major purchases of materials, equipment and services required by the City. With the advice and assistance of the City Manager, the Council reviews proposals for community needs, initiates action for new programs and determines the ability of the City to provide financing for municipal services. The Council modifies and approves the budget of the City as prepared by the City Manager.

Except as otherwise provided by the City Charter, all powers conferred on the City are exercised by the Council, which is composed of 11 members. The members of the Council are elected by the qualified voters of the entire City for a term of two years.

The Councilman elected from Place 11 is the presiding Council officer and the Mayor. The Mayor votes on all matters coming before the Council, unless otherwise disqualified, but does not have veto power. The Mayor is the official head of City government, and in the event a vacancy occurs in that office, the Council fills the unexpired term of the Mayor by appointing a qualified citizen to fill the vacancy.

CITIZENS

ELECT

CITY COUNCIL

APPOINTS

ADMINISTRATIVE BOARDS

ATTORNEY

AUDITOR

MUNICIPAL COURT JUDGES

SECRETARY

TRANSIT

LIBRARY

PARK

RADIO

CIVIL SERVICE

CIVIL DEFENSE

CITY MANAGER

APPOINTS

MEMORIAL AUDITORIUM

AVIATION

PLANNING AND URBAN DEVELOPMENT

FIRE

PURCHASING

POLICE

URBAN REHABILITATION

PUBLIC WORKS

REVENUE AND TAXATION

EQUIPMENT AND AUTOMOTIVE SERVICES

HEALTH

PERSONNEL

WEIGHTS AND MEASURES

TRAFFIC CONTROL

PUBLIC UTILITIES

WATER UTILITIES

MUNICIPAL COURTS ADMINISTRATION

CROSSROADS CENTER

DATA SERVICES

COMMUNICATION SERVICES

ACTION CENTER

Vacancies in the Council, not exceeding four at any one time, are filled by a majority vote of the remaining Council members, and the persons named to fill these vacancies serve only until the next General City Election. Whenever there are more than four vacancies at any one time, the Council calls a special election to elect successors for the unexpired terms.

The Council meets in regular session at the Municipal Building at least once a week unless postponed for valid reasons. Special meetings are called by the City Secretary upon the written request of the Mayor, the City Manager, or three members of the Council. This notice of a special meeting states the subject to be considered and provides for taking up other matters presented at the meeting.

All official meetings of the Council and their committees are open to the public as required by state law. The Council provides reasonable opportunity for citizens to be heard at all open meetings concerning any subject which is being considered.

A quorum of the Council consists of seven members, except where the number of Councilmen, due to vacancies, is reduced to less than seven, in which case a quorum consists of all of the remaining Councilmen. No member of the Council is excused from voting except on matters involving the consideration of his own official conduct, or where his financial interests are involved. The Council may determine its own rules of procedure, punish its members for misconduct, and compel the attendance of members.<sup>5</sup>

The Council elects one of its members as Mayor Pro Tem, who performs the duties of the Mayor in the case of absence or inability of the Mayor to perform those duties. The Mayor Pro Tem receives all the powers belonging

to the Mayor at such times. The Council also elects one of its members as Deputy Mayor Pro Tem to act in the absence of both the Mayor and the Mayor Pro Tem.

The Council has the power to summon and compel the attendance of witnesses and the production of books and papers when it may be necessary for more effective performance of its duties. The Council also has the power to punish for contempt before it with the same fines and penalties as the County Judge may punish for contempt before the County Court.

The Council, the Manager or any persons or committee authorized by either or both of them have the power to inquire into the conduct of any department of the City. The Council can investigate City affairs, and for that purpose may subpoena witnesses, administer oaths, and demand the production of books, papers and other evidence material needed for that investigation.

Neither the Council nor any of its committees or members can in any way interfere with the appointment of officers and employees in the departments of administration service which the Manager controls. Except for the purpose of inquiry, the Council and its members deal with that part of the administrative service for which the Manager is responsible, through that Manager. The Council, or any of its members, cannot give orders to any of the subordinates of the City Manager in any department.<sup>6</sup>

## CHAPTER 3

### FUNCTIONS AND POWERS OF THE CITY MANAGER

The City Manager is chosen by the Council solely on the basis of his executive and administrative training, experience and ability, and without regard to political consideration. The Manager, as chief administrative officer of the City, is responsible for directing all municipal activities not specifically excepted by the City Charter. He advises the Council on the financial conditions and needs of the City, makes recommendations to the Council on the affairs of the City, and sees that ordinances and State laws are enforced. He attends Council meetings and advises the council on legislative and policy matters (Fig. 2).

The City Manager is responsible to the Council for the proper administration of all the City affairs delegated to him. He appoints and employs all departmental directors and other employees not specifically provided for in the Charter or by ordinance. Appointments made by the Manager are on the basis of executive and administrative experience and ability, and of training, fitness and efficiency of these appointees in the work which they are to perform. All departmental directors are immediately responsible to the Manager and may be removed by him at any time.<sup>7</sup>

The Manager sees that all laws and ordinances are enforced. He attends all meetings of the Council, discusses any issue, but does not vote. The Manager recommends to the Council any measures he may feel necessary. He must keep the Council fully advised at all times on the financial condition of the City.<sup>8</sup>

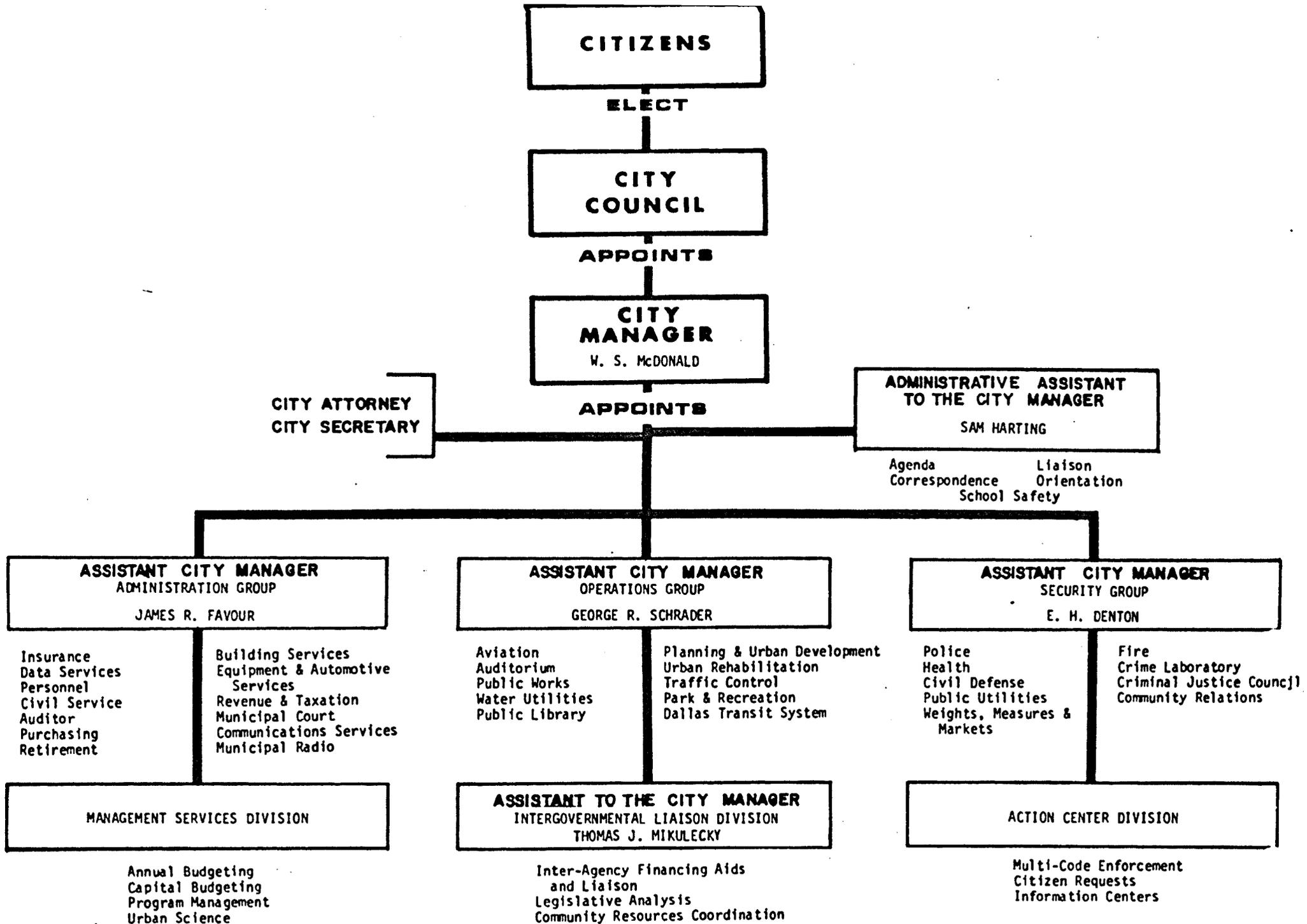


Fig. 2. City Manager's Office Functional Grouping Chart

Also under the Manager's direction are the powers to act as budget commissioner, and to prepare and submit to the Council an annual budget after necessary estimates are made by departmental directors. The Manager also has the power to execute deeds, deeds of trust, easements, releases, contracts, and all other legal instruments on behalf of the City when authorized by an ordinance or resolution of the Council. Finally, the Manager is to perform all other duties prescribed by the Charter, by ordinance or by resolution of the Council.

The individual department heads under the Manager are divided into three main functional areas. These are the Administrative Group, the Operations Group, and the Security Group, each headed by an Assistant City Manager. The departments and divisions are held accountable to the Assistant City Manager directing their respective area. When they desire contact with the Manager, they go through the formal chain of command. Following is a short explanation of each of the three main groups with summary description of the individual departments and divisions.

## CHAPTER 4

### FUNCTIONAL AREA ONE: OPERATIONS GROUP

The first functional area is the Operations section, which is directed by an Assistant Manager. Most divisions included in this group are the operational department of the City.

#### Public Works

The Public Works Department provides for the general operation and maintenance of the City streets, sanitation and City-owned buildings. It includes divisions concerned with mapping coordination, refuse and sewer disposal, zoning and street maintenance.

The Engineering division is involved in the preparation and maintenance of plans and maps designed by Public Works Engineers and Consulting Engineers. They not only prepare the plans but purchase the right-of-way, coordinate projects with utilities, railroad, County and State officials, and provide inspection and control during construction of Public Works projects.

The Sanitation Division and the Disposal Division are concerned with garbage collection and disposal. The Sanitation Division is responsible for collecting refuse, garbage and brush from residential and business establishments and for inspecting litter situations. The Disposal Division transfers and disposes of solid wastes.

The Street and Storm Sewer Maintenance Division resurfaces City streets, maintains streets and alleys, cleans storm sewers and drainage-ways, and

handles ice, high water and other emergency responsibilities.

The Building Inspection Division is responsible for the enforcement of the Building Code, Plumbing Code, Electrical Code, the Sidewalk Ordinance, the Sign Ordinance, Zoning Ordinance, and approximately 50 other related ordinances.

#### Department of Urban Development

The Department of Urban Development provides professional, technical, and secretarial assistance to the City Planning and Zoning Commission, which makes recommendations to the Council regarding Master Plan proposals, amendments to the Zoning Ordinance, and subdivision plats. The Department assists the Board of Adjustment in handling exceptions to the Zoning Ordinance. Under the direction of the Manager, the Planning Department provides assistance to City departments and area governmental agencies.

#### Auditorium

The Memorial Auditorium is managed and maintained by the Auditorium and Convention Center Department. This department represents the City in negotiating and contracting with groups utilizing the building. In addition, the Department coordinates work with concessionaires, caterers, decorating contractors, electrical contractors, and other groups who work within the building to assure that all activities are presented efficiently.

#### Parks and Recreation Department

The Charter provides that

"The Park Board shall have exclusive jurisdiction over the control and management of the public parks...with power to acquire in the name of the city, land for park purposes...to provide for the maintenance of...devices providing for the entertainment, recreation...and edification of the public...supervision and control over the planting and care of trees, plants and shrubs, in the public parks and other ground under its jurisdiction." 10

### Water Utilities Department

The Water Utilities Department is responsible for furnishing water service and sewage disposal for the City. In addition to furnishing these services to active accounts within the city, the Department furnishes water service to eight other Dallas County municipalities, water and sewerage service to three, sewage service to two, and raw water to one.

The Administration and Engineering Sections are the principal internal planning divisions, charged with long-range fiscal and engineering plans. The research staff provides statistical information pertaining to all areas of forecasting. This staff also provides computer systems and programming for complex water design and operating problems.

The Accounting and Collecting Division is the Department's "business division", conducting all fiscal affairs and maintaining accounting records pertinent to water and sanitary sewerage accounts. The Accounting section is responsible for maintaining records reflecting all receipts and payments for all operational aspects including payroll and expenditures in bond and construction funds.

The Purification Division is responsible for treatment of water to remove undesirable elements and to destroy harmful bacteria in order to supply users with safe water. Water control laboratory facilities at these plants are approved by the Texas State Health Department and the U.S. Public Health Service.

The Pumping Section provides 24-hour service to balance maximum and minimum pressures of the water system in accordance with weather conditions and customer demands. An important function is assuring adequate pressure is maintained for city fire lines and fire hydrants.

The Sewage Treatment Section's activities include a modern laboratory which does chemical, physical and bacteriological testing for waste water operations, as well as acting as consultant laboratory for the Industrial Waste Section, the Health Department, the Public Works Department and the Sanitary Sewer Division. The laboratory performs considerable research analysis for waste water treatment process improvements and aids industries with water related problems.

#### Aviation Department

The Aviation Department is the administrator of Dallas Love Field, Redbird Airport, and related aviation interests of the City. Supervisory responsibilities of the Aviation Department include the administration of the City's policies in handling of licenses, leases, rentals, concessions, maintenance, airport rules and regulations, and air route services. It also encompasses improvements and maintenance of safe operating practices and approval of helicopter bases, helistops, and heliports in various authorized locations.

#### Public Library

The Public Library System, under the guidance of the Board of Trustees, is a basic part of the community's economic and educational resources through its reference and research services to citizens and its general reading material available to area families.

Activities include collection and circulation of books, and answering reference questions. Over a million persons annually view films from the library's educational film collection, borrow classical and literary recordings, and use the framed art collection for educational purposes. Educational

events are presented for children, teenagers and adults through film showings, story hours, art exhibitions, concerts, workshops and seminars.

#### Traffic Control

This Department's duties and responsibilities are directed toward the safe and efficient movement of persons and goods over City streets. It develops and promotes a traffic safety educational program responsive to the needs of the citizens of Dallas, makes continuous studies of traffic conditions, and submits recommendations for operational improvements to the Manager. It is responsible for the installation and maintenance of all traffic control devices within the City and carries out transportation planning and research functions.

#### Urban Rehabilitation

The Department is the coordinator for all agencies involved in programs improving conditions in blighted areas which are authorized by the Council and Manager for remedial action. The director of the department also serves as Executive Secretary to the Dallas Action Committee for Community Improvement, the Urban Rehabilitation Standards Board, the Crossroads Community Center Board of Directors, and is a member of the Board of Directors of the Dallas County Community Action Committee.

## CHAPTER 5

### FUNCTIONAL AREA TWO: SECURITY GROUP

The second functional grouping is Security, also administered by an Assistant Manager. The Security function includes all city departments and divisions involved in keeping the individual secure in his person and property.

#### Police

The Police Department provides protection for residents of the community through the prevention of crimes, apprehension of offenders, recovery of stolen property, enforcement of laws and ordinances, and preservation of peace. This is accomplished through three major areas of activity: police patrol, investigation of crimes, and traffic law enforcement and accident investigation.

The Department is divided into four basic operating units. The largest unit, Field Operations, is composed of all of the operating line units and comprises approximately 80 percent of departmental strength. Patrol, Traffic, Criminal Intelligence, Special Operations, and Juvenile are divisions within Field Operations.

The Inspecting Services Bureau is composed of the Inspections Division, the Internal Security Division, the Intelligence Division, and the Vice Control Division. The primary purpose of this bureau is to maintain a watch on the operations of the Department.

The Administration Services Bureau is composed of the Training, Personnel, Fiscal Affairs, and the Community Services Divisions.

The Technical Services Bureau consists of the Property Division, Jail Division, and Information Division. These units perform house-keeping functions for the Department and provide logistical support.

#### Fire Department

The primary responsibility of the Fire Department is prevention of fires and protection of lives and property from loss by fire. The department is organized functionally into four major bureaus, each headed by an Assistant Chief. The bureaus are: Fire Prevention Bureau, Bureau of Special Services, Bureau of Administration, and the Fire Control and Rescue Bureau.

The fire prevention and investigation program is designed to identify all potentially hazardous conditions susceptible to fire, to recommend the correction of those conditions, and to determine the causes of fires when they occur. The department inspects all commercial, public and industrial buildings and multiple family dwellings to discover and correct fire hazards. Its second objective is to establish the causes of fires and to aid future preventative efforts to reduce the incidence of fires.

#### Civil Defense

The City and County Civil Defense and Disaster Commission was established to assist the City government in exercising its responsibility in the event of natural or man-made disasters. The director and staff manage the Civil Defense program in accordance with the policies and

directives of the Commission and the Manager. The Director coordinates his planning of the local program with Federal and State Civil Defense programs.

Emergency planning responsibilities are carried out through four functional sections: 1) Education and Training; 2) Plans and Operations; 3) Shelter Management, and 4) Radiological Defense.

#### Health Department

The Public Health Department is responsible for furnishing the City with complete, adequate and comprehensive health service. These services are all-inclusive and cover a wide range which encompasses inspecting of all types of food establishments to maintain State and City sanitary standards, diagnosing and controlling communicable diseases, maintaining health centers and promoting medical attention for persons in need of it.

The Administration section provides for the overall management of the Health Department. The primary functions of the division include the local enforcement of State health laws, review of medical bills for injured employees, city-wide public health education programs, administration of in-service training programs, and maintenance of departmental personnel records. In order to provide comprehensive health services, the director maintains close liaison with the Manager, other department heads, the County Medical Society, the Advisory Public Health Board, the State Health Department and various federal agencies.

The Environmental Health Division enforces all laws pertaining to environmental sanitation. Its operations cover the inspection of food

establishments including restaurants, cafes, drive-ins, cafeterias, bakeries, grocery stores, food warehouses, caterers, dairies, milk plants, ice cream establishments and packing houses. These establishments must have health permits to operate in the City.

The Community Health Services Division controls and prevents communicable disease. The Division provides an extensive immunization program, five health centers, and medical examinations of food handlers and domestics.

The Vital Statistics Division records birth and death certificates. Other functions of the Division include the issuance of Burial-Transit Permits to funeral directors and the preparation of statistical mortality reports for internal and other governmental agencies.

#### Weights, Measures, and Public Markets

Weights and Measures regularly inspects all commercial weighing and measuring devices to insure their accuracy, affording the highest degree of protection for merchants and consumers. It investigates fraudulent advertising and sales practices and enforces all provisions of the weights and measures laws.

The Public Market Division provides for the personnel, equipment and supplies for the operation of the Municipal Produce Market.

#### Public Utilities

The office serves as the representative of the Council in negotiations with the privately-owned utilities of Dallas. It serves the public as liaison with the various utilities when conflicts arise, and administers the City street lighting system.

As the Council's representative, the Public Utilities Department conducts studies and makes recommendations in capital expenditures, service contracts, rate requests, and the quality of service of the various utilities. The purpose of this supervision is to insure that the operations of the companies are conducted in a manner to provide high standards of service at the lowest possible cost to the citizens of Dallas.

## CHAPTER 6

### FUNCTIONAL AREA THREE: INTERNAL ADMINISTRATION GROUP

Internal Administration comes under the management of a third Assistant Manager. The departments and divisions within this group are concerned with internal service and support for the Operations and Security Groups.

#### Personnel

The Department is a service organization under the direction of the Manager. It functions primarily as a liaison between management and employees while providing a variety of services. The Department recruits and places appointees for labor forces throughout the City's field installations. Civil Service employees, both office and field workers, are likewise inducted through this department. All personnel actions are directed to this office for approval, including any change in employee status, such as salary increase, job promotion and transfers.

#### Auditor

The City Auditor is the chief accounting officer of the City. He is nominated to the position by the bank president members of the Dallas Clearing House Association and confirmed by the Council.

His duties include the establishment and maintenance of an adequate City-wide system of accounting. The Auditor's functions include a continuous audit of funds, review of disbursements, and preparation of monthly and annual financial reports. He prepares and conducts all bond sales for the City.

### Purchasing

The Department of Purchasing functions as a service agency for all departments for procurement of both capital and expendable items needed by the City. The Purchasing Agent disposes of all real and personal property not needed by the City and unclaimed and confiscated items from the Police Department.

### Municipal Radio

The Municipal Radio Department is a broadcasting, engineering and service organization which serves the citizens of Dallas.

### Department of Revenue and Taxation

The Department is charged with the responsibility of assessing all property--real and personal--subject to taxation by the Constitution and laws of the State of Texas, as well as collecting the tax levied thereon. The Director of the Department serves as the Assessor and Collector of Taxes, both for the City and the Dallas Independent School District. The City, by contract, receives two percent of all taxes collected for the School District. Additional collections performed by this department include all occupational taxes, licenses, funds from parking meters, and street and alley paving assessments levied by the Council.

### Finance Administration

The Department of Finance Administration, under the direction of the Assistant City Manager (Finance), and his staff, is directly responsible to the Manager for the administration of the budget and the operations of the Purchasing Office.

### Municipal Court

The Municipal Court embodies five full-time judges, two part-time judges, and a clerk of the Court, who is also the Court Administrator, all appointed by the Council. The courts are supported by seven prosecutors from the office of the City Attorney.

With the exception of legal holidays, the Courts Warrant Section is on duty 24 hours, seven days a week, preparing dockets, issuing warrants, and maintaining a direct line with the police dispatchers.

### Retirement Division

The Retirement Fund Administrator's Office, under the direction of the Board of Trustees, is primarily responsible for the supervision of the day-to-day affairs of the Employees' Retirement Fund.

### Building Services

Divided into two sections, one portion of the Municipal Building Service provides for the maintenance of the Municipal Building and Police and Courts Building, including janitorial and mechanical services. The other section provides consulting engineering and construction services to all City departments. It also checks plans, specifications and construction on new municipal buildings.

### Management Services Division

The major objectives of the Management Services Division are:

- 1) To provide staff assistance to the Manager in the performance of duties and responsibilities which he may assign in the area of management studies and research projects;
- 2) To administer the annual budget and to develop both short and long-range plans for the City's financial growth and progress;
- 3) To develop within the City organization the capability to apply systems

analysis methodology to urban problems and to establish a comprehensive integrated municipal information system.

An important aspect of this division's responsibility is the preparation of the budget and multi-year financial plan. This includes both operating and capital funds and the various restricted revenue funds. In preparation of the annual budget presentations, the Management Services Division works in conjunction with the Financial Administration Section.

Within the Management Services Division are four functional areas. Urban Science is concerned with applying data processing techniques to governmental objectives. The Capital Budgeting Division is involved in developing short-term and long-range capital budgeting programs. The Program Management and Annual Budgeting sections are involved in researching and implementing the annual budget and developing a program plan.

## CHAPTER 7

### THE INTERNSHIP EXPERIENCE

September 14, 1970

The first day of my Internship with the City of Dallas was comprised of a brief orientation to the functions of the city as a whole.

Briefly, the City operates under a Manager form of government. The Council is composed of 11 members including the Mayor. The Manager has three Assistant Managers under him who divide the individual departments for efficiency purposes. The three broad groups are the Administrative Section headed by Assistant Manager James R. Favour; the Operations Section headed by George R. Schrader, and the Security Section headed by Eugene H. Denton.

The department in which I work is the Management Services Division, which is under the Administration Section and in the Office of the City Manager. This department is considered a staff position, with the authority to become involved in the activities of all other City departments. However, its main responsibility is to provide support for the Manager's Office. As a staff position, its duties are to advise the line positions and to help them perform their prescribed functions. It was emphasized that an advisory role was preferred in dealing with the departments since Management Services does not have the authority to issue orders or make requests that are mandatory.

The important factor in accomplishing the staff function is the formation of satisfactory personal relationships while performing the duties of the position. Orders are not required if the relationship between associates are such that each side understands the other's desires.

A project involving the Fire Department was suggested as one that could provide valid introduction to the methods and the duties of my position. The particular area within the Fire Department in which I will become involved is the area of equipment, material and maintenance.

September 15, 1970

Most of the day was spent discussing with members of the staff the role of the Manager's Office and the role of each individual within the department. The conflict between theory and practice has been a major topic among the discussions. A few of the staff members are young men with educational theory still a major portion of their knowledge. I have found that practical experience will in many ways be different than educational theory and also more valuable for performing my duties.

However, this rationale does not lead me to believe that education is just a stepping stone in order to fill the requirements for employment. Almost anyone can be taught mechanics but to understand and adapt to changing conditions, it is quite valuable to have been exposed to the basic theories that will be necessary for these adaptations.

It has been emphasized continuously that this department is here to assist and to provide a service and as a new member of this staff it is essential to understand the goals and objectives of the department.

September 16, 1970

The Fire Department project was presented to me today by the initiator of the program. The total project involves a Management Information System study conducted by a member of our staff in conjunction with the Research and Planning Department of the Fire Department. I have been assigned as a member of the study team concerned with obtaining information in the area of equipment, materials and maintenance, and in establishing a Management Information System within this area.

A great deal has been written concerning Management Information Systems (MIS). Generally these types of systems attempt to cope with the problems of management and control. They include the development of work programs, the establishment of production and cost standards for each program, the development of systems of work reports which record what has been accomplished, an analysis of what each unit of accomplishment cost, and a comparison of performance with established standards. In many respects, MIS is little more than an expanded version of performance budgeting. <sup>11</sup>

In these terms, a Management Information System study necessitates an examination of the following items: first, that information which is reported in an organization; second, the manner in which information is reported and the flow of the report; third, the reporting function in terms of forms designed for making the report; fourth, the techniques used in analyzing information; and finally, a study of the feasibility of computer applications in reporting or storing the organization's information.

At the present time I will only be involved in the process of obtaining information in the specific areas of material, equipment and maintenance. I have suggested a number of problem areas about which the Fire Department

and I wish to learn more and also have formulated a grid of questions which, if answered and used properly, can provide these answers.

One of the problem areas involves the collection of management information and can be obtained by asking these questions: Is the information necessary to begin with? Is the information even collected? What information is being kept? Is the information collected by the proper individual? Is the collecting individual qualified? Does the collecting individual understand why the information is being collected? Is the information collected within a sufficient time period? Is the form sufficient to cover the desired information? What do the forms mean? Is the meaning clear? Are there duplications? Has the correct information been collected? What is the opinion of the person who fills out the form regarding its usefulness?

After asking these basic questions, there must be some method of applying the data. The following questions were asked attempting to seek these results: What is being done with the collected data? Is the information used by the right people? Is the information available to all concerned? How is the information stored? Who keeps the files on the data? Under what system is the information filed? What route does the information take? Do the forms go to specific people or do they go directly to the files? What forms are kept as requirements for other interests?

These were, and will continue to be, the questions I will be presenting to the individuals I contact in my search for Management Information. There are, of course, many other questions which will develop from the initial inquiries and they will be added to future interviews.

September 17, 1970

I began work on a second project which involves interpreting which goals in the publication Goals for Dallas are applicable to performance by the City. The publication was presented in book form and subtitled, "Proposals for Achieving the Goals," and was prepared by and submitted for consideration by Dallas citizens. I believe it is important, for myself, to learn how the proposals for achieving the goals were formulated, reviewed and revised.

At an early stage 12 Task Forces of Dallas residents were formed under the leadership of a Coordinating Committee. The Task Forces were comprised of 300 people, all volunteers, representing all segments of the community--businessmen and laborers, young and old persons, homemakers and public servants. These volunteers joined in a mutual effort to: schedule activities to achieve each goal; identify the organizations, public and private, which should take part; estimate the cost of the goals when possible; and, establish timetables for their achievement. These men and women invested over 18,000 hours in the work. Each Task Force was responsible for proposing how to attain the goals in one of the twelve subject areas: Government of the City, Design of the City, Health, Welfare, Transportation and Communications, Public Safety, Continuing Education, and the Economy of Dallas. A part-time staff associate whose services were contributed by a Dallas business or educational institution assisted each Task Force. <sup>i2</sup>

A subcommittee within each Task Force took responsibility for one or two specific goals. Its members interviewed experts, both local and national, and administrative leaders, persons who direct public and private organizations that would bear the major responsibility of carrying out steps to achieve the goals. Based on these discussions and others with interested

individuals or citizen groups, the subcommittees made their proposals to the entire Task Force membership, which then questioned, discussed and finally reached consensus on the reports. Thus the Task Forces developed the first drafts of proposals for achieving the goals.

As the next step, two committees reviewed the proposals, working with the Task Forces Chairman. One committee made the complex reports as readable as possible, while the second looked at the reports for feasibility, omission and consistency. Then, the proposals were circulated to scores of administrative leaders for further comments and suggestions. Finally, their reactions were considered by a third review group which included the twelve Task Force Chairmen as members. This Committee decided on the wording of the proposals contained in the publication.

While the proposals were being drawn, an Economic Potentials Study was being conducted to derive basic socio-economic indicators for the area for the next ten years and beyond. The National Planning Association in Washington, D. C., a non-profit economic research organization, is advising on methods of making projections and is furnishing technical support in identifying and collecting the facts necessary to construct such indicators. This unique study attracted a grant from the Ford Foundation to finance the National Planning Association assistance and a portion of the local work which is performed at Southern Methodist University's Institute of Urban Studies.

On the afternoon of September 17, I began the field work on project one, which involved the Fire Department. Another member of our staff and I made an appointment with a member of the Research and Plans Section Section of the Fire Department. I will be working in coordination with this individual in the accumulation of information in my particular interest area. We discussed

generally what I am looking for and made an appointment for tomorrow morning to visit the Maintenance Division of the Fire Department to begin the actual interviewing.

In our meeting, the other member of our staff was discussing a problem with the Research and Plans representative, and another Fire Department member. Their discussion involved the redesign of a form concerning the reporting of the details of a fire. I observed that there were some communication problems between the Fire Department members and the member of our staff. The Fire Department sought to make the form more applicable to themselves while the Management Services hoped to design the form so it could provide the management information necessary to make more sound decisions. I believe this is an area of great concern. When staff positions come in contact with line positions, there must be a clear definition of the goals of each and a willingness to compromise to satisfy both positions.

September 18, 1970

The process of establishing cordial relationships with the necessary sections of the Fire Department was the objective for the day. My project does not have a specific deadline, which is a necessity in these types of projects. Since the Fire Department has been performing its functions in certain ways for a number of years, change cannot happen overnight. For this reason I have been advised to tread slowly and feel my way around before I make any recommendations contrary to present operating methods.

The liaison man of Research and Planning and I met with the Assistant Chief in the Maintenance Division. The Chief gave us a short summary of the division's functions. The division is separated into two main sections-- the Automotive Maintenance Shop and the Building Maintenance Shop.

The Automotive shop prides itself on its preventive maintenance programs. Each piece of emergency equipment in the Department undergoes a thorough shakedown designed to catch small problems before they become major ones. The shop also determines that each new piece of equipment is mechanically perfect and ready before being sent to fire stations.

The other section of the Maintenance Division, the Building Maintenance shop, is also very active. They must see that the fire stations and other Department facilities are kept in top condition. Everything from rebuilding a roof, to installing a parking lot, to building new cabinets, falls under their jurisdiction. The Department has its own plumbers, electricians, woodworkers, cabinet makers, and virtually any kind of craftsmen that might be needed.

My objective is to review the work processes of these sections and observe the flow of information. At this point, I will be recording the facts and gathering the data in order to make any future inquiries and decisions. Since I have taken the initial step toward obtaining this information, it will be my responsibility to follow up any leads which I discover.

With this in mind, I already feel a need for further investigation in an area which I observed today. It involves the Parts Department of the Maintenance shop, which is comparable to any medium-range automotive parts department. The Fire Department's operation is essentially a one-man operation with a self-made system. If this man decides to leave the Fire Department, he will leave with the knowledge of his system and the Department, in turn, will have a major problem.

September 21, 1970

The long process of gathering data began today with a discussion with

the secretary of the chief of the Maintenance Division. I started with her because of her duties of typing the information on existing forms and mailing it to the concerned individuals. I felt I should obtain some basic knowledge about the problem area and information about a few particular issues before I talk to any management supervisors.

I was not surprised at the amount of information the secretary could provide. However I was somewhat shocked at how dependent the Division was upon her service in the distribution of information. In our meeting, a few problem areas were discussed where her recommendations were helpful. In one instance she suggested that a form might be routed to an individual who was most concerned about the available data. It has to do with the transfer of Capital Equipment and the desire of the head of the property room to know who had possession of City equipment at any particular time. Currently, when a piece of equipment is transferred, a copy of the transfer is not sent to the property room and in many cases is not made out at all. It is a recommendation that a copy be sent to the property room for its records, and that each fire station involved in the transaction should retain a copy.

My main objective in this project is to gather the information in order to make better informed decisions. However, I have found that to obtain this goal, a number of underlying factors and second-order consequences must be solved. Because of this, I will be following up on the smaller issues and the recommendations at the same time I am gathering the facts I need for the Management Information System. Therefore, my objectives and goals have become twofold. One is gathering the information needed for

implementing a Management Information System, and second, solving the underlying problems which may cause blockages in obtaining this information.

I was previously assigned a project on Goals for Dallas, which has not yet been clearly defined. Another member of the Management Services Division Staff has a better idea of what is desired and he is waiting for additional information on the subject before I can begin researching the project. At this point, the separations of which goals are relevant to performance by the City is the number one objective. To discover whether the City, the region, or the federal government will implement the goal is essential before any work can begin. Of course, those areas within the existing City government that are already performing a portion of the goal will be utilized where possible.

September 23, 1970

I continued my investigative duties by visiting the Maintenance Division of the Fire Department and discovered many operations which lead to large problems. An important area to which I was exposed in detail today concerns the Parts Division. Since the Maintenance Division's primary concern is keeping the Department apparatus in top functioning condition, it is necessary to have some degree of efficiency in the operations of that area. When I saw how the operation was being run, I was amazed at the end result of the Department. Of course, this is only relative to other cities' fire departments, but Dallas is said to have a well run and well operated department. In this case, the philosophy is that ends justify means, and, as long as the Department operates as efficiently as a comparable city's department, it

will continue to function in this manner. This is the attitude our staff hopes to overcome. We are attempting to show the individual departments that there are alternative and more efficient methods of performing duties.

By working with the parts section and providing them a chance to help themselves, I will be giving them the opportunity to achieve objectives of the Manager, as well as their own objectives. It is management's duty to guide the departments into obtaining the objectives of the total organization, while simultaneously satisfying their own goals.

September 24, 1970

After yesterday's encounter with the Parts Department I felt I should investigate their relationship with the City's Purchasing Department. In discussing the Fire Department with the head of Purchasing, I learned there was a minimal relationship between the two departments. The only contact came when a requisition form was sent requesting the purchase of a certain item. Since the costs of most of the requests were under a minimum limit, there was no question of whether they would or should receive the item. This information clarified to one reason the Parts Department was being run inefficiently. Since that department does not have to justify most of their requests beyond the Fire Department level, there is a tendency to have a lack of planning. The Parts Department supervisor treats many items as emergency requests. However, if he were better organized, the part could be on stock and a savings could result.

The remainder of the day was concerned with the Goals for Dallas project, which also involves providing management information. There are 114 goals submitted by the Goals for Dallas Committee, and there has been minimal reporting or feedback as far as progress on these goals. I have been assigned the duty of securing up-to-date information on each project with which the City is concerned. The City is not concerned with all 114 goals, but it does function in many of the goal areas. I was given a letter submitted by a director of the Goals for Dallas Committee, in which he listed the goals the committee felt involved the City. It is now my job to search out City employees who are involved in these particular goals and set up an information reporting system to aid management with formulating well-reasoned answers.

The more I get into my Internship, the more I have to budget my time and schedule my work in order to get the work done efficiently. Since a great deal of my projects involve personal contact, the scheduling of appointments has become a major task. I have not yet learned the finer points of meeting and interviewing individuals, which involves being able to explain what you really want and what that particular person can provide.

September 25, 1970

I began work on project two (Goals for Dallas) by restating what my goal was as the staff member assigned to this project. My assignment is to devise a reporting system whereby the City Manager's Office will have the information available in order to make better informed answers to inquiries. I started the assignment by putting myself in place of the person who requested the information. I attempted to define what information was wanted.

To obtain this information I wrote up a short statement and a list of questions which can be presented to the City departments concerned. This statement follows: "One of the duties of the City Manager's Office is that of providing information on specific projects in which the City Departments are involved. Because of this responsibility, the City Manager's Office requests that a reporting system be developed which collects this information in such a manner that allows it to be readily understood by, and passed on to, interested parties." This statement would provide the introduction to let the departments know what information is desired. After this introductory statement, a list of questions asking about the projects would follow. From the answers to these questions the City Manager's Office will be able to derive the essential facts in order to make the decisions. These questions include the following:

1. What are the goals and objectives of the projects?
2. To what degree are the goals and objectives reviewed?
3. If the City is working in coordination with other governments or outside interests, what role do they play? What portions of the project are the City's responsibility? Does the City's responsibility depend on action by the others?
4. When did the project begin? When is the projected completion date? What is the stage in the development of the goal? Does it have stages? What are the priorities? What is the amount of time, either ahead or behind, in the project? To what degree or what percentage of your Department is working on the goal?
5. Where do the funds come from (budget or grant, etc.)? Will the funds continue to be available? What are the conditions that must be met in order for funds to be available?

6. How much was the projected cost of the project? How much has it cost to date? Will anticipated costs be met by available funds?
7. Have there been any problem areas? What are the problems? What effect do the problems have on the fulfillment of the project and on the other factors concerned with the project?
8. What other departments are involved in attainment of the goals?
9. Has Goals for Dallas been a guideline in any way in your actions concerning the objective?

September 28, 1970

The job of being in a staff position is one that requires self-discipline. In the Management Services Division, a staff member is assigned to a project and motivation is his responsibility. The individual must be self-motivated because he will not be pressured by his superiors into performance of his duties. There may be some projects where a definite deadline is set and where the objectives are clear; however, the long-term projects are custom-made for allowing the individual to take the initiative and use his knowledge, experience, and his contacts in order to secure the desired results.

I attended the weekly City Council meeting. This particular meeting was of great local interest since the bids for the new City Hall building would be either accepted or rejected. There is a large amount of background material to consider before the situation can be clearly understood. What basically happened was a minor rebellion within the Council against a very strong Mayor. Instead of following the Mayor's recommendation

to delay the building of the City Hall until more favorable economic conditions developed, the Council decided to have another briefing on the bids and then possibly take the issue to the voters in the form of a referendum or new bond issue.

This action by the Council led me to a short-term assignment, concerned with obtaining basic facts for the architects of the proposed City Hall. A staff member and I are contacting each department head to determine how many work stations they have in their departments. This includes all persons who come to work, stay at the office and have an assigned area, as well as people who just check in and leave for the day, provided they have a work station which is used only for their purpose. I have until tomorrow to complete the assignment and present the data to the Assistant Manager for Administration.

September 29, 1970

The assignment from yesterday was the first item on today's schedule. I continued to contact various departments regarding work stations.

Because of the nature of the information desired in this assignment, I expected and received the data within a reasonable period of time. If possible, the individuals provided the information immediately, or returned it by the deadline time. I would call this management information, and this assignment could be classified under the long-term objective of being able to obtain management information for the people who need to know.

Between working on projects I usually continue my education by reading and learning about City government. I feel this is essential to attaining good performance on the job, and since I am new to Dallas, I am unfamiliar

with the political atmosphere and the individual power pockets within my working environment.

The role Management Services will play in the City municipal structure is a continuous topic of discussion. Since it is a new office, it can be guided and molded in any direction depending on the make-up of its staff members. There are four new people in the office, each with his own view of how government should be run. Before we can develop our role, we must distinguish what the role of municipal government is in the area that effects our staff. Is the role of government to guide the public and take the initiative, or is it to sit back and wait for the voice of the public to tell it what to do? These two areas can come into conflict with the influx of younger administrators.

September 30, 1970

In keeping with the roles played by the Manager's Office, our staff entertained a distinguished member of the municipal management profession. This person was introduced to our staff, briefly informed of our function and we engaged him in a question and answer session. Questions concerning public administration in any way were asked and he answered them in a very professional and sincere manner. His belief in the individual was a main factor which motivated him in his career. He believes that the Public Administrator must go to the public and make himself and the objectives of the city clearly understood, in order to receive feedback from the public. I feel that meeting individuals with his background and professional status is important to me at this time, since I am trying to define what my role will be in public administration.

October 1, 1970

The Fire Department project is progressing rather slowly. I believe one of the reasons is a lack of a clearly defined objective. I understand what information I am asking for, but do not believe the Fire Department understands our objectives. A management information system does not mean much to them since it is primarily a long-term approach, whereas their main concerns are with day-to-day departmental operations. Because of this difference of interpretation of what information is desired, I have modified my goals by also attempting to solve the everyday operational problems.

One of these daily problems involves the Parts Department, which I mentioned earlier. My plan is to help the parts man without taking any working hours away from him. Since he is very busy, he does not have enough time to develop any new systems while he is on the job.

In preparing to provide assistance to the Parts Department official, I went to the Purchasing Department to determine how their operation affects the Fire Department. The head of Purchasing provided a great deal of information concerning the Purchasing Department, but little that could help with the Fire Department. It seems that there is very little contact between the two related departments, only through purchasing and requisition forms. The two individuals have not been introduced and have never seen the other's operation. I believe that with the Purchasing Department's background in this particular area, they could be extremely beneficial in reorganization of the Parts Department. The head of Purchasing expressed some willingness to have one of his staff members look at the problem and provide any assistance he could make available.

October 2, 1970

The Fire Department project was the item of most concern today. The other two members of the Management Services staff who are concerned with the Fire Department, and I, had a meeting this morning to discuss our approach to the project. A definite report or brief was not required at the meeting, but just a give-and-take type discussion. The initiator of the project again gave his idea of what our Management Information System study should include. His definition was similar to my impression but still seemed beyond the realm of our authority as staff members.

From the discussions at our meeting, the point was repeatedly made that some change in management style or reorganization in the Fire Department would be required to achieve positive development toward a management information system. I do not think we can become involved in something of this nature at this particular time. We did not go into the department to do an organizational study, but the further we get into the operation, the more we are finding out how closely management information is related to a department's organization. It was suggested that we get together with the upper levels of management and just go over what information they require and need in order to make daily and long-range decisions.

It is my feeling that we investigate all the facts before we go to the top levels. I do not know enough about my particular area to present any reorganization recommendations or suggestions to change a management style. A department such as the Fire Department, with old styles and slowly-changing methods, needs proof and alternatives before they consider changing procedures. They need improved techniques presented to them

before they consider any change. I feel we should solve a few of their minor problems which are connected with providing management information before we go into any underlying factors. Solving the immediate problem is not always a cure but it is one of the treatments for solving the main objectives of the project.

October 5, 1970

Today, I gathered background material from the Maintenance Division in preparation for my meeting with upper level management. In the process of interviewing Fire Department members I have discovered that I must be well versed in basic facts before I start questioning at higher management levels. Fire management is able to answer any questions regarding a particular fact but has yet been unable to hypothesize and take an overall viewpoint. This presents a problem to our staff members since our main objective is achieving an overall approach, while our method to obtain this view is obtaining facts. Because of this problem of management styles I have concluded that we must do the hypothesizing and the theory setting, and rely on the management personnel for the basic facts, suggestions, and recommendations which they are able to provide.

October 6, 1970

The deeper I get into the Fire Department organization, the more I discover minor problems and different styles of management. There does not seem to be any major problem or any major areas where information is unavailable. Our staff is asking the questions of managers with 20 to 30 years tenure who have no new significant suggestions as far as additional management information.

This morning I had a discussion with the Chief who has overall responsibility of the Department's Maintenance and Equipment Division. He is an individual close to retirement age who has had a large role in the past changes within the Department. He is in agreement with the idea of computerizing management information and making it more available to the various management levels who have a need for it. However, he could not supply new suggestions in collecting and reporting this information. Therefore, my feelings are increasingly enforced that the Department operation is in good shape and that we should not create problems.

During my discussion with this top level administrator I had the opportunity to follow up on some of the problems I had encountered in the past. One of these involved the Capital Equipment Transfer form which was not routed to Property Room manager. It is at this point that the information is most vital as the Property Room manager must know where each piece of city coded capital equipment is located. When I explained this deficiency to the Chief, he said this form was supposedly being sent to the Property Room by station captains. This is their responsibility but one that has not always been accepted.

The Chief expressed his feeling that the Fire Department will continue to have trouble with determining the exact location of equipment and property until they acquire a central property room.

October 7, 1970

I began to work on my second project concerning information on City projects included in the objectives of Goals for Dallas. Essentially

information will be an up-to-date report on every City project. It is information that the City Manager's Office should have readily available, and of which every other department should be aware.

Having carefully perused the Goals for Dallas book, I have started separating the goals and objectives by departments which are primarily responsible for implementation. This approach will permit me to lay out to the department heads the goals for which they are primarily responsible and the list of questions the Manager would like answered. The information is available but requires an adequate format in order for it to be released efficiently and effectively. There had been a previous attempt at obtaining this information but the format was of such general nature that the information retrieved was not sufficiently specific. The questionnaire format is such that the answers which are received are specific enough to provide what is desired.

While I was separating the goals and objectives by department I realized that the information for which the Manager's Office is asking covers the majority of services the city provides. While providing the answers to specific questions concerning the Goals program, the survey will be a start toward establishing a Management Information System for the Manager. I envision this questionnaire as a quarterly or monthly report which will be filled out by individual department members. Thus, the Manager will have an up-to-date summary of each program in which the City is involved.

October 8, 1970

An individual's work style must be developed over a period of time before any concrete statements can be made. In the development of his

style, the environment in which he is working can make a large impression on that style. If the organization is run dynamically, the attitude of its employees will tend toward a dynamic nature. In order for the organization to appear complete and to project the desired impression to the public, the sum of its parts must be coordinated to equal a whole and consistent image.

My first impression of the working of the City makes me believe that there is not a total, consistent, coordinated style of management throughout the independent departments and divisions within the City. The Manager's Office, seeks the dynamic approach, while other departments with which it works have a slow, lackadaisical type of management style. Because of these two different styles, there is a tendency for conflict when the two departments come into contact with each other.

Because of these contrasting management styles in the work environment, it is important not to become influenced by either method while in my formative stage. Even though I work in the more dynamic environment of the Manager's Office, there is a marked contrast of methods within the Management Services Division.

Within our staff we have to some degree the two different styles I have mentioned, and in addition a third style which could be considered a compromise. This third style is not one of dynamic leadership, nor is it one of a relaxed, carefree attitude. It is made up of the style of performance of duties at a pace which are compatible with the project involved. It is a style of keeping on top of what you are doing and performing at what I would call a creative pace. Steps are not marked out in a manner which precludes the introduction of new ideas. It involves a process of going at a pace at which one can always be thinking and creating.

I feel that while my impressions and methods of operations are being molded at my present position, I will continue to learn and change my style throughout my career as an administrator. People do not have to fall into a trap or any routine, but it takes a great deal of initiative and creativity to learn the new approaches and to begin to practice the changing styles which confront Public Administrators today.

October 13, 1970

I went today with representatives from Research and Planning of the Fire Department to the Equipment and Automotive Services of the City to inspect their parts department. We felt that other city departments which have parts departments may have problems similar to the Maintenance Division of this Department. These departments may have solved their problems and may be able to offer assistance.

After visiting the Equipment and Automotive Services Parts Department, I can see that what they are doing can benefit the Fire Department. Their operation is about five times larger than that of the Fire Department but they deal with the same type parts, which means we can possibly use their system. They have four times as many personnel working directly with the parts as the Fire Maintenance Division, but their time is spent in actual duties instead of the time-wasting activities the Maintenance Division must perform because of the inadequacy of their inventory system.

We feel this record keeping and filing system can work in the Maintenance Division and it is now our duty to convince the supervisor of the Parts Department to develop a new, updated system. I feel the supervisor

is in a position in which he must decide whether to reorganize his department, and it is up to me and the Research and Planning people to point him towards this reorganization.

The Maintenance Division of the Fire Department is faced with a shortage of personnel, a lack of know-how, and an overabundance of work. The answer to their problem is not easy since there are so many fronts at which the problem must be attacked. I am coming to the end of stage one, which is investigating and determining the different facts which constitute the problem area, while stage two is involved in accumulating the various alternatives. During the first stage the Fire Department and I were considering the various alternatives but now is the time, on the basis of our information, to state the objectives and begin the search for answers.

October 14, 1970

The Management Services Division staff is beginning to get ready for a major project which involves developing a planning document to include all department programs. This is a process which cannot be taken lightly and one that involves a great deal of study and decision-making before the activities even begin.

As a new member of the staff, I have not been extensively briefed on what the objectives are, but I am not the only member of our staff who is in this situation, since this is an ambiguous area for us all. A primary reason for this lack of information is that the decision to go into a program structure was just recently made and the time to formulate a good guideline has not been accomplished.

In order to perform a better job when we do start our project, I have been researching as much as possible on Planning, Programming, Budgeting

Systems. These articles are primarily concerned with theory and since very few municipalities have attempted PPBS, there is very little applied data available.

October 15, 1970

I went to the Maintenance Division of the Fire Department again today to make a further investigation into the Parts Department study. In my discussion with the supervisor, we covered three areas which will have to be revised before his operation can be improved. The first area is a reorganization of the filing and inventory control system of the individual parts. This involves a process of developing a system that can accommodate the present personnel. This operation could be done in stages because of the shortage of authorized parts personnel but can also be planned so additional stages can be attached as more men are added to the Parts Department.

A second area that needs revision concerns the matter of educating the mechanics of the Maintenance Division to cooperate more fully with the Parts Department. At this time the mechanics and other workers in the Maintenance Division do not cooperate because of lack of knowledge of Parts Department activities. An educational process through the supervisors of the respective groups could alleviate these difficulties.

The third area of concern is that of tightening the security of the Parts Department. Many items for which the Parts Department is responsible are left unguarded and in the open a great deal of the time. There has to be some method of keeping track of all supplies before an efficient Parts Department can be developed. Along with materials

being spread out in the open, there is a problem of individual mechanics entering the parts room and obtaining the desired part.

After developing these three areas as potential problems to be solved, I wrote up a short case analysis of the particular problems of the Parts Department:

The Maintenance Division, which includes the vehicle mechanics and the building maintenance personnel, does not perform at top efficiency because of delay in obtaining parts and materials. The mechanics either have to find the parts themselves or wait until a Parts Department man is available to locate the part. In both cases there is a great deal of wasted time spent either when the mechanics look for the part or when they wait for the parts man.

Along with the immediate problem, there is a continuing issue of insufficient parts supplies resulting in a delay of vehicle repair.

These are the immediate problems but the one causative factor in both problem areas is the lack of personnel needed to perform the Parts Department function. The reason the mechanics must locate parts is because of a shortage of personnel. Likewise, the reason parts are expended so frequently is because the present personnel have neither time nor an adequate system of cataloguing when parts should be reordered.

As far as a solution is concerned I would recommend a review be made by the Maintenance Division Chief in the area of personnel placement. Currently the Chief makes requests for additional mechanics on the basis of man-hours spent working on a particular activity. An important factor which is not reflected in such man-hour data is the delay waiting for parts.

Even with additional mechanics there will continue to be a loss of man hours because of the shortage of Parts Department personnel and the resultant delays. An-addition of one to two Parts Department personnel, along with an adequate inventory control and filing system, would reduce the man-hour waste now spent awaiting parts. These additions would not only save money in terms of man-hours, but would save money spent ordering parts on emergency basis, and the loss of parts due to misplacement or theft.

By updating the Parts Department, the Maintenance Division will be increasing its overall efficiency and effectiveness. Since the Maintenance Division's primary goal is to keep the Department's operation apparatus at a high level of efficiency, I believe there is a direct relationship between the performance of Maintenance and the Level of performance of the Operations Division. If active fire apparatus is out of service for extended periods, there is a corresponding drop in the effectiveness of the fire fighting operations. I feel that the Parts Department plays a major role in determining the speed in which impaired apparatus is returned to service, and also in the effectiveness of the apparatus by providing it with the needed parts at the right time. For these reasons, my belief is that the Parts Department is a primary link in determining the efficiency and effectiveness of the front line (fire fighting) personnel and should be updated to meet the present and future needs.

This particular area of effectiveness and efficiency of fire apparatus has a great deal to do with management information. I feel it is important for management personnel to know what level of effectiveness their apparatus achieved fighting a fire. At the present time this

information is communicated only on an informal, verbal basis. If the equipment has any difficulties, the trouble is relayed verbally to the Maintenance Division but is not noted in any other form.

Management must know all relevant conditions at the scene of a fire, including the operation of fire fighting apparatus. A mission may be accomplished but there must be an estimate of the efficiency of the accomplishment. Did the apparatus pump at 100 percent or at 90 percent? Did the engine overheat, resulting in potentially dangerous conditions? Was any part of the apparatus inoperable? These are a few of the questions which concern management and which can be termed management information.

Because of the nature of the questions, the Maintenance Division must play a major role in supplying answers. Management should not only know if the vehicle operated correctly but also what role the Maintenance Division played, and whether it was a favorable or unfavorable operation. If the apparatus malfunctioned, was it an item which should have been fixed? Was it an item which was repaired improperly because of insufficient knowledge or lack of sufficient parts or materials? These are some of the questions which should be asked of the Maintenance Division in gathering management information.

October 16, 1970

The problems with the Maintenance Division and Parts Department of the Fire Department go much deeper than just a lack of personnel or inefficient operations. These are the immediate and outward signs of deeper difficulty.

I have stepped into an area which requires careful study. The parts difficulties go into the problem of motivation and personal attitudes of working for municipal government. In the Maintenance Division is a group of underpaid, under-worked mechanics. These individuals might possibly find better paying jobs in private business with better organization and, in theory, a better work environment. What they would encounter there is better supervision but more pressure to produce on the job.

The realm of work environment is one that is of great importance to government workers in general. On the lower levels of skill and responsibility there is low-keyed pressure towards job performance. The mechanics in the Maintenance Division are allowed to take their time and to perform at a slower pace while not being held totally responsible for such action. An excuse for slow performance is also available because of lack of coordination within their work area. This largely relates to the Parts Department and its difficulties in obtaining necessary parts to make repairs.

In taking an overview stance, I must consider the disposition of the whole Maintenance Division and, indirectly, the disposition of the Fire Department. I had a discussion about this with a member of the Research and Planning section and concluded that in this particular project we must feel our way through. This is an area which has not been touched previously, but one which certainly needs further study.

October 19, 1970

Progress is being made in the Parts Department towards solving their difficulties. We had a meeting with all of the concerned individuals

and an invited private business representative. The representative of the private sector had devised an inventory system for his company and volunteered to supply the Fire Department assistance. The most important accomplishment of this discussion was bringing together these persons for the opportunity to expose the problem.

The Chief of Research and Planning was present at the meeting and gave the Parts supervisor assurance that he would receive backing from superiors in order to implement a new inventory system. This point of assurance is important since individuals in certain positions will not assume any risk or show initiative without support by management. We are scheduling a meeting with the Maintenance Division Chief to formulate a timetable for implementing the reorganization. The Parts Department supervisor is devising priorities in the different problem areas before we begin the reorganization. Now that the surface has been scratched and the problem exposed, we must stay on top of the situation to see that progress continues.

My initial training period is concluding since I was recently assigned a number of new projects by an Assistant Manager. I have been exposed to the basic workings of Dallas and although my projects have kept me busy, they have been of long-term nature, whereas these newly assigned projects are immediate problems which need rapid attention.

The first new project relates to obtaining information for speeches in support of the proposed new City Hall. It involves gathering data on land values and land improvements at a certain location in the core area when another major building was constructed. It also involves making an analogy between this development and the proposed City Hall

site. I have to determine what the assessed values were in the immediate area prior to development and what they are today. I also have to obtain facts on the increase in tax yields resultant from improvements in terms of increased revenues for the City. Information must be available by the end of the week.

The second project involves recommending a procedure by which any changes in zoning filing fees or plat fees can be made. I have to make a comparison with the cities in the immediate area, regional cities, and major municipalities nationwide.

A third project is concerned with analyzing the manner in which certain areas of the City vote on elections on bond issues.

The other work which was assigned were two letters from the public requiring data investigation prior to management response. A third letter involves making a status report on a request for service.

These projects have piled up on the Assistant Manager's workload and the purpose of our Management Services Division is to provide staff assistance. This is quite a workload but only a few of the items have an urgent priority, which affords the opportunity to organize my work before starting.

October 20, 1970

Work on the newly assigned projects was begun by starting with the one which could be completed in the shortest time. The letter which needed a status report could be answered by making a phone call to the department in charge of providing the particular service requested. The status report involved a reported complaint on which a progress report

was not sent to the Manager's office. I called the Department of Urban Rehabilitation and asked about the complaint and the status of the situation. Their answer was quite fast and involved a simple response that action was in the progress.

This project was completed in a very short time, and the assignment of the highest priority occupied me for the day's duration. This involved the obtaining of facts on land values and assessment changes and trends. My first step was to go to the City Tax Department and see what information they had available. I discovered that they had previously been assigned this project in a slightly different form and had completed it six months ago. The Tax Department was given the project in February and used quite a few man-hours. However, the pages of data which were obtained and the analysis which was made were never used.

The information the Tax Department has accumulated was basically the information I needed to make the analogy between the site already developed and the proposed City Hall site. It was not sufficient in all areas, but it did involve data collected from which the additional facts could be obtained. I have spent the bulk of the day reviewing the report and extracting pertinent data.

After receiving the different projects, I have completed one and I am concluding the second, which was of highest priority. I have also begun work on the two letters from the public by trying to find out the information they questioned in their complaint letters. A fifth project, which involved changing zone filing fees, has also been initiated. I wrote

a letter which I will send to a number of different cities in order to see how their operations work. I am hesitant about relying on data from other cities but since a comparison is desired in order to see where Dallas ranks, other cities' data must be utilized.

Some of these projects are more of what I expected as an Intern and I am now being exposed to more of the routine activities of the Manager's office and the problems it confronts. There is a great deal of work that must be done and a good portion of it is material involving other City departments. We are daily answering complaints about Urban Rehabilitation problems, about street maintenance problems, and anything dealing with the other City departments. This is the responsibility of the Manager's office and of Management Services Division since we are able to achieve an overview more readily than individual departments.

October 21, 1970

I continued work on reassessment information and plan to present the data today to the Assistant Manager who assigned the project. The Tax Department had done a good job collecting the facts but I think the Assistant Manager wants a prognosis on what effect the proposed City Hall will have on its surrounding area. Will there be an increase in tax revenue? Will this increase in tax revenue offset the cost of the building in any way? And if it does offset the building cost, to what extent?

I went to the Training Division of the Fire Department with another member of our staff to observe a training operation. The other member is concerned with Personnel and Training within the Department, while I am still involved with Equipment and Maintenance. I felt that the Training Section had something to do with equipment and maintenance since the drivers of the vehicles must be trained to use the apparatus. Since I was only a guest at the training operation and not actually on official business, the Department personnel were not expecting any specific questions about their operation. At one time, a Department Chief mentioned an equipment malfunctioning, and since this concerns my area, I asked him a question. It had to do with his talking to the right person in an official manner about the problem. He did not respond very quickly and I noticed some uneasiness. I had forgotten the rigidity of the Department hierarchy and chain of command, and not knowing this individual very well, I should not have expected him to expose any weaknesses in the Department's operation. He did not answer my question directly and mentioned something about bringing the matter up informally but did not say this had brought any action. I did not pursue the question any further since I had realized the mistake of asking about a problem area before building personal confidence.

I presented the Tax Department report and my summary of what the percentage differences were in terms of increases in assessments, improvements and tax yields this afternoon. My feeling of the additional information he wanted was right and I am now in search of these estimates for the proposed City Hall site. Again I went to the Head of Tax and presented him with this new request. He was quite certain about the request, and assured me that I could have the information by the next day.

October 22, 1970

The project for the Assistant Manager concerning the estimate for increased City revenue on property adjacent to the proposed City Hall took most of my attention today. My contact in Tax was busy assimilating data to obtain a basis for any future value judgements. This particular person had prepared the original report and has a good understanding of what to write and how to interpret the data. My duties have involved coordinating and keeping Tax informed of what is actually needed. Since this project involves an estimate, I need to keep reassuring them that they are not putting Tax on "the block" but are only supplying facts for helping "sell" a product.

The rejuvenation of the City Hall is coming at a time when the economic situation is less than ideal. The Assistant Manager who is backing and promoting this new building needs all the weapons available to gain approval in a supplemental bond election. This information is not his only weapon but just one of the many tools used in showing needs, values, and benefits which can be derived from building the City Hall in this location. The data I am gathering projects how much additional revenues the City Hall will provide because of generating new development in the adjacent area. There is no question that development will take place, but what I need is a dollar

estimate which will be favorable toward building the City Municipal Building.

Now that I have been reoriented on my assessment project, I know what I am looking for and I will have the information available tomorrow. In my learning process I am listing this assignment as one which taught me a lesson. When a person is assigned a project, he should determine clearly what is desired. I was not perfectly clear on what was sought and, hence, I lost some valuable time collecting the data. I will still get the project completed on time, but I could have done the same report in half the time with clearer definition.

I did additional work on my short term assignments in between this major one. I have two letters to write concerning street maintenance and I drafted these this afternoon. I am preparing the letters for the signature of the Assistant Manager who assigned the project. These letters must resemble his style in some ways in order for the Assistant to accept them.

October 23, 1970

After receiving the report from Tax concerning construction effects of the proposed City Hall, I reviewed the data and summarized it in a report. The assignment is now completed and my next step is to present the Assistant Manager with this report and answer questions he may present. In preparing the report I have attempted to anticipate any of the possible combinations of questions and included their answers in the report. Anticipation of questions along with possible alternatives is an important factor when working under a busy executive. Management personnel cannot always think of everything they want to know and subordinates should take the initiative to explore additional possibilities.

I presented the information to the Assistant Manager and it seemed to be what he desired. (See Appendix A.) The report contained a number of facts which could be incorporated into presentations for the proposed City Hall. He asked another staff member and me to be thinking about a chart to show these impressive facts.

I began the research on the project regarding election information. I picked out five elections from past years between 1964 and 1967. These elections were either bond elections or sales or use tax elections.

When I requested the information from the City Secretary, I discovered that at almost every election there is a change in voting precincts. Dallas adopts the County's arrangements for precincts and therefore whenever the County rearranges the voting districts, the City must change its voting districts. Therefore, I have to determine a pattern of voting from one year to the next. This may be difficult since both actual precinct boundaries change, and precinct numbers change. Besides these difficulties, the City does not retain copies of past precinct boundaries. There are maps showing some of the election boundaries, but as for formally maintaining maps on file, none exist. My next step is to check with the County to ascertain if they possess maps on the five elections I decided to compare.

October 26, 1970

The project concerning the increase in tax dollars to the City due to the proposed City Hall is becoming a widely discussed subject. This is one of the many tools which the Assistant Managers should use in promoting the new City Hall.

These are just a few reasons that exist for building the City Hall. What price can be placed on civic pride? How many dollars can be attributed to comments visitors make about the way Dallas does things? When industries

examine cities for the purpose of building new plants, do they look to cities that are dying, or do they look at cities that are vital and dynamic? Until now, the information presented to the public has been comprised of basic size and dollar facts. The Manager's office must now present the issues in their total perspectives and not just in their small factual environment. Items such as the growth of Dallas and its effect on the additional services requested have to be brought up. Questions of the effect the Regional Airport (the world's largest upon completion) will have on the need for additional services must be treated. The City must be able to look ahead and act on future needs instead of remaining static and reacting as crises occur.

Our staff discussed these topics this morning and we intend to propose them to the Assistant Manager who is conducting the campaign for the new building. We are uncertain whether he is taking this overall, long-term approach, and our thinking is that speeches in this context will bring more favorable results.

I worked on my project concerning the establishment of voting patterns. I called the County Records Building and discovered they keep the information which I need. Since the County is the agency which maps out the precincts, it seems quite logical that they would have the data on the boundaries of the voting precincts. It would also seem the same would be true of the City record-keeping, since it is their election. However, this logical conclusion is not true and, therefore, the city does not have the make-up of past voting districts. This is a procedure which I would like to see changed, since it could be quite beneficial to any government to know what the voting patterns were on any particular issue.

The project on voting patterns stems from government's attempt to anticipate public wishes. By being able to see where certain areas of the public have voted negatively on a particular issue, management should be able to ascertain causes of the negative vote and make those changes necessary to achieve affirmative support. If the area has road problems, roads should be made top priority for rehabilitating that area. This is a tool by which government can better serve all its publics.

The public demands service but government has trouble giving equal service to every area. The more powerful sections of the cities are the ones which receive the greatest benefits and if a system which can isolate the weak areas is developed, a reallocation of resources can be implemented.

This project is again one which enters into the category of Management Information. This is the type of information managers need to know when dispersing revenues for services throughout the community.

October 27, 1970

My search for precinct maps of past bond elections led me to the County Records Building. When I arrived and informed the office in charge of developing boundaries what I wanted, I was told that this information had already been supplied to another City department. About a week ago the Planning and Urban Development Department requested these same maps for studies they are making.

This is a problem area within the City--a duplication of work. The Planning Department may be doing the same study or something similar to my investigation. There should be more coordination between the departments and I intend to look into their project before I continue.

The project Planning is working on and the one I am researching are similar. We are both looking for voting behavior and trying to determine

if the services provided, or lack of services, have any relationship to the way an area votes. I have the data on whether the precincts voted for or against the particular issue. I place this information onto the maps of the precincts of the particular year and try to establish pattern according to year and issue.

Since the precinct numbers and boundaries change yearly, I cannot go by the precinct numbers toward determining any patterns. I will have to make area comparisons. The behavior of one area may be due to many factors but we hope to establish this system so analysis can be made more efficiently.

I have been asked to attend the Regional Airport meeting, which meets monthly. The Regional Airport is a joint venture between the Dallas and Fort Worth municipalities. When complete, the airport will be the largest in the world and will have a tremendous effect on the economy of Dallas and City services. This is a primary reason the City keeps informed on the building of the airport, and the City should also be keeping pace with the airport in the planning and coordinating additional services which may be required. I will be attending the meeting in order to make a status report for City officials.

October 28, 1970

I went to the Planning Department today to begin an investigation toward developing a policy for revising Zoning and Plat filing fees. Some basic facts had already been gathered in a previous attempt at providing this information, but as far as the Assistant Manager and I were not sufficient for recommending any changes. Since the request came from the Manager's office and was not initiated by the Planning Department, I

found it difficult to obtain the information. A few of the individuals I talked with did not care what the ultimate outcome might be. "If the Manager's office wants to increase fees, then go ahead, we don't care what they decide to do." But after working around this resistance I obtained some facts to begin an analysis.

After further development of this project and the policy I suggest, I will be able to recommend the changes to be made by the City. Somebody has to make policies in an organization and it can come from any location within the organization. I have been assigned to develop a City policy keeping in mind what other cities, do, and what I think a forward looking city's approach should include.

I am of the opinion that it is up to the Public Administrator to take the initiative and to make city policies which benefit the majority of the public. In many instances City policies favor a minority of the citizens and are not functional to the operation of the City as a whole. My role as an Administrative Intern is both to learn the basic workings of the organization, and to offer anything to the administrative process which I can provide. This is the context in which I will write the policy recommendations.

October 29, 1970

Again I attempted to obtain the maps with precinct boundaries for the elections which I am comparing. I called the Planning Department and discovered that there is a blank period between 1959 and 1969 in the maps they had copied from the County's collection. Next I called the County to find out what happened to the maps in that time period. The County does have maps but they cannot be reproduced. To secure the boundaries I will

have to go to the County Building and trace the precincts from their maps onto a blank map.

I spent most of the day tracing the boundaries of the precincts which voted against the issues. As I stated in an earlier entry, there is a larger percentage that voted for the issue elections and therefore it would be more relevant to map only those areas which voted against the issue, in order to determine a trend.

I was able to map out the precincts in terms of the issues in two elections and already I have seen a pattern developing. In both the southwest and southeast parts of the City there are quite a few precincts which voted negatively. These are two of the five elections which I have chosen to attempt to establish a pattern, and if this trend continues, the project objective will be achieved.

October 30, 1970

I attended a meeting today of a committee of the Dallas Chamber of Commerce. One of the Assistant Managers was invited to speak on how the City of Dallas could take advantage of a possible selection as an All-America City. Dallas is one of the 22 cities across the country which have been selected as the finalists for this award. The theme of Dallas's presentation to the All-America City judges was based on the Goals for Dallas Project, with which I am fairly familiar.

These different cities have been chosen for numerous reasons and Dallas' contribution was the community effort put forth toward making Dallas a city of excellence. This effort was merely assembled by a few highly concerned citizens but was a combined effort of over 100,000

individuals. These workers were of all ethnic backgrounds and because of this Dallas is being considered as a true representative for All Americans.

I was an interested observer at this meeting. However, I did have a chance to talk with those present and, as a representative of the City, I feel this is important in itself. The duty of government is to be as responsive to the public as possible and one means in accomplishing this end is through frequent contact with the public in a working atmosphere. Instead of promoting government needs on the social level, it is quite desirable to relay this message in a working environment.

In our meeting with these businessmen, I noticed some appreciation for the professionalism of the Assistant Manager who was addressing them. Local government does not have the public relations experts which many private sector establishments have on their staffs, and therefore, the individuals who are qualified to speak to businessmen on a high level of professionalism should be used at every opportunity.

November 2, 1970

The projects on which I am presently working are all progressing well. The project involving formulating a policy on setting and revising zoning and plat filing fees got a boost today when I received a number of letters from cities I had written. I mailed the request for information letter October 21 and received ten replies today. Most of the letters only had part of the desired information, but one reply from Phoenix, Arizona, had more than the required data.

The Manager's office in Phoenix had been working on this same project for the last year and was preparing its recommendations to the City Council.

Their report covered all areas dealing with fees on land, and a comprehensive study of procedures and amounts charged in all areas. The report arrived at a good time, since it provides guidelines by which I could make recommendations for a zoning or plat fee procedure. I am using portions of the philosophy which Phoenix used but I am keeping in mind that laws are different in various locations. I must use other cities' information as a supplement and not as a basis for my report.

After seeing what comprises a full policy study and the amount of time involved, I am readjusting my schedule for a possible completion date. Since my assignment at the present time is only a partial approach, I will have to reevaluate the situation and determine whether a full investigation is warranted. An important point to keep in mind is the priority of the project and the staff available to take on this task. It was originally assigned as a one-man partial approach, and I feel I should continue with this assignment.

The project concerning the proposed City Hall has been caught up in the local political environment. There was supposed to be a bond election to secure the supplemental funds to construct the building, but the development of the City Hall has become politicized. The political atmosphere is one which I would like to avoid, but just being in the Manager's office I am exposed to political problems daily.

November 3, 1970 .

I went to the Department of Planning and Urban Development to gather additional facts for the project concerning zoning policy recommendations and I again ran into difficulties. The Planning Department had originally gathered the information and made a recommendation to increase fees but

did not do a very thorough job. I realized some of the reasons when I attempted to collect the desired data for my own study.

The first person I encountered was in charge of the subdivision plats section. Either this individual was not very experienced when dealing with outsiders or he was being uncooperative. I explained for whom I was working and why I was there. None of these explanations seemed to motivate him to help me with my requests. I did manage to get a few minor facts I needed but when I saw he was not cooperating I politely excused myself, and attempted to obtain the information through another source.

After leaving this individual, I went to a supervisor in the zoning division and secured a great deal of information. This supervisor has been with the City for a number of years and is very familiar with zoning operations and fees charged to cover processing. He was one of the individuals who prepared the original report and knew of the project. He realized how difficult it is to revise fees and make comparisons between cities. I showed him a portion of the material I had received from Phoenix and he noted the differences and the difficulties which were present. The procedure may be similar from one government to another, but the working environment and political atmosphere are not similar. What is good for one city is not necessarily adequate for another, and even the way the similar information is presented can have different underlying meanings. For example, when Phoenix refers to the cost of processing applications, it means all costs to the City. That total cost figured is the combination of all the separate departments which have a part in processing. In contrast to this, Dallas currently lists only cost to the Planning Department. These qualifications must be clarified to proper officials to avoid a misrepresentation of fact.

November 4, 1970

The Research and Planning section of the Fire Department, and I, met with the Maintenance Division Chief to discuss the reorganization of the Parts Department. We felt responsible to keep the Maintenance Division Chief completely informed on the details of reorganization. Since the Parts Department is under the Maintenance Division, and the Parts men are subordinates of the Chief, the backing of this Chief is vital to initiating the project.

The Chief was very cooperative and appreciated any help we could provide. The Chief is a man of vast experience and realized the importance of our discoveries in raising the efficiency of his operation. One of the most important duties the Chief must perform in the near future is a formal discussion with the Supervisor of the Parts Department, assuring him that he has confidence the project will succeed and that this individual has the backing of the administration in any attempts to reorganize. I mentioned this duty to the Chief and he agreed to perform this act when the opportunity arose.

Since I had not been working on the Fire Department project very much in the past two weeks, I was not fully aware of the activities of my counterpart in Research and Planning. It appears he has gotten thoroughly involved in this project, devoting a large portion of time to solving the problems. He has gone to Maintenance daily and reviewed all operations of the Parts Department and related activities. This has not only reinforced his opinion that the problems we have discovered need help, but also revealed numerous other problems that need attention.

I am pleased to see such a degree of involvement by the Research and Plans officer. Since it is the Fire Department's problem, it is more beneficial to have one of their own performing the investigation and research. He is not as out of place around the Maintenance Division as I would be representing the Manager's office. As a member of the Manager's office, I will continue to work closely on this project, but as far as actual field work is concerned, it will be the responsibility of Research and Plans.

November 5, 1970

In discussing my position with one of the part-time interns, I discovered another technique to add to my list of methods of approaching a situation. This technique relates to obtaining the greatest cooperation from the individual. I mentioned earlier that I did not receive much cooperation from a member of the Planning Department and this may have been because he did not feel obligated to cooperate. Whenever information is requested from a subordinate within the department, the order to provide such information should come from his superior. Instead of going directly to the individual who may have the data, one should approach the department head and request it. By going through the chain of command, one does not upset routines with which these individuals are familiar.

The project involving the recommendation for revising fees is almost complete. I have completed the areas which were originally assigned and suggested recommendations for further inquiry before attempting to review or revise all the City's fees.

November 6, 1970

Management Services is preparing to embark on Program Planning for the annual budget review. We have our first meeting this afternoon with the City's Financial Director.

Before going out to the departments, I feel it will be necessary for each department head to know the objectives of our reorganization. I would suggest a meeting be called for all department heads for explanation by the Finance Director as to what is desired and expected in Program Planning.

This project is not simply an information gathering study but, a major reorganization of the manner in which program expenses are submitted to the Council, the Manager, and the public.

Periodically I return to the activities of the Fire Department and today I made a partial report on the Parts Department. The progress report is primarily for information purposes of the Research and Planning Division. It may eventually be included in the final report to the Fire Chief.

Our meeting with the Assistant Manager for Finance and the initiator of Program Planning reorganization was very informative. Most of my thoughts and questions were answered in the meeting and therefore my recommendation for department head meetings is unnecessary.

The primary objective of the Management Services Division in the Program Planning document will be writing and setting the objectives in the different functional areas. These functional areas can be stated as Public Safety, Transportation, Health, Home and Community Environment, Consumer Protection, Leisure Time and Culture, and General Government. These

areas will cut across numerous departments, requiring a great deal of cooperation to accomplish a smooth reorientation. The rapidly changing demands of society for governmental service at the municipal level have made it necessary to revise the traditional approach to budgeting. The Manager feels that the greatest potential for analyzing the City's problems, planning its expenditures, and providing essential information to citizens can be found in the development of a Planning-Programming-Budgeting System. We are scheduled to have a meeting next week to divide the functional areas and develop strategy. Since many of the staff members have already concentrated in some of these areas, there will probably be preference given to those persons when dividing functional and program areas.

In the preparation of this document we will attempt to apply the principles and techniques of the Planning-Programming-Budgeting System. This approach to fiscal management, planning and decision-making is commonly referred to as PPBS. Much has been written about PPBS and several definitions have been proposed, but no single definition is adequate for a system the magnitude and complexity of the one we are going to attempt. For the purposes of Management Services, we consider PPBS to include the following: the identification of major goals and objectives for City government and all its agencies and departments; the development of multi-year financial planning which permits consideration of current decisions in terms of long-range consequences; the development of a Program Structure which draws attention to the service provided rather than emphasizing the organizational unit providing that service; the development of measureable units of physical output data to indicate the level of activity and success

in achieving the stated objectives of the program. Program analysis to determine the cost-effectiveness of planned expenditures and to evaluate the cost benefits of programs will be included.

November 9, 1970

The staff of Management Services had a meeting to begin work on the Program Budget report. We reviewed goals to accomplish and develop a reporting format. The supervisors of the project have been doing some work on this reorganization and as a start have developed these functional areas:

- I. Personal Safety
- II. Health
- III. Home and Community Environment
- IV. Consumer Protection
- V. Recreation and Culture
- VI. Transportation
- VII. General Government

These are not final divisions of the functional areas but rather represent the format for initial breakdown. Each functional area has a number of Programs, which in turn are divided into Sub-Programs. Each Sub-Program consists of several activities. The approach will be to emphasize the Sub-Program level. This level permits the Manager's office to focus on well-defined sections among total efforts in meeting community needs. The following example illustrates four levels of the Program structure:

FUNCTIONAL AREA	I. Personal Safety
PROGRAM	A. Law Enforcement
SUB-PROGRAM	1. Crime Prevention
ACTIVITY	a. Street Patrol

I was assigned two main functional areas in which to set objectives and collect data. One functional area is Consumer Protection, which was broken down into (A) Food and Restaurant, (B) Weights and Measures-Public Market, (C) Public Utilities Regulation. The second major functional area I was assigned was Recreation and Culture. The Programs include (A) Parks, (B) Libraries, and (C) Municipal Radio.

November 10, 1970

I continued work on zoning recommendations by going to Planning to acquire additional information. I am making a comparison between the amount of receipts brought in by the present fee charges and the anticipated revenues from the recommended fee charges. In order to obtain an accurate comparison, I would have to go through the files of each of 266 applications of zoning reviews and put them into the proper classifications. Instead of utilizing all the man hours necessary to perform this duty, I asked the zoning supervisor to give an estimate based on his 20 years experience in dealing with these cases.

The rationale for securing an estimate is based upon comparing the number of man hours required with the value of this information. Since the City is converting to a Program Planning format, Management Services will be obtaining detailed functional information on this area soon. Now was not the time to ask Planning to use its time to assemble this data.

I began working on the functional areas which I was assigned by looking through other cities' Program Planning reports. I am finding these helpful and see more clearly the objectives we are attempting to accomplish.

The first area I began researching was Parks and Recreation Department. This came under the functional area of Recreation and Leisure Time opportunities. This function is noted in other Program reports we are using, and I incorporated many similar goals and objectives into my particular study.

As Management Services proceeds with this project, we are finding that many of these functional areas cut across departmental lines. The Personal Safety Function, for example, includes the Police Department, Fire Department, Municipal Court, Traffic Safety, Civil Defense and Public Works. After we finish defining objectives of functions, programs, sub-programs and activities, the staff will divide these items on a departmental basis. Otherwise, every member of Management Services will be going to each city department asking different questions.

November 11, 1970

I am waiting for more cities to answer my letter requesting the fees and the procedure for changing fees in zoning and plat applications. I received about 75 percent return thus far. This comparison is not of such high priority that I have to wait for this data, and I plan to present my study without receiving the information from all of the cities.

Along with the long-term projects in which I have been engaged, I also have the responsibility for performing any immediate requests for service. Such a request was given me today, and even though it was rather insignificant, it took a good deal of time to accomplish. The

request was from an Assistant Manager who wanted to know the current population of the United States and the percentage living in metropolitan areas. I went to the Public Library, which had the United States Census Report, May, 1970. The Library did not have recent breakdowns of percentages in metropolitan areas but it did have 1966 figures. From the available information I made an estimate for 1970 and then presented my findings to the Assistant Manager.

In discussing this census project I was directed to a study prepared by the National Planning Association and the Institute of Urban Studies at Southern Methodist University, which included a section on population trends in Dallas. This report was prepared for the Goals for Dallas Economic Potentials Handbook. It is surprising to see how much information is prepared and available, but never used. The report in question contains a great deal of information which can be put to use in many administrative areas.

November 12, 1970

The process of researching and stating objectives for the Functions, Programs, Sub-Programs and Activities is a massive operation. Since I am still unfamiliar with the duties of many of the individual departments within the City, I am not able to define organizational responsibilities. I have been obtaining most of the information from other Program Budgets and have a good start on my assigned areas.

Another Intern and I are working on the task of writing objectives for the different functions and programs. This individual is only a part-time Intern and cannot have the continuity in his work which is desirable. Obtaining this kind of data requires almost daily routine to assure

smooth flow from Functional objective to Program objective and downward to defining activity objectives and goals.

I am still receiving responses from the letter pertaining to my zoning policy project. I have now received enough responses to complete my comparison and make my presentation to the Assistant Manager. The concept of the project is not as relevant now as it will be when we get into Program Planning since then we will be relating costs to activities, which is what this project needed. I was able to provide Planning's costs but was unable to provide costs sustained by other departments engaged in accomplishing the zoning or plat application review.

November 13, 1970

Management Services had a staff meeting to discuss procedures for accomplishing the reorganization into a Program Planning Format. There are five full-time staff members assigned to this project along with three part-time members and we all have slightly differing concepts of Program Planning. We agree on the definition and objectives of the main functional groups, but when agreement is needed on an activity, there is confusion. The activity is the lowest work unit for which our staff is establishing costs. Unless we are in agreement on what comprises an activity, there will not be consistency in the Program Plan.

Since we are now defining the individual activities of each department, we must be consistent in procedures before we go any further with the operation. Management Services must continue to have meetings to aid staff members in defining objectives.

I am finishing the zoning fee project and will be presenting it to the Assistant Manager next week. The objective of readjusting fee charges

was one of the goals in the 1970-71 budget proposal and my presentation could be the possible solution.

November 16, 1970

The Program Planning Project is occupying an increasing portion of the time of Management Services. This is a large project which necessitates each individual staff member's being aware of other's progress.

The workers within our staff have been discussing techniques of defining and establishing objectives and have reached an agreement on the definitions of the individual categories. The main group, which is the Functional area, is to be a fairly broad and general statement. Each group within the Functional area should contain more precise statements, as it approximates the actual work unit. The main trouble still is separating and defining an activity.

I attended the weekly City Council meeting this afternoon and was able to see a confrontation between the Public Utilities Department, the Telephone Company, a State Senator and the City Council. My reason for attending the meeting was to receive a firsthand view of the political problems local government faces. This was a case in which the City Council must act as a regulatory body in order to raise the rates of the Telephone Company. Since most City Councils are not qualified to act in this capacity, they must rely on the help and opinions of their administrative professionals.

The role of the professional administrator of the Manager's office was that of negotiator in this case, since he did not have the final authority for approval or denial, nor did he directly suffer any of the consequences of the decision.

November 17, 1970

When constructing a Program Plan, it is very easy to base its structure on a theoretical format. However, this approach is useless to management unless the individual elements (departments) within the Program structure are receptive to the revised organizational set-up.

One of the factors that must be considered in establishing a Program Plan is the political atmosphere and power structure between the individual departments and the Manager's office. In Dallas there is a tendency toward autonomous department heads in charge of the main operational divisions. This does not mean they are not receptive to Program Planning, only that these individual powers will largely determine success or failure of the system. Management Services has to construct the Program Plan in such a way that these division heads will not feel threatened. They have to feel confident that this plan will help them to perform and plan their operations more effectively. If these powerful departments feel the Manager's office is usurping authority and power, the project is in for a difficult time.

Included in my duties in Management Services is obtaining cost estimates for City departments on items not included in Purchasing's responsibility. The Water Department called and asked our staff to obtain cost estimates on moving three phones and acquiring four new instruments for one of their divisions. I was the staff member assigned this request, and it merely involved calling the Telephone Company and stating this information need. This is the type of request that should be handled at the level of the requesting party. The only time our staff should become involved is when the request involves new equipment and a need for

the equipment has to be established before approval. In this case, Management Services would look into the request and provide the information for decision-making.

November 18, 1970

I am concluding as many projects as possible since my ten-week internship ends this week. I presented the zoning and plat application fee study to the Assistant Manager and it was well received. (See Appendix B) The Assistant Manager receiving the study is planning an analysis of the study and will contact me to discuss the proposals. When I presented the completed study to him, I was given two more projects.

One project is due November 23, and is concerned with listing all the professional organizations to which a group or a particular City employee belongs. This project involves going to each department and asking upper level management whether they belong to an association, what it is, and its address. I would term this project as a "busy-work" type project; not one requiring any analysis.

The second short-term project is that of listing the foreign visitors who visit the City Hall on formal business or as invited guests. Again, this is more a fact-finding duty and not one which requires any analysis.

Duties such as these must be performed and since we are the only staff available to the Manager's Office, we are the ones to perform the assignments. This is what happens when an organization moves from having little staff support to larger staff assistance. The main thing that has to be determined is the level of activities which the staff members should perform. If the main function is to be a personal aide with duties minor,

a certain caliber of individual should be hired. On the other hand, if a higher degree of performance is desired, a more qualified person should be employed.

This reaches the problem of fitting the job description to the employee and keeping his activities equivalent to his level of competence. There must be a continuing effort by top administrators to keep a highly competent administrative assistant from performing duties below his realm of competence.

November 19, 1970

The project involving obtaining information about professional organizations to which City employees belong lasted through the day. I have contacted most City departments and have received the bulk of the information. I have to be careful in the wording of my request for the list of professional organizations, since a few individuals read this as a request for personal associations. This project was not intended as an investigation into the personal background of City employees and in most cases this was not the interpretation.

I continued my work on the Program Planning project, reviewing and analyzing the areas I have already covered. To date, I have been writing down different definitions for the functional, program and subprogram areas which I have been assigned. In today's review, I attempted to tie the entire functional area together and insure coordination and continuity between the different levels.

I began work on my second short-term assignment of listing the foreign visitors who come to the Municipal Building. I talked with the Mayor's

secretary, who is a City employee, and was referred to the Mayor's private secretary. The Mayor has his main office in a private building and most appointments and City business are handled by that office. By nature of the assignment, I must go to the Mayor's office to obtain the desired information.

November 20, 1970

Management Services staff members had a meeting to discuss the progress being made on the Program Planning project. Each staff member spoke about his assigned functional area and what he had accomplished thus far. The other members of the staff had the opportunity to make suggestions as each person summarized his area. There was some changing of programs between functional areas, and additional programs assigned.

When I discussed my assigned functional areas, there were a few additions made and a move of one functional area to a program status. The area of Consumer Protection is not of sufficient priority to be listed as a functional area. Because of this I felt it was best to move it and call Consumer Protection a program under the functional area of Home and Community Environment. Since this is the initial stage of the project, it is entirely acceptable to rearrange and review all formats.

My short-term assignment of listing the various professional organizations to which City employees belong is complete except for the contribution of one department, which I will have before I present it to the Assistant Manager.

Most of the projects in which I have been involved during my ten week internship have been completed. The main project in which I am presently involved is still in its initial stages with an anticipated

completion date of June, 1971. For this reason I have decided to conclude the diary today, at the end of the ten week, 400-hour period.

## CHAPTER 8

### CONCLUSION

As a full-time Intern in the Management Services Division, I was able to observe clearly the daily operations of the staff members of this office and make a partial observation of activities within the Office of the City Manager.

The early weeks of the Internship were concerned primarily with learning the organizational format of the City. During this period, I had numerous discussions with staff members in Management Services and with departmental employees. These discussions and briefings were a great benefit in acquainting me with the procedures of local government. Discussion topics included the role of municipal government, the role of our staff, and the role of the City Manager in strong and weak management styles. Opportunities to talk informally and share ideas on current projects extended throughout the Internship.

The Internship provided an arena for continued growth in both educational and personal development processes. The growth experience can be divided into two primary categories. The first descriptions of growth are in the context of increased knowledge in administrative techniques and the application of this experience toward improved administrative practices. The second category describes increased growth as an individual. This second area attempts to relate personal growth through the process of obtaining increased understanding and knowledge, and the development of administrative characteristics.

At an early stage, I realized that a clear definition of the problem at hand is essential for fast, reliable solutions. When an individual is assigned a project, it is important to have a clear understanding of what is desired. In the first phase of my Internship, I was assigned a project with

a specified completion date. The Assistant Manager who delegated the project explained what was needed and told me who could provide the information. However, instead of clarifying what was requested, I proceeded in the wrong direction and had to begin again when I fully understood the assignment.

Understanding is the joint responsibility of both the subordinate who carries out assignments and the supervisor who renders assignments. A good administrator must be certain that assignments are clearly understood in order to achieve efficient results.

A second administrative technique and one of primary importance is that of successful communication. The art of communicating reveals itself in both written assignments and verbal interactions. The basis of all assigned projects due in the Internship involved communicating and interacting with other individuals. Being able to explain successfully what is desired and deliver the information in correct format is the result of effective communication. Each assignment and its success depends on the process of communication. The process is initiated when the supervisor assigns a project to the subordinate and if the first communication proves unsuccessful, each additional message will stray from the original directive.

During the internship period, written reports and oral presentations were required in order to develop the communication techniques. These reports and oral presentations were not always initially accepted, but were returned for further analysis. As I become more proficient in the art of communication, the quality in varieties of projects received and in the work completed should improve.

Another management technique is concerned with the investigation procedure and the methodologies I learned for obtaining more satisfactory results.

Since the bulk of my time was spent in research, most of the new techniques were in the area of performing proper investigations. The first characteristic in completing an investigation successfully is to understand clearly what is desired and then assemble all available background material.

After formulating background material, the investigation involves contacting the correct individual at the proper organizational level to obtain the most help while creating the fewest problems. After a few attempts at going to the individuals from whom I thought I could solicit answers, I realized that the chain-of-command could be used to my advantage. The technique of the department head was added to my list of successful administrative qualities. Subordinates listen to their immediate superior more cooperatively than to an outsider.

As the investigation develops, flexibility is essential. If the exploration seems to be running into difficulties, it may be wise to alter direction slightly and seek alternative methods of getting information. In one project, I was having difficulty obtaining information and cooperation from an individual. Instead of continuing to seek the information under these unfavorable conditions, I decided to investigate other areas and look for the desired information from another source.

For successful completion of an examination, it is essential to have the source of information gain confidence in your intent before asking certain questions. Since I am a representative of the Manager's Office, some questions are not freely answered. It is important to establish good working relations and instill a certain degree of confidence before probing deeply.

While it is important to complete the primary objective of the assignment, it is also essential to follow up on smaller issues, underlying factors and all second-order consequences. In the majority of the assigned projects, many smaller issues and problems were discovered while investigating the

primary problem. Many of these smaller issues could be solved along with the main objective.

Continued investigations and follow-up are among techniques which must be developed in the administrative process. Underlying factors must be probed, and orderly follow-up should be actuated on all investigations. Since a number of the assignments involved correction of unfavorable situations, follow-up is vital in order to prevent recurrences.

Another management technique developed through practical experience deals with anticipating all possible questions and alternatives which might be required. Projects are often assigned with a great deal of freedom regarding information presentation. In order to make the best presentation, anticipation of all questions should be included in the final report. A project during the final weeks of the Internship provided an opportunity for both initiative and anticipation. I made some mental anticipations but failed to include this in the written report. The additional questions were minor and did not add significantly to the report. However, it was the type of information which would have provided that extra completeness which transforms an average attempt into an above-average report.

At all times during the internship period, the factor of time played an important role. Generally when projects were assigned a completion date was included. Because of this, it was essential to budget my time in order to achieve maximum efficiency. The factor of time plays another role in the administrative process. Not only must individuals use their time to the best advantage but the element of presenting the project at the most opportune moment must also be accomplished. A theoretically-sound project can be useless if the unveiling is not at a politically feasible moment.

Another technique which contributed to my technical development as a public administrator was that of continued evaluation. What was sufficient yesterday is not necessarily sufficient today and for the tomorrows of the future.

A final administrative characteristic which is vital in almost all fields is the technique of convincing individuals on certain issues, theories or policies. It became essential for me to develop this technique since one management style represented at the City is not to change unless a more desirable alternative can be proposed. Because of this style and the types of projects I was assigned, the persuasive characteristic was indispensable. Convincing individuals of an alternative demands a sincere approach. Unless one believes in the alternative, there is very little chance to convince others. During the internship, there were many opportunities to present alternative approaches. However, the concept of a sincere belief was absent in a few cases and the result was an uncooperative effort. The selected alternative was still more acceptable than the present method, but was not always the most desirable of the remaining choices. This situation was certainly not one isolated occurrence, and, in order to be more successful in performance of the persuasive technique, continued development is necessary.

An important aspect of developing a career in any field is the opportunity to achieve self-fulfillment and self-development goals. In the following section I will attempt to describe the areas in which I feel personal growth was realized.

At the outset of the Internship, it was evident that great amounts of self-discipline, self-motivation and self-initiative were required to accomplish my assigned duties and to obtain job satisfaction. The Intern must be able to

set his own goals and not become frustrated if achievement appears unfeasible. The staff position must be able to take the initiative and develop projects. My position as an administrative intern afforded an opportunity to observe and take action on many different problems. It was my choice to determine which to follow-up and solve, as it was to determine which projects were feasible. In determining feasibility, it is important to keep the working environment in mind. There are major differences among governmental units and not all administrative problems are solved by using the same administrative procedures. This was clarified during a project in which information was obtained from another governmental unit. As I was analyzing the outside information, I realized that procedures change from one municipality to another and before the same theories can be implemented, thorough understanding and analysis are required.

An administrative characteristic very similar to self-initiative is self-motivation. In order to take the initiative, an individual has to be motivated either from the outside or receive some inner motivation.

I strongly agree with the theory that developing a satisfied employee requires an atmosphere that emphasizes self-motivation, individual initiative and creativity. The belief in this theory was developed in the classroom, and, although I agree with its basic definition, I was not completely prepared to experience its implementation during my Internship program. Since I am a recent graduate with little exposure to the working environment, I would have desired additional guidance and supervision during the initial stages of the Internship.

If handled properly, supervision can be beneficial to the recipient. If the individual is guided properly and exposed to numerous challenges as he

is ready, then a more qualified employee is developed. However, if the supervision is not handled in a constructive manner, complete working freedom is preferable. It is possible to impair a subordinate with improper supervision, and it is my opinion that a lack of supervision is better than unqualified supervision.

I feel it was the intent of my supervisor to leave the Intern alone and observe the initiative and creativity of each individual. Initially I scorned this approach, but as both the Internship and my working style developed, I concluded that this method of enhancing self-motivation is an acceptable management style.

One of the most important conditions of an administrator's growth and development involves opportunities to express his ideas before superiors take action on matters that involve him. The Internship did accord the opportunity to contribute to the administrative process. In projects in which I participated, the opportunities to discuss solutions and alternatives were afforded.

Essential characteristics in personal accomplishment are having a supervisor gain confidence in one's abilities and the self-confidence which is gained by satisfactory accomplishment. As my supervisor gained confidence in my abilities, this confidence was reflected in the types of assignments and projects I received. Confidence stimulates a chain reaction--successful completion is rewarded by more interesting and vital assignments which in turn build self-confidence.

Personal development involves the function of policy development and its relationship to personal convictions. Since policy can be initiated at any

level in the organization, many different styles and personal interpretations develop. At a late stage in my internship, I was assigned a project in which a City policy had to be developed. At all times during the research and development of the policy, I bore in mind that this policy had to be in the best interest of the public. While writing the policy, I did include personal value judgments and convictions but tempered these with the realization that public policy must be objective.

During one's career, a management style is constantly being shaped. The style in which I perform is now being formed both by the individuals with whom I am involved and by the working environment. The style must be developed over time and through experience.

Dallas reflects almost the entire spectrum of supervisory styles in both central and departmental management. This is primarily the result of two factors. First, the laissez-faire attitude of past City Managers certainly contributed to the independent style found in several departments. Secondly, the physical location of two thirds of the departments outside City Hall has enhanced this "departmental mentality." Through the years space dictates have required 21 of 32 departments to move out of the central building into rented or City-owned buildings throughout the Central Business District. This separation has created virtual empires whose heads resent direction from the City Manager.

The Manager's Office of past years has been extremely low-keyed in its approach, and could be characterized as operating on responding rather than initiating style. Departments traditionally were left alone to develop their own programs with the Manager communicating only in times of stress rather than on a continuing, systematic basis.

Though this fragmented structure may be viewed as theoretically, and even operationally, weak, it has presented me with further training by exposure to the widely-varied departmental styles.

Today's management sees the need for terminating these autonomous structures. The design for the new Municipal Services Center reflects a conscious attempt to rectify this fragmentation. The building will house every department head and their immediate administrative staffs on the same floor to enhance communication between persons at this supervisory level. Separating departmental management from their operating staffs will also dilute, to a large degree, the prevailing independence of the departments and put them under the Manager's direction. The building, comprised of almost one million square feet, will house every City department with the exception of Police, Jail and Municipal Courts.

Another important factor in personal development is the pace at which an individual performs his duties. The Internship provided the opportunity to perform at a pace which would allow the maximum creativity. The assignments were structured to allow time for thought and analysis at most stages in the solution formulation. Instead of a mechanical performance of duties, I was expected to question the procedures for performance and suggest alternative methods of completing the assignments. It is important to perform at a pace compatible both to individual style and environmental style. Valuable time is wasted if an individual performs his duties more rapidly than the people with whom he is dealing. Except in cases in which changed work patterns is the objective, a pace fitting the working environment is desirable.

Another element which has provided personal growth is the self-education

process. Since Dallas is a new area to me, it is essential that I educate myself about my working environment. Not only must I research the history of Dallas but I must increase my knowledge of City government. A great deal can be learned from history about the causations for the various management styles that have developed here.

A final ingredient which contributed to professional growth was the realization that first-hand experience and learning from fellow employees all constitute the learning process. However, unless an opportunity is provided to view the administrative process in person, a thorough understanding is deterred. During the Internship an exposure to daily work procedure was provided by attending both official and unofficial meetings. My primary duty was as an observer, but if I felt I could add anything meaningful to the discussion, I was encouraged to do so.

In making a final analysis of the Internship, it is essential to determine its purpose and whether it successfully met its objective. In my opinion a successful internship should achieve these primary purposes. First, it should provide a meaningful administrative experience which the participant can use to supplement and modify ideas gained from academic courses. The Internship with Dallas accomplished the greatest success in this category. By taking advantage of the opportunity to implement the administrative techniques learned in the classroom, I was able to continue developing. The main challenge, now that I have been exposed to this practical experience, is to continue receiving additional opportunities for growth in administrative skills.

Secondly, the Internship should offer the participant an opportunity to assess his abilities and interests in public administration. When determining one's future field of work, it is essential to select one which

is more than a mere job. In order to receive the most satisfaction, the key is to select a field in which a career can be developed and in which individual goals and self-satisfaction can be obtained. Discovering whether my position fits the category of a career field is being determined. The opportunity to select Public Administration as a career and to assess my abilities in public service have been amply provided; therefore, the second criteria for determining the success of an Internship has been realized.

A third purpose involves using the Internship as a device to funnel back information to the academic staff for research and formal course work. Meeting this criteria requires a regular interaction between the participant and the university. It is my opinion that the Intern should meet periodically with a selected faculty member on a seminar basis throughout the Internship. This will provide the opportunity for a continuous evaluation of the Intern's progress as well as being a period in which the Internship sponsor and the university can test the abilities of the student and take corrective action before he is lost to public service or improperly assigned. While the university is interested in recruiting qualified people for public service, it has a dual responsibility to develop the student as an individual even though he may later decide that he would not be productive in public service.

Overall, the Internship with the City of Dallas has been a very rewarding experience and has provided a great deal of valuable knowledge. Before I started work in the municipal environment, I had a number of preconceived notions which have not been enforced by the exposure I have received. Conversely, many classroom theories have been reinforced through the experiences I have had.

It is difficult to explain how meaningful on-the-job experience can be to a recent college graduate. Numerous fundamental techniques can be learned

in the classroom, but not all theories are implemented into practical experience in their true form. The details, the elements, and the activities all have a tendency to vary in the transfer from classroom to work site. I have discovered that a formal Internship is an invaluable tool in educating the individual in the practical application of classroom theories.

Not all educational theories can be implemented to the same degree by each individual because of the varying styles of management personnel. I was able to observe these different characteristics, and through this observation I was able to begin the development of my own style of management. I believe this is the essence of an Internship--observing agency and individual characteristics, and, through these observations, beginning the ever-growing self-development process.

APPENDIX A

CITY HALL STUDY

REPORT ON HOW THE CONSTRUCTION  
OF THE PROPOSED CITY HALL WILL CAUSE  
AN INCREASE IN TAX DOLLARS

We have established certain facts regarding the influence that ONE MAIN PLACE had on the surrounding area. We know that the existence of ONE MAIN PLACE enhanced the value of all land on its perimeter. This general increase in land values generated more tax dollars to the City through increased assessments. When an area that has been grossly depressed for an extended period of time begins to enjoy a rapid up-grading, property owners tend to jump on the band wagon. They remodel their own properties in order to secure a share of the new business coming into the area. This can be seen in the area around ONE MAIN PLACE. Both the DAVIS BUILDING and the METROPOLITAN FEDERAL SAVINGS BUILDING have undergone extensive remodeling. Once again, higher values, higher assessments, more tax revenue. There is a third factor that must be considered. We can be reasonably certain that ELM PLACE with its HOLIDAY INN COMPLEX and the METROPOLITAN FEDERAL GARAGE would not have been built had it not been for ONE MAIN PLACE. Therefore, ONE MAIN PLACE helped to increase new tax dollars through new construction.

This same theory would apply when considering the influence that might be exerted by the construction of the proposed new CITY HALL. It is unrealistic to assume that a building of that magnitude, placed in a setting such as the one proposed by the planners, would not have an effect on the surrounding area. The site of the proposed new CITY HALL and the adjacent area is presently in the same state of depression that the site of ONE MAIN PLACE and its surrounding area were in five years ago.

It is realistically feasible that land values could rise sufficiently on the fringe area of the new CITY HALL site after construction of both building and park area to increase assessments on the land from approximately \$6,500,000 to approximately \$13,000,000 generating an increase in tax dollars to the City of \$113,750 and to the School District of \$107,900 per year on an increasing rate. It is also well within the realm of possibility that the demand for space in that fringe area could cause property owners to begin remodeling the existing improvements. A conservative 20% up-grading of improvements would cause an increase in assessments of about \$4,660,731 and would increase the cash flow to the City by \$81,562 per year, and to the School by \$77,368 per year. As tax rates increase and property becomes more valuable through scarcity, these returns would grow. It is reasonable to believe that the completed new CITY HALL SITE would encourage new construction. Potential developers of large office properties could easily see the advantage of building an office building on a tract that would face the proposed new CITY HALL and its PARK AREA. If just one building the magnitude of ONE MAIN PLACE was built as the result of the new CITY HALL it would create an assessment of near \$16,510,252. or tax revenue to the City of \$288,929. and revenue to the School District of \$274,070. at the present tax rate. Each additional \$1,000,000 of construction would produce a revenue to the City of \$8,750, and a revenue to the School District of \$8,300.

These are just a few of the possibilities that exist. What price can be placed on civic pride? How many dollars can be attributed to what visitors to our City say about the way Dallas does things?

When industries examine cities for the purpose of building new plants, do they look to cities that are dying, or do they look to cities that are vital and dynamic? When you stop growing you begin the process of dying.

SUMMARY OF INCREASE IN TAX DOLLARS TO THE  
CITY AND THE SCHOOL DISTRICTS DUE TO CONSTRUCTION  
OF THE CITY HALL

Assessment on land prior to City Hall development - \$ 6,500,000  
Estimated increased assessment on land after City Hall - \$13,000,000

Increase in tax dollars to the City - \$113,750

Increase in tax dollars to the School District - \$107,900

A conservative 20% up-grading of improvements due to City Hall development would cause an increase in assessments of about \$ 4,660,731

Increase in tax dollars to the City - \$81,562

Increase in tax dollars to the School District - \$ 77,368

Total Increase in tax dollars to the City for reassessment of land and a 20% up-grading of improvements - \$195,312

Total Increase in tax dollars to the School District for reassessment of land and a 20% up-grading of improvements - \$185,268

Total increase in tax dollars to both City and Schools for both reassessment of land and a 20% up-grading of improvements - \$380,580

If just one building the magnitude of ONE MAIN PLACE were built as a result of the new CITY HALL, it would create an assessment of near \$16,510,253.

An increase in tax dollars to the City of \$288,929.

An increase in tax dollars to the School district of \$274,070.

Total increase in tax dollars to both City and School for this new construction - \$562,999.

For each additional \$1,000,000 of construction an increase of tax dollars to the City would be \$8,750.

For each additional \$1,000,000 of construction an increase in tax dollars to the School district would be \$8,300

Total increase in tax dollars for both City and School for each additional \$1,000,000 of construction - \$17,050

Total increase in tax dollars to the City for reassessment of land, up-grading of improvements and construction of just one building the magnitude of ONE MAIN PLACE - \$483,929

Total increase in tax dollars to the School District for reassessment of land, up-grading of improvements and construction of just one building the magnitude of ONE MAIN PLACE - \$459,070.

Grand total increase in tax dollars to both City and Schools for reassessment of land, up-grading of improvements, and construction of just one building the magnitude of ONE MAIN PLACE - \$942,999

## FIRST TIER AREAS

Assessments on Value of Land

1)	Assessed value of land prior to 1969	\$10,499,455
	Assessed value of land - 1969	13,032,213
	Percent change	24%
2)	Assessed value of land - 1969	13,032,213
	Assessed value of land - 1970	15,638,656
	Percent change	20%
3)	Assessed value of land prior to 1969	10,499,455
	Assessed value of land - 1970	15,638,656
	Percent change	50%

Assessments on Value of Improvements

1)	Assessed value of improvements prior to 1969	\$29,808,633
	Assessed value of improvements - 1969	29,677,409
	Percent change	-4%
2)	Assessed value of improvements - 1969	29,677,409
	Assessed value of improvements - 1970	35,612,891
	Percent change	20%
3)	Assessed value of improvements prior to 1969	29,808,633
	Assessed value of improvements - 1970	35,612,891
	Percent change	19%

Totals for Assessed Value on Land plus Assessed Value on Improvements

1) Total assessed land value prior to 1969 and improvements prior to 1969	\$40,308,088
Total assessed land value - 1969 and improvements - 1969	42,709,622
Percent change	6%
2) Total assessed land value 1969 and improvements 1969	42,709,622
Total assessed land value 1970 and improvements 1970	51,251,546
Percent change	20%
3) Total assessed land value prior to 1969 and improvements prior to 1969	40,308,088
Total assessed land value 1970 and improvements 1970	51,251,546
Percent change	27%

## TAX YIELD ON LAND

1) Tax yield land prior to 1969	\$340,182
Tax yield land 1969	484,798
Difference in dollars	144,616
Percent change	42%
2) Tax yield land 1969	484,798
Tax yield land 1970	533,278
Difference in dollars	48,480
Percent change	10%
3) Tax yield land prior 1969	340,182
Tax yield 1970	533,278
Difference in dollars	193,096
Percent change	57%

## TAX YIELD ON IMPROVEMENTS

1) Tax yield improvements prior 1969	\$ 965,799
Tax yield improvements - 1969	1,103,999
Difference in dollars	138,200
Percent change	14%
2) Tax yield improvements 1969	1,103,999
Tax yield improvements 1970	1,214,400
Difference in dollars	110,401
Percent change	10%
3) Tax yield improvements prior to 1969	965,799
Tax yield improvements 1970	1,214,400
Difference in dollars	248,601
Percent change	25%

Totals for Tax Yields on Land Plus Tax Yields on Improvements

1) Total tax yield land prior to 1969 and improvements prior to 1969	\$1,305,982
Total tax yield land 1969 and improvements 1969	1,588,798
Difference in Dollars	282,816
Percent change	22%
2) Total tax yield land 1969 and improvements 1969	1,588,798
Total tax yield land 1970 and improvements 1970	1,747,678
Difference in Dollars	158,880
Percent change	10%
3) Total tax yield land prior to 1969 and improvements prior to 1969	1,305,982
Total tax yield land 1970 and improvements 1970	1,747,678
Difference in Dollars	441,696
Percent change	34%

## SECOND TIER AREAS

No significant change in assessments due to One Main Place. Most of increase occurred due to across-the-board changes. (Inflation, increase in taxes, etc.)

Assessed value land prior to 1969

Assessed value land 1970

Percent change 25%

Assessed value improvements prior to 1969

Assessed value improvements 1970

Percent change 3%

APPENDIX B

STUDY OF SUBDIVISION PLAT AND  
ZONING APPLICATION FILING FEES

*City of Dallas*  
**OFFICE MEMORANDUM**

**To:** Mr. George R. Schrader  
Assistant City Manager

November 9, 1970

**Subject:** Study of Subdivision Plat and  
Zoning Application Filing Fees

At your request, I have reviewed the Planning Department costs relating to the planning activities of zoning applications and subdivision plat applications for which a fee is required. The purpose of this study is to examine the adequacy of the present fee schedule and to suggest an alternative fee schedule which more realistically reflects 1970 needs. This report will discuss the findings and will suggest a revision of fees in each area. Also included are the fees charged by cities in the immediate area, other major Texas cities and major cities across the United States. These comparisons are shown in the attached table.

Alan Bramoweth  
Administrative Assistant

AB:kw  
Att.

*The only reason you and I are here is to assist the people of Dallas*

## Study of Subdivision Plat and Zoning Application Filing Fees

The Department of Planning and Urban Development handles the major portion of the procedure of reviewing zoning and plat applications. The present fee for plat applications was established by Ordinance No. 3906 in 1946 and the present fee for zoning application was established by Ordinance 10620 on September 21, 1964. The fees established by these ordinances are not representative of today's processing costs.

Some of the services provided by the Planning Department directly benefit the general public while others are for the unique and special benefit of the applicant, with little benefit derived by the general public. In recent years, it has become evident that the processing activities for zoning and plat applications have been substantially supported by the general taxpayers. Thus, substantial fee increases are necessary to bridge the widening gap between revenues and expenditures.

The primary benefit of the application reviewing activity for which a fee is charged is to the property in question. However, there is some general community benefit received and a portion of costs can therefore be borne by the general public.

Keeping in mind the benefits received by the public along with the increasing costs to the Planning Department, it is recommended that a compromise be made resulting in an increase in the fee to approximate 50% of Planning Department costs.

The factors that have influenced this recommended increase can be linked directly to the growth of the economy and to the increased costs of running the government of the City of Dallas. The zoning and plat applications require a great deal more time and study in determining recommendations today than in previous years. A comprehensive study is made for each zoning and plat application which in turn requires additional employees to provide the information. Presently a more in-depth study is made than at the time the present rate charges were established. As the costs for processing these applications increase, there should be a corresponding rise in the amount charged for performing this service.

The City Planning Department has grown from 40 employees five years ago to close to 140 employees today. The department is going into more detail and involved study on the issues, rather than merely performing a processing function. This practice of examining more closely each application requires additional decisions and whenever decisions are required, there is usually an increase in the time spent and type of personnel needed to render these decisions. By performing more detailed processing studies, the Planning Department is expending additional time and energy on a process which took much less time in previous years.

In each zoning and plat application, there is a formal route. The steps on this route require the time of stenographers, planners, zoning administrators and the Director of the Department. However, these steps and individuals are not the only people involved since information is required from other personnel not included in the formal process. Thus we have not only official persons performing their functions but also additional informal expertise provided by other employees, using their time which must be added to the costs of processing the applications.

### Costs of Planning Department

#### Zoning

The review of a zoning application is an intricate operation requiring a number of different procedures. The process usually lasts three to four months. The Zoning Division of the Planning Department had approximately 266 applications received during the fiscal year October 1, 1969, to September 30, 1970, amounting to \$26,600 in filing fees. Total or partial fees were returned in the amount of \$1,600 yielding a net income on filing fees of \$25,000 for the fiscal year.

The receipts from zoning application filing fees for the past four years has been \$112,600; less partial fee refunds of \$8,200 for a total of \$104,400 or an average of \$26,100 per year.

The approximate cost of processing zoning applications is now estimated to be \$94,822 per year, based on the table below. This table includes the cost of personnel required to process the application and the increasing cost of materials needed in performing the operation. Staff time required of other City departments is not included in the cost calculation.

#### Estimate of the Costs of Processing Zoning Applications for the Planning Department

Director	10% of the time	\$ 2,199
Urban Planner-North Dallas	100% of the time	8,172
Urban Planner-East Dallas	100% of the time	7,512
Urban Planner-Oak Cliff	100% of the time	8,172
Zoning Administrator	100% of the time	13,944
Stenographer 5-Administration -	100% of the time	4,992
Stenographer 5-South Dallas	100% of the time	5,916
Stenographer 5-East Dallas	100% of the time	5,376
Stenographer 5-Oak Cliff	100% of the time	5,376
Urban Planning Technician 9	100% of the time	7,512
Draftsman 7	100% of the time	5,916
Public Notice Clerk	100% of the time	5,810
Urban Planner 13	100% of the time	9,936
Photographer	60% of the time	<u>3,989</u>
Total Costs Per Year		\$94,822

Subdivision Plats and Street Name Changes

The review of a subdivision plat is also a detailed process requiring a number of separate steps. Depending on the number of variables, the review may take from 10 to 12 weeks to 6 to 12 months. The income from subdivision plat filing fees (preliminary and final) for the fiscal year October 1, 1968, to September 30, 1969, was \$8,624.60. It is estimated that the income for the fiscal year October 1, 1969, to September 30, 1970, will be approximately \$7,600.

The receipts from plat filing fees for the past five years has been \$37,830.77 or an average of \$7,566.15 per year. The approximate cost of processing these plats and for processing street name changes is now estimated to be \$48,900 per year based on the table below. Not included in the cost calculation is the staff time required of other City Departments.

Estimate of the Costs of Processing Subdivision Plats and Street Name Changes to Planning Department

Director	2% of the time	\$ 480
Urban Planner-Dev. Plans	1% of the time	125
Urban Planner-Neighborhood Plans	5% of the time	540
Sr. Engineer-Subdivisions	100% of the time	13,600
Subdivision Engineer	100% of the time	8,150
Urban Analysis-Technician	100% of the time	7,155
Urban Design	100% of the time	8,150
Stenographer	90% of the time	5,200
Subdivision Cartographer	80% of the time	<u>5,500</u>
Total Costs Per Year		\$48,900

Again the receipts do not come close to covering the Planning Department's costs, providing only 15½% of the cost of processing the plats. These figures also include the costs for processing street name change; however, there is no charge for performing this service.

The combined costs of the Planning Department for performing the processing of applications on subdivision plats, street name changes, and zoning applications amount to \$144,000 annually. The average receipts for the past four years have been \$33,666 per year resulting in approximately 23% of the cost of processing these applications. Due to this excess burden which is being assumed by the taxpayers, it is suggested that the zoning fees and plat filing fees be increased to compensate more of the cost of the Planning Department to approximately 50%.

Also, not included in these cost estimates, is the cost of advertising and mailing these applications. The figures vary each year but cost to the City is approximately \$10,000 annually. Therefore, the receipts for subdivision plats would actually provide less than the 15.5% of the cost cited with the same true of the 27.5% of the cost of processing zoning cases.

Therefore in order for the City of Dallas to have fees more realistically reflecting 1970 needs and more closely offsetting the Planning Department's cost of processing such applications, the following revised filing fees for the processing of subdivision and zoning applications are submitted as the recommendations for an increase in the fee.

Subdivision:

Single Family Residence (Residential-1 acre through Residential-5,000 square feet)

Preliminary: \$10.00 plus \$1.00 per lot

Final Plat: \$25.00 plus \$1.00 per lot

Multi-Family Districts (Two Family-1 through Multiple Family-4)

Preliminary: \$25.00 plus \$1.00 per unit or \$20.00 per acre if no units shown

Final Plat: \$25.00 plus \$1.00 per unit or \$20.00 per acre if no units shown

Parking & Planned Development District

Preliminary: \$25.00 plus \$10.00 per acre

Final Plat: \$25.00 plus \$10.00 per acre

Retail, Shopping, Commercial & Industrial Districts (Office-1 through Industrial-3)

Preliminary: Tracts or lots less than 3.0 acres,  
\$25.00 plus \$5.00 per lot

Tracts more than 3.0 acres,  
\$25.00 plus \$5.00 per acre to 25 acres and  
\$2.00 for each additional acre

Final Plats: Tracts or lots less than 3.0 acres,  
\$25.00 plus \$10.00 per lot

Tracts over 3.0 acres,  
\$25.00 plus \$10.00 per acre up to 25 acres  
and \$2.00 for each additional acre.

Zoning:

Specific Use Permit: \$125 - Retain \$90, Refund \$35.

Planned Development & Straight Zoning: 5 acres or less - \$125  
Retain \$90, Refund \$35

Planned Development & Straight Zoning: Over 5 acres, less than 25  
acres - \$150, Retain \$110,  
Refund \$40

Planned Development & Straight Zoning: Over 25 acres - \$200, Re-  
tain \$150, Refund \$50

### Recommended Policy for Having Fees More Closely Represent Costs

When the City is faced with the charging of fees or revising the amounts of the fees to be charged, the questions of on whom the burden should rest continues to arise. When the service is unique and does not effect a majority of the citizens, the cost of performing that additional service should be assumed by the requesting party. In the case of zoning filing fees and plat filing fees, the City of Dallas has been assuming over 70% of the costs in performing this service. The majority of the tax-paying citizens neither require nor request this service and therefore should not bear the bulk of the costs. The fee which is charged should be raised to approximate more closely the actual cost to the City of providing these services. In this way the additional service requested from the City is payed for, not from taxpayer's dollars but from the pockets of those individuals requesting additional service.

Since zoning and plat filing is a requirement established by the City and an undeterminable public benefit is provided, those individuals desiring the service should not be expected to pay the full costs. However, a fee, such as 50% of costs should be required and as costs to the Planning Department increase, the fee charged for providing that service should increase proportionately.

In this manner, the taxpayers not requesting additional service will not be paying for it through increased tax dollars. In an era when increase in taxes has been the most frequent solution for meeting added city costs, the City of Dallas has the opportunity to provide an alternative method to secure necessary revenue. By obtaining the additional revenues from the individuals who request the extra service, the City of Dallas could perform its duty of representing all the people in an equitable fashion.

### Additional Recommendations Resulting from Investigation

After increasing the fees initially to raise the charges for special services to a reasonable standard, it is proposed that all fees be raised in order to retrieve the cost of handling the case. In my opinion, fees of this type should approximate 100% of costs in varying degrees since the nature of the Planning Department's application review activity should be substantially self-supporting. Included in the attempt to cover 100% of costs would be the costs relating to all the City Departments which contribute to the processing of the application. A number of departments incur costs in the reviewing stage and their costs must be considered for inclusion.

To raise these fees to 100% of cost, or even 50%, at one time would require substantial increase. It is recommended that both a gradual increase approach be employed and a differentiation be made between types of fees. The types of fees can be split into two categories: those with a private benefit, and those with a public benefit.

The City should set certain fees at a higher percentage of costs where there is a substantial private benefit and when there is more public benefit, it is suggested that an appropriate maximum recovery be a smaller percentage of costs. I would recommend the City attempt to recover 100% of the cost in the areas of high private benefit because of the unique benefits received by the applicant along with the minor benefits derived by the general public. In the area where a significant public benefit is received, a 75% recovery figure is desirable. In this way, the taxpayers would be paying for that portion of the application from which a benefit would be derived.

Since fees have not been increased for several years in most areas, the increase now needed to cover 100% of costs or even 75% of costs would be quite large. For this reason the fee increase process should be performed in stages encompassing a period of two to three years.

A further recommendation would be in an area of establishing a procedure to revise the costs of and fees for special services in all City areas. Currently there is no regular and positive method by which fees for recovering the cost of special services to the public are reviewed and updated. In order to routinize the updating procedure, I propose that the City Manager's Office annually prepare a consolidated schedule of departmental costs for special services, existing revenue from such services, and recommended changes in fees.

I also propose that each department submit an annual report to the City Manager's Office setting forth the costs of all special services rendered to the public and any revenue from the fees therefor, together with appropriate recommendations for adjustment of the fee structure. Such reports should be submitted by a specified date in order that projected revenues might be employed in forthcoming budget computations.

Before engaging in a project the magnitude of revising and reviewing all City fees for special services, I would strongly suggest a thorough examination of the available staff personnel which would be required to complete the study. A study in Phoenix, Arizona, which undertook this task, lasted over eight months and required portions of the staffs of not only the City Manager's Office but all other departments who charge fees for special services.

FOOTNOTES

- <sup>1</sup>Goals for Dallas: Economic Potentials Handbook. Dallas: National Planning Association and the Institute of Urban Studies of Southern Methodist University, 1970. pp. II-32.
- <sup>2</sup>Ibid. pp. III-36.
- <sup>3</sup>Ibid. pp. III-39-40.
- <sup>4</sup>Charter of the City of Dallas. Dallas: Authority of the City Council, 1968. pp. 17.
- <sup>5</sup>Ibid. pp. 19.
- <sup>6</sup>Ibid. pp. 20.
- <sup>7</sup>Ibid. pp. 26.
- <sup>8</sup>Ibid. pp. 26.
- <sup>9</sup>Ibid. pp. 26.
- <sup>10</sup>Ibid. pp. 57.
- <sup>11</sup>John K. Parker. Management Information Service: Introduction to Planning, Programming and Budgeting Systems. International City Manager's Association. 1969, Vol. 1, No. L-9. pp. 1-18.
- <sup>12</sup>Goals for Dallas: Achieving the Goals. Dallas: Goals for Dallas, 1970. pp. vi.
- <sup>13</sup>Ibid. pp. vii.
- <sup>14</sup>Ibid. pp. vii.

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