A PROJECT ORIENTED INTERNSHIP IN MUNICIPAL PUBLIC ADMINISTRATION AS PERFORMED AT THE PERSONNEL DEPARTMENT, CITY HALL. TUCSON, ARIZONA SEPTEMBER 16, 1963 to NOVEMBER 30, 1963

by

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A Diary

submitted to the faculty of the

Department of Public Administration

in partial fulfillment of the requirements for the degree of

MASTER OF PUBLIC ADMINISTRATION

in the Graduate College, University of Arizona

1963

Approved: _____, _____

Director of Internship Date

PREFACE AND ACKNOWLEDGMENTS

The object of this diary is to assist in giving the writer a broader experience in the field of general municipal government. The information presented was obtained through various staff meetings at the City of Tucson's City Hall. All research done on the projects was original research, and was fitted to the current situation, as it was at the time that the work was done. The actual location in which the work was performed was the Personnel Office, which is located in the basement of the new City Hall.

The diary generally is divided into four sections. The first is a general discussion of what the actual functions of the City of Tucson are and how they are accomplished. Also included in this section is a general financial statement as to where the money comes from and how it is spent. This general information was taken for the most part from the Annual Budget, which was published by the City of Tucson on May 27, 1963.

The second section contains the results of administrative staff meetings which were held to discuss various City problems and improvement areas. All of the information contained in this section was obtained by personal attendance and by participation in the meetings.

The third section was a project designed to expand

the Personnel Department usage of data processing. The basic information was obtained by attending a 30 hour IBM orientation class and by discussions held with the Data Processing Supervisor. This information was applied to several personnel areas which could use data processing advantageously.

The final section reports the establishment of the present City personnel training policy. This includes the initial work done on the classes which were scheduled for the fall of 1963. All information was obtained through direct contact with the various participating departments.

Sincere thanks are extended to Doctor Raymond Mulligan and Doctor David Bingham for their assistance and encouragement; and to City Manager Mark Keane and Personnel Director David Fitzgerald for their assistance and cooperation in making the necessary arrangements to complete the projects presented in this diary.

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CHAPTER I

GENERAL BACKGROUND OF THE CITY OF TUCSON

As general background it should be noted that the City of Tucson is a home rule, charter government which operates under a Council-Manager form of government. It has operated as a Council-Manager form under the present charter since 1929, although there have been several amendments to the original ordinance.

The charter provides that the governing body shall be a Mayor and six Councilmen, elected for four year overlapping terms. The Mayor is elected at large, while the Councilmen are nominated by wards and elected at large. A Vice-Mayor is elected by the Council from it's membership.

Tucson utilizes a partisan political system with the candidates usually backed by existing political organizations. Independent candidates have a difficult time generally, due to lack of money and lack of organization.

It is the responsibility of the Mayor and Council to adopt ordinances, appoint some operating department heads such as the City Magistrate, the City Clerk, the Post Auditor, and members of various Boards and commissions, and to determine general policy for the City Manager.

The Mayor and Council also have the authority to appoint the City Manager. The Manager is a professionally

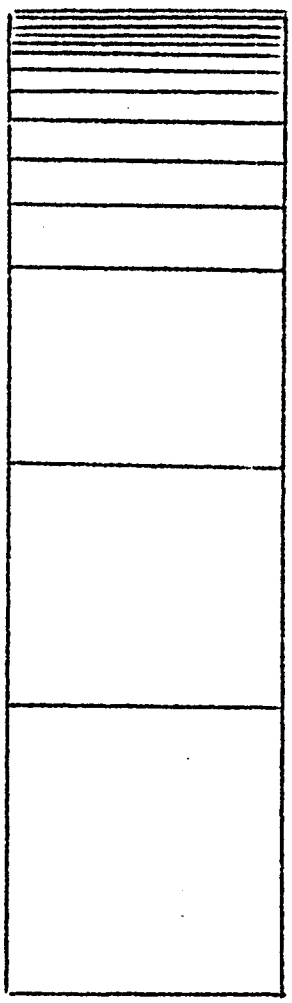
trained City Administrator, who serves at the pleasure of the Council. He acts as a buffer between the political aspects of the elected officials and the employees of the City, who are forbidden to enter the political area. The Manager can be fired at any time by four or five (there seems to be some question about the actual number) members of the Council, if they feel their policies are being disregarded or if they feel the Manager is not performing his job adequately. He is responsible for directing the over-all administration of departments and divisions, preparing and submitting the annual budget, keeping the Council advised of the City's financial condition and recommending to the Council measures or actions which he considers necessary for efficient City operation.

Classified City employees work under a Civil Service Merit System which is governed by the Civil Service Commission. The Commission's rules and regulations set up prescribed methods for screening applicants, so that every person who is qualified for a job has an equal chance of obtaining it by competing on an examination for it. They strictly prohibit job discrimination because of race, creed or political affiliation. The Commission consists of three members who are appointed by the Mayor and Council for six year overlapping terms. Each of the major political parties must be represented on the Commission.

General Financial Structure of the City of Tucson

Summery of Revenues

The financial support for the City of Tucson comes from a variety of sources. These sources and the percentage that they represent of the total income are presented below:*

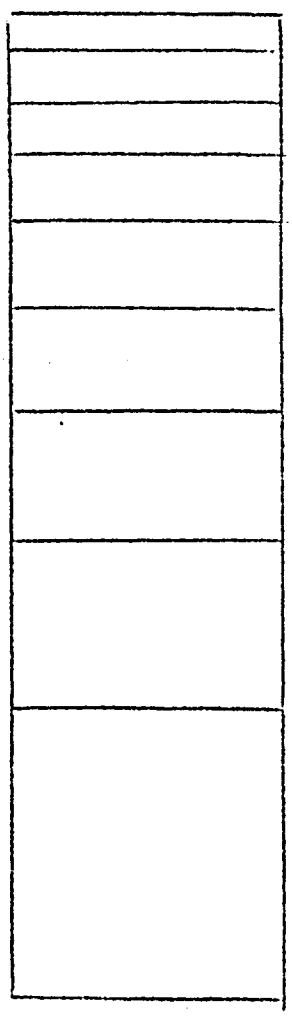


$ 81,000	- .5%	GOV. GRANTS-IN-AID
240,732	- 1.3%	SUNDRY INCOME
301,000	- 1.7%	RECREATION FEES
348,350	- 2.0%	SERVICE CHARGES
364,800	- 2.1%	LICENSES & PERMITS
386,000	- 2.2%	UTILITY TRANSFER
450,000	- 2.6%	UTILITY FRANCHISE
552,500	- 3.2%	COURT FINES
770,568	- 4.4%	SURPLUS
1,035,658	- 6.0%	NON-REVENUE RECEIPTS
3,492,500	- 20.1%	PROPERTY TAX
4,328,000	- 24.9%	SALES TAX
5,020,000	- 28.9%	STATE SHARED TAXES
$ 17,371,108	100 %	

* Source: City of Tucson Annual Budget 1963-64.

Summery of Expenditures

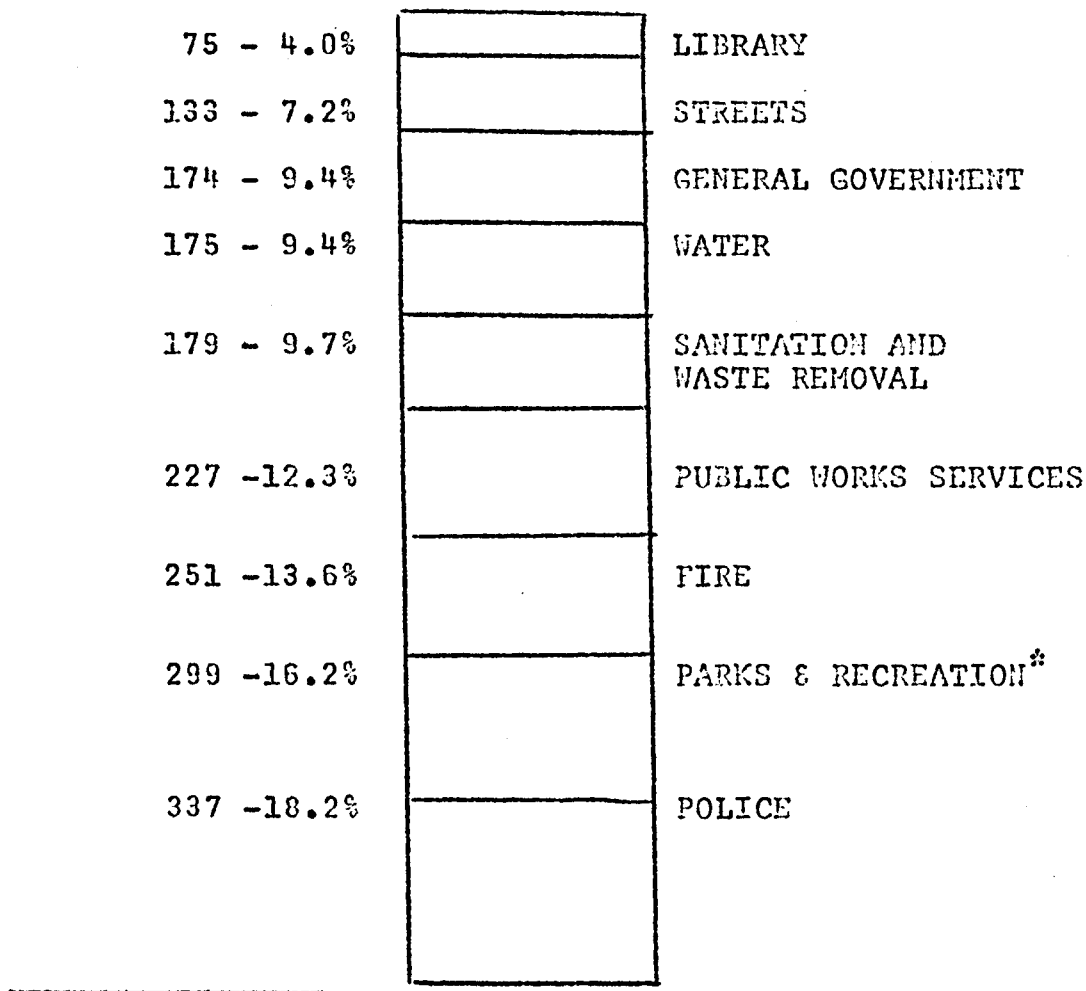
The general expenditures of the City are as follows:*



$ 619,100	- 3.6%	DEBT SERVICE
779,394	- 4.5%	LIBRARIES
773,056	- 4.5%	NON-DEPARTMENTAL
1,150,298	- 6.6%	GENERAL GOVERNMENT
1,387,065	- 8.0%	PUBLIC WORKS SERVICES
1,934,855	- 11.1%	PARKS AND RECREATION
2,101,532	- 12.1%	SANITATION AND WASTE REMOVAL
2,993,211	- 17.2%	STREETS & HIGHWAYS
5,632,597	- 32.4%	PUBLIC SAFETY
$ 17,371,108	100 %	

* Source: City of Tucson Annual Budget 1963-64.

Number of City Employees by Activity



total 1,850

*note: 115 of the Recreation employees are part-time.

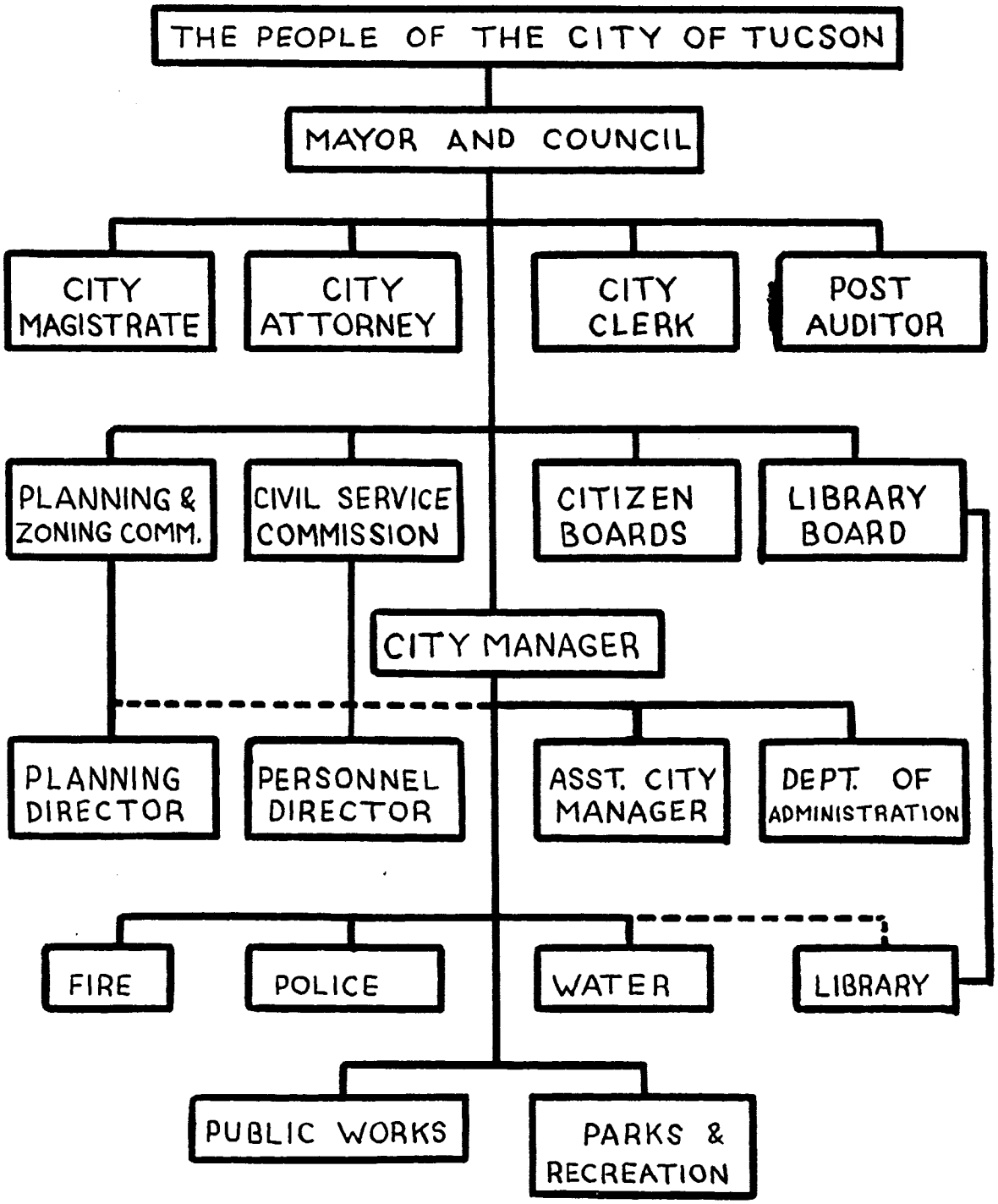
Organization of the City of Tucson

The organization of the City of Tucson is essentially the Council-Manager form; however, it has several variations from the pure Council-Manager organization. One of these variations is the independent Civil Service Commission. In Tucson, the Manager has no direct control over Personnel and he must rely on complete cooperation in order to get his programs coordinated with Personnel.

Another variation, which the Manager is presently trying to change, is the lack of control over City Planning. At the present time, the Planning Director is responsible to the Planning and Zoning Commission, which is a joint City-County effort.

The final major variation is the Library. The Library Director reports directly to the Library Board; and although the Manager is responsible to the Mayor and Council for the Library budget, the Manager has no direct control over the Library function.

ORGANIZATION OF THE CITY OF TUCSON



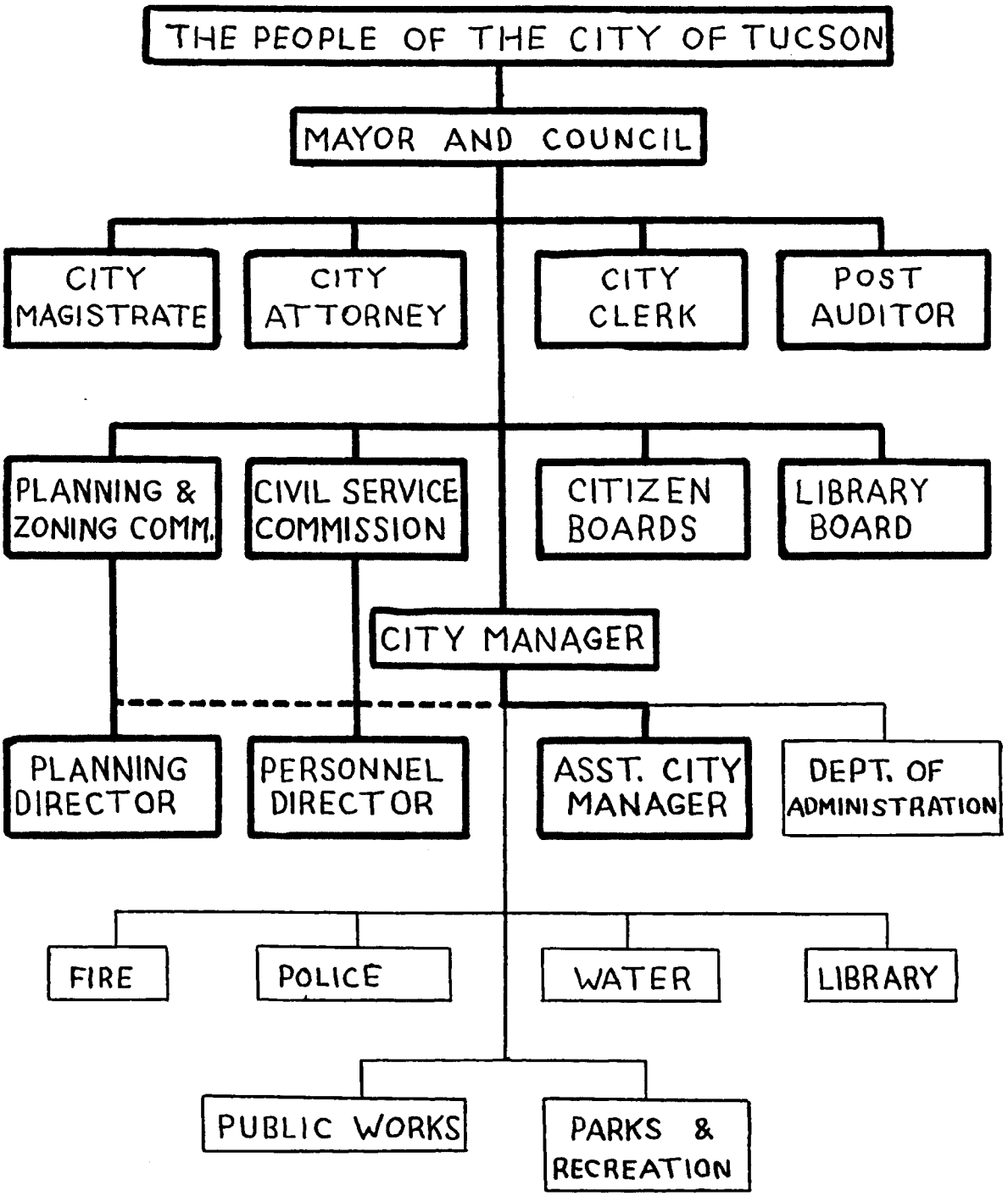
Organization for General Government

General Government includes all of the top policy making and top administrative areas. The Mayor and Council fall into the category of general government along with the City Manager. The independent Boards and Commissions which all have some say in policy in their areas are included. The general government departments control both important areas of personnel and budget. All major policies, both political and administrative are set at this level.

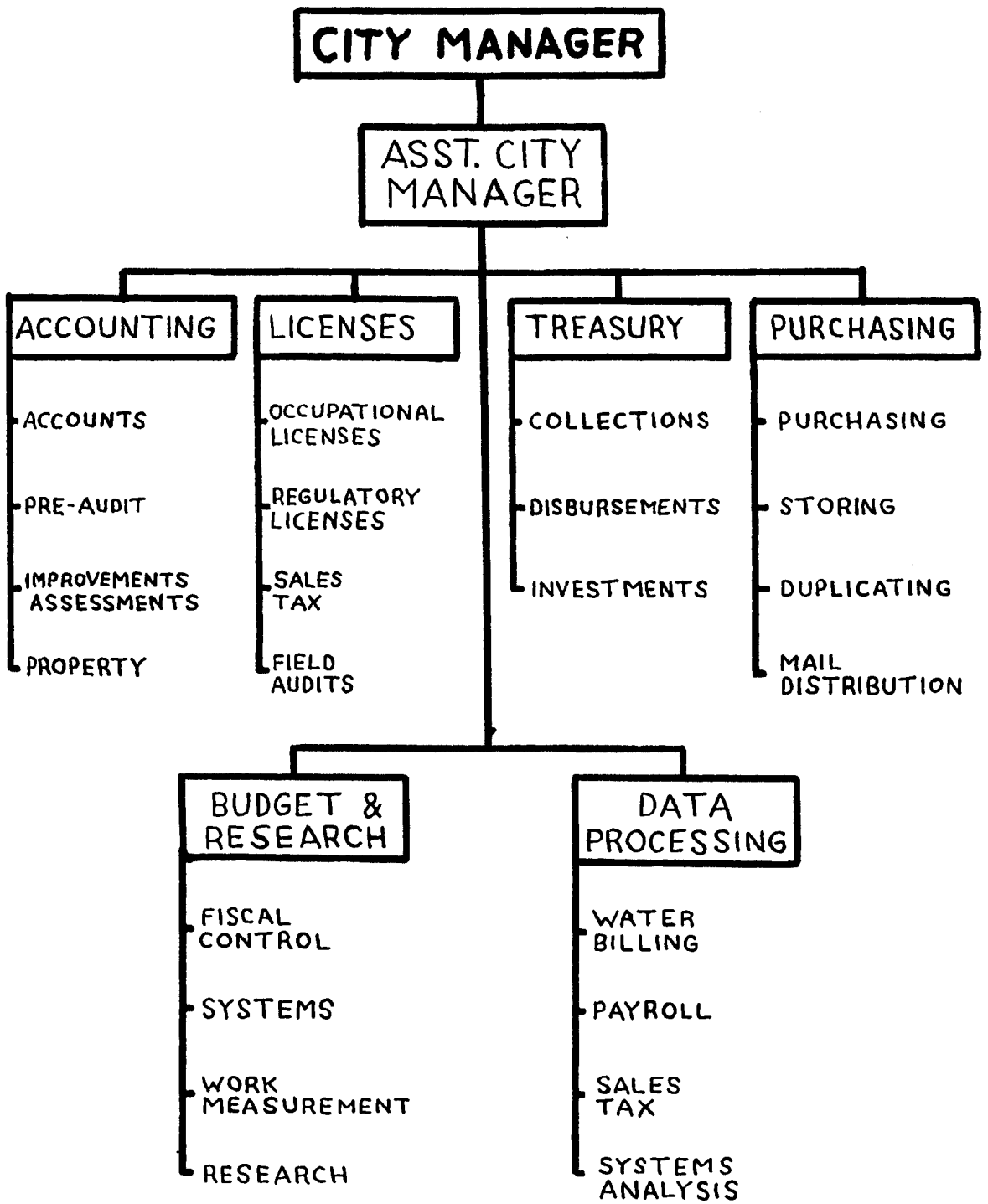
The Department of Administration is a part of the general government. This important area, which is under the direct control of Director of Administration John Urie, controls the general finances of the City.

In Tucson the Director of Administration is also the Finance Director. He is the financial advisor to the City Manager and is responsible for long range financial planning, directing the preparation of the annual and capital budgets, planning and supervising sale and trade of surplus City property including land. He also directs the work of six divisions which carry out the activities of Accounting, Licensing, Purchasing, Data Processing, the Treasury, and Budget and Research.

ORGANIZATION FOR GENERAL GOVERNMENT



ORGANIZATION OF DEPARTMENT OF ADMINISTRATION



Organization of Police Department

The Police Department has the overall responsibility for it's mission of protecting life and property and maintaining law and order.

The organization of the Police Department is broken down generally into five areas. These are the Intelligence and Vice Squad, plus the Administrative, Uniform, Detective and Services Divisions.

The Intelligence Unit is a special squad that reports directly to the Chief. Their primary responsibility is the suppression of narcotics and vice activities and the gathering of intelligence information concerning organized crime.

The Administrative Division conducts the general administrative duties of a large department. These include the functions of personnel, budget, and planning and research. The very important area of training is also in this division. The City maintains a full time training staff at the Police Academy; and they are now giving all new officers 14 weeks of basic training before they go into the field.

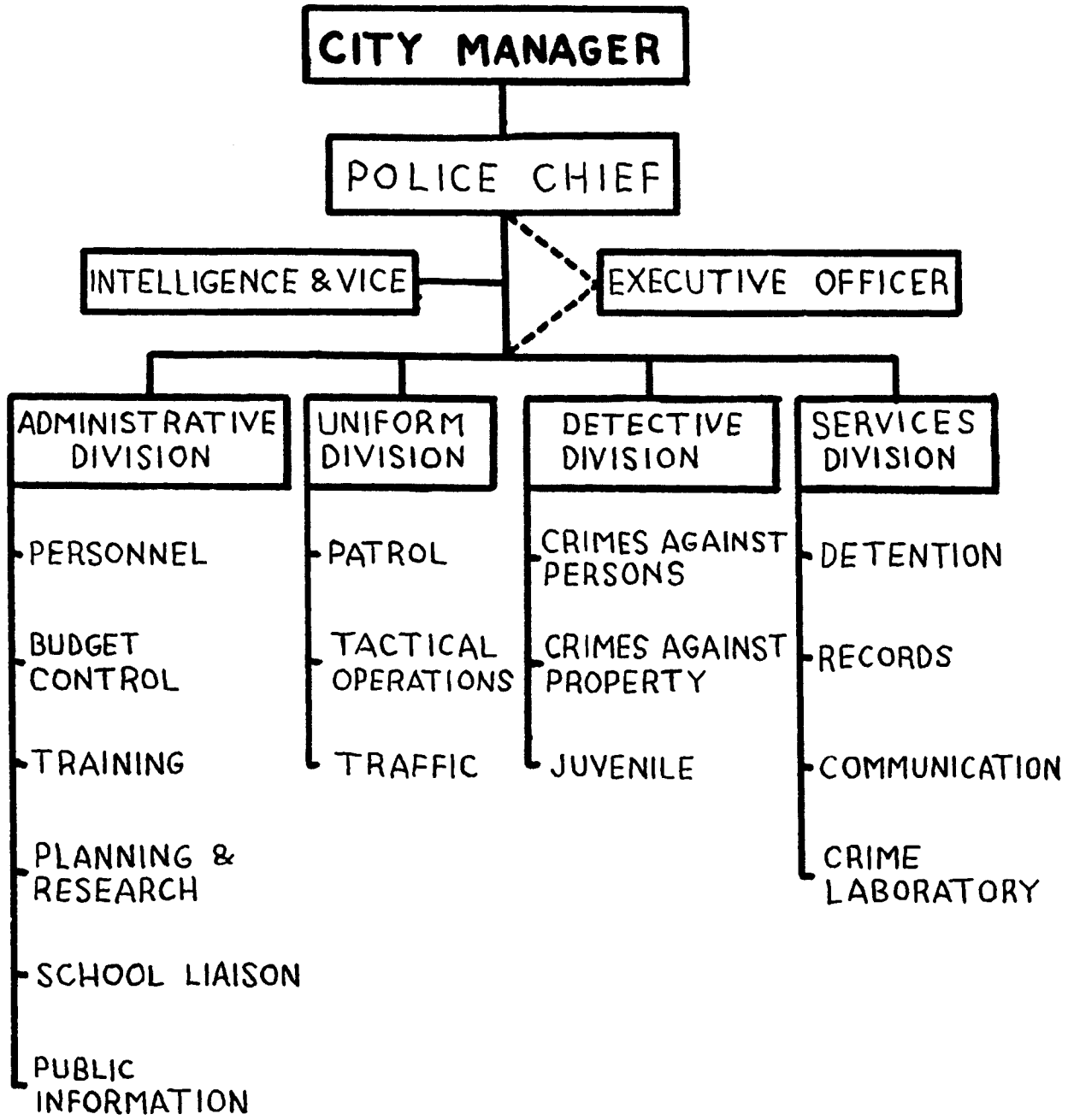
The Uniform Division is the backbone of the department. They are responsible for all patrol activity and preliminary criminal investigation and reporting. This division also enforces traffic laws and is responsible for accident investigations and records, parking and intersectional control, service of misdemeanor warrants, and policing at special events.

The Detective Division is responsible for making complete investigations of major crimes, together with follow-up investigations of crimes of a minor nature. This division also assists in preparation of court cases for prosecution; serves felony warrants; handles extradition of prisoners; provides liaison with other law enforcement agencies and Federal, State, County and City courts; and investigates applicants for various licenses, including liquor, second hand stores and pawn shops.

The Services Division combines several varied Police activities. One is detention of prisoners. The City maintains a downtown jail, reverently known as "the black hole of Calcutta" and the City Jail Farm on Silverbell Road. The average daily prisoner count is about 200. Also included in the Services Division is the records section, where all reports are typed and kept.

The Crime Laboratory under Captain Carl Kempe is also included in the Services Division. This section directs the chemical testing program for alcohol percentage in cases involving drunken driving and trains officers in the use of the Police Breathalyzer. Laboratory personnel also make examinations related to crime investigations and analyze and prepare evidence for presentation in court.

ORGANIZATION OF POLICE DEPARTMENT



Organization of Fire Department

The Fire Department is responsible for preventing fires wherever possible, preventing loss of life and property, and extinguishing fires. It is broken down organizationally into three divisions.

The first is the Administrative Division. They handle the general administrative problems of budget, personnel, and the supervision of Fire Department activities. The training function is also included in this division. They provide continuous training to all firefighters and to command personnel. A new training tower was approved in the last annual budget to provide full time training facilities.

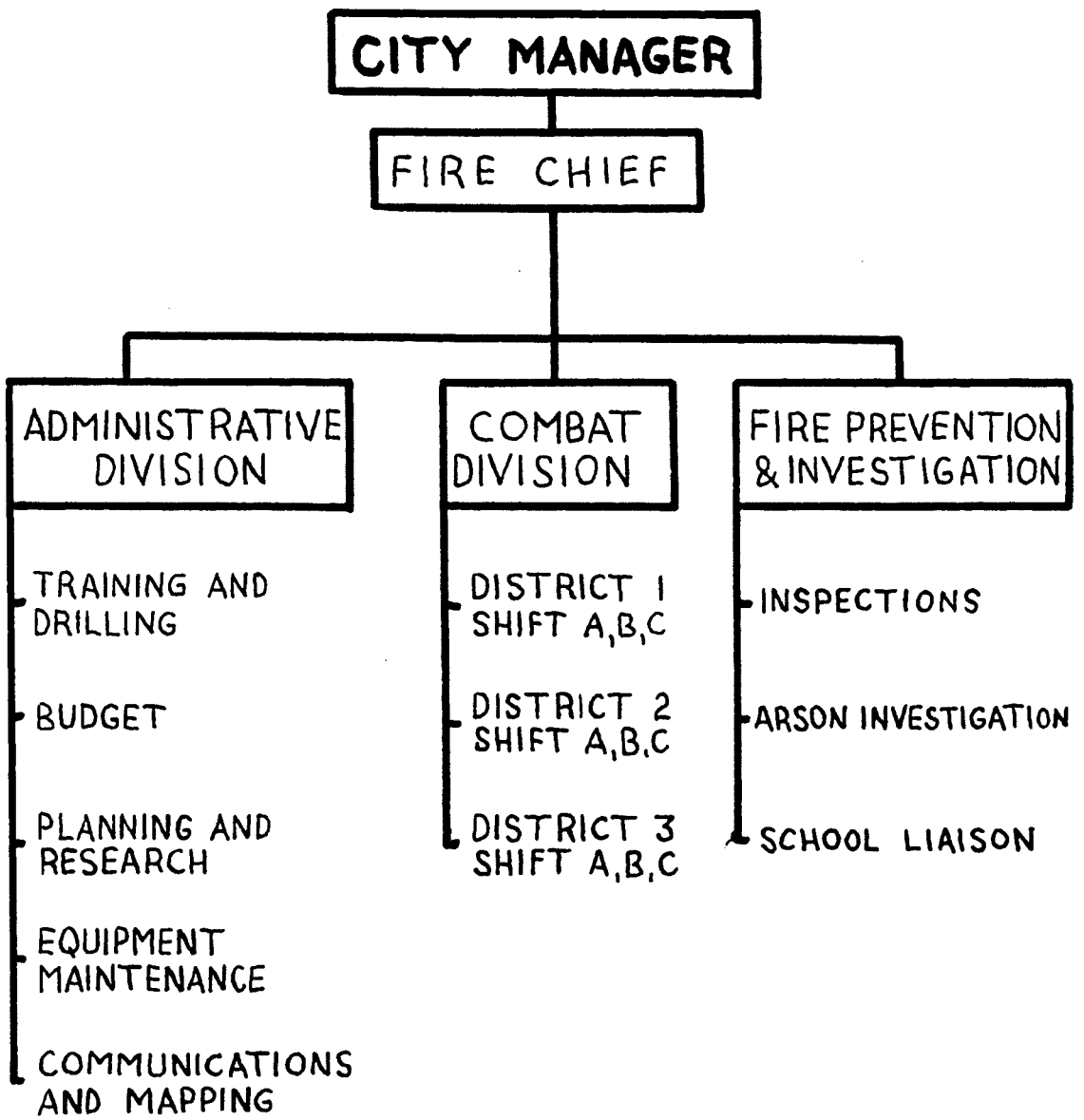
The Combat Division has the responsibility for preventing loss of life and property, confining fires to their point of origin, and extinguishing fires with minimum loss caused by fire and water. Fire fighting personnel inspect each fire hydrant every six months, and cooperate with the Fire Prevention Division in making a safety check of every residential and non-residential building as often as possible.

The Fire Prevention and Investigation Division has the primary responsibility for the City's Fire Prevention Program. This program consists of Fire Safety Education and inspection for fire hazards in all commercial, industrial and institutional buildings. This Division assists the Police Department and the County Attorney in investigating cases of suspected arson.

The Fire Department also mans and maintains the Fire Rescue Unit. This unit will respond to any emergency where life is endangered whether it is in or outside the City limits. This rescue unit answers approximately four calls per day at the present time.

The total strength of the Fire Department is around 250 men with an approximate budget of $2,350,000. They receive about 3,800 fire calls per year. In their Fire Prevention program they make nearly 62,000 fire inspections, conduct 350 school drills and give about 180 equipment demonstrations and safety talks per year.

ORGANIZATION OF FIRE DEPARTMENT



Organization of Public Works Services

As noted on the organizational chart for Public Works Services, there are five general areas. The areas of Communications, Building Maintenance and Automotive Shop are all City service divisions. That is, they do not actually deal with the citizens or perform any service directly for the citizens of Tucson. They are limited to serving other City departments in their own specialized area.

The Engineering Division does most of it's work on City projects such as streets, highways, street lights, aquaducts, bridges and other City structures. However, most of the actual construction on City projects is done by contract to builders outside City employment. There is a lot of coordination necessary with outside agencies such as the State and County governments. This division provides a professional engineering staff that protects the citizens against faulty Public Works construction projects.

The Building Inspections Division provides several different types of services to the citizens of the City. The first and most obvious service is that of new construction inspection. This consists of checking each new structure to be sure that it is in the correct zoning and that the structure meets all of the specified building standards.

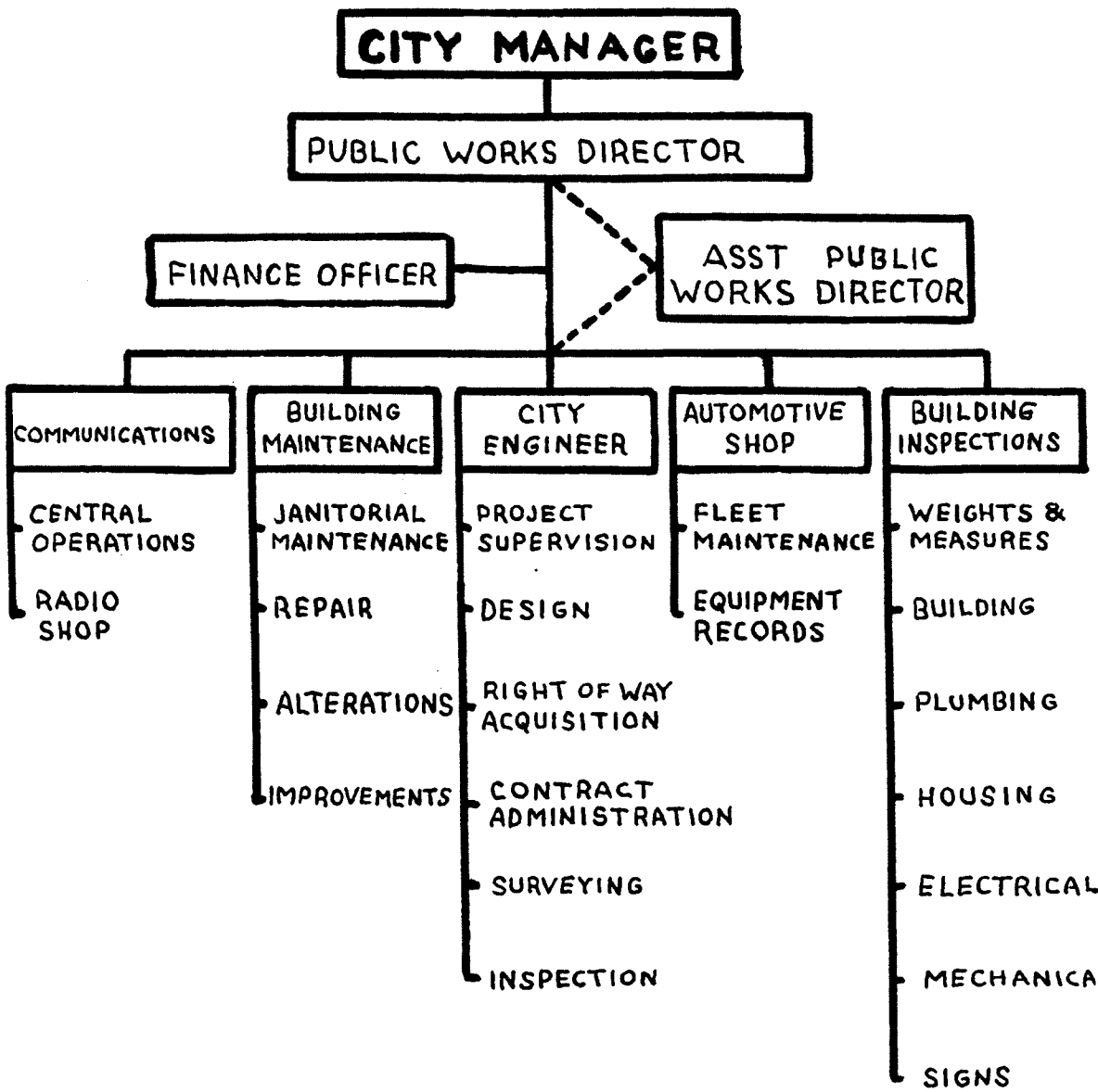
The Inspection Division also inspects structures which have already been built. If the building is considered

dangerous it could be condemned; or if it no longer meets standards, it can be closed until the prescribed standards are met.

This division also has the responsibility to check the scales and pumps of the various vendors within the City limits. This prevents a storekeeper from fixing his scales to show more than it actually is, or a gas station from actually giving less gas than is shown on the gas pump.

A final protection which is provided is the protection against the indiscriminate placing of advertising signs. Both the size and the location of signs is regulated.

ORGANIZATION FOR PUBLIC WORKS SERVICES



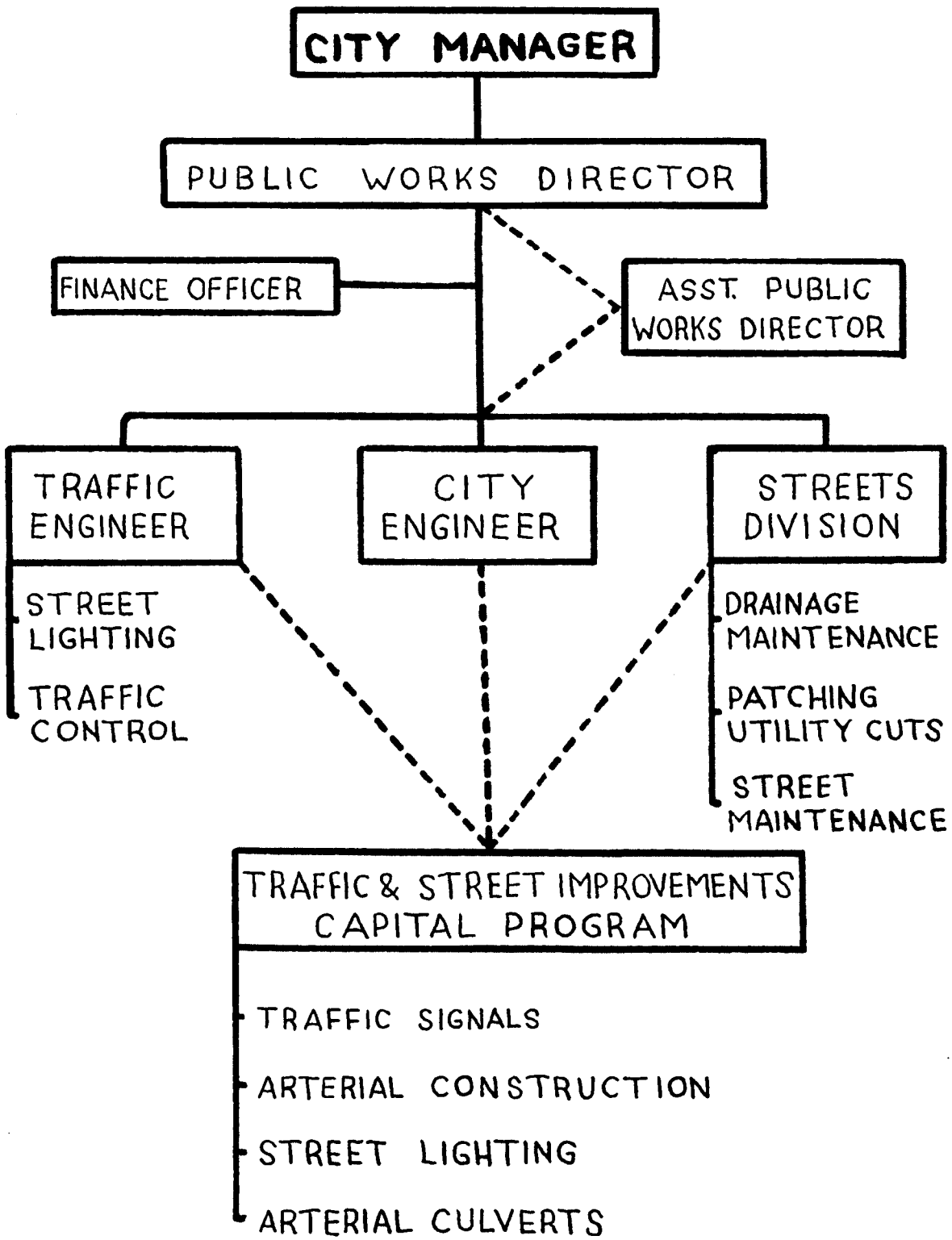
Organization for Streets and Highways

This function is covered primarily by three divisions in Public Works. The first is Traffic Engineering. Their primary function is the orderly flow of City traffic. Under this category comes traffic signs, street lights and the painting of streets. They maintain approximately 160 street light circuits which involve almost 5,000 separate lamps.

The second division involved is Engineering which checks specifications and engineering design of the traffic signals, street construction, street lighting and culverts.

The third division is the Streets Division. They are directly involved in maintaining the present streets and highways. This involves street sealing, patching and clearing. Culverts are cleared and maintained, arroyos are cleared and general obstruction such as weeds and bushes are cleared from the sides of streets. They are responsible for the general upkeep of all City streets.

ORGANIZATION FOR STREETS AND HIGHWAYS



Organization for Sanitation and Waste Removal

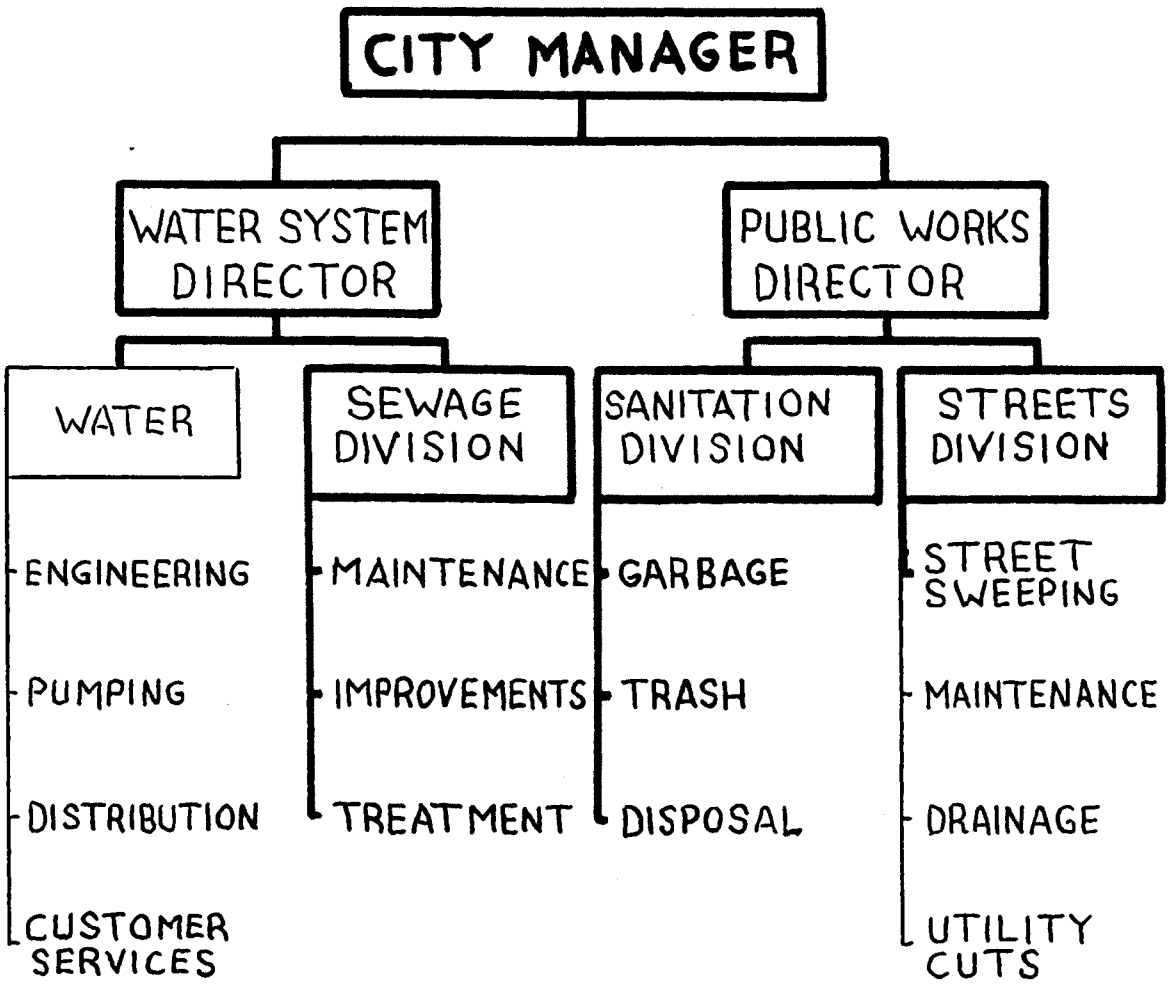
This function is an inter-departmental function which encompasses three divisions. The Sewage Division, which is a division of the Water Department, is responsible for all sewage maintenance, treatment and sewer improvements. The sewage treatment plant processes 6,300,000 gallons of sewage per year. The treated sewage effluent is sold to farmers in the area and is used to irrigate cotton land. The treated sludge is ground up and used as fertilizer by the City Parks.

The Sanitation Division, which is a division of Public Works, handles the garbage and trash pick up. The City utilizes a landfill disposal system. There is a salvage operation utilized at the landfill site which brings some revenue back to the City. Last year the City salvaged 2,400 tons of tin cans and 1,100 tons of cardboard.

The Street Division is also involved with sanitation and waste removal to the extent of keeping the City streets clean. It operates a total of seven street sweepers and several hand broom sweepers for this purpose. There were 28,000 curb miles swept last year.

It is interesting to note that in addition to providing the parks with many tons of fertilizer, the combined sanitation and waste removal methods used by the City result in an income of over $40,000 per year by the sale of waste products.

ORGANIZATION FOR SANITATION AND WASTE REMOVAL



Organization for Library Services

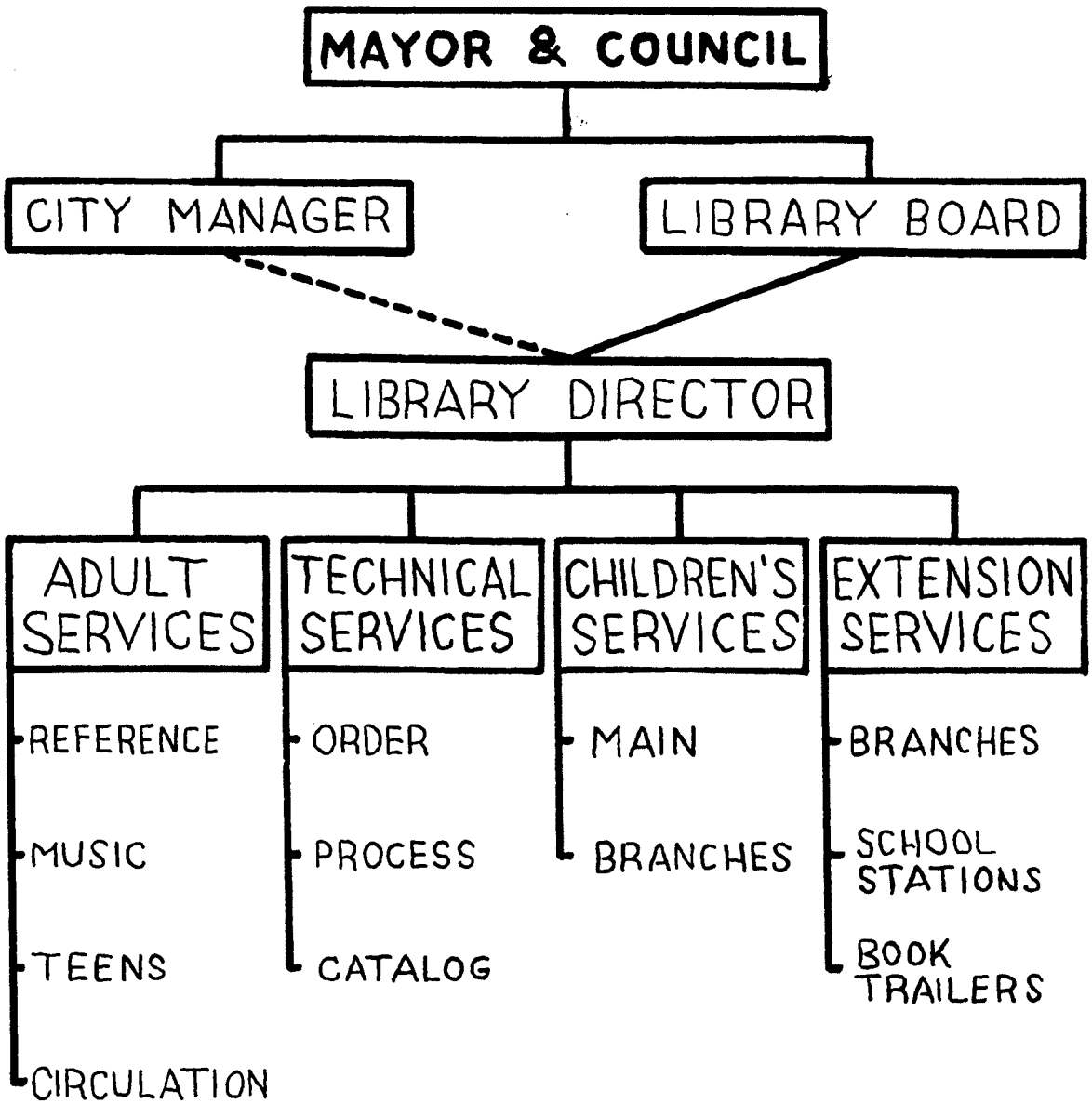
The present City Library System consists of the Main Library, two branch libraries and two book trailers which are moved to various locations during the week. There is an agreement with Pima County that the City provide services to the County also; therefore, the City maintains a branch of it's library in Ajo. The present library operates on a budget of $780,000 and has approximately 78 employees. It stacks about 250,000 books.

The library differs organizationally from the other City departments. The charter provides that they are under the Library Board rather than the City Manager. It also provides that the employees of the library are independent of the Civil Service Commission.

This presents the City Manager with quite a dilemma. The employees of the Library are generally covered by the standard personnel policies, but the Manager has no actual control over them. He is responsible for their budget to the Mayor and Council, but has no legal authority over the Library Director.

The Library Director is responsible legally to the Library Board collectively; however, there is no one person who has ultimate responsibility. It often creates problems in relation to the rest of the City.

ORGANIZATION FOR LIBRARY SERVICES



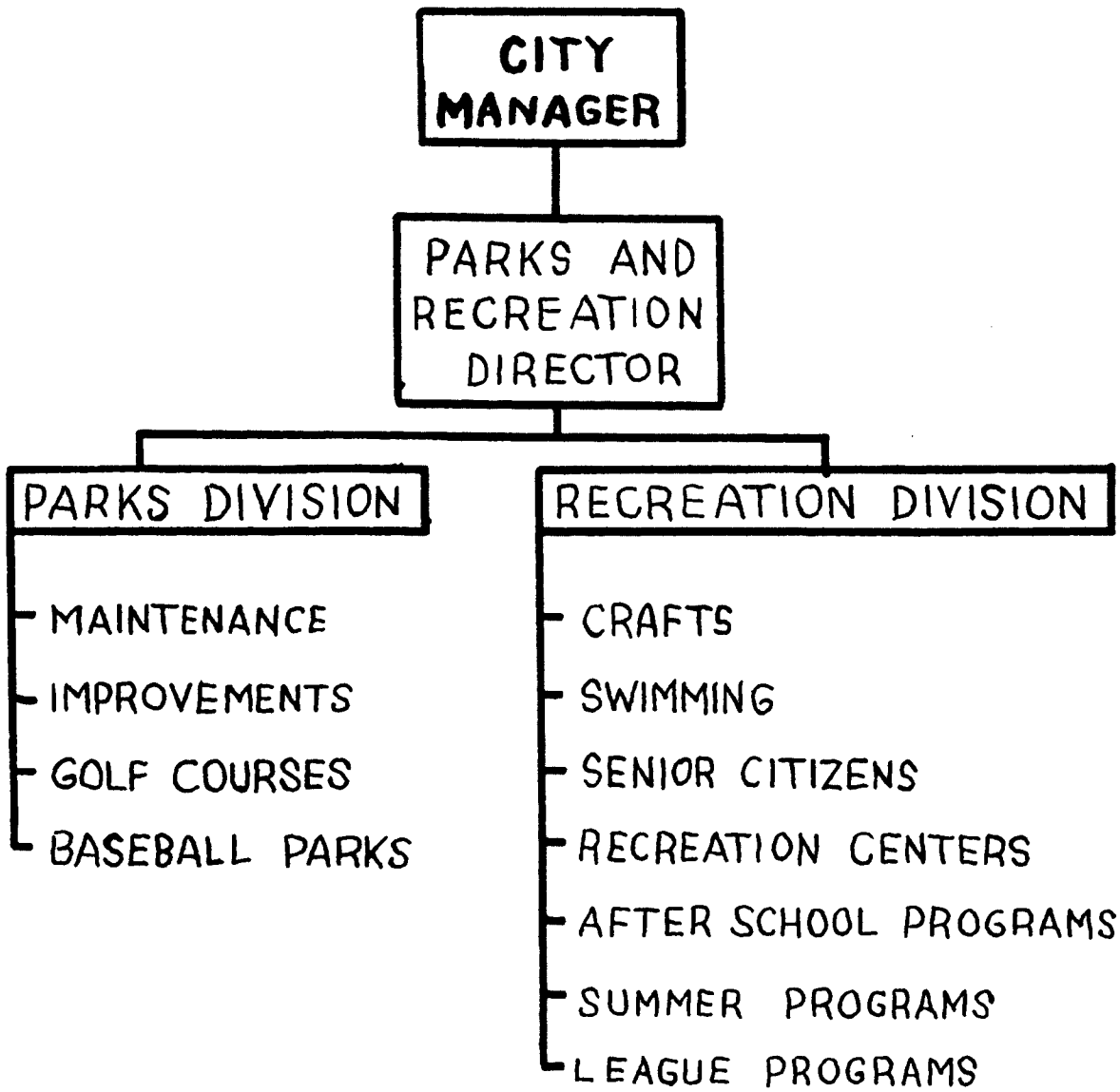
Organization for Parks and Recreation

The Parks and Recreation Department is responsible for the acquisition, development and maintenance of park facilities; maintenance of parkways and trees throughout the City; operation of parks and other specialized recreation facilities; and providing a comprehensive organized recreation program.

The Parks Department maintains a total of 53 City parks, utilizing a total of 671.4 acres. Most of these parks are small neighborhood parks which provide recreational areas for the neighborhood. There are larger area parks such as Himmel, Estevan, Mirasol and Menlo Parks, and the one large, central Randolph Park. Swimming pools, tennis courts, basketball courts, shuffleboard courts and recreation centers are maintained in most area parks. A 36 hole golf course is maintained at Randolph Park that accomodates 150,000 persons per year.

The Parks Division also maintains Hy Corbett Field which is a stadium holding 4,500 persons. The Hy Corbett Field facilities are used by the Cleveland Indians as a training field. It contains a total of 6 complete diamonds on 15 acres of ground.

ORGANIZATION FOR PARKS AND RECREATION



Organization for Water Utility

The City of Tucson maintains over 250 wells which provide water to the citizens. Approximately 15,000,000,000 gallons are pumped annually. The Water Department is broken down into four divisions which all coordinate to bring water to the 58,000 active customer services.

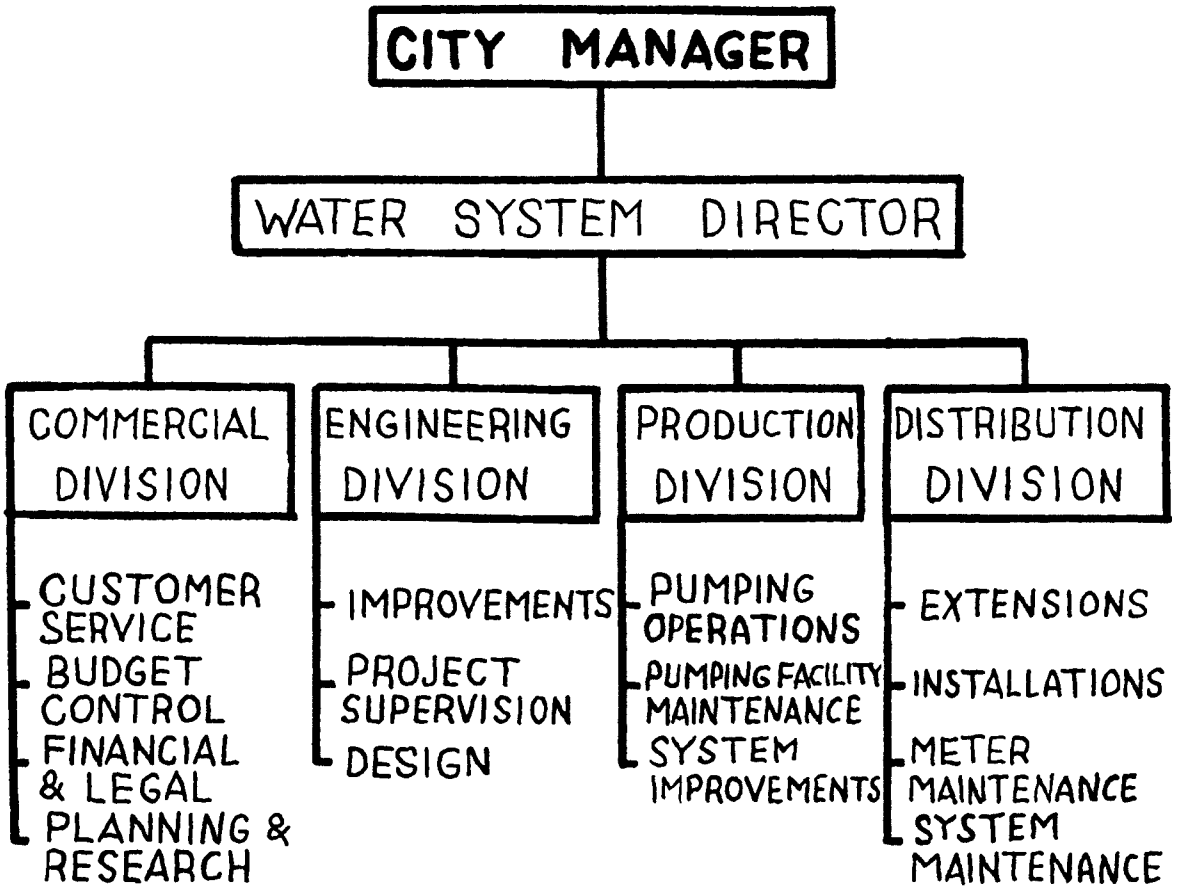
The first of these divisions is the Commercial Division. They are responsible for handling all of the fiscal problems of the department. They have the budget control, the collection and expenditure of departmental funds. They also deal directly with the public on requests or complaints.

The second division is the Engineering Division. They are responsible for the planning and design of future facilities. They must decide what the future water needs will be and how to go about assuring, that when the time comes, the need will be met.

The third division is the Water Production Division. This is the area responsible for the actual pumping operations. It operates the facilities and maintains an adequate supply in the various water storage tanks and reservoirs. It is also responsible for maintaining the correct water pressure in the different areas of the City.

The final division is the Water Distribution Division. They are responsible for installing and maintaining the many miles of water lines leading from the pumping facilities to the homes and businesses in and around the City.

ORGANIZATION OF WATER UTILITY



CHAPTER II

ADMINISTRATIVE STAFF GROUP

The City of Tucson has an administrative staff group which meets periodically to discuss various problems which come up in the many departments throughout the City. It was organized and is generally run by James Hobart, the Budget and Research Officer. The purpose of the group meeting is to develop and train the staff assistants and new interns assigned to the various City departments.

It is used as a brain trust to develop new ideas and to give added incentive to the operating departments. The City Manager does not want his supervisors to lapse into a "status quo," where there is no attempt made to keep up with the latest developments or any general attempt to improve conditions.

There is also improved coordination, cooperation and understanding of other departments' troubles. It has a tendency to broaden the experience base of the participants and give everyone a good background in all types of City operation; experience that they may otherwise never get. It gives the participants, many of whom are new employees, a chance to develop contacts in each department.

As a side effect it also gives the participants a chance to get up in front of a staff group and conduct a

meeting dealing with the area that they are involved with. It could be considered a form of toastmasters club, providing experience and training in public speaking.

The present group consists of the Budget and Research Officer, all administrative assistants (there are five), staff assistants from Police, Fire, Personnel, the Library and three interns. The meetings are usually held for several hours in the morning at the Pioneer Hotel. The Pioneer was used to get completely away from any possible disturbances.

The first meeting held was an organizational meeting. We talked about what we were going to do; why, where, who and how. Each member of the group was to select one topic and preside over the meeting as chairman when this subject was discussed. It was decided that when certain technical subjects were discussed we would invite someone from that area to sit in on our meeting, so that we could ask him direct questions. The meetings were not meant to be negative in their approach by criticizing the present setup, but positive by suggesting improvements. Minutes of the meetings were always forwarded to the City Manager, Mark Keane; Assistant City Manager, Jack Urie; and any department head who would possibly be affected by any of the suggested changes.

Mark Keane attended the first meeting and gave the group his complete backing and approval. He asked that the

group give him so many changes and improvements that he would be hard pressed to keep up with the group. He expressed the hope that his department heads would have to stay alert to keep ahead of the group.

As there was no topic set for this first organizational meeting, Mark Keane briefly discussed some aspects of municipal politics. Since the City of Tucson has a very strong Civil Service system and politics are normally not even discussed, it was interesting and enlightening to hear how he handled certain political situations.

Automotive Shop

The first topic was a general discussion of our automotive repair shop. Each member of the group was asked to survey the Automotive Shop operations personally so that they would have a better understanding of the discussion. We each toured the stores areas, which is soon to hold a body shop, and the general work area. There were discussions with the welders, the automotive mechanics, the clerks in the Automotive Shop office and with Jack Baty, the Automotive Shop Supervisor.

The chairman of the discussion was Bob Keiser, an Administrative Assistant to the Director of Public Works. Henry Jensen, the Assistant Director of Public Works, was also present for the discussion.

The first portion of the discussion centered around the vast complexities of a shop which is taking care of some 450 different pieces of automotive equipment. Everything from Cushman motor scooters to police cars, fire trucks, garbage trucks, street sweepers on up in size to a large D-8 Caterpillar tractor. The operation is now so large that it was felt that it could not be taken care of adequately unless it was under the direction of an experienced administrator, ideally a fleet manager.

The administrator would employ or institute a plan designed to program work assignments, review organization and methods, and help solve the present problems of the Auto Shop. The problems of the present shop generally are as follows:

1. A need for improved auto parts stocking and stock control.
2. A possible implementation of a plan of stocking by consignment, thereby eliminating costly investments in inventory.
3. A morale problem of mechanics, who are not sufficiently productive or service-oriented.
4. A review of city-wide departmental vehicle needs.
5. A need for a replacement policy aimed at eliminating unecomonical equipment.

6. A preventive maintenance program based on a summarization of existing records with accompanying changes in personnel.
7. Expansion of building space to facilitate the new proposed programs.

It was suggested that a professional automotive partsman be hired to put into effect an improved system of parts control. He should also be encouraged to make a better use of the present area necessary for stocking the parts.

It was noted that the present equipment survey procedure, which is employed to examine vehicles about to be abandoned or replaced, needs streamlining. This could be done by the administrator instituting a good system of record-keeping, tied in with the preventive maintenance program. A definite procedure for routine replacements could be established and the present procedure of using an equipment survey team could ultimately be phased out.

Another recommendation was to standardize the purchase of City vehicles to allow for more effective administration of auto vehicle parts. This suggestion was even carried further to combine with other governmental units, such as the County and School Districts into a central procurement group to purchase pieces of equipment at greater savings.

Another problem raised for discussion concerned the

length of time a vehicle operator should wait around the shops while his equipment was being repaired. It was suggested that the division head enforce a rule that vehicle operators should not stay in the shops area if more than 30 minutes is needed to repair the vehicle.

There was a recommendation that equipment be farmed out during peak hours to get the equipment back into service as soon as possible. The fact that we may be able to fix it cheaper does not discount the money lost by having the equipment out of service longer. It was suggested that this idea be installed as an integral part of the Auto Shop policy.

As a final suggestion it was mentioned that the departments themselves should be reminded of their obligation to see that the equipment is neat in appearance at all times, and that there is no misuse of equipment.

Procedures and practices of Stores and the Central Purchasing Operations

The chairman of the discussion was Frank Brooks, Administrative Assistant to the Water Systems Director. Sid Wilson, the City Purchasing Agent, was present.

The general line of discussion was directed towards the improvement of the techniques and practices currently operative in the Purchasing division. It was felt that frequently there is a lack of effective communication

between operating departments and purchasing. This has resulted both in purchase of unsatisfactory goods and supplies and independent purchasing on the part of most departments. (Parks, Public Works, and Police were cited specifically.) The problem was determined to be primarily a lacking in the quality of purchases. It was generally felt that this lack probably arises from a lack of adequate specifications from the using agency, and adherence to "low bidding" by purchasing.

Manifestations of the problem have taken the form of time delays in both purchase and delivery of the item, and in frequent repair of a poorer quality item.

While it was recognized that the Purchasing Division theoretically can achieve greater economies through bulk purchasing, it was also felt that informal negotiations by individual departments allegedly resulted in purchase of specialized items at lower cost than those obtained by Central Purchasing. This procedure, however, was felt to be inconsistent with the concept of an organized central purchasing service.

There was a question brought out as to how much authority Central Purchasing should have. Purchasing was criticized for adhering too strictly to the principal of low cost and thereby making serious qualitative sacrifices. The situation was defined in the following manner:

1. Buyers are not consulting user departments.

2. Specifications are at times being disregarded.
3. Departmental judgement has been overruled in the process of accepting the lowest bid.
4. Insistence on advance quotations on many requisitioned items is imposing an additional burden on departments seeking prompt action on purchase or repair of supplies and equipment.

Central Purchasing's right to substitute it's own judgement on the purchase of certain items, and in so doing, dictate specifications to the user was strongly challenged.

It was observed, however, that the departments themselves were guilty of serious shortcomings in their failure to present adequate evidence (cost analysis, for example) in support of their own requests and prescribed specifications. Initiative and determination on the part of the departments were recognized as essential ingredients to the formation of a more productive and cooperative relationship with the Purchasing Division. The present inadequate communications between user and Purchasing was seen as a historical evolution dating back to the former City Manager and his policies when the City expenditures were exceeding its income. Now that the City Organization is more properly staffed to perform major programs, decentralization of management must be reasserted.

The following recommendations were made:

1. Central Purchasing should be advocating quality control and service.
2. Department heads should present persuasive and well defined arguments for purchasing needed items, particularly if such items are not selected on the basis of low cost. Strong presentation includes submitting precise specifications and seeing that they are adhered to.
3. Purchasing should establish standards in conjunction with department heads, as part of a program of quality control. Such standards may be based on those set up by the Federal Government, and modified accordingly to meet our particular needs.
4. The functions of stores should be to stock high turnover items, and review recurring items so as to include them in current inventory. A good stores operation can cut red tape and minimize emergencies.

The Merit Rating System and the Independent Civil Service Commission as an instrument of Personnel Selection

The discussion chairman for this topic was Paul Miner. Mr. David Fitzgerald, Director of Personnel, was in attendance.

The introduction centered around the history of

merit rating for City employees. Ratings have been performed for many years due to a charter requirement that all employees be rated each six months. To date there have been three major rating form changes.

There was some discussion as to whether or not merit rating was necessary. It was determined that employees are, in fact, rated whether it is reduced to writing or not. From this point it logically followed that some type of written form was desirable; and the discussion centered around the best means of determining the format and content of such ratings. Standard forms themselves were acknowledged to be an objective type of rating, but were not entirely satisfactory because of certain faults. For example, certain raters have a tendency to rate either too high or too low, with attendant results that are misleading both for the department and the individual employee.

Rather than reduce employees to a status of "comparability," it was suggested that a written statement by a superior, followed by an informal discussion with the employee himself, is more productive for all concerned.

It was recognized that this single written statement is perhaps the most difficult thing to teach raters how to do effectively. One of the most important aspects of the rating procedure is the training of the rater. It is much easier to train a man to rate "job ability" -- 10

points or "job knowledge" -- 6 points than to write a paragraph or two and actually counsel the employee. It was clearly presented that different types of rating forms have different advantages, and there appeared to be no perfect form. The written statement, plus oral interview, was recognized as a more flexible approach to merit rating, at least in the higher levels of management.

A significant point was brought out concerning the reliance of the rating system on the raters themselves. It was felt that the rater should be subject to some form of rating on how they rate, so as to assure a fair and standardized level of personnel evaluation.

It was generally conceded that the training of the raters was up to Personnel in formal training classes, but that the departments could assist with some emphasis and training at the departmental level.

The initial discussion of the second topic centered around the report, "Governmental Manpower for Tomorrow's Cities," which was the 1962 report of the Municipal Manpower Commission. This report brought forth the idea that the Public Personnel and Civil Service Commissions and their staffs have not been alert to the needs of municipalities for Administrative, professional, and technical personnel; and that they cannot do the job of providing such personnel in the future. The task of providing such personnel should be lodged in the hands of the chief executive

of municipal government.

Among the propositions proposed by this report is the idea that the chief executive should be given clear-cut authority for personnel administration. The executive who manages a growing, changing urban government must have authority over the personnel on whom he depends to get his work done; and he must have greater authority to hire, promote, to discipline and to fire. The report states that these integral elements of management should not be subject to control by an independent commission or by political influences.

The report states, "The independent Civil Service Commission, where it exists, should be abolished or limited to an advisory function." It indicated that the Civil Service Commission should not have the task of recruitment; but at the most, be limited to a watchdog to combat those who seek to influence the chief executive.

This same idea has been around for many years here in Tucson. Pima County has just the system advocated by the Manpower report. The departments hire their own people with the Board of Supervisors giving them advice. (This is not completely true as the Manpower Commission advocated a strong personnel system, and Pima County has none.) However, it could be shown that there is no guarantee that spoils will not return.

The consensus of the group was that the

chief administrative officer should have the power to nominate qualified persons for the chief policy making and managerial posts, subject to the scrutiny and confirmation of the Mayor and Council; and this system be fortified by a system of recruitment and promotion of lesser employees in an impartial Civil Service process.

The idea of an independent Civil Service was discussed. It was generally felt that the City Manager should have some direct control over the Personnel Department, not to the extent that he would have some influence on all tests and on all hiring, but to the extent that if the department was not providing qualified applicants, something positive could be done. It was recognized that under the present situation it could be a very serious problem if basic differences appeared between the City Manager's office and Personnel.

The problem of recruiting under the present organizational setup was discussed; and it was determined that, although many fine applicants have been recruited and hired, there are still factors of time and money. It was suggested that in many cases, the department heads assist recruitment by getting the word out and by actively assisting with the recruitment.

<u>The rotation of administrative staff assistants and the responsibilities of departmental management</u>

Although there was some dissent registered, it was generally felt that the background and training of administrative assistants is sufficiently similar to be applied to a variety of fields on a rotating departmental basis. Surprisingly even in the Police and Fire Departments, the staff assistants do very similar work, and a trained administrative assistant could fit in easily in either department. As a trial, one of the interns was assigned to the Fire Department to assist them in their budget presentation. It worked out very well with the Fire Department giving one of the best budget presentations in the city.

While the concept of rotation met with general approval, it was viewed as being heavily dependent on individual circumstances and personalities. In this respect, the individual drives and outlooks of the administrative staff assistant play an important part. If he believes himself to be ready for a particular job, and regards a broadening of outlook and experience as essential to an effective role in administrative management, then it is his responsibility to initiate moves exposing him to a more diversified administrative activity. Rotation represents a significant element in the process of management training and career development.

The problems involved come to light when an Administrative Assistant gets a job that he likes and that he does well. He is generally very reluctant to move into an

area where he may not do as well and may not even like the work. There is also a problem in that the departments are constantly training their men and constantly losing them to other departments. This results in a certain inefficiency and a high cost of training.

This rotation of Administrative Assistants also involves the concept of decentralization of management. Due to the current trend toward greater responsibility and discretion for department heads, it was felt that department heads could be assisted by staff personnel with a broad background, whose diversity of experience would help rejuvenate the department with new blood and new ideas and techniques.

Since central control is minimized in a decentralized organization, rotation of staff can result in standardization of performance and procedure. This, in turn, helps lessen the disadvantages of decentralization, while still maintaining a decentralized type of organization. The rotation process introduces quality control to the department.

Proper staff functioning was viewed as essential to free top executives from day-to-day operations, thus enabling them to plan and organize in a more effective manner. In this sense a rotating "service oriented" and "service-conscious" staff, equipped with a strong generalized background, would help realize the objective of

dynamic, flexible, forward-looking and responsible departmental management, which otherwise could develop in a short-sighted, aimless fashion.

The final discussion on the subject centered around how long a person should stay in one assignment, and who should make the determination of who goes where, when. It was fairly evident that this is a problem area of no small proportion. It was indicated earlier that the Administrative Assistants should request transfers when they felt they had a working knowledge of a particular area. It was later the concensus that this would be very difficult.

Most Administrative Assistants presently working for the City are not Administrative Assistants in the pure sense. Most of them are involved with some line work, and it definitely would disrupt the present line functions to pull these men out. Possible solutions would be in removing them from the line functions so they could be transferred with less disruption, or abandoning the idea and drop to the next level, that of Administrative Analyst, and rotate at that level.

Sign Ordinance Administration

The guest speaker in attendance was Richard Higgenbotham, Chief of the Inspection Division. The session began with the general problems inherent in sign ordinance administration. These controversial areas include whether

the sign ordinance should be an instrument for aesthetic control and whether occupational licenses should be re-introduced as a method of controlling sign contractors.

It was brought out early in the discussion that the primary purpose and the constitutional basis of the present sign ordinance is to insure the public safety. There was some question as to whether the City could impose restrictions on the private property owner as to sign color and design, in the name of insuring the public welfare. There was some doubt as to whether the public is in fact offended at all by the uncontrolled growth and display of signs.

A serious problem that was brought out was enforcement of the present ordinance. Although Mr. Higgenbotham stated vigorously that the present ordinance is being carried out, it was felt that the lack of staff prevents the thorough approach that is needed and desired. Moreover, there has been a lack of cooperation and understanding with the City Attorney's office on the part of violations. An example of this was shown on a recent case where the attorney that was handling the case for the City stopped in Mr. Higgenbotham's office one hour before the trial and said, "Say, could you tell me what the case is all about?"

There was some lengthy discussion on the question of aesthetics and municipal control. There was little question on the concept of municipal control of signs, but there was considerable debate as to the extent.

Several memebers of the group liked the signs and felt the area would look worse without them. Also the idea of controlling colors and content brought out the idea that many times people's values, likes and dislikes, differ. What may be very nice to one could be offensive to another, and who is going to sit in judgement? It was felt generally that the close enforcement of the present ordinance should precede any broadening of the base of objectives. Mobilizing public opinion was cited as an important preliminary step to such a broadening.

Other recommendations included creation of a citizens committee consisting ideally of architects, sign industry representatives, city officials and laymen. They would assist the City Council in establishing guides for community improvement such as removal or abatement of signs constituting a public nuisance.

It was suggested that thought be given to adopting part of the apparently successful Denver ordinance curbing offensive signs, eliminating billboards altogether within the City limits, and restricting or banning advertising on the outside of buses and bus benches.

The Water Utility Budget and Reorganization

The initial discussion opened with a description of the situation in the Water Department prior to the recent reorganization. This was referred to as the year

1962 B.B. (before Beermann). It was a situation characterized by inadequate organization, lack of budgetary procedure and deteriorating equipment.

The new Water Systems Director came into the organization like a bull in a china shop and demanded that his department be brought up to standard. He demanded new equipment, more people, more money, along with a complete reorganization -- and got all of it. This discussion was primarily to keep everyone abreast of these new developments.

The old organization was a centralized one which had nearly everyone reporting directly to the top man. All decisions were made at the top. The new organization follows a trend of decentralization, establishing division heads who would make decisions and be responsible for them. Each new division was explained in detail.

There were questions raised concerning the overlapping of functions among departments. One mentioned was the conflict of surveying. Why weren't the engineering survey crews used, instead of setting up entirely new crews? This was also true of right-of-way acquisition and the field maintenance of automotive equipment. This again developed into a discussion of centralization versus decentralization. It was finally resolved by showing that while some overlapping did exist, there was no functional duplication. It was felt that these functions which had to be done by someone could be controlled better, more

efficiently and more economically when contained within the department itself.

New innovations in departmental procedures have also been set up within the past few months. A cited example was the replacement of two-inch pipe with six-inch pipe, when the extra cost is more than compensated for by the added protection given the customers from fire hazards. Other notable activities include preventive pump maintenance, and gravel packing of water wells. Another important project which was started was the taking of depreciation by the water system. At the present time no one actually knows how much the water system is worth. When the actual worth is determined, it will be of assistance in any future bond program. It will also be used as a partial basis for studying water rates.

One of the major objectives of reorganization was to place both operational and financial responsibility at the proper level within the department. In this connection the new water budget has an important role to play. The period covers March 1963 to June 1964. This will bring the fiscal period of the water department in line with the normal City fiscal period. In addition, the accounting procedures have been changed to conform to those employed in other City departments. The new water budget is an attempt to attain much needed fiscal responsibility.

Adaption of IBM equipment to the Police Department

Leading the discussion was Lieutenant Jack Carter, an administrative staff officer assigned to Special Services section reporting directly to Chief Garmire.

Due to the large volume of paper work in the Police Department and the many statistics which are tabulated, it was necessary to find a faster, more accurate way of handling the present work load. It was natural to turn to data processing equipment which has proven effective in many other departments. The initial areas which were considered are:

1. The follow-up on warning tickets.
2. The placing of all citations on punch cards.
3. Criminal statistics.

It was noted that the Police Department issues approximately 50,000 warning tickets per year. This amounts to a higher number of warning tickets than actual citations. The stated ideal is to give two warnings for every citation. When a person gets three warning tickets, a bench warrant is issued, and they are called before the Magistrate. It is difficult, under the present system, to know when and to whom these warning tickets were issued. This would be a relatively simple job for a data processing system.

The discussion then turned to whether or not the Police Department should set up its own data processing

system separate from Office Services. It was brought out that security control was a major factor to consider. It is necessary that the number of people who come in contact with confidential Police information be kept to a minimum. This again brought out the question of centralization versus decentralization. It was determined that centralization should occur only if savings and effectiveness are expected. Another point in favor of decentralizing Police data processing is to establish possible coordination with other Police Agencies when they eventually become tied together in a computer network.

After much discussion it was determined that at the present time the Police would only continue with its limited scope of data processing -- that is, a key punch and sorter -- with the possibility of later getting a collator and possibly a 403 accounting machine. Most of the print-outs and more complicated processing would be done by the Central Office Services section.

Lieutenant Carter indicated that the Police are also developing a selective enforcement program with data processing equipment. At present the Police anticipate criminal activity by areas using a few limited statistics and memory of prior situations. By utilizing data processing, the procedure can be more scientific. For example, computations might reveal that burglaries of certain types of properties take place at a certain time of year in a

certain area. There is a good chance that the pattern will continue. Only a high speed computation can produce this information fast enough to be useful. The Police Officers would then not maintain any fixed position, but would be dispatched to areas where the computer says there is a higher possibility of a crime being committed.

Another possibility of utilizing data processing along this area is putting M.O. (modus operandi) on punch-cards. This would give them a ready supply of suspects fitting certain descriptions or certain methods of operation of a particular type of crime. This was termed as somewhat impractical by Lieutenant Carter, as there is a value judgement necessary as to what to put on the card. One officer may say that the man enters the house by the back way, and the next one says he enters by the rear window. There has been very little success with the M.O. file in Police Departments throughout the country.

Los Angeles County has a setup whereby information can be obtained on a suspect in five seconds through a computer system. This means that an Officer who may stop someone can radio in the information he needs about the person and can expect to get an answer in five seconds. This greatly improves efficiency and reduces citizen complaints and false arrest suits considerably.

Lieutenant Carter emphasized the difference between the court's purpose, which is to punish the crime,

and the Police purpose, which is to prevent the crime. The Police do not want to wait until someone commits a crime, but to prevent the crime from ever occuring.

Problems of centralizing communications operations

This topic was presented by Don Richards, the Communications Superintendent.

The Administrative staff group met at the Communications Center and was shown in detail how the center operates. There were demonstrations of the multiplex system, the very complicated microwave setup, and demonstrations of the uses of two-way radio. The center operates under 20 separate call letters issued under the FCC rules, utilizing 13 separate frequencies.

The present communications operation is a division of Public Works. It is totally a service agency serving five other City departments. It has a total of 31 employees and a $185,000 budget.

Three years ago the Police, Fire, and Public Works Departments each had its own separate communications operation. Porter Homer, who was City Manager at that time, made the decision to put the communication divisions organizationally into one centralized division using one operations center and sharing the radio facilities and equipment. Civilian operators were scheduled to be hired to replace the traditional Police and Fire uniform

operators.

The big question at this point is "how is the present setup working out, and should the decision to centralize be maintained?" Communications Chief Richards said the majority of cities are operating decentralized operations within the various operating departments; however, the modern trend is toward centralization.

In Tucson, the Fire Department was the first to be fully integrated into civilian operation. The Fire Department operators worked with civilian operators for a period of six months, training them for the change-over in July, 1962. The Police Department is scheduled for the change-over this year, but there is a current attempt to remove the Police Communication function from Central Communications and return it to the direct control of the Police Department. The Police have a tendency to be apprehensive about losing control over the operators. They feel that the radio is absolutely a vital part of their operation, and they don't like the situation where they don't control it. They don't mind civilian operators as long as the Police Department can give the direct orders.

At the present time there is a radio console located at the Police desk, and should any emergency situation arise, this desk can become the command point for Police communications. There was a basic disagreement at this point. One advantage of the Central Communications

is that during an emergency each department can be informed as to what the other is doing. If the Desk Sergeant takes over the radio, this advantage is gone. The Police claim that during the recent Supreme Cleaners explosion, they ran the Police activities. The Central Communications claim that they coordinated everything, and that only those things pertaining to Police matters and not affecting the other departments actually went out over the Desk Sergeant's radio at Police Headquarters.

In the closing discussion it was brought out that the advantages to the centralized communication center were primarily:

1. Equipment saving, which is a direct dollar saving.
2. A better overall coordination of activities.
3. A potentially more efficient and effective operation.

The major disadvantage seemed to be the loss of direct control. It was suggested that the Police Department let the Communications program go into total operation, feeling that with training and experience, a good operator will know as much about Police problems from an overall objective point of view as a Police officer. It was noted that the civilian operators go through the Police training program. The group felt generally that this should be a centralized activity as long as the service

rendered proves adequate.

Press Relations and Public Reporting

The general discussion was led by Roger O'Mara, Assistant City Manager. Mr. O'Mara, a former newspaper reporter, feels that at the present time the City receives more newspaper space than the public is presently capable of assimilating. Unlike commercial enterprises, the City does not have to put pressure on the newspaper for coverage.

Mr. O'Mara felt that it is not a matter of how much space the City gets, but what effect the coverage has on the public. There was general agreement of the group that the City did have a "good press," which was generally defined as projecting a good image. One of the best ways to do this is to do a good job of running the City's affairs. Paradoxically, however, when you are doing a good job nobody hears about it; and when you are doing a bad job, that's news. There was an exception to this during last year's budget hearings.

There is no hard and fast City policy on press releases. Generally, when any department head wants to put out something of an exceptional nature, he should let the Manager's office know about it. Mr. O'Mara advised that when questioned by the newspapers, we be completely sure of the facts in the case before making any comment.

Subjective opinions were strongly discouraged. It was brought out that the newspapers are not necessarily entitled to a reply.

The question of how a city can combat editorial opposition to a program was brought up. It was felt that not much could be done about editorializing; however, it was the duty of a newspaper to present all sides of an issue. If the City would provide all of the facts, the newspaper reporters covering City Hall will write them up. A case in point involved the Urban Renewal Project, when both newspapers opposed it editorially. If urban renewal were to be brought up again, what type of strategy would be employed to achieve a minimum of opposition by the newspapers? Mr. O'Mara suggested that if this were the case, the City should be prepared to answer questions on any angle. This means preparation far in advance of the first press releases.

Except in the areas of major policy decisions, we should reward the initiative of a newspaper reporter by giving him news release scoops, rather than to let one of the papers sit by complacently expecting to receive the news releases on equal basis.

CHAPTER III

IBM DATA PROCESSING UTILIZATION FOR THE PERSONNEL DEPARTMENT

The object of this project was to determine how the Personnel Office could best utilize the IBM data processing of the Office Services division.

The City of Tucson has only recently converted to an IBM machine data processing system. The first machines were brought in during the summer of 1960. They consisted of a few keypunch and verifying machines, a sorter, a collator, and one accounting machine. The staff was new and relatively inexperienced.

The first program to be attempted was the conversion of payroll to machine accounting. This is apparently a relatively simple, established procedure and was converted with very little trouble. Upon completion of the payroll conversion, the City launched into its second program, that of water billing. For the next two years there were errors, troubles and delays. During this time several supervisors resigned, tab operators left, and nearly all other scheduled programs ground to a halt.

With the arrival of a new City Administrator in June of 1962, the problems began dissipating, and an effective program of water billing was a reality by early 1963. Additions to the Office Services staff and the em-

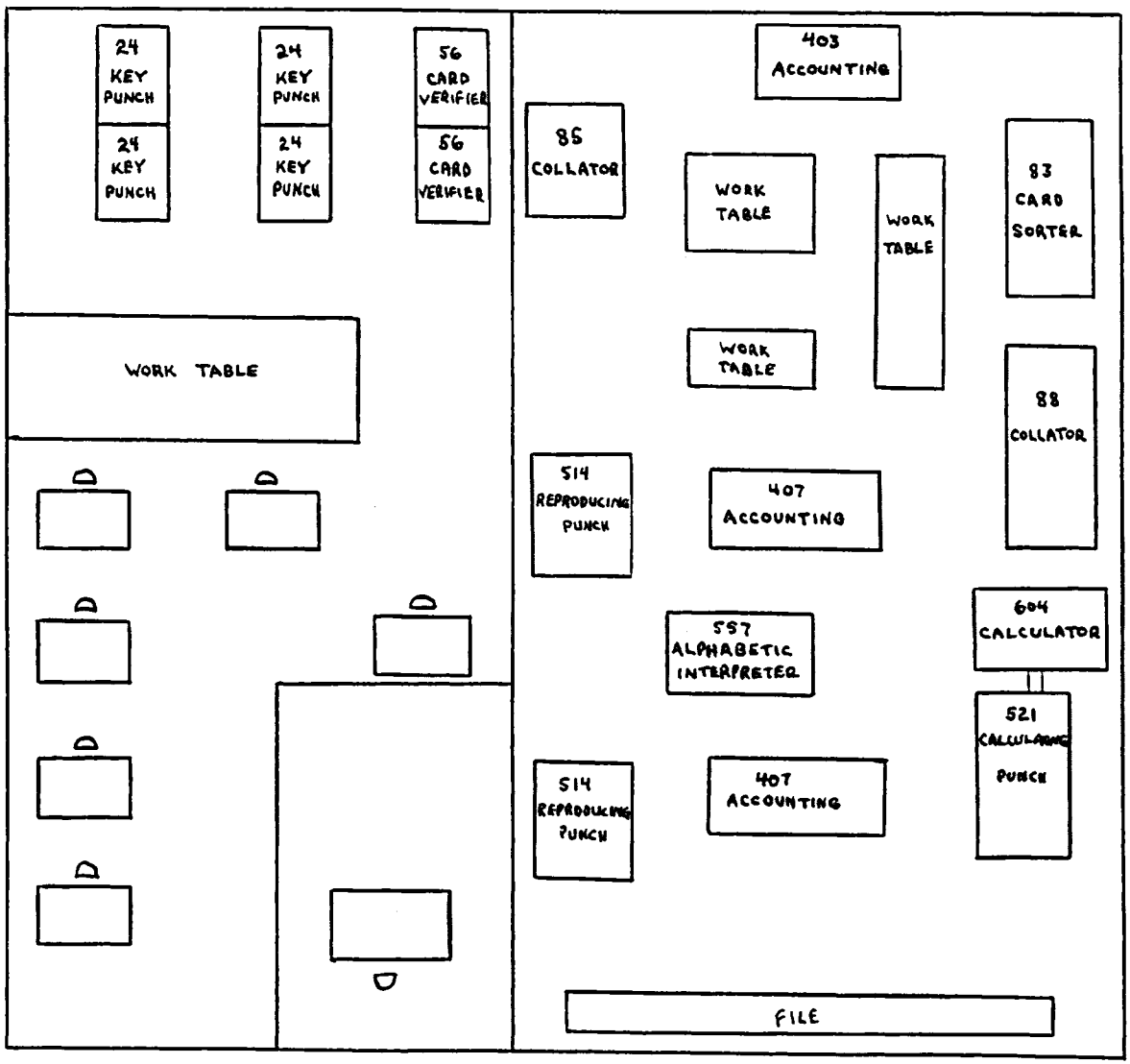
ployment of a new Director of Finance has put the City on the verge of enlarging tremendously the amount of work and the number of programs now being done by data processing.

To facilitate development of the new programs, a new 30-hour course in data processing was developed and offered to City employees. The class of 20 was quickly filled. The primary purpose of the class was to get the individual departmental employees familiar with what could and what could not be done by the IBM machines. The programming analyst knows exactly what the machines will do, but does not know departmental operations. If there is someone in each department that has a general background on the machines, as well as knowledge of departmental operations, it would greatly facilitate the setting up of a new program. This was the object of the course. The course was given by Pat Dwyer, the data processing supervisor, and by Ed Theis, the programming analyst.

The first step in the procedure was to determine how our present office service section was being run, what machines were available, and what these machines could do. The present Offices Services division has the following equipment:

Four 24 Cardpunchs: This is the standard keypunching machine. It is the basic method of converting original source data into punched cards. The machine automatically feeds, positions and ejects the cards. The speed of this

PRESENT DATA PROCESSING DIVISION FLOOR LAYOUT



machine is dependent upon the operators ability and varies considerably with the operator or with the material being punched. The machines do have a duplicating and gangpunching ability which greatly reduces the amount of time needed by the operator to manually punch the card. For example, a card with all 80 columns punched may need a change in 5 of the columns. Rather than repunching all 80, 75 are reproduced, and the 5 which need changing are the only ones repunched by the keypunch operator.

Two 56 Card Verifiers: This machine is simply used as a means of checking the accuracy of the original keypunching. A second operator verifies the original punching by pressing the keys of a verifier while reading from the same source document. If there is an error on the card, the machine will stop and punch a notch at the top of the column where the error occurs.

Two 514 Reproducing Punchs: This machine has four basic functions. The first is the reproducing and verifying function. The information can be reproduced from the original cards into the same or entirely different columns of blank cards. The accuracy of the punching operator can be simultaneously verified by the comparing feature of the machine.

Another feature of the machine in gangpunching. In this operation the information in a field of master cards is repeated or transferred to each succeeding card requir-

ing the same information. It eliminates the need of a keypuncher punching many cards when the information in certain fields is the same on all cards.

A third function of this machine is the summary punch feature. This is the automatic recording on punched cards of the accumulated totals summarized by an accounting machine. For this operation the reproducer must be attached by special cable to one of the accounting machines.

The final feature of the 514 is the Mark Sensing. This is an optional feature of this machine. Of the two machines that the City has, one can mark sense and one cannot. In this operation, information is recorded by special pencil on a card and put into the machine. The machine automatically senses the mark and punches the card without the aid of a keypuncher. This allows the water meter readers to mark the meter reading on a card in pencil. The machine can then take the card and automatically produce it. The cards are then put in a computer, and the correct water bill is issued.

One 83 Card Sorter: This machine is used to put the cards into some form of working order. It can sort the cards alphabetically or numerically. The 83 sorter operates at the rate of 1,000 cards per minute.

One 85 Collator: The principal function of the collator is to feed and compare two files of punched cards simultaneously, in order to match them or combine them in-

to one file. At the same time, cards in each file that do not match those in the other can be separated automatically from the rest of the file.

The basic operations that can be performed on the collator are: selecting cards from a file, checking the sequence of cards from a file, combining two files into one complete file with or without the selection of cards, and matching two files of cards while selecting any unmatched cards from each file.

The number of cards fed into the machine ranges from 240 to 488 per minute depending upon the control required by the operation.

One 88 Collator: This machine performs the same functions as an 85 Collator, but feeds the cards at up to 1300 per minute.

One 403 Accounting Machine: The accounting machine reads the punched cards and then adds, subtracts, compares or selects the necessary information for reporting out its findings. Complete flexibility is provided in the arrangement of printed data on the report form. The 403 can print three lines from a single card and runs at a speed of 100 cards per minute. It will print a total of 88 characters per line, 43 of the characters could be either alphabetic or numeric and 45 can print numeric information only.

Two 407 Accounting Machines: The 407 does the same

thing that a 403 does, except it will print 120 characters per line of both alphabetic and numeric type. If all type-wheels are used in printing, it will print 1,800 characters per minute. It runs at a speed of 150 cards per minute.

One 557 Alphabetic Interpreter: This machine is used to print on the card the information that is punched in the card. It prints the cards at the rate of 100 per minute. As many as 60 characters can be printed on one of 25 lines of each card with a single pass through the machine.

There is a comparing feature on the machine which verifies the operations when information from a master card is transferred to successive detail cards during a repeat-print operation. The comparing unit can also be used to check the arrangement of a file composed of alternating single masters and single detail cards.

The 557 also has a form of selective stacking. Processed cards can be directed by control panel wiring, to any one of a maximum of four stackers. This permits a limited sorting operation along with interpreting.

One 604 Electronic Calculating Punch: The 604 consists of two basic units, which are connected by a cable. One unit is the calculator, and the other unit is a card punching unit. The machine can perform the basic calculations of addition, subtraction, multiplication and division. It operates at a speed of 100 cards per minute.

Cards are fed through the punching unit, where

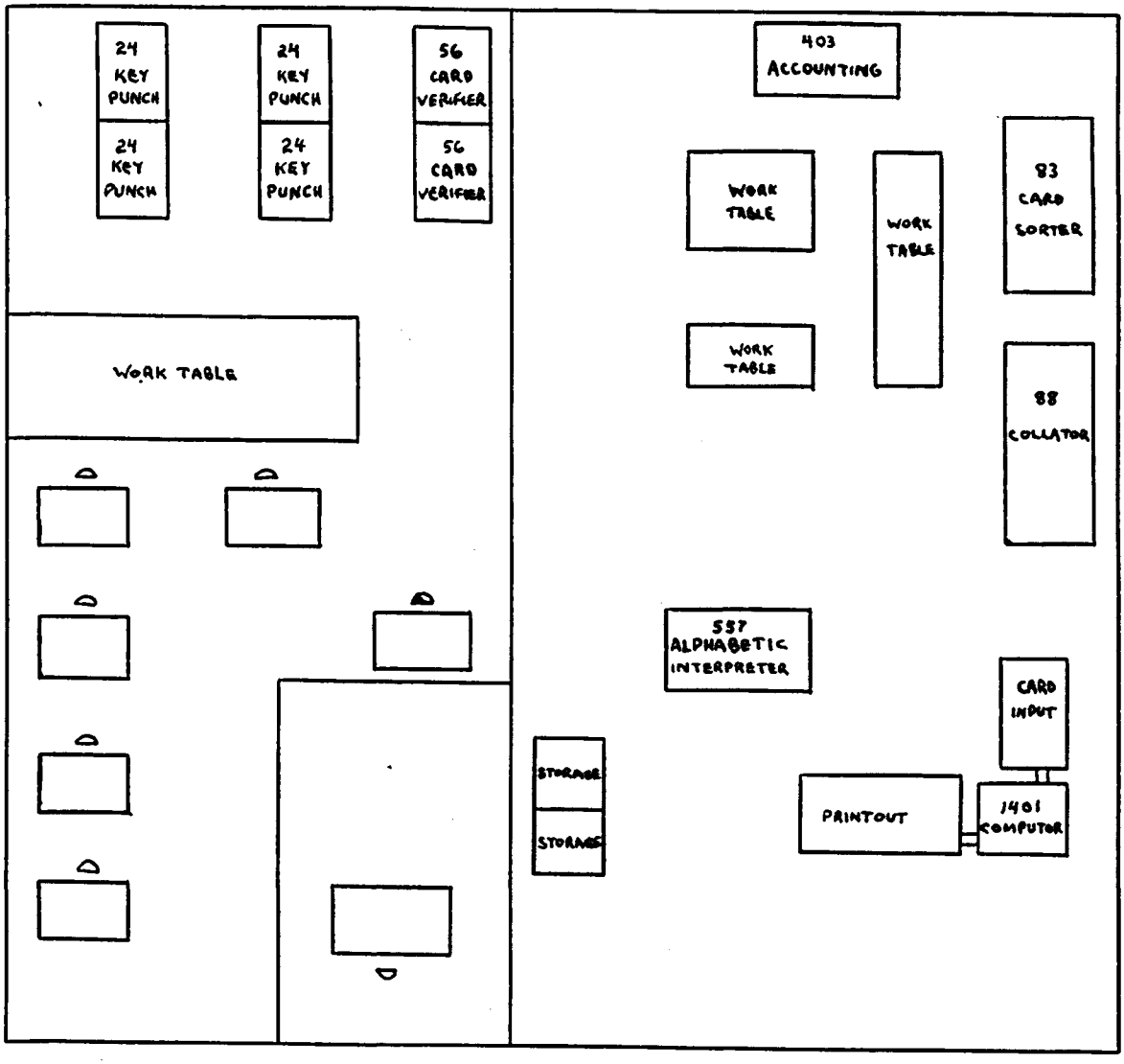
factors are read for calculation. The factors are transferred to the electronic calculating unit, where calculations for each card are made while the card moves to the punching station in the punching unit. Calculated results are then transferred back to the punching unit and punched in the card. At a second reading station in the punching unit, the card can be read for gangpunching, recalculation and double-punch and blank column checking. Thus, while one card is being read for calculation, the card ahead is being punched, and the card ahead of that can be read for checking.

The City is presently contemplating the leasing of a 1401 Computer. The proposed floor layout of the Data Processing division shows the savings in floor space. The computer layout would cost the City less than the present setup of many small machines.

The primary advantage of a computer is speed. Where the present operation requires the 604 to calculate, and the 521 to punch the card, plus the 407 to print out, these operations could all be done at one time on the computer. A computer also has the ability to retain information in storage units, thus making it much more flexible than the present machines.

There is another basic difference between the computers and the electronic accounting machines. This is the charge of rental. As strange as this appears, it definitely

PROPOSED DATA PROCESSING DIVISION FLOOR LAYOUT



affects the operation of the data processing section. To begin with, all machines other than computers are charged out at a flat monthly rate, and as long as the primary operators are running them, they can run 24 hours if needed. On the other hand, a computer is charged out per hour that the computer is used, with a minimum monthly charge of 176 hours. Each hour over the 176 hours that the computer is used results in an extra charge. The actual rental is about $150 per day. This method of charge results in the close scheduling of all runs. In each case, the cards are prepared as much as possible on the sorters and collators first. Then, when it is all set to go, you run it through your computer as quickly as possible and then turn the computer off. There are cases where, even though the computer can do it faster, you still use the 403 because of the costs and the scheduling involved.

There are many areas in the Personnel Department which could utilize data processing effectively.

Leave Records

The area of leave records is one of the best adapted to IBM as far as hours saved with improved accuracy. At the present time the master leave records are maintained by the Personnel Office on a small card which has a small square for each day of the year. If an employee wants to take leave on a particular day, he fills

out a request for leave of absence card and submits it through his department. If they can allow him to take the time, they approve the leave and send it to Personnel. Once it is in Personnel, a clerk pulls out the master card and logs the date and type of leave on the card. The card is then sent in for the Director of Personnel to sign. After it is signed, it is filed alphabetically and kept in the file for one year.

Each month it is necessary for the clerk to take each of the 18,000 employees' master annual cards and individually compute the new balance by adding or subtracting any leave taken during the month. After this, the cards are gone over again to determine how many days of each type of leave were taken during the month.

Due to the many errors that can occur, many of the departments and divisions maintain separate identical records to correct any errors that may have occurred. It is relatively easy to make an error because while the clerk is adding and subtracting, she also answers the three telephone lines into Personnel; and she is the initial receptionist who guides the job applicants into the interviewers. She is constantly interrupted during the process. One error of one day could cost the City or the employee $20 or $30.

The type of system which should be set up would be a relatively simple "mark sense" system. Each employee

would have a leave record card. It would be coded to indicate to the machine that it was a leave card and tied in with the other Personnel cards by the employee number. The card itself would have the employee's name and the balance of the leave time in three catagories: accumulated time, sick leave and vacation. There would also have to be an amount used this period and a new balance. The other types of leave which are not accumulated, such as accident compensable leave or leave without pay, should also be on the card.

Under the new process, the employee would indicate what leave he wanted to take with the "mark sense" pencil. The request would be submitted through his department to Personnel and recorded on his annual leave card. The card would then be sent to Office Services for processing. The machines would then automatically punch the card and process it as far as adding or subtracting. Each month a listing of the employees would be run on two-part paper (this amounts to a carbon copy of original) showing what the old balance was, what was taken, when, and what the new balance was. A copy would be sent to each department indicating their employees' vacation and sick leave balances. The machine would also give Personnel a listing of how many days of each type of leave was taken that month.

Personnel Actions

The next Personnel project utilizing data processing would be the listing of Personnel actions, which is necessary for the quarterly report to the Civil Service Commission.

The card which would be designed for this purpose would be designated as the Personnel Department master card. It would contain all the semi-permanent information on that employee that is normally contained in Personnel records. The information necessary is listed as follows:

1. A code to tell the machine that this is a Personnel master card.
2. An employee number to tie it in with all other Personnel cards.
3. The employee's name, so that it can print out on the necessary report.
4. Employee's department.
5. The date of birth.
6. The type of appointment.
7. The employee's current classification.
8. The date of appointment to the current class.
9. The current rate of pay.
10. The current rate of overtime pay.
11. The current range step.
12. Sex.
13. Date of original City employment.

14. Whether or not they are a member of the pension.

15. Termination date.

16. Reason for termination.

At the present time a Personnel clerk keeps track of all Personnel actions which are typed up and presented quarterly to the Civil Service Commission. This normally includes all permanent, temporary, provisional and emergency appointments; all transfers, demotions, promotions, merit increases, lay offs, resignations by reason, discharges and retirements. These actions are all recorded in quadruplicate by the typist on the various appropriate forms. If the information were punched in the cards it could list these reports for the quarter in a matter of minutes.

In addition to the present records, there would be an added benefit of being able to list any of the information in the cards at any time. For example, if you wanted to know how close to retirement your building inspectors were, you could list all the building inspectors by date of birth, and the information is quickly available. Or you may want to know how many Trade Helper I's you have in the City, and who they are. There are many of these reports which otherwise would never be available. They can be a great asset to decision making by making more facts available.

Group Insurance

A further application of data processing would be the group insurance function. It is becoming a problem keeping track of the many various coverages of the 1500 employees covered by the City's group insurance program.

The insurance master card could be set up with the employee's number and a name for print out. The other information such as age, sex, amount of life insurance, amount of weekly indemnity benefit, type of surgical and hospitalization benefit, and the type of major medical coverage could all be coded into the card along with the premium for that particular coverage.

Once this information has been punched into the cards, there are several different ways that you could utilize a print out. The most valuable would be a balancing of the insurance code. By totaling your individual coverages, they should equal your total premium. By balancing these totals, you know that the amount deducted from each person is correct and that your premium is correct.

It would also be very easy to pull out exactly how many persons had a particular insurance coverage. By sorting the cards alphabetically, you could also make a basic audit of your roster cards by a quick visual comparison.

Each year the insurance company requires certain

information as to how many women and how many men are covered, what their age distribution is, and how the wage distribution compares to last year. They want to know how many employees cover themselves only, how many cover their wives, how many cover only their children, and how many cover themselves, wives and children. This would take hours to hand tally, but only minutes to get on the machine, if the cards contained the information.

Testing

A further application would be in the area of testing. Cards could be designed to record all the necessary information for a particular examination. It could do all the computation and give us a printed listing of the results. A good example would be our labor test. At the present time we hand tally all the data collected by the examination. There are usually 600 to 700 applicants which are given a five-part examination. Each part is separately figured, then totaled. After they are computed, they are listed numerically and alphabetically. That means each card is handled a minimum of seven times, or a total of 7 X 700, which equals 4,900 separate individual functions. It normally takes about two months to complete the list. It could probably be done in two days with data processing.

This would also enable us to get examination

statistics much easier and quicker. Things such as number of applicants examined, number of applicants passing the examination, number of examinations developed and number of examinations given.

The addresses could also be put on punched cards, and all notification of exams, exam results and notifications to report for interviews could all be printed on an IBM card and put in a window envelope and mailed with very little time and effort involved.

Print-Out

The term data processing normally would indicate that these cards are used for processing numbers and figuring mathematical equations. Actually, you can utilize data processing to strictly print out what is on a card. The Personnel Office has a rather large book which lists all the classifications in the City and the job description for each of these classes. This book is constantly being changed. Sentences or paragraphs are added or deleted to certain pages and new classes are constantly being added. This causes a problem of keeping the books current. If this book were put on punched cards, it would only be necessary to keep the master up to date, and you could print out a new book anytime you wanted. The 407 could print out the book at the rate of 18,000 characters per minute.

This same principle could apply to the pay ranges. The pay often changes when a classification does; or if there is a new class established, there is a new rate created also. If all this information were reduced to punched cards, it would only be necessary to keep up the master deck, and you could print out the information at any time.

This would also allow a listing by class and a listing by pay range for comparison. This type of data on cards would be of great assistance during a wage or re-classification survey.

CHAPTER IV

DEVELOPMENT OF THE CITY IN-SERVICE TRAINING PROGRAM

One of the primary projects assigned for the diary was the establishment of a training policy and a sound training program for the City. There is little question that both time and money has delayed any positive program in this area. Up to now there has been no set City-wide policy on training. In the past, the Director of Personnel has personally conducted several supervisory training classes; however, they were limited to department and division heads, and little or no training of any type was done at the foreman level. Some excellent training has been accomplished in some individual departments, but this training has not been coordinated with other areas and is performed under departmental policy rather than any City-wide training policy. A good example of this is found in the Police Department where they send a Police Officer to the Northwestern Police School for one year. The Police Department pays all his expenses and gives him full salary. It amounts to an expenditure in the neighborhood of $7,000 for that one man. There are other departments that would like to take advantage of training of this type, but lack the money and organization that exist in the Police Department. The entire amount allowed for training

in the Personnel budget was $382 in fiscal year 1961-1962; the actual amount expended was $35.

Before it was possible to set up a training program, a policy guideline was necessary. The following proposal was drafted and submitted to the City Manager.

POLICY STATEMENT

It will be the general policy of the City to encourage training and education of its employees. The training and education policy will be broken down into three general categories. These categories are:

I. In-service Training -- this includes those courses which are initiated by the City and are usually instructed by City employees aimed primarily at improving the specific abilities of employees or their general comprehension of Municipal operations.

II. Specialized Individual Training -- this includes those special training courses which are usually initiated by some other group, but have some special interest directly relating to the work done by one or more City employees. This group does not include any special courses which are normal academic courses offered by the University or the City school systems.

III. Academic Training -- this group involves the courses offered by the University or by the school systems for academic credit. This includes any course taken to improve an employee's knowledge in a specific area which would benefit his employment with the City of Tucson. Correspondence courses are included in this area.

It is recommended that the City Manager appoint a training committee consisting of three members. Two would be permanent members representing the administrative and personnel departments, and a third alternative member representing the department involved. This would be either the department head or his approved representative. If there is more than one department involved, the third member would be a representative from the City Manager's office.

The training committee working under policy guidelines established by the City Manager would make decisions as to the amount of money and time that would be allowed in each individual situation. A written record of all decisions would be kept in the Personnel office.

All cases would be subject to time and money being available.

POLICY GUIDELINES

For the training defined in Category I, the general guideline will be that the City will furnish any instructor needed and any space necessary for the instruction. The City may or may not allow time off regular work to attend classes. As a general rule the employee would be required to give at least as much of his own time as the City is contributing. If the course is short and it would be best to give it all on City time, this could be done. If it is impractical or difficult to give the course except during off-duty hours, the employees involved could be required to take the course on their own time.

If the course requires a text book, the employee will be required to put on deposit an amount equal to the cost of the text. This deposit is refundable only after satisfactory completion of the course and the turning in of the text book.

If there are additional costs, such as taking an ICMA final examination, these costs will normally be borne by the employee.

For the training defined in the second category, the City could pay all or none of the expenses, depending upon the situation. As a general rule, if the course pertains to the job directly and is determined by the committee to

be 100%, or close to 100% beneficial to the municipal operation, the City will bear all costs of registration, although the employee would normally take the instruction on his own time, if possible. If the course would be helpful to the employee, regardless of his occupation, and at the same time be of specific advantage to the City in providing a more capable employee in a specific field, the committee could pay a portion of the cost or possibly allow time off with pay for the course where the employee would pay the enrollment cost.

The general rule in the third category of training would depend upon the degree of the direct benefit to the City. First, as a policy of encouraging outside education, the department should allow the employee to go to school in any case where it is possible for the employee to make up the time missed by arranging a special schedule. If the department can operate efficiently without additional cost, in spite of a loss of a portion of the employee's time, he may be allowed time off without pay for non-job orientated education.

If the course is technical in nature, and a direct benefit to the City, the committee could allow a maximum of one-half of the registration fee, plus time off with half pay for the course.

If the course if of lesser benefit to the City, but still would have some benefit, one-fourth of the registration fee, plus time off with one-fourth pay could be allowed. If it is unrelated to City work, but necessary to complete a degree directly beneficial to the City, and providing the employee agrees to work for the City for two years following graduation, a maximum of the equivalent of 12 units time off with pay could be allowed. This general provision allowing time off with pay for unrelated, and courses of lesser benefit, would normally only be allowed in the case of a junior or senior, and not meant for a beginning student.

Once the policy guidelines had been written and submitted to the City Manager, it was necessary to determine just what courses the City would offer in its initial program. It was determined that the greatest need was supervisory training. Once the need had been established, it was then necessary to go into the method.

There were many questions that had to be answered, and many decisions made before the actual training classes could get under way. The first, of course, was a determination of what text would be used. This question turned out to be our biggest problem.

We were aware that the International City Manager's Association had a text out on the subject, but there was

a great deal of reluctance to use it. The City Manager did not like the text and indicated to us that he would prefer a different one. A copy of the text was sent for so we could attempt to analyze it and compare it to our present needs. There was a further objection to it in the examining process. The examinations provided by the International City Manager's Association were all true-false and not particularly well done.

Another text which was considered was the Foremanship Manual, published by the Foreman's Institute. This was the text used by the City of Phoenix in their program.

We had just about decided to use the Foremanship Manual, when we learned that a series of bulletins were being prepared by the International City Manager's Association which corrected our more serious objection to their text. We originally objected to their text because it was written at a college level while the new bulletins are written on a high school level. As most of our supervisors do not have college training, the bulletins seemed to be just what we needed. Unfortunately, the new bulletins were not going to be published until December, and we wanted to get started in September. This problem was solved by telephoning their Director and getting him to allow us to critique the new bulletins for them. One copy of each of the new bulletins was sent to us, and they were

duplicated in Tucson. It was also decided to use the regular texts along with the bulletins, but not to use the book examinations. The examinations would be on the new bulletins only.

Our next determination was whether or not we should use an instructor or whether it should be self-taught, and just assign a chapter to each one in the class. This method would allow each individual in the class to present one chapter. The self-taught method was considered because it has a side benefit of allowing each supervisor to prepare a lesson and present it to a group of people.

It was decided that if qualified instructors could be found, the more experienced presentation to the class would be more valuable than the public speaking experience. Our primary goal was to increase the basic knowledge of supervisory methods.

The determination of who would be utilized as instructors was given major consideration. As this was a pilot program for a continuing class in supervision, we felt we needed a good start. Many of the City's top supervisors who would be well qualified just did not have the time to devote to it. Finally, after much discussion and arm-twisting, three very qualified instructors were found, with an alternant if one of them could not make it. The instructors were John Anderson, Library Director, John Urie, Director of Administration, and Captain John

Breglia, Police Executive Captain. Our alternate was Paul Beermann, Water Systems Director.

After selection of our instructors, it was necessary to determine what the method of instruction would be. We had an alternative of allowing many employees to attend lecture type instruction, or limit the number and have a group discussion or seminar type class. It was decided that the group method with a small class would be best. This would make it easier on the instructors, and the class would get more out of it by entering into the discussion. It was decided to limit the classes to 16.

The problem of when to hold the classes was solved primarily by the Training Policy guides. The classes were scheduled for 4:00 P.M. to 6:00 P.M. This would be half on the employees' time and half on the City's time. This also made it much easier on the instructors who were giving their time for no extra compensation.

After the classes were set up, there was a final determination to be made as to who should be allowed or encouraged to take the course, and how far the City should go in attempting to motivate the participants.

There were many employees interested in taking the supervisory methods course. As we had already decided to have relatively small classes, it was decided to start at the top and give all those top level supervisors who wanted to take it the first opportunity. This gave the

top supervisors a chance to find out what would be taught to the men under them.

It was felt that those employees who did take the time and effort to complete the course should be given recognition for it. There was consideration given to allowing extra credit on promotional examinations or excluding those who did not take the course from certain supervisory promotions, which would place tremendous emphasis on the course. However, it was thought that this was going too far at this time; and it was decided to give recognition by having the Mayor personally give each employee completing the course satisfactorily a certificate of completion. A record of completion will also be placed in the employee's personnel folder. Due to the large number of interested employees, it was felt that the motivational factors would not have to be emphasized to any great extent.

The employees who signed up to take the course were located in at least ten different areas of the City. This created some problems selecting the areas where the classes were to be held. The City does not have any classrooms as such, and very few rooms even large enough to hold 16 people comfortably. There are several conference rooms. However, most of them are too small; and it would be difficult to schedule classes in rooms which are used for frequent conferences. The only room which was

available and large enough was the City Council Chambers; however, everytime the Council was in session or the Planning and Zoning Commission was holding hearings, the room could not be used.

In the final outcome the Council Chambers were used whenever it was possible. Every day that there was a conflict, a separate room was utilized, usually the Mayor's Conference room, which is the largest conference room available.

In addition to the major problem of getting the Supervisory Training Course started, there were two other courses which the City Manager wanted to run at this time. One was a course in Data Processing, and the other was a course in Telephone Courtesy. In both cases the same questions of what, who, when, why, and where had to be answered.

The Telephone Courtesy course was relatively easy to get under way. The Telephone Company was contacted, and they were asked if they had a course already developed for telephone courtesy. They indicated that they did have such a course, and that they would provide us with an instructor in this field whenever we needed one.

Three separate sessions were set up. Two for those employees who would be in a position to answer the telephone, and one for the department heads so that they would follow up on it to see that the points mentioned during

the course were utilized.

The entire course was given in one day on City time. There were approximately 75 in each of the initial training sessions and approximately 15 in the departmental staff meeting.

The Data Processing Course presented much more of a problem than the Telephone Courtesy Course. Everyone who wanted to attend the Telephone Courtesy Course was given the opportunity. A total of 165 attended. The Data Processing Course was very popular, but due to the nature of the course and the limited time available for the only qualified instructors, the course was limited to 20 people. Deciding whom to allow to take the course and whom to eliminate was a problem.

The problem was solved by coordinating with department heads and limiting the number from each department. Primary concern was given to the Department of Administration, which tends to have more potential usage of Data Processing.

CHAPTER V

CONCLUSIONS

The internship program, which has been set up by the City of Tucson, is a major step forward in providing capable administrative personnel not only for Tucson, but other municipalities as well. Prior to this program it was very difficult for a college graduate to enter into City service in the field of general administration, due to Civil Service rules and regulations.

Previously, when a man was interested in entering City service, he had to wait until he met the minimum requirements of the existing classifications. He had to have his college degree before he could take the examination, eliminating the chance of taking the test while still in school so that he could be on an eligible register when he graduated. The class of administrative assistant, in addition to the college degree, requires experience in aiding an administrative officer in technical and administrative problems. This requirement automatically eliminates all recent graduates, unless they obtained this experience prior to getting their degree. The big question would then become apparent, "Where does the recent college graduate start?"

There are federal internship programs; but it is

rare for a man to get started in Federal service, get experience, and then resign to enter municipal service. In doing this he loses his seniority and would have to start at or near the bottom again, with a corresponding reduction in salary.

The cities, in recognizing this problem, are now setting up their own internship programs and are now beginning to get more trained people in their areas. The City of Tucson has joined other municipalities in offering an internship program which allows the graduate student to compete for the position while still in school and receive training in an actual work situation while he is completing his academic training.

The City's program has just recently begun and has only three interns at the present time. The City does not expect to keep all of the interns that it trains. It hopes to keep the better ones and allow the others to go on to other cities that don't have this type of program. I feel that this is an excellent program and should provide the City of Tucson with many qualified administrators in the future.

Of the three different projects which were presented in this diary, the administrative staff group meetings were by far the most beneficial from an overall training viewpoint. This group has a wealth of practical experience and training behind it, as well as the background

that the experts brought in. The exchange of ideas on current problems which were facing the City at this time was very beneficial. The topics were well diversified and covered the whole range of City functions. Discussion of these areas had a broadening effect which could not be duplicated without a great deal of expense. It could be accomplished by transferring a person for a period of time into each of these areas; however, this is impractical as many of the members of the group are specialists in their fields.

In addition to the valuable information which was brought out, there was the added benefit of preparing a technical subject and presenting it to a staff group. This type of training should not be underemphasized. As the employee's position increases in complexity and responsibility, there will be more and more occasions when he will have to address a group of people on a technical subject. The quicker that he adjusts to this, and the more effective he becomes at it, the better it will be for him.

There is also a benefit derived in the informal process of this type of meeting. As the meetings progress, the intern gets to know at least one administrative person in each department. This gives him a contact in each department that he can work with on his various projects; and it allows him to deal directly with the departments,

rather than relying on his boss to take him in and get him introduced. This informal relationship is a tremendous aid in cutting red tape and in problem solving. Many times a problem can be solved by a short telephone call to the right person, but first you have to know who the right person is to call.

The one area where this group could be improved is in the area of field trips. There was only one field trip taken by the group. This was a visit to the Communications Center. The areas that new administrators know the least about are the field line functions. A person could work for the City 20 years and never get out and personally inspect many of the field facilities. There are areas like the water pumping plant, the sewage disposal plant, the City landfill operation, the City shops, the City parks, the City jail, Police stations, Fire stations and many, many other interesting areas that could be utilized as an effective field trip.

The data processing study was a different type of project than the Administrative Staff Group. Although there was quite a bit of training and some academic study, the project was primarily a practical project, in which the results would be put into effect if possible. In my final analysis, I strongly recommended that the leave records, personnel actions and group insurance functions be placed on data processing as soon as possible. With the

approval of David Fitzgerald, the Personnel Director, Pat Dwyer, the Data Processing Supervisor, was approached and asked how soon we could get these programs under way. Mr. Dwyer stated that, while he felt that these were indeed worthy areas to convert to data processing, there were certain programs that Director of Administration John Urie had put a priority on, and these programs would have to come first. I was told that it would probably be about one year before an analyst could be spared to set up the programs. I feel sure that these three areas will be utilizing data processing as set forth in this project within the next two years.

The area of testing and utilizing IBM machines for a straight print-out may be longer in coming. Testing is limited -- there are so many tests that it may be impractical to record each one on data processing. There is no doubt as to its value on a large test like the labor test, but more study would have to be made in this area before a definite conclusion could be made.

The straight print-out would be a useful thing to have, but the cost involved in keypunching the original document and in keeping the master deck current may exceed the value of the final product. This area, while interesting, is one where it is doubtful that anything will be done.

The in-service training program which was

developed and put into effect has apparently been successful. The classes which were started in September are now concluded with good results. A tabulation of a questionnaire, which was sent to all participants, indicates that they felt the time was well spent, and they recommend that the courses be continued. This is backed up by requests from 127 other employees who requested to take the course on supervisory methods. There are also 33 requests for a class on Personnel Administration, 18 requests for Planning Administration and 8 for the IBM orientation class. There were approximately 150 that requested a basic class on public relations.

The training classes, following a pattern set up by the original project, are now being scheduled for the spring semester. The City has finally come into its own with a complete, City-wide training program.

The guidelines and policies originally sent to the City Manager are still being improved upon and are still under discussion; however, it is felt that a finalized policy, following the general one proposed, will soon be placed in effect by the City Manager, which will include the academic institutions in our training and complete our full training program.