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THE DIARY OF AN INTERNSHIP
IN CITY MANAGEMENT AS PERFORMED
IN THE DIVISION OF BUDGET AND RESEARCH,
CITY HALL,
TUCSON, ARIZONA
JULY 22, 1963 to SEPTEMBER 27, 1963

by

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A Diary

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Approved: _____, _____
Director of internship Date

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ACKNOWLEDGMENTS

The Tucson Intern Program presupposes at the minimum, three concurrent events: (1) A City administration that believes in it, (2) a University that believes in it, and (3) a student of City government that believes in it. Without the faith of City Manager Mark E. Keane, Director of Administration John M. Urie, the Budget and Research officer, James C. Hobart, and the receptive attitude of Mayor Lew Davis and Councilmen G. Freeman Woods, Kirk Storch, Tom Rallis, Jim Kirk, Marvin Linner, and William Reese, who believed in the innovation of progress in City government, and without the inspiration of the University of Arizona, represented by Dr. David A. Bingham, and without their collective faith in me as a participant, this story could not be told. My sincere thanks to them all.

PREFACE

A diary connotes a first person attitude. Therefore I will use "I" and "me," etc., throughout this presentation.

Dr. David A. Bingham, through contact with Mr. John M. Urie, the Director of Administration of the City of Tucson, arranged for me to take an internship in municipal government in the Budget and Research Division of the City of Tucson. The internship period of ten working weeks began July 22, 1963 and ended September 27, 1963. During this time I was to receive training and orientation in the administrative aspects of municipal government. The training took the form of research projects designed to introduce me to as many facets of city government as could be effectively encountered in the prescribed period.

A day by day diary was not kept since the work did not entail succinct daily experiences, but was an overlapping of assignments. During the internship period, I received assignments which varied in subject matter,

size, scope, and importance.

To fill the diary in detail with every report submitted or act accomplished would render it unduly bulky and redundant. I feel that a diary should reflect not only what I did and was able to learn, but be of wakening interest to those who shall read it.

Therefore I have selected for more detailed review assignments which were either of greater import or were susceptible of reduction to final report form.

I have included in this document copies of reports I originally submitted to my supervisor. To achieve clarity and grammatical smoothness, I have taken the liberty of editing and correcting some of these reports. They have not been altered in substance.

Other projects or assignments will be commented upon in the "Miscellaneous" section.

In the "Conclusion" I will reflect upon what I learned during my internship, and its significance, and present a constructive critique on the internship.

CHAPTER I
INTRODUCTION

The City of Tucson as a governmental unit is under the Council-Manager form of government. There is an elected legislative body consisting of six councilmen and one Mayor which enacts the laws and sets policies for the City. This body hires a professional City Manager to administer the policies and carry out the programs. The present City Manager, Mr. Mark Keane, has two Assistant City Managers, Mr. Roger O'Mara, who handles affairs concerning publicity and public relations, and Mr. Urie, who handles the internal operation of the City, allowing the City Manager freedom to deal with programs affecting the public.

The Division of Budget and Research is located in the New City Hall of the City of Tucson. During my internship the Budget Office was in charge of coordinating a move of many of the City functions from the central location at City Hall to decentralized leased areas throughout downtown Tucson. This division is

part of the Department of Administration which was set up in the beginning of 1963 upon the arrival of Mr. John M. Urie as Assistant City Manager and Director of Administration.

Mr. Urie took over the functions previously handled by the Director of Finance, Mr. Lloyd Wixson. In February, 1963 a personnel change was accomplished whereby Mr. Larry Scudder, the former Budget Officer was transferred to the Public Works Department.

Mr. James C. Hobart, formerly Administrative Assistant to the City Manager, became the new Budget and Research Officer. An additional secretary was employed. Mr. George Wheeland, who was the Administrative Analyst under Mr. Scudder, retained his position under Mr. Hobart.

Mr. Urie had been Director of Budget and Research in the City of Phoenix, Arizona for seven years. While there he developed an intern program, which he initiated in Tucson upon his arrival.

The responsibility for supervision of interns was placed with Mr. James C. Hobart, who assigned the work projects.

CHAPTER II

PROJECTS

1. Water Company Equipment Analysis

This project was assigned to me on July 26, 1963. The problem involved the determination of the Water Department's motor vehicle equipment needs for their forthcoming budget. Mr. Paul Beermann, the new Water System Director, hired in May, 1963, to replace retiring Mr. Philip J. Martin, took over a water company which had never replaced any motor vehicle equipment. Under Mr. Martin's regime, the City of Tucson Water Department's budget was separate from the rest of the City budget process. The fiscal year ran from March 1 to February 28, whereas the City fiscal year runs from July 1 to June 30. The budget document which Mr. Beermann inherited did not provide for replacement of any vehicles.

Mr. Beermann proposed to reorganize the Water Department and revise the Water Department's budget to operate on a new fiscal year to end June 30, 1964. My assignment was to determine the vehicle needs of the Water Company, which would be incorporated in the new budget.

It was first necessary to find out the present status of equipment. To do this, whatever records available were examined (in the Water Department and the City's central auto shops), personnel involved were interviewed, and the vehicles were personally inspected. Most of the Water Department's vehicles are stored at the water yard on East 18th Street, a distance of about a mile from the City Hall.

On May 24, 1963, the City's Property and Insurance Division had compiled a list of all automotive equipment operated by the City. The purpose behind the list was to establish insurance values for the purchase of comprehensive damage insurance. Such a document provided me with a basis for determining what equipment the Water Department had. Mr. Frank Brooks, the Administrative Assistant to Mr. Beer-mann, was interviewed concerning the equipment needs under the Water Department reorganization, which would be effected under the revised budget. Mr. Milford Devine, the production superintendent, was also interviewed. Mr. Clarence Bach, the Distribution Superintendent, took me on a tour of the distribution system so that I could view the heavy equipment that the City Water Department utilized in laying pipe and repairing streets. Mr. George Rodriguez, the supervisor of water meter readers, was also interviewed concerning the use of vehicles in his section.

The following represents some of the reports that I submitted:

To: Paul Beerman, Water System Director

From: Earl Terman, Administrative Intern

Subject: Survey of Water Department Vehicle Needs Under New Reorganization Chart

Date: August 1, 1963

The new blue-printed reorganization chart which had on it in red the positions to be filled was examined with relation to automotive equipment that needs to be added to the present inventory to achieve an effective working balance in the new Water Department fiscal budget year to be presented shortly. I superimposed on the reorganization chart the present assignment of vehicles in the positions that are going to be retained in the new organization chart. This does not mean that I feel that these vehicles are necessarily adequate to serve the needs of the persons in those positions and I will follow this survey up with a recommendation for replacement of those vehicles that need replacement.

The following divisions were examined and I will comment division by division:

Commercial Division

At present this division has one car assigned to it, the Metro Van for collection. If the division wants additional cars for collectors, I recommend that the collectors use their own vehicles and request mileage reimbursement from the City. At the present time I am preparing a study on the amount of money the City should reimburse employees who use their own cars in town on City business. The travel reimbursement policy to date is to reimburse these persons at eight cents a mile, the same amount that they would receive if they went out of town on a trip for the City. It is expected that this amount would be increased when I complete my report.

I feel that the meter reader function can be accomplished by the individual meter reader operating his own vehicle from his house, and therefore I do not contemplate addition of new vehicles, but in fact will

recommend (in another report) elimination of all vehicles in that division with the exception of the field supervisor. There are ten consumer servicemen and eleven vehicles assigned to the serviceman function and therefore I immediately recommend elimination of one vehicle.

Engineering Division

There are approximately 25 men that are to be added to this division under the new reorganization. At present six vehicles are assigned. Five more men are to be added whose functions duplicate those who already have assigned vehicles. My tentative recommendation is to draw the line between those men who go out in the field and do not need special equipment and those that do, and only give vehicles to those who do need such special equipment that cannot be carried in a stock car.

Production

There will be 25 men added to this section under the new reorganization. I question the validity of maintaining the groundsman function as a Water Department responsibility. I feel this should be a Parks and Recreation job and whenever Parks and Recreation works on the Water Department property they should charge on an inter-departmental basis. I recommend that four vehicles be added to this department to accompany the men who will fill the following positions: Assistant superintendent in charge of well-testing inspection; one additional plant operator; one additional maintenance mechanic; and one for the pump pulling crew.

Distribution

I feel at present no new vehicle equipment need be added to this division and recommend that the "New Services" two-man crews be studied to determine the administrative efficiency of this operation. The same is true for the improvement districts crews. There appear to be four of these crews at present and I would like to know what work was accomplished over the past year and study their program needs in the future.

This entire report does not intend to eliminate by

non-mention the need for heavy equipment and specialized equipment that does not appear to be obvious from a reading of the reorganization chart.

Summary

There does not appear to be an overwhelming call for additional motor vehicle equipment just because the department contemplates adding personnel, with the possible exception of the engineering division and four vehicles in production.

To: Frank Brooks, Administrative Assistant

From: Earl Terman, Administrative Intern

Subject: Analysis of Water Meter Reading
Function and Recommendation

Date: August 5, 1963

1. Objectives of this analysis

1. Better equipment management.
2. To reduce the load on central auto shops by:
 - a. Installing a program of preventive maintenance.
 - b. Replacement of ancient vehicles that are burdensome and need constant repair.
 - c. Elimination of vehicles if they do not serve a useful purpose.

2. Present situation

Approximately 60,000 accounts have to be ready each month. (I assume they must be read each month because to read them every other month allows for a loss of interest on cash that is received by the City in the Water Department's funds.) There are 11-meter readers. From experience, one man can average 300-325 readings a day. There are 34 billing cycles and these are broken down into several books per cycle area. I feel that it's immaterial at the present whether there are 20 cycles or 34 cycles, inasmuch as we're interested in the work unit, that is, how much one man can handle in one day.

There are 13 vehicles (including seven trucksters) assigned to this department, four being out of commission at present. When the men are short-handed, the supervisor or consumer servicemen help out or each meter reader adds to his daily work load. It takes about 30 days to train a new man in the water meter reading routine. This

prohibits the use of an outside force, a temporary work force or pooling concept to accomplish the function of water meter reading. When a City car is "down," some of the men have used their own personal vehicles to do their job (without complaint or reimbursement).

As an interim trial-and-error technique the supervisor has eliminated the use of trucksters and now uses five pick-up trucks to take two-three meter readers out to the various areas. Each book is divided up and each man does an even portion of one book so that they all should be done at the same time. They then move on out to the next area and a book is again divided amongst the two or three meter readers. This method eliminates the problem of uneven book amounts if one book were to be assigned per meter reader when several go out in one car to an area. The results on this are inconclusive, but it appears that this procedure is working out rather smoothly.

3. Scheduling problems

At present the supervisor, George Rodriguez, takes up a portion of his work in accomplishing schedules that are met by these men. By virtue of knowing how many meters have to be read and knowing where they're located through map locations, he can accomplish the scheduling no matter how many meters are added. By taking into account vacation loads and other factors which cause manpower shortages, he should be able to schedule an entire year in advance.

4. Further comments

The men come from their various homes down to the water shop each day to begin their work, or at least get on the pick-up truck which takes them out to their various meter reading areas. This is a patent loss of time. If the men knew, and it is possible through scheduling in advance, where they were to go each day, it seems unnecessary for them to have to come down to central water shop if they use their own vehicles. They could then get directly to the area from their homes.

The present procedure requires them to pick up their cards in the morning at central shops and turn them in at night at central shops. I don't see why this should be

necessary. One floating supervisor can daily pick up and deliver the cards at one and the same time at the men's homes, if the men used their own vehicles.

The problem was raised concerning need by the meter reader's family for the use of the vehicle. Not all meter readers have their own cars. But those that do have cars bring them down and park them at the water shops all day anyway! So no new problems would be created.

5. Problems of the future

Annexation of more water company area, thus providing an additional number of meters to be read. This problem can be met by additional employment of meter readers.

6. Recommendation

At the present time I am doing a study of mileage costs. The City now pays eight cents a mile but this amount may be adjusted upward. I feel that meter readers should use their own vehicles and be reimbursed for mileage. For those without vehicles, I recommend temporary assignment of pick-ups on a 24-hour basis. Mileage can be controlled from an examination of the schedules.

7. Additional effects

By paying the men mileage they would not have access to central auto shops services, forcing them to keep their vehicles in repair and giving business to various service stations. Nothing wrong with this politically.

Consideration should be given to "selling" the trucksters to the Police Department for use in downtown traffic and parking control. Can also try the Post Office.

To: Paul Beermann, Water System Director

From: Earl Terman, Administrative Intern

Subject: Recommendation for Replacement of Motor Vehicle Equipment for the New Water Department Budget; Suggested Sequence of Elimination

Date: August 7, 1963

This afternoon I conversed with Mr. Jack Baty, Supervisor of the Auto Shops. I was to obtain an inspection of certain motor vehicle equipment of the Water Company which on paper appeared ripe for replacement. Mr. Baty, who has 30 years of experience in the field of Motor Vehicle Maintenance, was asked to classify the equipment subjectively as to their condition. He stated that all vehicles that were ten years old or older or vehicles over 100,000 miles were poor and should be immediately eliminated from the inventory. He described these vehicles as having metal fatigue. It is difficult to get parts for older vehicles and the factories only have a ten-year obligation to maintain parts.

On a separate sheet I have listed 41 vehicles which I recommend be eliminated from the Water Department inventory during its coming fiscal year. The order in which these vehicles should be eliminated is indicated in numerical sequence. It will be noted that if a vehicle is eliminated it is not necessarily recommended that it be replaced. E.G., I have recommended the elimination of vehicles in the meter reading function.

The following is a summary of vehicles to be obtained to replace those that should be eliminated:

Pickups	21
Sedans	1
Trucks	3
Dumptruck	1
Other vehicles	2
Total	<u>28</u>

A replacement policy will eventually be developed so that the vehicles which are not presently ten years of

age or 100,000 miles which have reached a certain point in life or mileage will be up for elimination consideration. Mr. Baty states that to obtain information to back up a replacement survey he will need additional clerical help to post from the present equipment records the total amount of money which has been spent on a vehicle. Another method to red flag vehicles is to compare their market value (which can be ascertained from a bluebook) versus the cost to repair, and if the cost to repair the vehicle is more than the vehicle is worth, the vehicle should be eliminated.

2. Purchase Requisition Studies

On or about July 31, 1963, a purchase requisition for three one-ton trucks for the Weights and Measures Section of the Inspection Division was processed through the Budget and Research Division.

Before proceeding further, I feel that an overall view of the City's purchasing procedure would help explain the role the Budget and Research Division plays in the process. In the budget requests for the fiscal year 1963-4, which were submitted in detail back in February, 1963, items that are desired by the various departments are listed, along with the estimated expense involved, and a written justification. These items may or may not be granted. Assume that the item is granted. The Department Head determines during the ensuing fiscal year that he wants to purchase the authorized item. The request is submitted on a purchase requisition form to the Budget Office, which screens each one to see if the item was budgeted. If an item is not budgeted, it is not necessarily turned down. The budget authorization is on a lump sum basis for departments. This allows the department head and Budget office to spend money within wider channels of control. Nevertheless, good sense and prudence dictate that each

item be justified. If the item is budgeted, and routine, there is usually no problem in Budget, and the purchase requisition is cleared on to the Purchasing Department, which obtains estimates and bids, either formally or informally, depending upon the amount involved. \$1,000 is usually the dividing line between the formal and informal bid requirements. When the best bid is obtained, and the department head approves it, a purchase order is made and sent to the vendor.

If an item is budgeted, but there is a question by the Budget Officer as to the suitability of either (1) purchasing the item at all, (2) in part, or (3) at the particular time the item is requested, the Budget Officer can hold things up. He has much power here, even the power to override the City Manager. The period when items requested are originally reviewed, and approved, or red-lined, affords little time for detailed study and reflection on each individual item. If the Budget Officer is going to deny an item previously budgeted, it is wise to be on sound ground. This is where the interns come in - to provide the meat for the defense.

In the case of the three trucks, the Budget Officer had some doubts.

Mr. Hobart also expressed doubts on several other items requisitioned by the Inspection Department. For instance, there were the requests for 4,000 file folders, and also two Electro-Kardex units, items which had previously been given budget approval.

To find out information on the Kardex system, I interviewed Mr. J. Roberts, Office Manager of the Inspection Department, and he went into a lengthy dissertation about the procedures in the Inspection Division. The operation there involves many steps. A person comes in wanting to put up a building, and he is asked to bring in plot plans and building plans, and a form is made out in quintuplicate. One of the copies finds its way over to the Kardex area, where it is attached to a card, and this card is made the basis of a control whereby the building inspection on a particular property is noted. Certain deadlines are set up to guide the inspectors as to when to go out and check the particular property. When the property is okayed on the final inspection, this card is removed from the Kardex file and goes into a master archives system.

During the process of applying for a permit, the Building Inspection Division adds addresses. This is

their job under the City ordinance.

The following are the reports that I presented on the various purchase requisitions:

To: James C. Hobart, Budget Officer

From: Earl Terman, Administrative Intern

Subject: Three Utility Trucks Requested by Weights and Measures

Date: August 2, 1963

The original budget request was for three one-ton trucks at \$3,300, or \$9,900. The item was cut to \$6,000 by the Budget Office so that the request for three at \$2,700 each happens to be in excess of budgetary allotments.

I talked to Mr. Harris, the Weights and Measures Supervisor, and he advised me of the following information. At present, this department utilizes one one-ton utility truck and City sedans. Mr. Dick Frank, the State's Weights and Measures Inspector, has been pressing his department to get their weights up to the amounts required under the United States Department of Weights and Standards, Handbook No. 44. Scales of 40,000 - 100,000 lbs., according to that handbook, require ten tons of measure to test them out. There are approximately seven of these scales in the City of Tucson. However, Harris feels that he can do the job just as well with five tons. At present they only have 2,650 lbs., (approx. 1- $\frac{1}{4}$ tons) which includes many 50 lb. weights. These weights are carried on the truck along with sandbags which give the truck the capability of weighing 10,000 lbs., and thus the trucks themselves are used as a measuring device. Harris feels they don't need one-ton trucks. A $\frac{3}{4}$ ton pickup would do. Even so, they need the weights before they need the trucks.

Harris was up in Phoenix recently and reviewed a mobile truck weighing scale. This involves a capital investment of \$30,000. Harris is now preparing a report on it to present to Mr. Higgenbotham and I can see Budget reviewing this. The Phoenix truck paid for itself in the first two

months by recovering heavy penalties for over-loaded trucks. Along with the truck, you need two operators and a specially trained policeman.

Because the department needs weights before the trucks could be useful, only needs $3/4$ ton trucks, is going to present a request for a huge capital investment not in the original budget, and because of the excess over the budgetary allotment, I respectfully recommend that Budget deny this request.

To: James C. Hobart, Budget Officer
From: Earl Terman, Administrative Intern
Subject: Two Electro-Kardex Units
(Requisition from the Inspection Division)
Date: August 2, 1963

At the present time, the Inspection Division has 24 eight-drawer Kardex units which hold 55 cards each, for a total capacity of 10,560, which is far from being utilized. The present system is used for inspection control. When a person takes out a building permit, a fifth copy of the permit is attached to a Kardex card and put into the Kardex unit which is organized by street locations. There are suspense tabs to indicate followup dates, and these allow a girl who is daily monitoring the Kardex unit an opportunity to see what items have to be checked up on or become dead by virtue of time running out. A building inspection permit, for instance, is only good for 60 days and expires. After the inspection has been completed, the Kardex file goes into the main master archives. Two girls are assigned to the Kardex files. The files themselves are double stacked and in my mind do not take up much space. Each Kardex unit is \$140 and the last one was bought in 1960, according to Mr. Roberts.

What are the advantages of the Electro-Kardex files over the present manual Kardex system? The only tenable answer that I was able to ascertain was that they conserve some space. The actual space saved is de minimis. In fact, there are two disadvantages that accompany the Electro-Kardex unit that are not present under the manual Kardex. To-wit: 1. Under the manual system two or more persons can be looking up files that may be grouped in one Electro-Kardex which permits only one request at a time to be worked upon. 2. If there is an electrical breakdown of the machine, then the whole business gets tied up, and of course not so under the manual.

As far as time efficiencies are concerned, there are none really that can be obtained by the Electro-Kardex

unit over the manual system. In the present compact area, the girl can find what she wants readily.

I understand that other City departments had requested individual Kardex units and they were referred to Mr. Roberts to obtain the balance from his department. I would suggest that unless a department had no Kardex units and had a sufficient volume of records that would allow for the installation of an Electro-Kardex unit which would have the capacity of nine manual Kardex units, they should apply for their own Electro-Kardex unit. If they did not have enough volume, then order some more Kardex units.

As a final touch, Roberts, Keiser, Jensen and Danforth, after an inter-change of ideas about this system agreed that they didn't know too much about it and it doesn't seem like it was as great an idea as it first appeared to be. Danforth felt that we should spend the money on other priority items.

I respectfully recommend, therefore, that Budget deny the request of the Inspection Division for two Electro-Kardex units.

To: James C. Hobart, Budget Officer

From: Earl Terman, Administrative Intern

Subject: Rembrandt Terminal-Digit Folders and
the Inspection Division Archives System

Date: August 5, 1963

There is presently under surveillance an order for 4,000 but I understand Inspections is going to order 12,000, so the following comments apply equally to all the file folder requests. Mr. Roberts showed me what was in existence prior to 1956 when this archives bit went into effect and how it operates now. The long-range program is to have a record centrally located of building improvements on each of the 500,000 units or parcels in the City of Tucson. Of course not all of these parcels have been built upon. At present they have about 45,000 recorded. Each file contains all inspection documents pertaining to a given piece of property with the exception of building plans in excess of one page which are now located at a warehouse in the Stores area on South 11th. With the micro-filming project it is hoped that these plans can be micro-filmed and placed into the folders.

At present Roberts estimates that these files are pulled 300 times a day. Every time a person comes in for a building permit the file is immediately pulled and the history on the property location is studied. If a man needs to build on his house and doesn't have a plot plan, the property folder may contain the original plot plan. This allows the man to plan and also assists the Inspections Division in determining whether the man should be issued a permit. When the City builds additional stories on its City Hall, the Inspections Division plans to store the archives in a lower or upper level and refer to them by a chute or dumb-waiter system when needed.

Chapter 9, Section 11, of the City Code states that it shall be the duty of the Building Inspector to do certain things, and then goes on to say that a complete record of all applications for permits, all permits issued, and of all inspections made under each permit shall be kept in the Inspection Division of the City. In Chapter 9, Section 11, there is a statement that, "One set of approved plans,

specifications, and computations shall be retained by the Building Inspector for a period of not less than 90 days from date of completion of the work covered therein, and one set of approved plans and specifications shall be returned to the applicant, which set shall be kept on such building or work at all times during which the work authorized thereby is in progress."

From this it may be implied that there is some authority that allows the building Inspector to keep the plans afterwards, but no specific requirement that he do so is spelled out. This is an objection that was raised by Jack Urie, to-wit, that we are performing a service by keeping these plans for the people over and above the required legal services prescribed in the Charter, Statutes, and ordinances. I would say to this that this service having been started serves a useful purpose and does not cost anything, except for the prospective microfilming costs and space consideration.

I feel, however, a study should be made of the total cost to microfilm plans that are in the storehouse, and if this is a prohibitive figure, that an opinion be requested from the City Attorney to the extent of the requirement to maintain these plans. If the microfilming costs are prohibitive and the Attorney does say that the Building Inspector does not have to keep the plans, at that time a policy decision should be presented to the City Council.

However, I have a personal feeling that keeping the plans merits the approval of the Council as a service to the community. In maintaining a permanent record of these plans, the citizen benefits by knowing that there is one place that does have the records and plans. Perhaps some tie-in with County Assessment can be made, centralizing the individual property information into one file, so that a complete history of everything on the property, including taxes and assessments, can be kept. It is pointed out that the Assessor in going to each property has a floor plan generally of the property to work with and therefore there might be some present duplication involved.

In summary, I feel that one order for 4,000 be approved and that the subsequent purchase order for 8,000 be held up pending information on the potential cost of microfilming the old plans so that this problem can be focused and presented to the Council, if need be.

3. Centralization of Parks and Recreation
Department Administration

On or about August 5, 1963, a construction materials order (CMO) was processed through the Budget and Research Division, requesting authorization of the construction of an administration building annex to the present City Parks Department headquarters building at Randolph Park. The outstanding item in question had previously been approved in the budget hearings during the spring, and \$25,000 was allocated for this addition. But all items budgeted are still subject to budget control. Questions now arose as to whether or not this addition was feasible. The City Manager, Mark Keane, was not satisfied that the Parks and Recreation operation should be headquartered at Randolph Park.

A study was ordered, and assigned to me. The following report was subsequently submitted.

To: James C. Hobart, Budget & Research Officer
From: Earl Terman, Administrative Intern
Subject: Centralization of Parks and Recreation Administration
Date: August 14, 1963

Before authorizing a \$25,000 capital improvement, the City Manager, Mark Keane, has requested the Budget and Research staff to investigate the long-range justification for the extension to the Parks and Recreation administration building. The main question to be answered is where, in the long run, is it best to locate the administrative offices of the Parks and Recreation Department.

This report attempts to present an analysis of the present situation, functions, plans, and geographical distribution of the Parks and Recreation Department and a recommendation as to the correct answer to the foregoing question.

History

Prior to 1954, when Gene Reid moved the department out to the present administrative headquarters, the Parks function was located in the Public Works office area.

In the 1953-54 budget request under land improvements the Parks Department wanted \$15,000 for a Park Headquarters at Randolph Park, and the justification was as follows: "Throughout the Nation the modern trend is to put the Parks Department office out in the park where it belongs so that the administration can at all times work closely with its employees and be associated with equipment, care and maintenance. It is contemplated putting this office in Randolph Park near the nursery with its valuable collection of trees and shrubs."

The Recreation Division was housed in the fire building at Park and 9th up until a few years ago when it merged with Parks and was relocated at the Randolph headquarters.

The administrative headquarters houses the following personnel:

Main Building

- 1 Director of Parks and Recreation, Gene Reid
- 3 Clerk-typists
- 1 Recreation Supervisor II, Ernie Batiste
- 5 Recreation Supervisors I (4 temporary)
- 1 Administrative Analyst
- 11 Employees

Annex

- 2 Payroll Clerks
- 1 Account Clerk
- 1 Administrative Assistant, Charley Gonzales
- 1 Recreation Superintendent, Loveless Gardner
- 1 Girl Recreation Supervisor I (temporary)
- 3 Engineering Aides
- 9 Employees

Gene Reid has contact with his Park Foreman IV, George Hernandez, 15 or 20 times a day via car phone or personal contact. The Recreation Supervisors I do not have individual spaces but use the present facilities as a bull pen. They report in and receive their assignments or whatever necessary information they need from the Recreation Supervisor II, Ernie Batiste. Loveless Gardner, the present Recreation Superintendent, is involved in a mass of activities and it appears that his big one is the hiring of personnel. It is proposed that Gardner will become the Assistant Recreation Superintendent.

The annex does not provide heat.

Payroll, Accounting and Engineering

Operations that involve paper work to be processed are the payroll cards which are punched in and out at the Stores area, the Stores requisitions, the work shop requisitions, and the daily work orders. There is no requirement that these be immediately posted or accounted for. In other words, the work flow does not require that they go to accounting and back before the physical job is accomplished. Usually the job is organized, performed and then the paper work is brought back to accounting for purposes of recording.

Thus there is no requirement that the payroll and accounting clerks be out in the field. These people could perform the function as efficiently downtown.

The same is true for Engineering. This is a planning function and could be located downtown.

Other Facilities at Randolph Park

There is a central stores and a central workshop area to repair non-motor pool equipment belonging to the Parks and Recreation. Fertilizer, chemicals, seed, and lumber are stored at Randolph Park. Recreation and arts and crafts supplies are stored there. There is a carpenter shop and a sign shop out there. 35 trucks are kept there overnight. The Parks Guards have an office in the Stores building at Randolph.

Non-Administrative Personnel

There's a working force of Parks personnel that show up daily at the Stores area where they are given their work assignments to be performed at Randolph Park or in various other parts of the City. Some personnel who take care of other parks report directly to those parks.

The Recreation personnel, except when originally hired, do not report to central headquarters but go to work directly at the various parks where they conduct their programs. The Recreation Supervisors and aquatic supervisors get around to these people. There is no geographical advantage in the recreation administration being out at Randolph Park. The general location of recreation areas does not center itself around Randolph Park. (See appendix.) The public can be educated to use downtown facilities as well.

Proposed Administration Annex

The proposed addition to the headquarters would house the three engineering aides, the new Park Superintendent, the Park Foreman, the Recreation Superintendent, the Assistant Recreation Superintendent, the Recreation Supervisors, the Payroll and Accounting Clerks, a conference room and a ladies' lounge. This would empty out the temporary annex into the main administrative headquarters and the old annex would probably be available for further expansion. The Park Superintendent that was recently hired is due to begin work September 1. The Recreation Superintendent is to be hired this fall.

What Phoenix Does

Phoenix has their Parks and Recreation headquarters downtown in the new City Hall.

Job Descriptions

A study was made of the job descriptions of the administrative personnel of Parks and Recreation. They perform staff rather than line functions. They are involved with planning, budgeting, coordinating, and public relations. With regard to the latter, the Recreation Department has a big job in getting together with the press and the public, and is in contact with other governmental units such as the County and School Districts. A lot of this liaison is carried on at or near the central business district.

Present Space Downtown

At the present time it is a fact that there is no space in the City Hall headquarters and proposed leased areas. Thus either bond funds must be immediately obtained to build onto the City Hall, other lease-hold arrangements must be made, or departments must be squeezed together to make space for these people.

Comments

The advantage of maintaining the administrative headquarters at the same place is the advantage of any organization that maintains a status quo. The employees are used to it. It allows Reid to keep an eye on his nursery and watch the various activities more closely. But Gene Reid has already started to become accustomed to the idea of coming downtown and so has Charley Gonzales. The Parks Superintendent hasn't begun working and could easily be put downtown without any change in personal relationships.

How often does the Parks and Recreation have contact with the City Manager, the Personnel Department, Purchasing Department, Budget, Accounting, Public Works, Administration, Planning Department and other functions of the City as distinguished from direct contact with the public? Gene Reid gets down to the City Hall about two or three times a week on an appointment basis. Since it is anticipated that he is going to have two lieutenants, one in parks

and one on recreation, the necessary detail that might have required him to be out on the spot checking things should be delegated away. Contact can always be had with the field. Gene Reid is out in the field in a car quite a bit. What difference would it make if his headquarters were downtown rather than Randolph Park?

What would happen if the building addition were approved and subsequently it was decided to put the Parks and Recreation administration downtown? Gene Reid said that he could probably fill up the space with foremen and parks guards and some account clerks, but I see very little space being used. The functions that are performed by the Shops and Stores do not require central administrative buildings. It is difficult to defend a capital outlay merely because there is no present place downtown, and then within a year or two move everyone downtown leaving a spanking new building empty of function. It should not be used other than as an office building.

What would Gene Reid do if (1) the Parks Superintendent and Recreation Superintendent arrived, (2) the City had decided not to go ahead with administrative headquarters expansion, and (3) there was no space downtown? He said he could always knock out a wall and put in a one-room annex to the annex at a cost of about \$700.

All things being equal, there is no advantage to being out at Randolph Park for administrative purposes and the advantages of being downtown, of course, are the closer coordination and control and interaction and cooperation between the other City departments.

Conclusion

Based upon the above I feel that in the long run it would be best to locate the administrative offices of Parks and Recreation at the City Hall downtown. Because of present space limitations downtown I recommend that a temporary room be added to the present annex to house the Parks Superintendent and Recreation Superintendent. As soon as space downtown is available, all administrative functions should be transferred downtown and the present administrative headquarters be used as a field maintenance office.

To: James C. Hobart, Budget & Research Officer
 From: Earl Terman, Administrative Intern
 Subject: Centralization of Parks and Recreation
 Administration
 Date: August 14, 1963

APPENDIX

Parks Relationships

	Miles From		
	<u>City Hall</u>	<u>Randolph</u>	<u>Other</u>
Randolph	3 1/2	-0-	
Himmel Park	2 3/4	2	
La Madera Park	4	3 3/4	
Glenn Street and Plumer	3 1/2	3 3/4	
North 6 Avenue and Waverly	2	4	
Tahoe Park	2 3/4	3 1/4	
Cherry Field	1 3/4	1 3/4	
Eastland and 19th	5	1 1/2	
Oury Park	1/4	4 1/4	
Menlo Park	1	4 1/2	
Estevan Park	1	4 1/4	
Stone and Speedway	1	3 3/4	
4th Avenue and 2nd Street	1	3 1/2	
Montezuma	4 1/4	1 3/4	
Armory Park	1/2	3	
17th Street	1	2 3/4	
Santa Rita	1 1/4	3	
10th Avenue and West 22nd	1 1/4	3 1/2	
36th and Forgeus	3 1/2	1 1/2	
Aviation Highway	3 3/4	1 1/4	
Del Norte	3 3/4	6 3/4	
Mission	6	6	
Palo Verde	7 1/2	4	

62 1/4 mi. 73 3/4 mi.

High School Relationships

	<u>Miles From</u>	
	<u>Randolph</u>	<u>City Hall</u>
Flowing Wells High School	6 $\frac{3}{4}$	4
Amphi High School	5 $\frac{1}{2}$	3 $\frac{1}{4}$
Tucson High School	3	3 $\frac{3}{4}$
Pueblo High School	4 $\frac{1}{4}$	3
Sunnyside High School	5 $\frac{1}{4}$	6 $\frac{1}{4}$
Palo Verde High School	4 $\frac{1}{2}$	8
Catalina High School	2 $\frac{1}{2}$	4
Rincon High School	2 $\frac{1}{4}$	5 $\frac{1}{4}$
	<u>34 mi.</u>	<u>34 $\frac{1}{2}$ mi.</u>

The General Land Use Plan, pp. 48-49, shows a projection of regional parks, which tend to further the notion that the present City Hall is more centrally located than Randolph Park.

4. Sign Location Project

During August, 1963, the City was contemplating moves to new locations. After the City had made its decision on the places that it was going to lease, the job of coordinating the moves in an orderly fashion was given to the City Budget and Research Officer, Mr. Hobart. He recognized not only an existing need to properly designate departments by sign and sign direction, but that the shift would entail a requirement for new signs and locations.

The assignment was handed down to me.

It was recommended that, in addition to relocating signs for the public's sake, it would help if a map of the downtown area were prepared, showing the proposed relocation of City services. This map could be published in the paper and distributed by hand in leaflet form to the public. This was done.

In addition, I submitted the following report:

To: James C. Hobart, Budget and Research Officer

From: Earl Terman, Administrative Intern

Subject: Office Space Moves - Sign Recommendations and Locations

Date: August 23, 1963

A review of all signs in the new and old City Halls and the old Courts building has been made as to clarity, decor, and function. All signs that are considered adequate are not mentioned in this report. It is presumed that when office shifts are made that these signs, if portable and adequate, will be taken and used with proper discretion. The following recommendations are for the specific elimination of certain signs and the addition of others. By no means is the list exclusive, and, when the time comes, proper sign orders can be given. However, the extensive list that follows should give the sign department a good running start.

I. Directories

1. Directory inside old City Hall will have to be updated, and I have prepared a corrected list which is attached hereto.
2. The following large sign should be placed at the five named locations:

INDICATING WHAT IS LOCATED IN THE NEW CITY HALL

WHAT IS LOCATED IN THE OLD CITY HALL

WHAT IS LOCATED ELSEWHERE AND WHERE

- A. In front of old City Hall (replacing present sign there).

- B. Rear of lobby of old City Hall.
- C. In front of entrance to Inspections Division.
- D. In front of entrance to Treasury and Water (north side).
- E. South side.

I suggest it be done on metal with the City seal at top (see the City Court sign on the City Court Building, not the one on the ground).

Inside the lobby of the new City Hall, the Water Company lobby, there should be a huge display map indicating the locations of all City functions.

II. Individual signs that are similar to the black and white signs which are evident in the new City Hall. These signs may be on doors or on counters:

1. Director of Public Works
2. Improvements Coordinator (to go in old Phoenix Title)
3. Department of Administration
4. Budget and Research Division
5. Traffic Engineering (or Traffic Engineer)
6. Chief Inspector
7. Water System Director
8. Chief Engineer
9. Planning Engineer
10. Conference Room
11. Office Engineer

III. Large brown and gold signs which hang from the ceiling with decorative chains and are draped over the following departments:

1. Water Commercial Division

2. Inspections Department.
3. Public Works Administration.

IV. The following signs shall be for temporary purposes and will be used to explain changes in location. These, for the most part, will be white cardboard signs:

1. Directions to Traffic Engineering (more permanent brown and gold).
2. In the Water Department an explanation that the Water Administration and Engineering functions are in the Mayer-Alameda Building.
3. In the Public Works Department an explanation that Engineering and the Improvements Coordinator are in the old Phoenix Title Building.
4. In the Police Department in front of the Chief's office a sign explaining that the Service Division (traffic accident reports) is in the old Courts Building at 180 North Meyer and that the Detectives are located in the Mayer-Alameda Building.
5. In the Treasury Division (traffic fines section) a sign explaining where the traffic court is located.

V. At the following places there should be signs on white metal which indicate where other City services are located (smaller signs than those mentioned in Paragraph I (2) above):

1. Old Phoenix Title Building (outside in front).
2. Mayer-Alameda Building (in the plaza, first floor).
3. Old Courts Building (outside in front).

VI. Additional signs for the Water Division over at Mayer-Alameda:

1. Water System Director's office (on door).

2. Water Bond Management.

3. Water Engineering.

VII. There should be a large sign over the old Phoenix Title Building entrance as follows:

City of Tucson Engineering Division of
Public Works Department

VIII. There should be a sign in the rear of the lobby of old City Hall indicating what is upstairs, to-wit:

Mayor
Manager
City Clerk
City Attorney

IX. Debatable but noteworthy: I propose that 69 North Meyer and 109 North Meyer be eliminated, and New and Old City Hall be conceptualized by signs.

X. Remove: All signs that are presently on white card-board plus the white metal sign out in the patio which says: "Water Department - Traffic Fines."

XI. Mayer-Alameda: 2nd floor (sign which describes what City services are located there and what the room numbers are). Mr. Mayer said that the signs at the Mayer-Alameda Building must meet his approval.

5. Administration Letter

One function of the Department of Administration is to prepare regulations, manuals, or standard operating procedures and policies, to guide other City departments. Since Mr. Urie became Director, he has put out various memorandums of this nature which are called "Administration Letters."

The following is a list of these letters put out:

1. Auditing Invoices for Payment
January 3, 1963
2. Payroll Deductions for Organization
Membership Dues
January 7, 1963
3. Capital Improvement Projects, Five-
Year Plan
January 10, 1963
4. Payroll-Time Sheet Flow
January 31, 1963
5. Long Distance Telephone Calls
April 5, 1963
6. Accounting Changes for Fiscal Year 63-64
July 11, 1963
7. Quarterly Allotments for 63-64 Budget
July 12, 1963
8. Office Space Moves - Final Plan
August 9, 1963
- 8 A. Office Moving Schedule
September 3, 1963
9. Zip Code
August 17, 1963

10. Time Sheet and Schedule Change for Labor Day Holiday
August 26, 1963
11. Bodily Injury to other than City Employees involving City vehicles and City operations (Liability and Bodily Injury)
August 26, 1963
12. City of Tucson Sales Tax Exemption
August 28, 1963

An assignment given me was to draft an administrative letter which would serve as a guide to all departments on the subject of writing telegrams.

To get this job done, it was necessary to talk with the Purchasing Department, the Police Department which maintained the Telefax, and Western Union.

I thereupon compiled the following administration letter:

Administration Letter No. _____

To: All Departments and Divisions

Subject: Writing Telegrams

This letter shall be a guide for the proper transmittal of telegrams when written for the City of Tucson.

1. Form: Telefax sending blank furnished by Western Union, obtainable from the Police Records Division.

2. Example:

Telefax	Western Union Sending Blank	Telefax
---------	--------------------------------	---------

Call Letters	Charge to	
FCR	Purchasing Dept.	

FCR PD FAX TUCSON ARIZ JULY 1, 1963

F. M. POTT CO.
123 Tunafish Dr.
San Juan, California

REFERENCE OUR ORDER NO. E-139 15 MAY 63

PLEASE CANCEL.

SIDNEY A. WILSON
PURCHASING AGENT
CITY OF TUCSON

3. In the upper left hand corner in the space after the words "Call Letters" - you will put in the letters FCR, our office call letters, and repeat on next line below.
4. In the space after the words "Charge To" put the department of the City to be charged.
5. On the next line below (the first line of the message) you will indicate after the call letters FCR whether the message is to be paid or collect, telegram, day, or night letter by using the following code:

PD TELEGRAM - This is the standard fast service.
COLLECT - Messages in this classification are accepted for immediate transmission. The basic charge is for 15 words or less, with an additional charge for each word over 15 words.

DL PD DAY LETTER - This service is for messages
DL COLLECT which can be deferred slightly in handling
and still serve their purpose. The basic
charge is for fifty words or less with an
additional charge for each group of five
words or less over fifty words.

NL PD NIGHT LETTER - This is an inexpensive over-
NL COLLECT night service designed primarily for messages
of considerable length. The basic rate is
for fifty words or less with an additional
charge for each group of five words in excess
of fifty. Night letters may be filed at any
time up to 2:00 A. M.

6. On the same line to the right put "FAX Tucson, Arizona"
and the date.
7. On the next lower lines put the address and body of the
message.
8. Important things to remember when writing a telegram:
The word "STOP" costs money. You get periods for
nothing. These are the free punctuation marks:

Period
Comma	,
Colon	:
Semicolon	;
Decimal point
Hyphen	-
Apostrophe	'
Quotation marks	"
Parentheses	()
Question mark	?

You have to pay for these (so-called chargeable) symbols:

Dollar sign	\$
Diagonal stroke	/
Ampersand (and)	&
Percent sign	%
Number, pound	#
Feet, minutes	'

Now in the United States (not Canada), a five-character group counts as a word. Example: 54321, \$5432, 15/16 all count one word each. So do these: \$54.32 and RA 30-E, because decimals and hyphens are free. These groups count as two words: 87654321, \$346.54, 15/100.

Look for ways to save: March 12, 1962, counts three words, but 3-12-62 counts one, hyphens being free. If by habit you write 3/12/62, you pay for two words, diagonals being chargeable. Write B & O spaced: pay for three words. Unspaced B&O is one word. Feb 25 is two words: Feb25 is one.

9. Put your name and title at bottom of message, and the words

CITY OF TUCSON

10. Rates to principal cities from Tucson. The rate, expressed in cents, shown opposite the name of the City, is for a fifteen-word telegram.

Boston	190
Chicago	175
Cincinnati	190
Cleveland	190
Denver	145
Detroit	190
Houston	160
Los Angeles	145
Miami, Florida	190
New Orleans	175

New York	190
Philadelphia	190
Phoenix	110
Pittsburgh	190
San Francisco	145
St. Louis	175
Seattle	175
Tucson	110
Washington, D. C.	190
Yuma	150

11. Examples of Relationship of Rates

Where the telegram rate is:

For 15 words or less	For each Additional word
110¢	5.0¢
145	6.5
190	8.5

The Night Letter rate is:

For 50 words or less	For each Add'l 5 words or less over 50 words
95¢	6.5¢
125	8.5
165	11.0

The Day Letter rate is:

For 50 words or less	For each Add'l 5 words or less over 50 words
160¢	11.0¢
210	14.5
275	18.5

12. Repeated messages - If you wish to have your message repeated back from the point of destination, it will cost one-half of the regular rate in addition.

13. Limited liability of telegraph company. The telegraph company limits its liability for mistakes or delays in the transmission or delivery, or for non-delivery, to \$5,000, unless message specially valued, and stated in writing at time message is transmitted. Special value rates are equal to the rate for repeated messages, plus an additional charge equal to .001 times the valuation which exceeds \$5,000, (e.g. \$25,000 valuation, 15-word telegram message to New York) = \$1.90 plus 1/2 (1.90) (the repeated message charge) plus .001 (\$25,000 - \$5,000) = \$1.90 plus .95 plus \$20.00 = \$22.85.

6. Private Process Serving

Another assignment received during the internship period resulted in the following report:

To: James C. Hobart, Budget and Research Officer

From: Earl Terman, Administrative Intern

Subject: Private Process Serving for the City Attorney's Office

Date: September 23, 1963

Prior to approximately six months ago, the City Police served civil process for the City Attorney's office on their regular beat. Then a Court rule came down which required that all civil process service be made only by specially appointed process servers. As a result of this ruling, Patrolman Gary Peterson was appointed by Judge Garrett and served process for the City on his own time, getting paid on an overtime basis. Sometimes it requires lying in wait for an individual for hours before a subpoena can be served. Thus this mode was costly.

The normal registered private process server that is in business charges a statutory base fee plus a mileage fee. The fee is not based on the time involved to serve the papers. The civil department of the Pima County Sheriff's office has served process for the City on a non-fee basis, but the City Attorney's office does not think they are as effective as the police, and the Sheriff's department has been annoyed wondering why the Police Department couldn't do the serving. The overtime pay for Gary Peterson was discontinued and private process was farmed out to private process servers. This gets the job done at a minimum fee except that the City Attorney's office has no funds budgeted for this purpose.

It was ascertained from Dave Fitzgerald that the City contemplates creating the position of Bailiff for the Magistrate's court and that the job of Bailiff would include the job of serving civil process. To include the

latter function the pay scale was increased from (\$300 to \$360) to (\$330 to \$400). Of course, these Bailiffs would have to receive special training for the proper service of process and would have to spend overtime on weekends. The City does not have that much business to justify the extra pay. Jay Abbey estimated the volume of service at about 35 times a year. Joe Purcell of the City Attorney's office suggested that the entire City Police force be appointed process servers by appointing Chief Garmire. Judge Garrett said he couldn't appoint the Chief; he would have to appoint each individual patrolman by name. This is just a matter of paper work, setting up a form and inserting individual names, and then every one of the patrolmen could be appointed. Captain Breglia said that the Police Department would not mind having all its officers appointed, after it was explained to him that the service of process would be best performed by a patrolman on his beat. Joe Purcell should be able to make up the necessary forms.

It is my recommendation that steps be taken to nominate every police patrolman as a special process server. Thus the City would not have to worry about expending any additional funds. I feel the extra pay scale for Bailiffs is not justified since they will not and should not handle process serving.

7. Reorganization of the Department of Administration

On September 5, 1963, I was handed what was said to be the most important project that any intern could receive. This was an administrative reorganization study of the Department of Administration, particularly the section involving Property and Insurance.

There were considerations of administrative efficiency that had arisen during Mr. Urie's first two months of operating the Department of Administration. It was his opinion that a reorganization of the department had to take place. There are six divisions under Mr. Urie - the Division of Accounting, Division of Office Services, Division of Budget and Research, the Purchasing Division, the Treasury Division, and the Licenses Division. Under the Accounting Division there were basically three sections, Accounting, Pre-Audit and Assessments. The Assessments Section included Property and Insurance.

The Property and Insurance section was supervised by Mr. Paul Laos. His designation is Right of Way Agent II, as a result of the PAS Survey of November, 1962. Mr. Laos has been with the City for many years and has been the person responsible for buying and selling property

for the City. He also is in charge of the Assessments Section.

It was thought by Mr. Urie that a separate division of Property and Insurance and Administrative Services could be set up as a seventh division under the Director of Administration. I was handed a rough outline of the report to be made. It was to involve a detailed study of the present situation; drawing a proposed organization chart of the manpower requirements of the new division, showing pay ranges; determining the physical requirements of the division; drafting a proposed budget for the division, indicating the cost of premiums for insurance as part of the strict accounting for the section; and preparing a job description of the division head. The division was to encompass the following functions: real property, fixed assets, insurance, duplicating shop, microfilm service, motor pool, switchboard, mail and messenger service, and a retirement counsellor.

A report on this study was not completed during the internship period. What follows is a compilation of rough ideas and notes from a preliminary study of the problem:

Report

The section is to be called the General Services

Division, with a General Services Director supervising five different areas: (1) Records Management, (2) Property, (3) Insurance, (4) Retirement, and (5) Miscellaneous, (including motor pool, switchboard, mail and messenger, and duplicating).

It is conceived that the department may be expanded to cover other central services capable of being performed by the City, such as communications, auto pool, auto shops, contract administration, and food services (when the City takes over and operates a cafeteria).

FUNCTIONAL CHARTDIRECTOR

Motor Pool	Records Management	Real Property Acquisition	Insurance Records	Retirement Counsellor
Switchboard	Microfilm Service	Real Property Management	Insurance and Non-Insurance Loss Investigation	Employee Insurance
Mail and Messenger Service	Forms Control	Real Property Disposal	Employee Insurance Claims	
Duplicating Shop		Annexation Projects		
		Real and Personal Property Records		

JOB CLASSIFICATIONS

 GENERAL SERVICES
 DIRECTOR

 CLERK-STENO
 II

Motor Pool Attendant	Records Management Clerk II	Property Clerk II	Insurance Clerk II	Retirement Counsellor
Switchboard Operator	Records Management Clerk I	Property Clerk I	Insurance Clerk I	Clerk- Typist I
Messenger		Clerk- Typist I		
Duplicating Operator III				
Duplicating Operator II				
Duplicating Operator I				

NO.	NAME	PAY	RANGE MAXIMUM	MAXIMUM BUDGET
1	General Services Director	35	790	9,480
1	Clerk-Steno I	19	400	4,800
1	Retirement Counsellor	30	650	7,800
1	Records Manage- ment Clerk II	20	420	5,040
1	Records Manage- ment Clerk I	17	360	4,320
1	Property Clerk II	27	575	6,900
1	Property Clerk I	24	500	6,000
1	Insurance Clerk II	22	460	5,520
1	Insurance Clerk I	19	400	4,800
2	Clerk-Typist I	14	315	3,780
1	Motor Pool Attendant	15	330	3,960
1	Switchboard Operator	16	345	4,140
1	Messenger	13	300	3,600
1	Duplicating Opr. III	22	460	5,520
1	Duplicating Opr. II	19	400	4,800
1	Duplicating Opr. I	15	330	<u>3,960</u>
17				84,420

Qualifications of Division Head

Distinguishing Features of Work

This is specialized work in the acquisition, management, and disposal of real property for the City, attending to the City's insurance needs, administering employee insurance programs, and managing records and forms design, retention, and disposal. An employee in this class will supervise and review the results of such other central services programs as may be assigned to his division, and shall participate in research determining the feasibility of placing additional central services functions in his division consistent with sound principles of management. General supervision as to departmental policies is received from a superior, but the employee performs technical requirements of the work with a minimum of supervision. Supervision is exercised over a technical and clerical staff.

Examples of Work Performed

1. Assists in purchasing and selling real property for the City, locates owners, negotiates and closes transactions, opens and completes escrow and makes requests for Council approval.
2. Maintains filing system for the custody of records of real and personal property acquired by the City.

3. Orders, inspects, approves and indexes all official bonds and insurance policies for City property and investigates all losses of City property.

4. Participates in renting property not needed by City; prepares notices for public auction and prepares lease forms.

5. Supervises annexation prospects.

6. Prepares divisional operating budget.

7. Determines the need to microfilm records, the feasibility of maintaining records, and the program of record disposal.

8. Determines need for new forms or procedures, or necessary changes in existing forms or procedures, to comply with the findings of studies or with departmental requirements, and maintains a system of forms control.

9. Obtains appraisals of City real estate property, and property to be acquired by the City.

Required Knowledges, Skills, and Abilities

1. Knowledge of real estate title and valuation work.

2. Knowledge of the principles and practices of property management.

3. Working knowledge of the statutes of the State related to titled real property and to lease holds.

4. Knowledge of the insurance needs of real and personal property and liability insurance.
5. Knowledge of the City's employee insurance program.
6. Ability to maintain property records.
7. Working knowledge of principles and application of statistical methods and forms, bookkeeping, accounting principles and practices, general office management methods and equipment.
8. Extensive knowledge of research techniques, methods, and procedures.
9. Ability to analyze, interpret, and report research findings.
10. Ability to establish and maintain effective working relationships with employees, municipal officials, and the public.
11. Ability to plan, assign, and supervise the work of subordinates.
12. Ability to write clear and concise correspondence and reports.

Desirable Experience and Training

Graduation from college with major course work in business administration, accounting, or a related field, and

extensive experience in management analysis work.

Some responsible experience in real estate transactions and property management.

Experience in insurance and insurance management.

8. Ghost-Writing Article for City Manager

Mr. Dick McCreavy, of the Arizona League of Cities and Towns, in a letter to Mark Keane, requested that the City Manager write a lead article of approximately 600 words for the League's monthly news letter, on "The Value of Administrative Research." The assignment was handed to me. I discussed the subject with Jim Hobart, who suggested I enlarge upon the recent experiences of the Tucson Fire Department in obtaining its drill tower. I interviewed Fire Chief Freeman and his Administrative Assistant, Battalion Chief Fred R. Sprung, for the background to the article which I drafted.

To: James C. Hobart, Budget Officer

From: Earl Terman, Administrative Intern

Subject: Draft of Article for Arizona League
of Cities and Towns

Date: September 23, 1963

The Value of Administrative Research

Management constantly has decisions to make: Whether to continue, expand, revise, or drop programs, or what innovations to make, if any. If economic efficiency is desired and the alternatives can be reduced to dollars and cents, the decisions will be virtually automatic once the research and cost analysis reports are in.

The preceding is a statement of an obvious value of research, but administrative research, which presupposes

the concept of a staff organization developed to advise and assist management, can be the "adrenalin" so necessary to the maintenance of a "live" organization.

Administrative research programs employing interns are now being conducted in Phoenix and Tucson. Interns review the organization and operation of the departments and divisions of City government, evaluate the effectiveness of activities being conducted, and recommend proposals for remedying unsatisfactory situations. Public administration students are utilized, bringing recent developments in administration, new ideas and fresh viewpoints into city life. A successful intern program also may provide management with qualified personnel, to fill key positions in city service.

The value of any research staff is always tempered by the ability of the staff to develop working relationships with the line departments. Herein lies the key value of a research program, for the very existence of a member from a staff agency sincerely questioning and interviewing should re-awaken a department head reposing in conformity. At first the line operators might resent intrusion on their respite, but in time when accomplishments result, the department head should be stimulated to self-starting achievements.

An example of the product of administrative research occurred recently in the Tucson Fire Department. A "Layman" intern from the Research staff was assigned to the department to help solve a perpetual problem of management - how to obtain much needed capital funds on the same revenue allocation. In this case, the Fire Department sought to obtain, among other things, a fire drill tower, which had been requested since 1922!!

The intern assigned was the first one ever employed by the City of Tucson. He knew absolutely nothing about fire departments. He began interviewing and questioning the Fire Chief about such basics as what does the Fire Department do, how do they do it - and then the crucial question, WHY do they do it that way. It so happened that the City operated 13 fire stations. The Chief revealed that the Fire Department located its stations in accordance with the standards set by the National Board of Fire Underwriters. Although Tucson was well rated for distribution of fire stations, it received enormous deficiencies in failing to man

each station up to standards. The following series of questions produced the missing answer: Do we necessarily receive less deficiency points when we add fire stations? Answer: No. Do we receive less deficiency points when we add more manpower to each station? Yes. Do we necessarily receive more deficiency points because we reduce the number of stations? No, it depends on their location.

There it was - relocation. The Chief then actively sought to reduce fire stations (after originally requesting funds for two additional ones) by effecting a plan of relocation. After some study the plan evolved to eliminate two stations and relocate another and eliminate one engine company from a station built for one company, but housing two.

The resulting reassignment of manpower from the abandoned stations (no men were cut from the budget) reduced the number of deficiency points for manpower assigned to each station, provided more fire inspectors, RELEASED funds for the payment of the desired capital expenditures, and tends to reduce the fire insurance premiums throughout the City.

The Fire Department enjoyed well-deserved praise and now "outdraw" the boys from research when it comes to solving some of their problems and generating new ideas.

9. Administrative Staff Meetings

During this intern period, I attended meetings of the Administrative Staff. This group was headed by James C. Hobart, and consisted of:

- G. P. Wheeland - Administrative Assistant,
Budget Division
- Bob Keiser - Administrative Assistant,
Public Works Department
- Charley Gonzales - Administrative Assistant,
Parks and Recreation Department
- Frank Brooks - Administrative Assistant,
Water Department
- Bill Mills - Administrative Assistant to the
City Manager
- Paul Miner - Personnel Technician
- Lt. Jack Carter - Research Division, Police Dept.
- Chief F. Russell Sprung -
Administrative Assistant,
Fire Department

The group was established to meet every two weeks for the purpose of discussing the problems and ideas confronting the staff assistants in their daily activities. A format was developed that at each meeting a special subject would be discussed, and it would be introduced by one of the members of the group, who might either give a talk, or present a guest speaker.

I was assigned to write up the Minutes of two of the five meetings I attended.

These five meetings embraced the following subjects:

- July 30, 1963 - Procedures and Practices of Stores and the Central Purchasing operations
- August 13, 1963 - The Merit Rating System and the Independent Civil Service Commission
- August 27, 1963 - The Role of the Staff Assistant in Departmental Management
- Sept. 10, 1963 - Sign Ordinance Administration
- Sept. 24, 1963 - Water Utility Budget and Reorganization

The following are the Minutes from the two meetings I was assigned to keep and write the minutes.

SUBJECT: Minutes of Administrative Staff Meeting held at the Santa Rita Hotel, Tuesday, July 30, 1963

The subject under discussion was the procedures and practices of Stores and the Central Purchasing operations.

The general line of discussion was directed towards the improvement of the techniques and practices currently operative in the Purchasing Division. At present there is a frequent lack of effective communication between operating departments and Purchasing, resulting in both purchases of unsatisfactory goods and supplies and independent purchasing on the part of most departments (Parks, Public Works, and Police were cited specifically). Significantly lacking is a policy on the quality of purchases. This lack may arise from a lack of articulateness from the using agency, and adherence to "low bid" by Purchasing.

Manifestations of the problems have taken the form of (1) time delays in both purchase and delivery of an item, and (2) 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.

Thus arose the question of how much authority Central Purchasing should have. The latter was criticized for adhering too strictly to the principle of low cost and thereby making serious qualitative sacrifices. The situation was defined as such: Buyers are not consulting user departments; specifications are at times disregarded; and departmental judgment overruled in the process of accepting the lowest bid. 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. Rough estimates might well be substituted. Central Purchasing's right to substitute its own judgment 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 analyses, 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 communication between user and Purchasing was seen as a historical evolution from austere times. 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 function 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.

SUBJECT: Minutes of the Administrative Staff Meeting held at the Pioneer Hotel, Tuesday, September 10, 1963.

The subject under discussion was sign ordinance administration. Richard Higginbotham, Chief of the Inspection Division, attended the session. The chairman began by offering some background on problems inherent in sign ordinance administration. Controversial areas include the question as to whether (1) the sign ordinance should be an instrument for aesthetic control, and (2) whether occupational licenses be reintroduced as a method of controlling sign contractors.

It was agreed that the primary purpose and constitutional basis of the present sign ordinance is to insure the public safety. But can the City government, in the name of insuring the public welfare, impose restrictions on the private property owner on sign color and design, and if so, to what extent? Compounding the problem is the uncertainty as to whether the public is in fact offended by the uncontrolled growth and display of signs. Finally, the outdoor advertising industry represents a powerful adversary in most efforts to expand the coverage of the ordinance.

Another problem centered around enforcement of the present ordinance. Although it was established that

enforcement is currently in effect, lack of adequate staff prevents the thorough approach that is needed and desired. Moreover, there has been a lack of vigor and understanding on the part of the City Attorney's office in prosecution of violations.

The discussion then turned to the question of aesthetics and municipal control. Concluding that some form of control is desirable, it was felt, nonetheless, that the ordinance should be rigorously enforced before broadening the base of objectives. Mobilizing public opinion was cited as an important preliminary step to such a broadening. If people are informed of the purposes and objectives of the sign ordinance, the road to more effective and more inclusive regulation will be facilitated.

Other recommendations were made, including creation of a citizen's committee consisting of architects, sign industry representatives, city officials and laymen to 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 Denver ordinance curbing offensive signs, eliminating billboards altogether within the City limits (or at least seriously restricting the placement of signs and billboards on the Freeway), and restricting or banning advertising on the outside of buses and bus benches.

In summary, a three-pronged approach to the problem of proper sign control was urged.

1. Rigorous enforcement and tightening of the present ordinance, including more active interest and participation by the City Attorney's office.

2. A campaign to stimulate public interest in sign regulation.

3. Gradual introduction of the concept of aesthetic control as an appropriate function of the sign ordinance, facilitated by the appointment of a Community Improvement Commission.

10. Miscellaneous

(a) One of my assignments came when Mr. Urie directed that an intern review the City's policy relating to compensation paid a City employee for the use of his personal car on City business. This mileage study was to be a part of an overall review of the City's travel policy. Bulletin No. 57 issued by former City Manager Porter W. Homer covered the general subject area - "Authority to travel on City business - Reimbursement for Expenses Incurred."

I discussed the subject with Mr. Harold Woolis, Accounting Supervisor, and Mr. Jules Ross, the Post Auditor, who had had considerable experience in administering the United States Government's Travel Regulations. Travel Regulations from other cities were also reviewed, including Phoenix, and surveys by the Arizona League of Cities and Towns, plus the Management Information Service, were studied. Bulletin No. 57 was analyzed piece by piece. I thereupon drafted a lengthy memorandum of my suggested revisions.

(b) I prepared an administrative letter on the use of the ZIP Code. This was accomplished on July 29, 1963.

(c) As heretofore mentioned, the City's fiscal year ends on June 30. During the year, the Accounting Department prepares a monthly cumulative report on income and expenditures, comparing them to budgeted items. In addition, a monthly summary report is prepared by the Director of Finance. When all the figures are in for the year, an annual report is prepared for the public. To complement the report, Jim Hobart wanted various statistics prepared - e.g., combined tax rates and City property valuations from 1930 to date; property tax levies and collections over a twenty-five year period; comparison of revenues from detailed sources; revenue trends; proportionately shared State taxes; area population figures; area assessed property valuations; utility connections; building permits; retail sales for the County; major sources of Arizona income. I was assigned to prepare these various statistics, and submit them to Accounting, which I did.

(d) Mr. Paul Beermann, Water System Director, wanted to clean up the water yard facilities on East Eighteenth Street. The place was clustered, buildings were ancient, and materiel control appeared to be lacking. He contemplated a study that would produce a new efficient yard layout.

Assignment was given to me on August 5, 1963. Over thirty 8" x 10" photographs were taken of the yard. I prepared a map of the area, as well as adjacent private property, with a view toward City acquisition. I checked the library for background material on theory of plant layout. I interviewed Frank Brooks, Administrative Assistant, to establish functions of water company materials, supplies, and equipment.

At this stage, Mr. Beermann informed me to hold up on the project.

(e) On August 19, 1963, Jim Hobart asked me to develop a course to assist the Department of Administration Division heads in report writing and problem solving. This was in line with the City's campaign to strengthen the decentralization process and improve decision making at the lower levels.

At or about this time, the City was preparing in-service training courses in supervisory techniques. I studied the syllabus to see if this course would have any elements that would assist my project. I also contacted Mr. George Dillavou, the Coordinator of Field Services, Division of Continuing Education, at the University of Arizona, to see if a course could be developed. I also checked the Arizona Air National Guard for management training courses, and

was able to come up with some good materials.

After about six weeks, Mr. Hobart advised me to discontinue the project.

(f) On August 23, 1963, Mark Keane sent me on an assignment to check out the ownership of a parcel on the east side of town. The site appeared excellent for the proposed East Side Branch Library. After inquiry at the Pima County Courthouse, it was discovered that the property was owned by a trust. It is difficult to uncover the true owner of property which is held under a trust device. It so happened that this particular parcel had a mortgage on it, sold by an outfit that I personally knew about. After some detective work, I was able to unearth the real owner, and reported back to the City Manager.

(g) On September 11, 1963, Mr. Urie handed me Post Auditor's Report No. 8, a sixty-page document, fresh off the press. It dealt with an audit of City contract administration. I was to list all the contracts that the Post Auditor had commented upon, and his comments. This was done.

(h) Mr. Ken Dixon, of the Chamber of Commerce, had asked Jack Urie if it was possible to obtain a report of building permits issued by the City in a detailed fashion. The Pima County building inspection department

was providing a detailed inspection report on County permits, but the City was not. This matter was assigned to me to see if we could provide the same information.

I again interviewed Mr. J. Roberts, the office manager of the Inspection Division. I found out that the Inspection Division maintains a huge ledger of information on building inspection permits. Each permit sold is posted to this ledger and extended according to the type it is, the dwelling units involved, and the valuation. Instead of the six or seven breakdowns that are submitted to the City Manager in his monthly report, there must be at least thirty breakdowns in this ledger. This compilation is made monthly and accumulated for a running total for the year.

Inasmuch as this information is already provided and posted to this ledger, why couldn't the monthly form to the City Manager be changed? Mr. Roberts indicated that it would be no trouble.

Meanwhile I found out that the Inspection Division files reports monthly to the following: Arizona Daily Star, Federal Reserve Bank, University of Arizona Research, F. W. Dodge Corporation, Western Builder and Contractor in Los Angeles, Dun and Bradstreet, Southwestern Builder and

Contractor in Los Angeles, Valley National Bank in Phoenix and the U. S. Department of Labor in Washington, D. C. Also a report is sent to the U. S. Bureau of Census on a form that they provide.

I then set about to draft a revised monthly report form, and submitted it to Mr. Hobart for review.

CHAPTER III

CONCLUSION

The content of assigned projects certainly exposed me to the "innards" of City administration. Whereas the mundane City services I had taken for granted no doubt changed in vitality when I viewed them through "municipal service" eyes, I was still witness to some dull routine. Most significant to me is the fact that if graduate schooling in public administration had tended to make me an idealist, interning in the City Budget Division scuttled most of my preconceived Utopian notions.

Nevertheless, I was encouraged to be free with ideas. From time to time I did have some thoughts which I feel were spawned by the variety and nature of the challenges presented to me. I recorded some of these observations, and offered them to my supervisor. The reader of this Diary can draw his own conclusions as to their value as I herewith present some of them.

To: Jim Hobart
From: Earl Terman
Subject: Contemplation for 1964-65 Budget
Date: August 2, 1963

Putting uniforms on the people who work in the Streets and Parks and Garbage Divisions to spark morale, beautify the City, and give business to laundries.

To: Jim Hobart
From: Earl Terman
Subject: Crazy Idea
Date: August 5, 1963
Problem: Homeward-bound traffic tie-ups.

I wonder if this could be solved if people all didn't leave work about the same time of day, to-wit, 5:00 - 5:30 P. M.

I suggest that the City, County, and other institutional organizations examine allowing employees to work on a staggered basis; coming in earlier and thus leaving earlier. For example, 6:00 A. M. to 3:00 P. M. shifts. Not too bad in the summertime since it is good to get up early when it is cooler and get off earlier to sleep or swim.

To: James C. Hobart, Budget & Research Officer

From: Earl Terman, Administrative Intern

Subject: Reorganization of Rezoning Case Administration

Date: August 13, 1963

After reading the August 5 Council Agenda I noticed the heavy preponderance of rezoning matters which were to be decided upon, many of which were taken under advisement. It is presumed that these cases do not receive adequate attention by the Council either because (1) not enough time, or (2) incompetent to judge!

O'Harrow's report points out that there seems to be little or no comprehensive planning, no planning that gives the sense of the whole city. Planning is long on tactics and short on strategy.

What should be the Council's role in zoning? The Council should not be preoccupied with immediate problems but should be concerned with the future, the adoption of master zoning ordinances and the adoption of major land-use plans. They should delegate or create a court or administrative tribunal which would have final jurisdiction in rezoning matters. This tribunal would replace the zoning commission, an unnecessary middle step that takes up much of the zoning process.

The issues would be framed before this court as follows: The plaintiff would be the petitioner for the change in the present situation. The defendant would be the City Attorney's Zoning Office in all cases where the City Zoning Department feels that there is a case to defend. This is much the same as the County Attorney's Office and a large amount of discretion should be vested in the Planning Director in deciding whether there is a case or not. This staff should be given authority to settle cases much as any government legal office. In all matters of zoning the people involved should be notified and given an opportunity to come and align themselves with either the petitioner or the zoning staff. Attorneys would come into court on the day of the trial before the City Zoning Court and argue their case in favor or defense of the present zoning.

The issue before the court becomes one of whether a certain property should be rezoned, and that's it. The zoning court should be composed of three judges appointed for an indefinite term by the Mayor and Council subject to approval of a committee on approval, which is composed of architects and attorneys and real estate people. The judges would sit as a group, or a chief judge might assign cases to other judges, depending upon the volume and nature of the cases before the court. By making this more of a full-time position, more time could be given to the study of individual cases before the court. The objective is to discourage rezoning as it upsets a predetermined plan. In line with this a stiff fee should be imposed on a sliding scale and dependent on whether the zoning is successful. After the court has made its decision, the person involved still has resort to the Arizona Supreme Court.

Transition: As I suggested before, a moratorium should be placed on all rezoning cases until such time as the zoning court is instituted and a policy is decided upon by the present council after a study is made by professional planning and zoning personnel as to what the status and philosophy to guide the council should be in matters of zoning. (See O'Harrow's Recommendations.)

Inter-Office Memorandum

To: Jim Hobart

From: Earl Terman

Subject: Potential Research Project

Date: September 3, 1963

In a discussion held with Ruben Suarez, Licenses Supervisor, we agreed that there is something wrong with the idea of many people constantly going out of business in Tucson. The question becomes: Is it bad for Tucson to have people constantly failing in business? If the answer is yes, then to what extent should the City government attempt to solve the problem?

From the License Division evidence can be ascertained as to what classes of businesses are failing, and perhaps research and analysis would uncover more specific reasons. For example, under-capitalization, wrong location, inadequate experience in the field.

My experience in town indicates that many people coming to Tucson and entering into business here have never been in that line before. Ruben wonders whether the Chamber of Commerce should assist newcomers in town to avoid pitfalls that research might uncover as to causes for businesses failing.

My approach would be negative to the extent of discouraging people from entering certain businesses and letting them make the decisions on what to do so that there might be a line drawn between government initiative and private initiative.

As some evidence of why I feel it is bad for Tucson to allow people to start business and fail, I cite the consequent empty stores and shabby ghost structures.

If we are to develop a town of quality rather than quantity, I feel controls should be imposed to impede a person from entering into a business that is known for its high rate of failure, and that more stringent financial portfolios must be presented before a license shall be issued to said potential entrepreneur.

To: James C. Hobart, Budget and Research
Officer

From: Earl Terman, Administrative Intern

Subject: Prospective Projects

Date: September 6, 1963

In rummaging through my files I ran across a list of ideas that I feel would be of benefit to the City:

1. In-Service Training Courses.
 - A. Legal Affairs course which would brief all City employees concerning such matters as buying their homes, making out wills, taking out insurance, and their rights in case of arrest.
 - B. Periodic morale assemblies held in the City Council chambers.
 - C. Orientation requirement that new employees sit in at Council meetings.
2. Investigation into the potential operation of a City zoo, City municipal stadium, City art museum, and City hospital. In regard to the hospital, it has been my observation that Tucson, for its size, has very few major hospitals.
3. Complaint - allowing newsboys to hawk papers from street corners. Something should be done to eliminate this hazard to traffic and, of course, promote the safety of the newsboys.

To: James C. Hobart, Budget and Research
Officer

From: Earl Terman, Administrative Intern

Subject: Court Administrators

Date: September 6, 1963

In my administrative reorganization project I ran across the job classification of Court Administrator which is used by the City of Phoenix. This individual runs the court activities relieving the judges of administrative duties. The judges are freed to specialize in conducting trials and making judicial decisions. Has anyone ever studied the need for such a position in our expanding organization?

To: James C. Hobart, Budget and Research
Officer

From: Earl Terman, Administrative Intern

Subject: Maintenance of Continual Traffic Flow
on East Fifth Street Which is Inhibited by
School Zones

Date: September 16, 1963

Suggest that consideration be given to building pedestrian overpasses at bottleneck school zone sites to be designed esthetically, thus providing a practical solution and a beautiful addition to the City streets and traffic problems.

In the pamphlet "Internship Training for City Management" published in June, 1960 by the International City Managers' Association, an attempt is made to summarize twenty-five years of ICMA experience in the field of intern training, and to set forth guidelines to cities wishing to establish an internship program.

In order to obtain some basis for an objective evaluation of my own internship I will extract excerpts from this pamphlet and briefly comment on them in parentheses as they compared to my experience in Tucson.

1. "Its fundamental characteristic -- which sets it apart from the usual municipal in-service training is that internship is a part of a larger learning program of the individual. Whether or not the internship is taken as an integral part of the university curriculum its primary purpose is the education of the intern."

(My supervisor adhered to this philosophy in making decisions as to the problems I was to study.)

2. "The student hopes through field experience:

"(1) to obtain a working knowledge of the major laws and operations of the jurisdictional level at which he is serving;"

(This was achieved in part).

"(2) To analyze specific administrative situations and problems;"

(This was fully achieved).

"(3) to observe and analyze applications of administrative concepts, particularly as they are modified in specific situations;"

(This was fully achieved)

"(4) to assist in developing skills and attitudes essential for administrative leadership;"

(Hard to evaluate; I gained confidence through the handling of administrative problems, but I cannot know to what extent "leadership skills" were developed until I have been tested by being given actual leadership responsibility)

"(5) to carry out completed staff work;"

(Little implementation was accomplished)

"(6) to observe and analyze the work of public officials and employees in action and thereby acquire an understanding of the people he must work with and for."

(This was achieved. The public cannot fully appreciate the dedication of the professional bureaucrats. These public servants are down-to-earth sensible people, who pragmatically approach their tasks.)

3. "The first days that the intern is on the job are important. He should meet officials, including councilmen."

(This was done.)

4. "During the first days the intern is on the

job his supervisor should explain the general plan of the program and that every so often the intern's progress will be discussed. A critical evaluation of the intern's work is vital to the educational aspects of the program because it pinpoints weaknesses and strengths. The supervisor may have to send evaluation reports to a university but, in any case, periodic discussions with the intern are a must."

(This is where the internship was weak. My supervisor was new to his own job and to supervising. An attempt was made from time to time to pinpoint my weaknesses but I was not provided with standards of achievement.)

Before I close, I would like to offer suggestions for future intern programs. I had looked forward to some exposure to the electorate and the Council, and had hoped to be able to sit in on the "smoke-filled executive sessions," and have the Council meetings analyzed, so that subtle managerial stratagems would unfold. I had hoped to be involved with projects touching the citizenry directly, e.g., attitudes surveys on proposed programs. But, alas, the lid was kept tight on these matters. One reason for this may have been because I was interning during a period immediately preceding a primary election. In the future, I feel an intern should be oriented to the local political problems. By this I do not mean that the intern should get wrapped up in a political campaign. Nevertheless, the technique of managing involves anticipating reaction to proposed actions; if a City Manager were to act in such-and-such fashion, what would the ramifications be politically, and WHY!!

As pointed out in the aforementioned ICMA pamphlet, management cannot afford not to have a positive public relations program, embracing all aspects from telephone courtesy to press relations. I quote therefrom, "Practical experience in this area is of great benefit to the intern." I feel the

simplest way to accomplish this objective would be to have the intern work a week or so as the Administrative Assistant to the City Manager, handling direct complaints and inquiries from the public.

If it can be achieved, the intern should be scheduled to work during the intense budget-making period, January to April. Perhaps interning can be programmed in five-week segments, once during the budget season and again during a more advanced research atmosphere.

As a result of the administrative staff meetings and other coffee conversations, I became impressed with the idea of rotating interns. This should not only be within one city's organization, but amongst several cities, to achieve exposure to variations in problems and perhaps different philosophical approaches. Each city, though similar in overall concept, is still a unique "person."

As it is important to learn human behavior patterns, especially in the context of a city organization, more emphasis should be placed on supervisory techniques and the practice of leadership skills.

Interning is a powerful tool for developing, rather than merely educating, the neophyte. The concept should not be limited to the terminal aspect of the formal program of

education. I feel strongly that it should be an integral part of the college curriculum at intermediate stages as well. Once a student has had some "combat experience," he can return to the classroom and add stature to his participation. I'm firmly convinced that so much more meaning would be derived from the theoretical discussions after interning.

I would hope that the University investigates the extensive local resources for administrative internships. The opportunity should not only be available in the "workshops" of the City of Tucson, but in University administration, local hospital administration, and in school districts, county government, and in other large bureaucracies, so geographically located that they can easily become an "extension" of the University campus.

It would be most gratifying to know that in intern partnerships to follow, the interning agency, the University, and the intern, will have together put forth an optimum effort to further the noble ends of education, professionalism, and public service.

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