

AN INTERNSHIP IN PUBLIC ADMINISTRATION PERFORMED IN  
THE CITY CLERK'S OFFICE, CITY OF TUCSON, ARIZONA:  
AUGUST 12, 1969 — DECEMBER 31, 1969

by  
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STATEMENT BY AUTHOR

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

Authorization for the use of the material appearing herein has been granted to the intern, Leslie Lee Hunter, solely for the purpose of presentation to the Department of Public Administration in the College of Business and Public Administration, the University of Arizona, as a requirement of a graduate study program. The opinions and judgments appearing in this diary are entirely those of the intern.

SIGNED:

*Leslie Lee Hunter*

APPROVAL BY DIARY DIRECTOR

This diary has been approved on the date shown below:

R. A. Mulligan  
Head, Department of Public  
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Date

## PREFACE AND ACKNOWLEDGMENTS

The purpose of this diary and of the internship experience with the City Clerk's Office was to provide the author with experience and understanding of public administration within the specialized area of governmental service. This diary is a result of the author's observations and participation during the internship period.

The diary can be viewed as having three distinct parts. The first part gives a short history of Tucson and explains the political and administrative framework within which the City Clerk functions. The second part attempts to summarize the author's experiences during the internship by compartmentalizing the projects and situations to which the author was exposed. The third section integrates classroom theory and actual practice.

Special thanks and warm appreciation to City Clerk Mary Fields for her ever-patient consideration and direction. The author would also like to thank Daniel Jacobs and Ann Van Valen, of the City Clerk's Office, and William Condron, of the Police Department. Thanks must be given to Doctor Raymond Mulligan, head of the Public Administration Department. To my wife Beth, thank you for everything.

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## ABSTRACT

The internship experience with the City Clerk's Office of Tucson, Arizona, provided the intern with the opportunity to observe and participate in the basic duties and functions of a public agency. The intern worked under the guidance and direction of the City Clerk. Projects were assigned which varied in complexity, scope, and responsibility. Although the intern was introduced to the complete range of activities of the Clerk's Office, most of the time was spent on election-oriented activities. The administration of elections was studied intensely from beginning to end. Special attention was given to the environment in which the City Clerk operates. Attention was also focused on the behavior of individuals within an organizational structure.

After completing the internship and the body of the diary, the intern integrated classroom theory and practical experience. Recommendations were then made regarding the organizational structure of the City Clerk's Office and other related points.

## CHAPTER 1

### BACKGROUND INFORMATION

#### I. GENERAL BACKGROUND OF THE CITY OF TUCSON

The City of Tucson is one of the oldest and most historically interesting cities in the United States. The written history of Tucson began in 1692 when Padre Eusebio Francisco Kino extended the Spanish Highway, "Camino Real," by riding into this area. Although Indians have probably camped along the Santa Cruz River since time immemorial, it was not until Padre Kino laid the foundation for the San Xavier del Bac in 1700 that Europeans began colonizing the area. The name "Tucson" stems from the two Papago words "Schuk" and "Son," which mean "Black Foot" (of a hill).<sup>1</sup>

The Spanish flag flew over Tucson, first as an adobe village and later in 1776 as a walled fortress, until 1823, when General Santa Ana declared Mexico an independent republic. Tucson existed as an outpost of the Republic of Mexico until 1846, when the Mormon Battalion from Kansas, on march to California, entered the city and captured it

from the withdrawing Mexican troops. Streams of immigrants on their way to California brought Tucson steady growth. In 1853 the Gadsden Purchase negotiated the sale of an area including Tucson for the price of ten million dollars and legalized the reality of United States possession of Tucson.

During the Civil War, Confederate troops briefly controlled Tucson, and it was near Tucson that the only Arizona battle of the Civil War was fought.

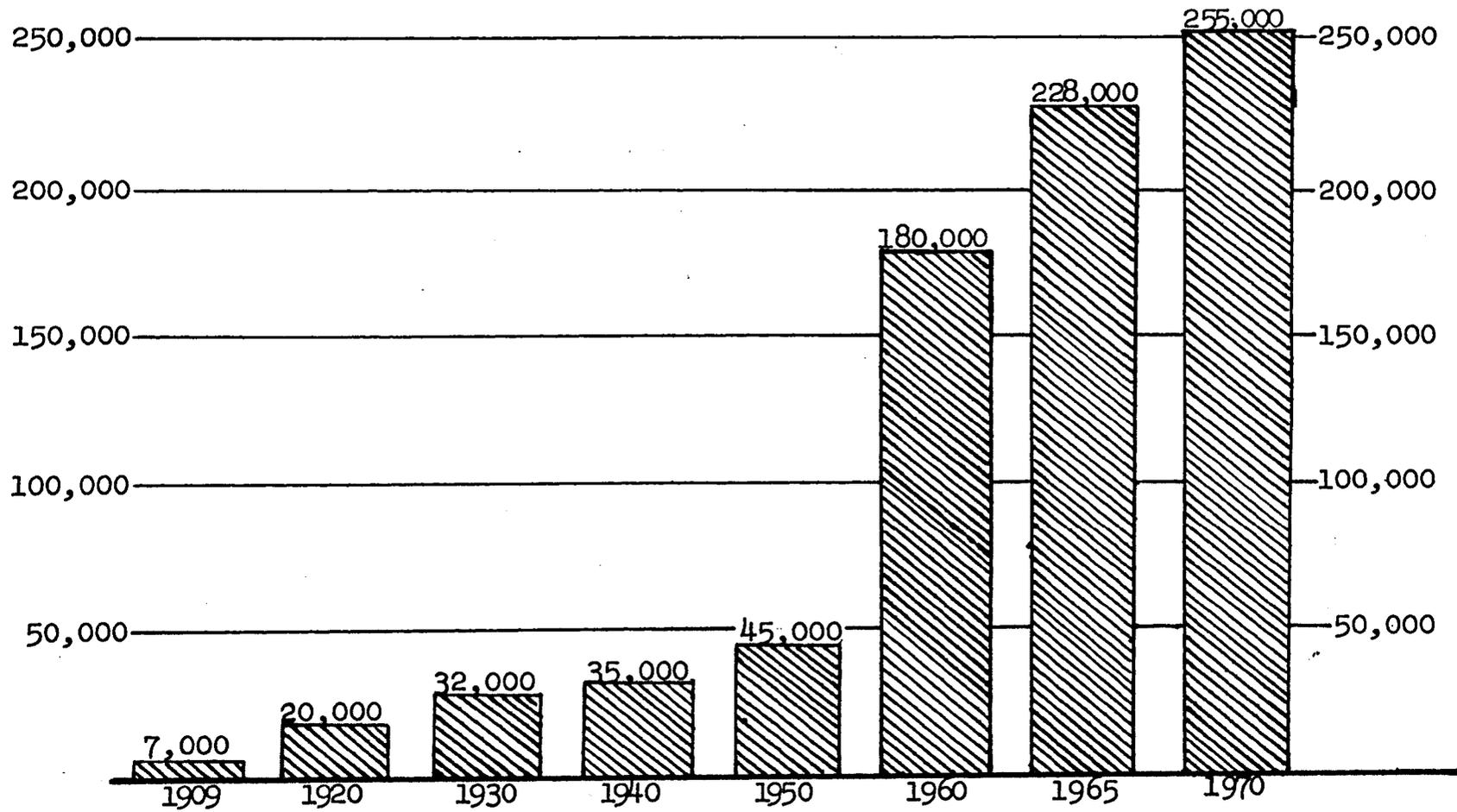
The Arizona Territory emerged as a distinct area in 1863 when the United States Congress separated what is now Arizona from the Territory of New Mexico. The village of Tucson became the capital of Arizona Territory, only to lose the honor to Phoenix in 1877. Growth in the area was stimulated by the arrival of the first railroad train in 1880 and continued as gold, silver, and copper were discovered nearby. World War Two saw Tucson explode with activity and growth. The same favorable climatic conditions which made Tucson an ideal place to train pilots and bomber crews also attracted northerners for health and retirement purposes.

From 45,454 in 1950, the population of Tucson grew to over 255,000 in only twenty years.<sup>2</sup> In 1958 the city administration governed an area of about 24 square miles. By 1969 the area governed was almost 77 square miles. The rapid growth of both the population and area has created numerous problems in governmental service, and was

necessarily followed by a corresponding growth in city government. Existing growth patterns, now three times the national average, normal population expansion, and the ease of Arizona annexation laws assure the City of Tucson both continued rapid growth and the multiplicity of municipal problems such growth entails.

Figure 1. Population Growth of Tucson (1909-1969).

Figure 1. Population Growth of Tucson (1909-1969)



### Tucson City Government

The City of Tucson is a home-rule charter government and has operated under the council-manager system since 1929. The citizens of Tucson elect a Mayor and six Councilmen to serve as the governing body of the city. The Mayor is elected at large to a four-year term, and the Councilmen are nominated from wards and elected at large in overlapping terms of four years.<sup>3</sup> The Vice-Mayor is elected by the Councilmen from their own membership to serve in the absence of the Mayor. The Council also appoints the City Manager, who serves at the pleasure of the Council.

Tucson is somewhat unique among metropolitan areas, combining the council-manager form of government, embracing the complex interrelationships of council-manager-mayor, with partisan politics and ward representation. The ramifications of this combination are often either unrecognized by the citizenship, or they are accepted as an unalterable fact. The extent to which Tucson's governmental structure affects elections and municipal decision-making will be discussed later in this section. See Figure 2.

### The Council-Manager Form of Government

Three major forms of city government exist in the United States today: Mayor-council, commission, and council-manager. Both the mayor-council and the council-manager forms of government separate areas of responsibility in

Figure 2. Organizational Chart of the Governmental Structure of the City of Tucson.

ORGANIZATION OF CITY OF TUCSON<sup>4</sup>

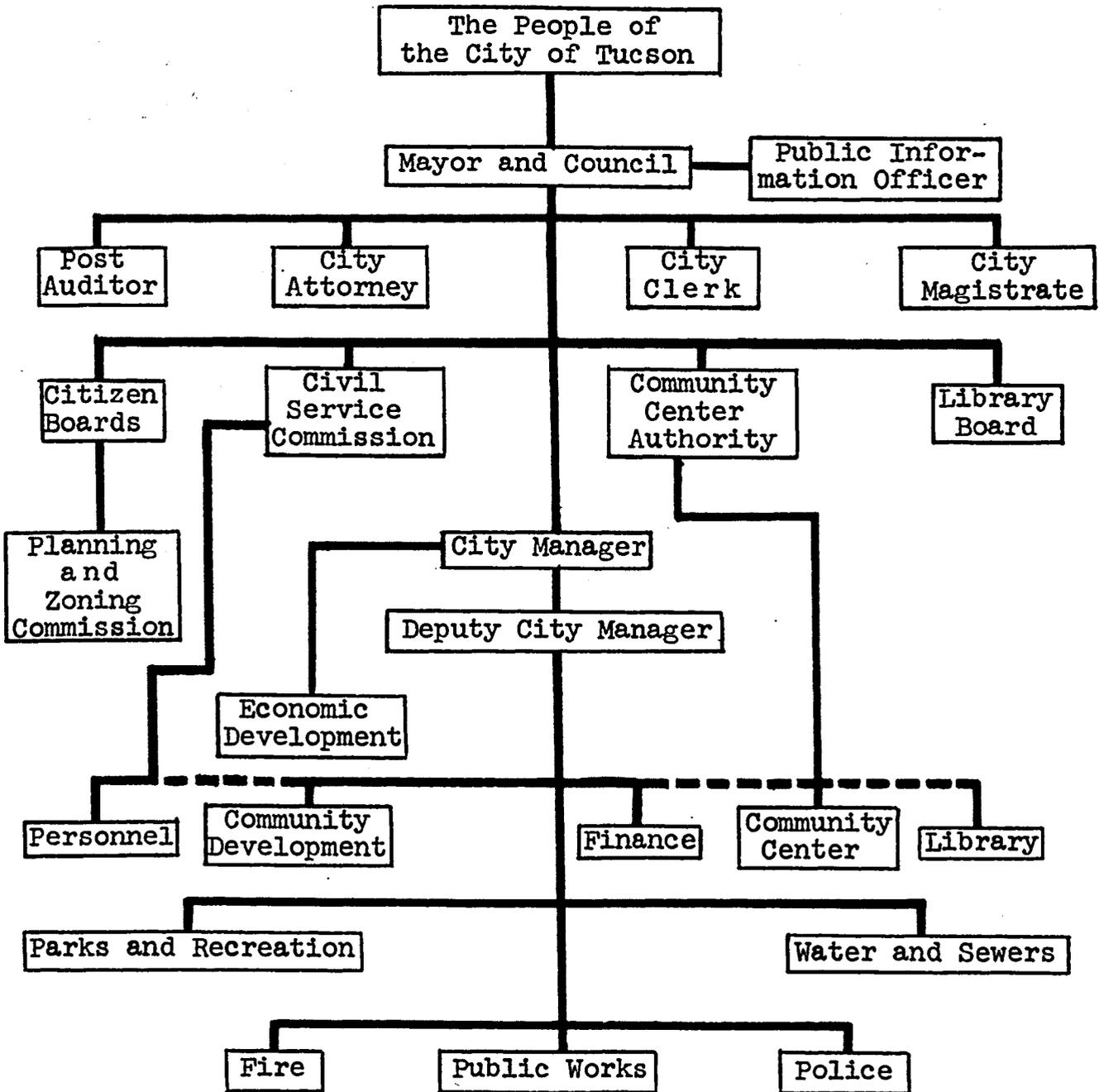


Figure 2.

government, e.g., executive-legislative and policy making-policy execution; whereas the commission form of government combines the making of policy and the execution of policy in one council. The Council of the Commission form acts much like a board of directors establishing and executing corporate policy.

The mayor-council form of municipal government is the most common, used in over 52.8 per cent of all cities over 5,000 in population and exists in two major varieties: strong mayor and weak mayor.<sup>5</sup> The terms "strong" and "weak" refer to the appointive and veto powers, etc., which the mayors possess within the structural framework of their city. It is possible for a mayor in a "weak mayor" framework to become a politically "strong" mayor by working outside the city organization, Richard Daly of Chicago being a prime example.

The council-manager form of government is in force in over a third of all cities with populations over 5,000 and in more than half of those cities between 25,000 and 100,000 in population.<sup>6</sup> The council-manager plan was originally recommended in 1911 by the National Short Ballot Organization, which was at that time presided over by Woodrow Wilson.<sup>7</sup> The plan earned the full support of other reform-minded groups and citizens who identified the mayor-council form of government with corruption and graft.

The reformers were elated at the prospect of a plan which would ensure a "good" government and run on the efficient methods of business. The council-manager plan won widespread acceptance, and municipalities now using it number more than 19,000. These cities are typically middle-sized and upper-class or middle-class in character. The fact that upper- and middle-class people frequently choose the council-manager system probably explains its prevalence in middle-sized communities which are large enough to require administrative professionalism but small enough to be relatively homogeneous in character. The deep cleavages of class, economics, and status in large cities demand the political structure of a mayor-council government to work out acceptable compromises for community policy.<sup>8</sup>

Theoretically, the council-manager plan has two major features: a unification of authority and political responsibility in the council, plus centralization of administrative responsibility in the appointed city manager.

The council determines city policy, appoints the city manager to carry out those policies, adopts ordinances, and votes appropriations. The city manager administers policy according to the decisions of the governing body.

The department heads are appointed by, and are responsible to, the City Manager.

#### The Powers and Duties of the Mayor

The Mayor's areas of involvement are in policy making, public relations, and ceremonial duties. Ideally, the Mayor will provide the political leadership to "sell" projects or programs to the public. Because the City Manager should not indulge in politics other than making recommendations to the Council, the Mayor must have considerable influence and support with the public if he is to implement a desired program. The Mayor also presides at council meetings, appoints advisory committees, and does public relations work with civic groups and private citizens.

#### The Powers and Duties of the City Manager

The City Manager has full responsibility for the administration of city affairs, subject to Council approval. Managers are chosen by the Mayor and Council, and their tenure is dependent upon their ability to retain the confidence of the Council in the execution of policy decisions.

The manager's duties include:<sup>9</sup>

1. Seeing that all laws and ordinances are enforced.
2. Appointing and removing department heads and employees on the basis of merit and exercising control and supervision over all departments.

3. Making such recommendations to the Council concerning the affairs of the city as may seem to him desirable.
4. Keeping the Council advised of the financial conditions and future needs of the city.
5. Preparing and submitting to the Council such reports as may be required and/or requested by that body.
6. Preparing and submitting the annual budget to the Council.
7. Keeping the public informed, through reports to the Council, about the operations of the city government.
8. Performing any other duties as may be prescribed by the City Charter.

The Manager may be removed from office by a two-thirds vote of the Council.

#### The Powers and Duties of the Council

The six members of the Council act as a legislative body determining policy, appropriating funds, passing ordinances, and setting taxes. The Council votes one of its own members to serve as Vice-Mayor in the absence of the Mayor. Generally, the Vice-Mayor of Tucson is elected along partisan lines by the Council majority. The

Council also appoints the City Manager and passes judgment on his performance. The Council acts as a group in instructing the Manager, rather than individually.

### The Electoral Process

Although most cities operating under the council-manager system are nonpartisan and generally have at-large electoral structures, Tucson elects its representatives on a partisan basis from wards.<sup>10</sup> Both partisanship and ward representation seem to contradict the basic strengths of council-manager government and are therefore worth discussing.

As mentioned previously, one of the basic attractions of the council-manager system in the early 1900's was the promise that politics would be taken out of government, i.e.: "There is no Republican or Democratic way to pave a street; all the citizens want is 'good' government,"<sup>11</sup> 'good government' being a city government unhindered by the pettiness, crookedness, and party demands of local political bosses, one which would proceed in an efficient and businesslike manner.

The representatives under this proposed system would be civic-minded people with only the best interests of the entire community at heart and therefore elected at large, since they need not identify themselves with a specific part of the community.

Tucson differs from this original model of council-manager government, and the political ramifications are significant:

1. To be elected, or even to win the primary, one must align himself with either the Republican or the Democratic party. Few individuals have been able to overcome the difficulties of organization and finance in defeating party candidates.
2. Once an individual is elected, he cannot "put aside" politics to run the government as a business because he has already been labeled and identified by the public as a member of one party or the other, and thus incurs the loyalties, obligations, and opposition which go along with party membership.
3. Because the Councilmen are nominated by wards in the primary and elected at-large in the general election, they often survive the primary only by promising that they can "do more" for the South Side or for the East Side than can their opponents. When the general election comes, the two candidates are vying fiercely for the support of their own wards as a foundation for a city-wide victory. If the candidate does not win his own ward, he generally will not win the city. Upon election, the new Councilman has obligated himself to a particular portion

of town and has been identified publicly as supporting certain issues. This sectional loyalty, together with party loyalty, suddenly makes 'good government' a highly relative term. The cooperation, compromises, and alliances which may develop in problem-solving among Councilmen not previously identified with specific areas and parties become very difficult. Voting on the Council, therefore, often follows party lines.

The Mayor is elected at-large for a term of four years, and three Councilmen are elected at-large every two years for a four-year term after being nominated from wards. Primary elections decide ward candidates (Democratic, Republican, Independent, or other), who then oppose each other in the at-large general election. The Mayor is elected concurrently in the general election every four years. Traditionally, voter turnout is very low in the primary elections, higher in the general elections without a mayoral race, and the highest in general elections with a mayoral race. The turnout of nonpartisan elections, such as the recent Charter change, varies depending on public interest, but is usually low, being about the same as primaries, or less.

## II. THE ORGANIZATION OF GENERAL GOVERNMENT

General Government consists of all the top policy-making and administration which forms the management of the City. Included in this definition of general government are the Mayor, Manager, and Council; the staff agencies; and the independent boards and commissions. See Figure 3.

The 1970 City of Tucson budget divides the services of the general government, distinguished from the operational functions of the line activities, into five areas:

1. Legislative/Administrative;
2. Community Development;
3. Finance;
4. Other Staff;
5. Nondepartmental.

The Legislative/Administrative area is comprised of all activities directly related to the functioning of the offices of the Mayor, Manager, or Council. This category of staff departments includes the activities of the Post Auditor, Public Information Officer, and Economic Development.

The Department of Community Development was organized in 1964-1965 to handle problems involving planning

Figure 3. Organizational Chart Showing the General Government of the City of Tucson, Arizona.

ORGANIZATION CHART  
GENERAL GOVERNMENT

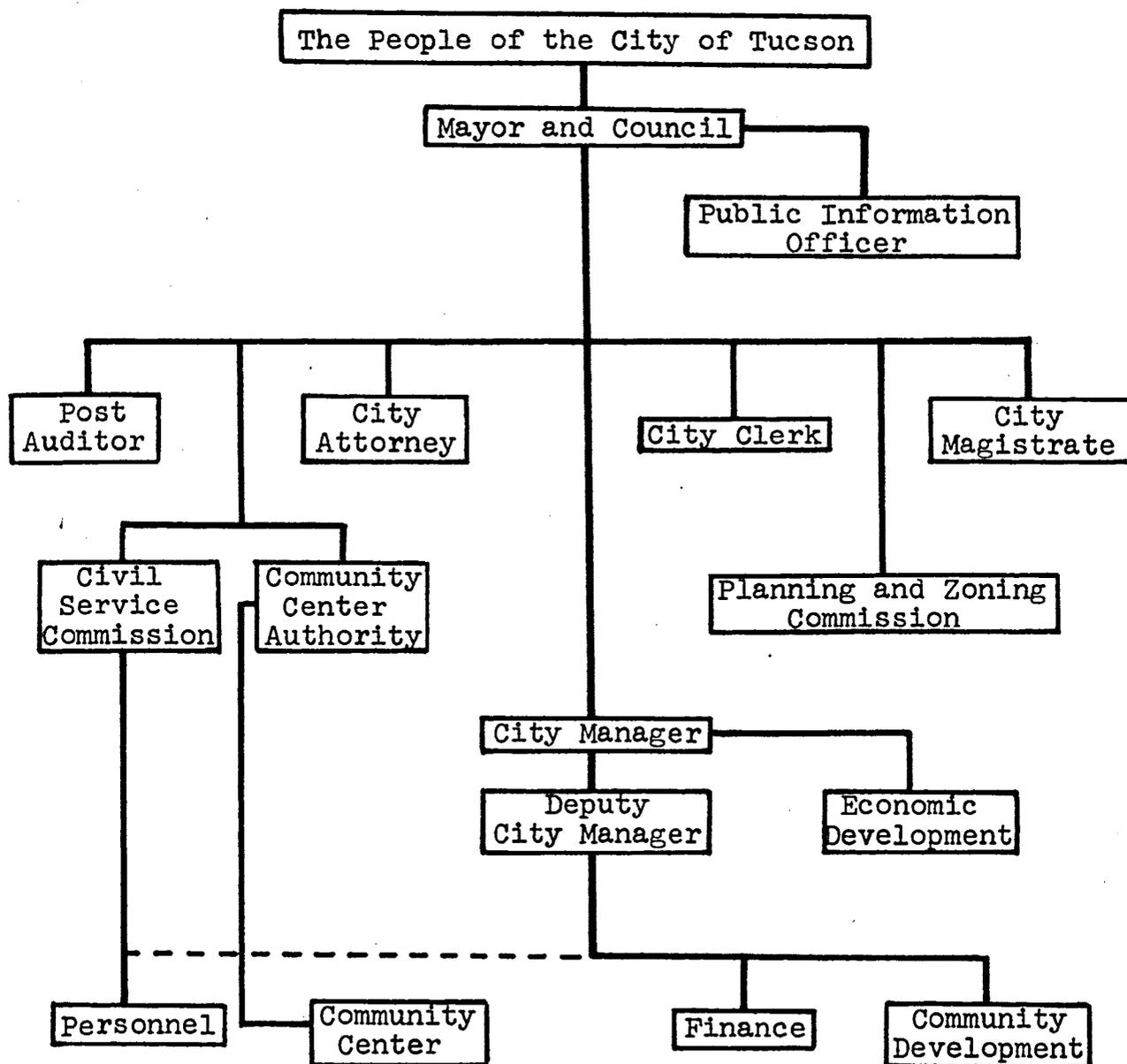


Figure 3. Organizational Chart Showing the General Government of the City of Tucson, Arizona.

and zoning, inspections, growth and development, federal aid programs (Urban Renewal, Model Cities), and economic development. See Figure 4.

The Finance Department provides the accounting, purchasing, data processing, and budget control services for all of the other City departments. It also collects money owed to the City, audits tax returns, issues licenses, and operates a cash management and investment program. See Figure 5.

Figure 4. Organization Chart—Community Development.

Figure 5. Organization Chart—Finance.

ORGANIZATION CHART  
COMMUNITY DEVELOPMENT

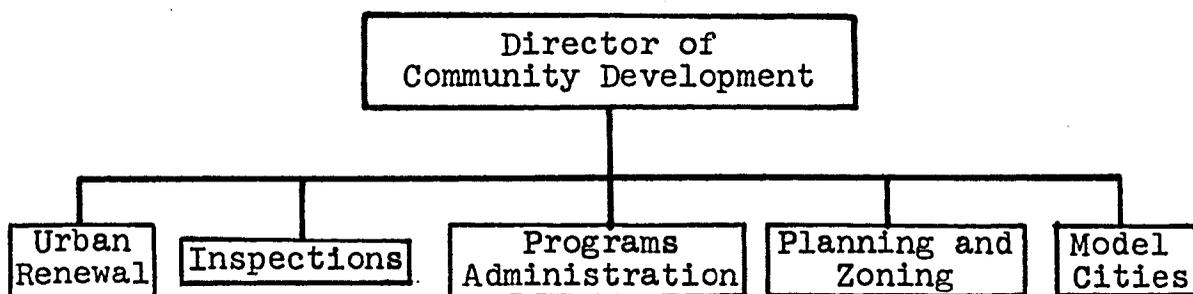


Figure 4.

ORGANIZATION CHART  
FINANCE

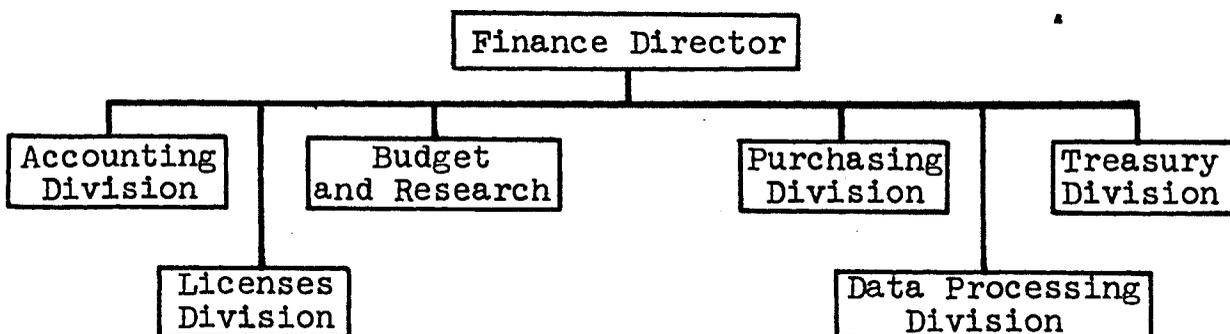


Figure 5.

The "Other Staffs" designation refers to the services provided to other City departments and the community by the City Attorney, City Courts, City Clerk, Personnel Department, Employment Opportunity Program, and Community Center.

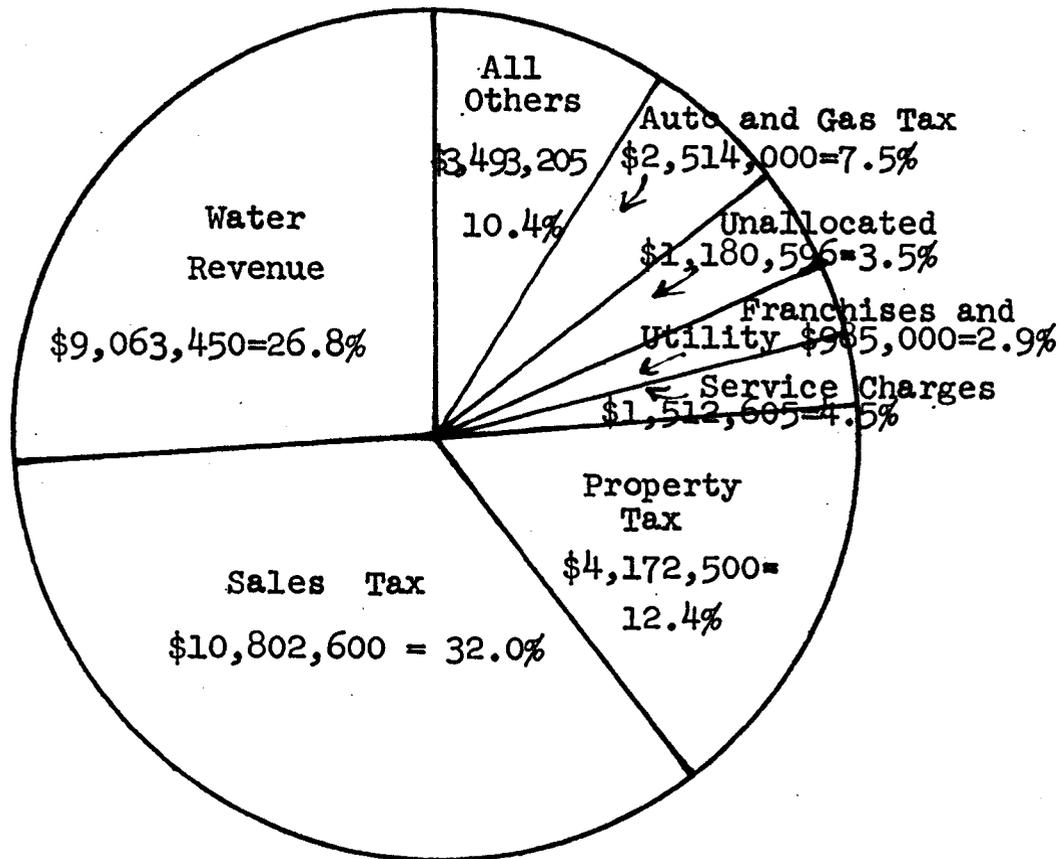
The City Clerk's office and some aspects of the Personnel Department will be discussed later. See the Organization of the City Clerk's Office and the Organization of the Civil Service Commission and Personnel Department.

The Nondepartmental budgetary category consists of expenses incurred from public information and promotion, contributions to outside agencies, and miscellaneous General Government expenses.

The source of the material in this section and the remaining portion of Chapter 2 is predominantly from the 1969-1970 Tucson Annual Budget. Figures 6, 7, 8, and 9 are concerned with the financial status and funding of the various City agencies and services.

Figure 6. City Budget Revenue (1969-1970).

1969-1970 CITY BUDGET REVENUE<sup>11</sup>

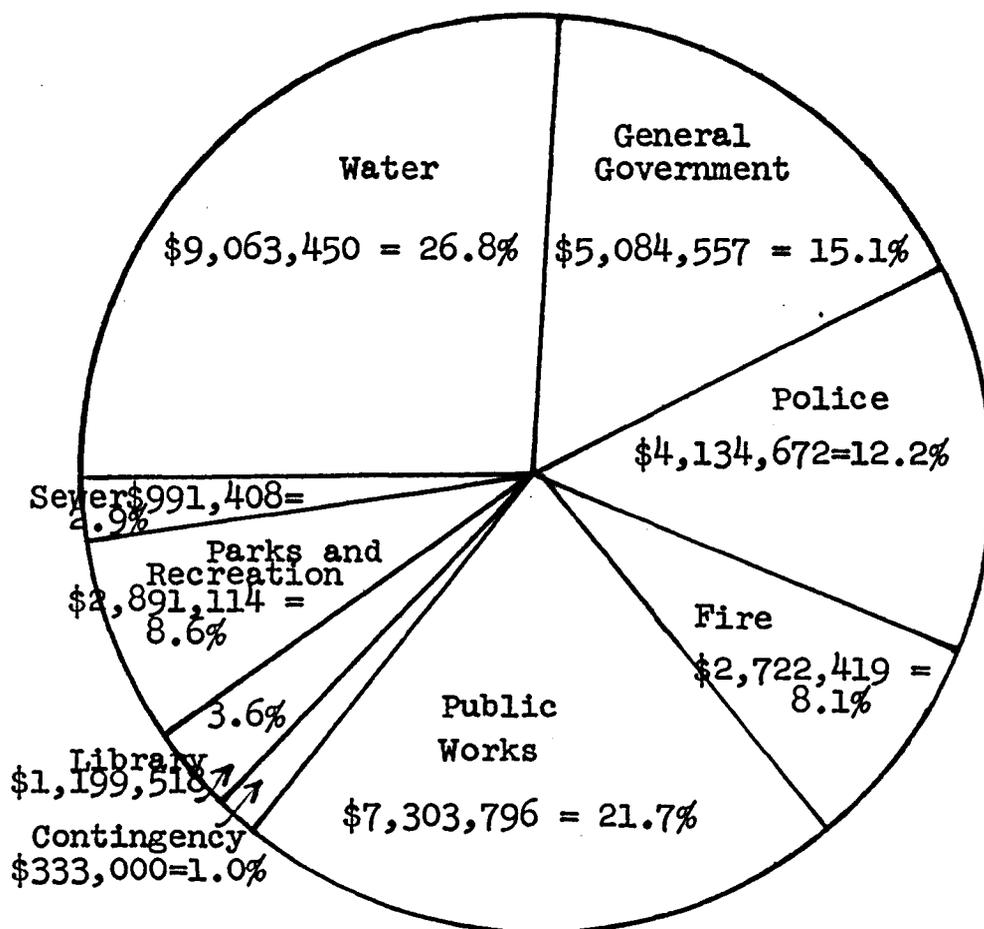


R E V E N U E

GENERAL SOURCES	\$22,917,910
GOLF COURSE OPERATIONS	562,000
CARRIED FORWARD	1,180,576
WATER REVENUE AND SURPLUS	9,063,450
	\$ 33,723,936

Figure 6.

Figure 7. City Budget Appropriations (1969-1970).

1969-1970 CITY BUDGET APPROPRIATIONS<sup>12</sup>A P P R O P R I A T I O N S

GENERAL ACTIVITIES	\$24,098,486
GOLF COURSE OPERATIONS	562,000
WATER UTILITY / R & R RESERVE	9,063,450
	<u>\$33,723,936</u>

Figure 7.

Figure 8. Summary of General Sources of Revenue.

SUMMARY OF GENERAL SOURCES OF REVENUE<sup>13</sup>

	BUDGETED 1969-1970
Property Taxes . . . . .	\$ 4,172,500
Other Local Taxes . . . . .	7,845,000
Licenses and Permits . . . . .	604,700
Fines, Forfeitures, and Penalties . . . . .	733,750
Use of Money and Property . . . . .	502,000
From Other Agencies (Shared state taxes and grants-in-aid) . . . . .	7,184,905
Charges for Current Services . . . . .	950,605
Nonrevenue Receipts . . . . .	924,450
	<hr/>
<u>T o t a l G e n e r a l S o u r c e s</u>	\$22,917,910

Figure 8.

Figure 9. The Funding of City Services.

## THE FUNDING OF CITY SERVICES

GENERAL GOVERNMENT	-	General, Community Center Funds, Public Works Reserve
POLICE	-	General, Debt Service*
FIRE	-	General, Debt Service
PUBLIC WORKS	-	General Gasoline Tax, Fuel Tax, Debt Service
LIBRARY	-	General, Library, Debt Service
PARKS AND RECREATION	-	General, Debt Service
WATER AND SEWERS	-	General, Bond Redemption, O and M, R and R

Figure 9.

\*Debt service pays off bond principal and interest.

### The Organization of the Fire Department

The Fire Department is responsible for protecting life and property against loss by fire, preventing and/or fighting all fires occurring within the City, investigating causes and losses resulting from fires, and providing first aid and other life-saving methods when needed.

The Fire Department is administered by three divisions: Administration, Fire Suppression, and Prevention/Investigation. The Administrative Division is responsible for the budget, personnel, supervision of Fire Department activities, and training.

The division gaining the most public attention is the Fire Suppression Division; responsible for preventing loss of life and property caused by fires, confining fires to point of origin, and extinguishing fires with a minimum amount of damage. The Suppression Division also inspects fire hydrants every six months and cooperates with the Prevention and Inspection Department in checking residential and nonresidential buildings for fire hazards.

The Prevention and Investigation Division is responsible for the Fire Safety Education Program; inspection of commercial, institutional, and private buildings for fire hazards; and investigation of cases where arson is believed to be involved.

The Fire Department employs about 280 men and operates on a budget of \$2,722,419. In 1968-1969 the Fire Department answered 2,605 building, vehicle, and miscellaneous fire calls; and 2,668 first-aid and rescue missions.

Last year the sixty-year-old Gamewell back-up fire alarm system was replaced by a teletype system between Fire Dispatch Headquarters, Fire Headquarters, and all fire stations, thus greatly improving communication and response time. See Figure 10.

Figure 10. Organizational Chart of the  
Tucson Fire Department.

ORGANIZATION CHART  
TUCSON FIRE DEPARTMENT

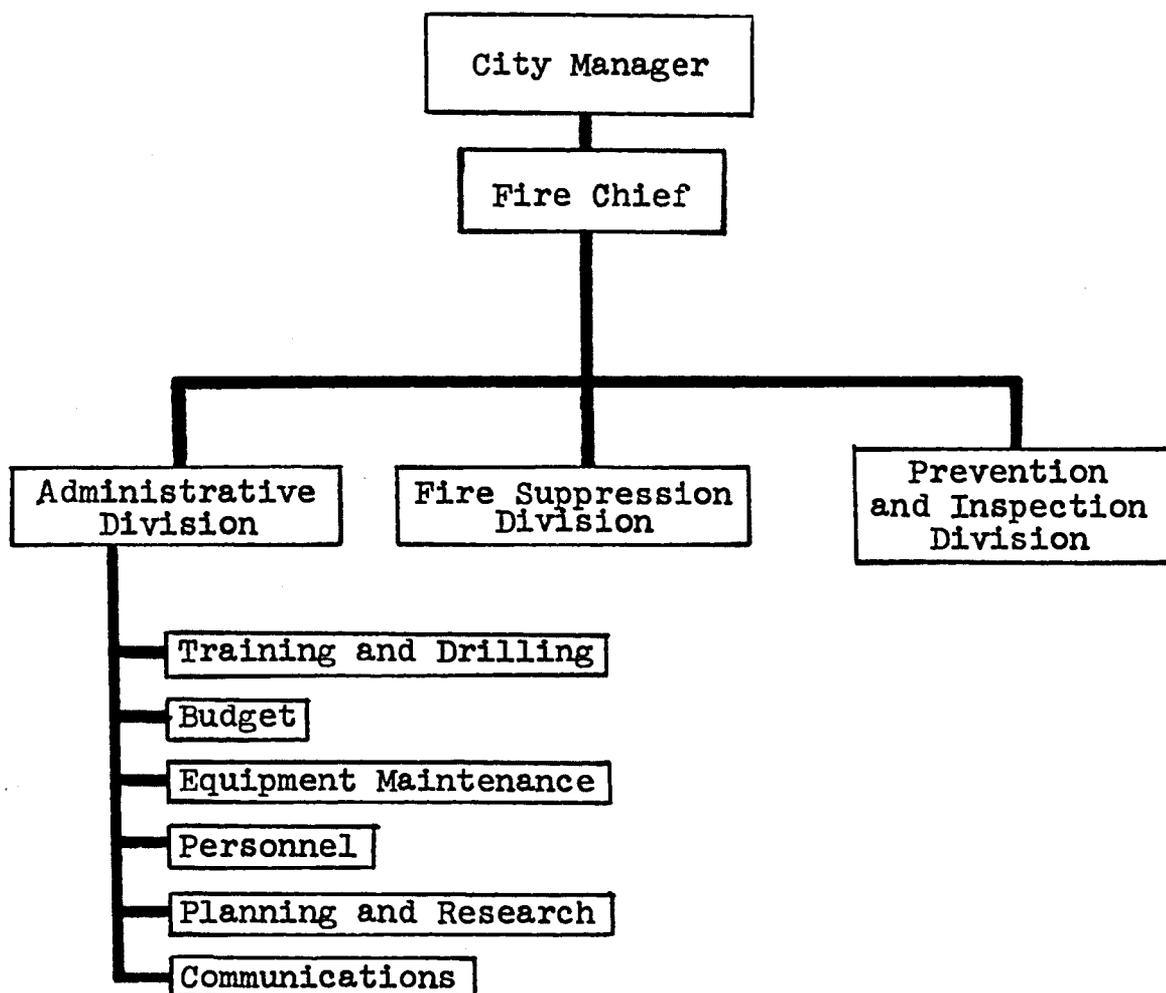


Figure 10.

## The Organization of the Public Works Department

The Public Works Department encompasses ten major divisional groupings of activities which comprise the principal "housekeeping" functions of city government. See Figure 11. The spectrum of activities is broad, including:

1. Administration.

The Administration Division includes the director and staff of the Public Works Department, who coordinate and control the activities of the entire department.

2. Building Maintenance.

The Building Maintenance Division provides custodial service and routine carpentry, electrical and painting repairs to more than three hundred municipal buildings. The estimated value of work processed for 1968-1969 was \$239,000.

3. Automotive Maintenance.

The Automotive Maintenance services over 900 units of equipment presently used for city purposes. It provides both preventive maintenance and break-down service on a shared cost program with individual departments. The vehicle maintenance costs are charged to the departments on a mileage basis, thus establishing a revolving fund for replacements.

4. Communication.

The Communication Division maintains the communication network of the Fire, Police, and Public Works radio frequencies, including both base stations and 406 mobile units. The departments are charged on a shared cost basis for the services of this division.

5. Engineering.

The Engineering Division provides the city with a professional staff of engineers capable of designing public projects and establishing minimum work specifications to protect the city against faulty Public Works construction projects. The engineering staff was involved in thirty-six separate improvement or programmed construction projects in 1968-1969.

6. Traffic.

The Traffic Division studies traffic flow patterns, designs traffic control devices, and projects future traffic needs. It also oversees the installation and maintenance of all traffic control devices, street lights, and parking meters.

7. Streets.

The Streets Division maintains the public streets, highways, curbs, alleys, and

drainage ditches within the city, including approximately 1,026 miles of paved and unpaved streets.

8. Refuse.

The Refuse Division provides twice-weekly refuse collection to residential areas and daily refuse collection in the downtown area. Trash collections, articles too large or bulky to be put in refuse cans, are made bi-weekly. High insurance rates for city refuse workers indicate the Refuse Division has one of the most dangerous of all city jobs. Due to the unfavorable working conditions and the low status of refuse workers, recruitment for this division has been difficult.

9. Major Improvement Projects.

The Public Works Department administers a major portion of the city's capital improvement program.

10. Debt Service.

Like all city departments, the Public Works Department shares the cost of paying the interest and principal on bond debts. The total estimated requirement for 1970, including both interest and redemption, is \$1,340,130.

Figure 11. Organizational Chart of the  
City of Tucson Public Works  
Department.

ORGANIZATION CHART  
 TUCSON PUBLIC WORKS DEPARTMENT

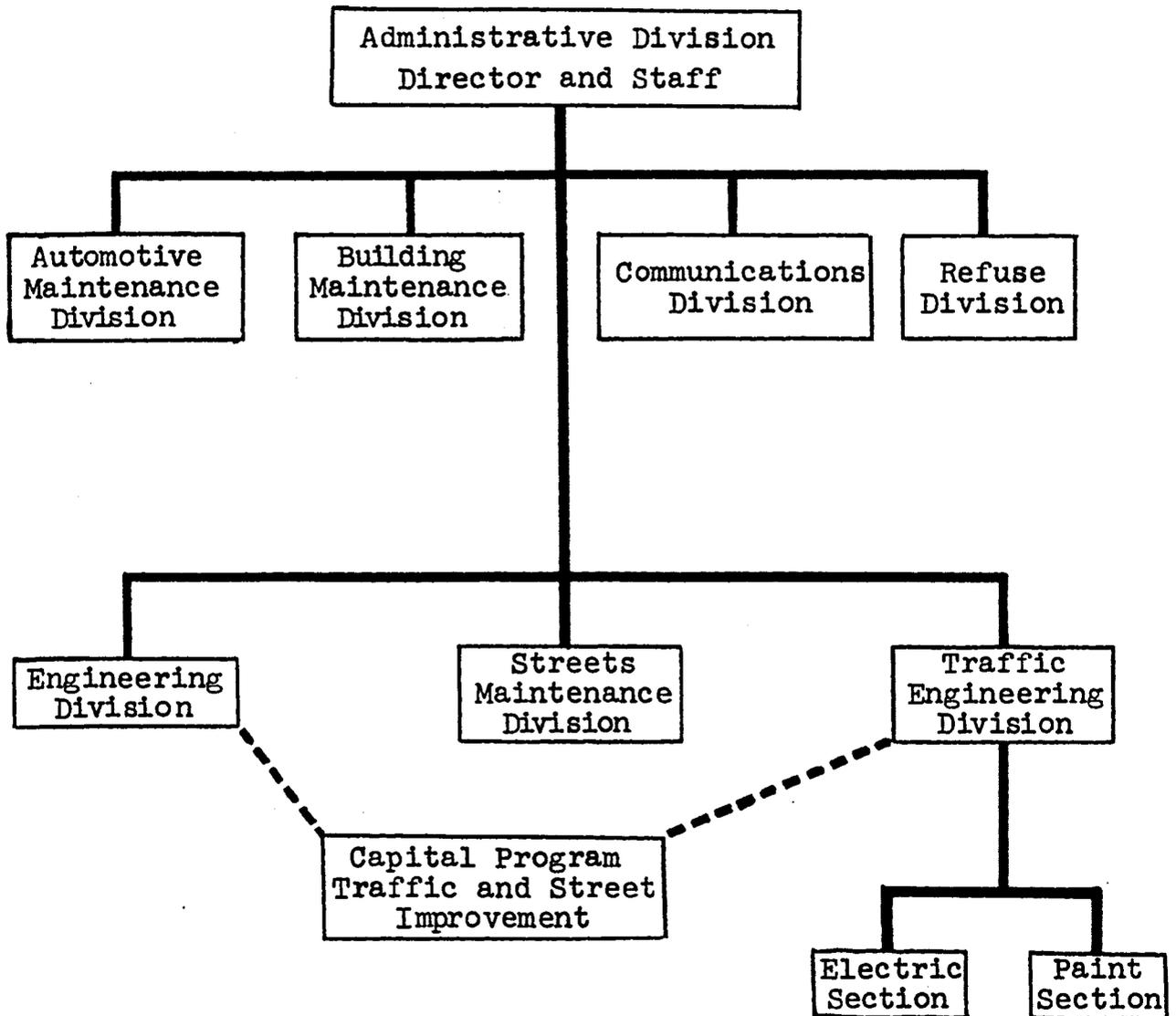


Figure 11.

### The Organization of Library Services

The Tucson Library Department includes the main library, four branch libraries, two book trailers, and a bookmobile. The library system employs approximately 132 employees, operates on an annual budget of \$1,199,518, and stacks over 340,000 books.

The library is administratively responsible to the Library Board, not to the City Manager, as the other departments are. The employees of the library are independent of the Civil Service Commission, thus creating a problem for the City Manager, who is responsible for the library budget to the Mayor and Council but has no authority over the Library Director or library employees.

The Library Director is appointed by the Mayor and Council and is responsible to the Library Board. This is one of the instances in which Tucson differs from the model manager-council city. In the model manager-council city, the library system and the Library Director would be responsible to the City Manager. See Figure 12.

Figure 12. Organizational Chart of the  
City of Tucson Library Services.

ORGANIZATION CHART  
TUCSON LIBRARY SERVICES

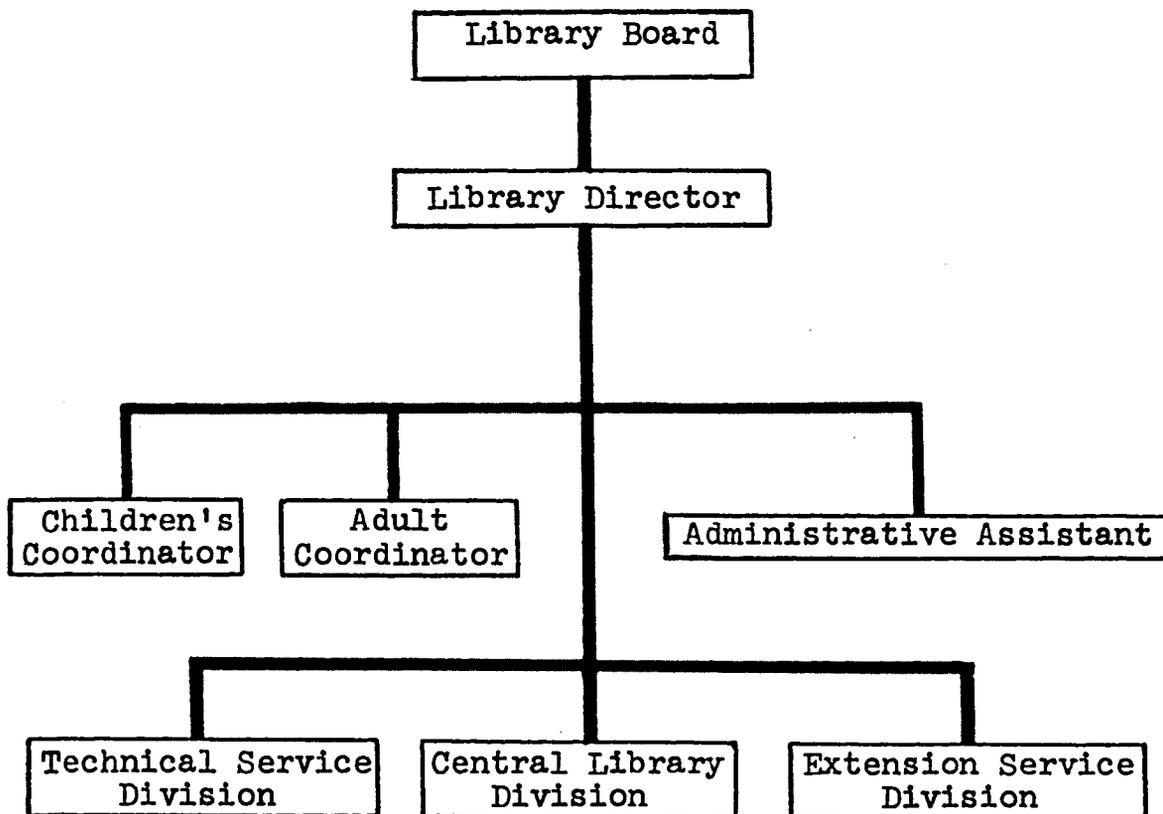


Figure 12.

### The Organization of the Parks and Recreation Department

The Parks and Recreation Department conducts a program designed to meet the recreational and physical needs of the citizens of Tucson. The major activities of this department include a city-wide sports program, playground and community center programs, arts and crafts classes, development and maintenance of parks, zoo and three hundred other recreational facilities, and maintenance of parkways and trees throughout the city. See Figure 13 below.

Figure 13. Organizational Chart of the  
City of Tucson Parks and  
Recreation Department.

ORGANIZATION CHART

TUCSON PARKS AND RECREATION DEPARTMENT

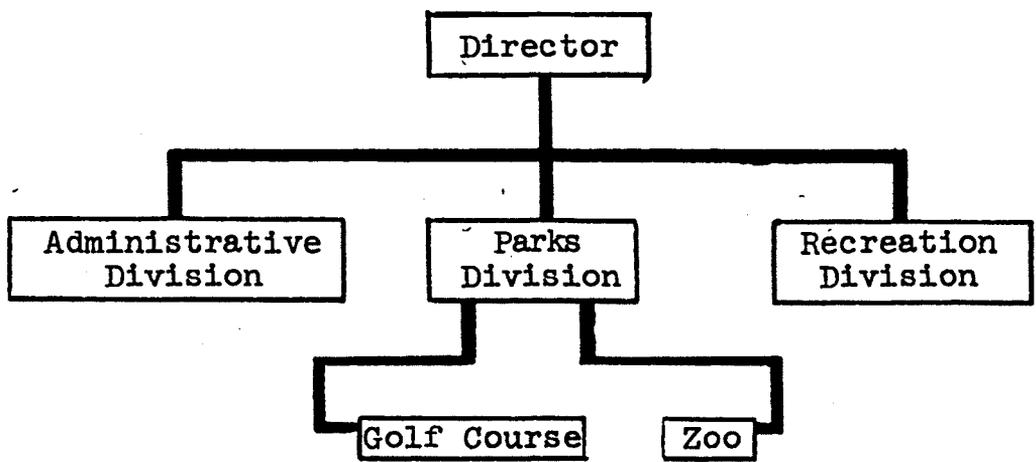


Figure 13.

The Parks Department maintains 59 parks with a combined area of over 1,425 acres. It also operates 177 supervised recreation areas, 14 swimming pools, 7 recreation centers, and 81 ball fields.

The Randolph Golf Course (36 holes) and the El Rio Golf Course (18 holes) are administered under the Parks and Recreation Department but operate as self-contained financial units. Revenues from golf greens fees, the driving range, golf cart rentals and concessions all go toward funding the total golf operation of \$562,000.

The Parks Division also maintains Hy Corbett Field, located at Randolph Park, winter training ground of the Cleveland Indians and home field of the Tucson Toros. During the past year the department has installed a new lighting system and a new scoreboard to improve playing conditions at the field.

Over 3,400,000 people participated in programs under the auspices of the Parks and Recreation Department in 1968-1969.

#### The Organization of the Water and Sewers Department

The Water and Sewers Department is a line organization with two distinct service functions. The Water Division has the responsibility of providing the city with an adequate supply of pure water and conducting research

and planning in order to assure an adequate supply for future needs. The water activity is operated as a public utility, although owned by the people of Tucson. The water system of Tucson consists of 221 wells from which 17,708,000,000 gallons are pumped annually. See Figure 14 below, which depicts the organization of the Tucson Water and Sewers Department.

Figure 14. Organizational Chart of the  
City of Tucson Water and Sewers  
Department.

ORGANIZATION CHART

WATER AND SEWERS DEPARTMENT

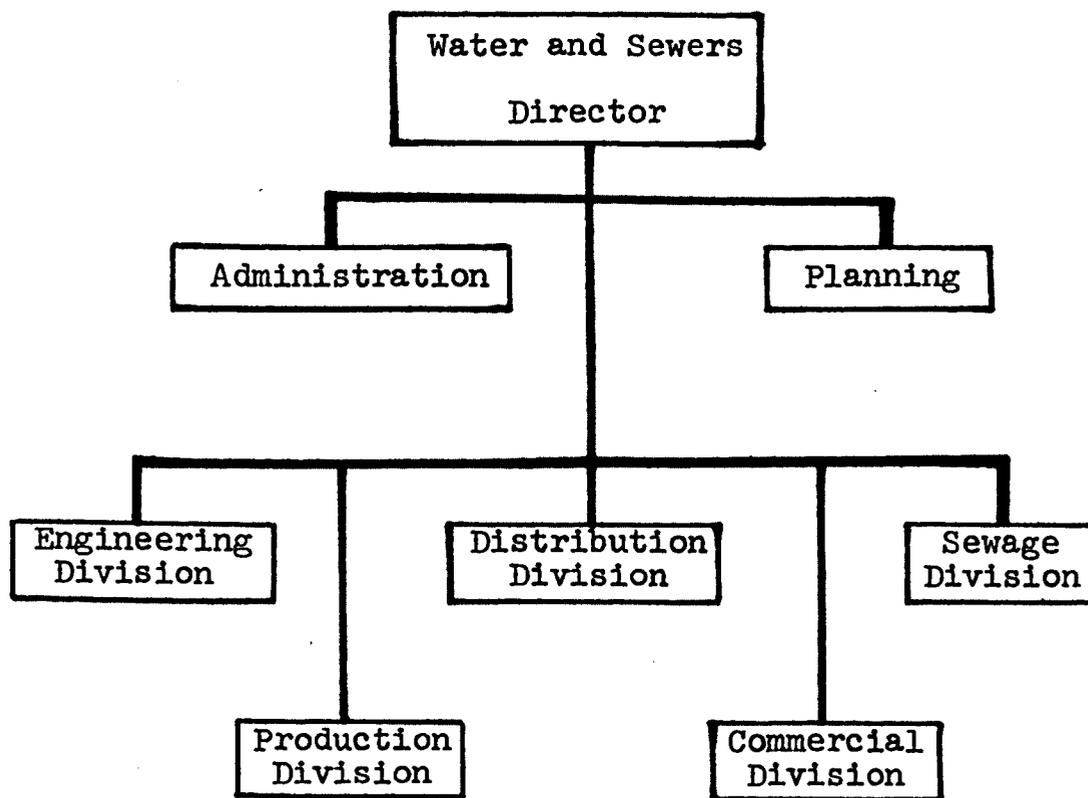


Figure 14.

The Sewage Division constructs and maintains the municipal sewage system consisting of 870 miles of sewer lines and a sewage treatment plant, which treated 10,338,000,000 gallons of sewage in 1968-1969.

During the past year the water utility has constructed a new booster station and pipeline (Kolb), installed 75 miles of distribution and fire mains, acquired four private water companies, and extended the Avra Valley and Sahuarita pipelines.

The Tucson Waste Water Reclamation-Recreation Project has applied to the Federal Water Pollution Control Administration for \$990,000 to begin construction on four recreational lakes suitable for boating, fishing, and camping.

#### The Organization of the Civil Service Commission and Personnel Department

The Civil Service Commission, established under the City Charter, is composed of five members appointed by the Mayor and Council for overlapping terms of six years. The Personnel Director is responsible to the Civil Service Commission for the administration of personnel policies. The Commission is semiautonomous and establishes personnel regulations governing all civil service employees in all City departments. The Commission works closely with the City Manager to enable the Personnel Department to achieve

**Figure 15. Organizational Chart of the  
City of Tucson Personnel  
Department.**

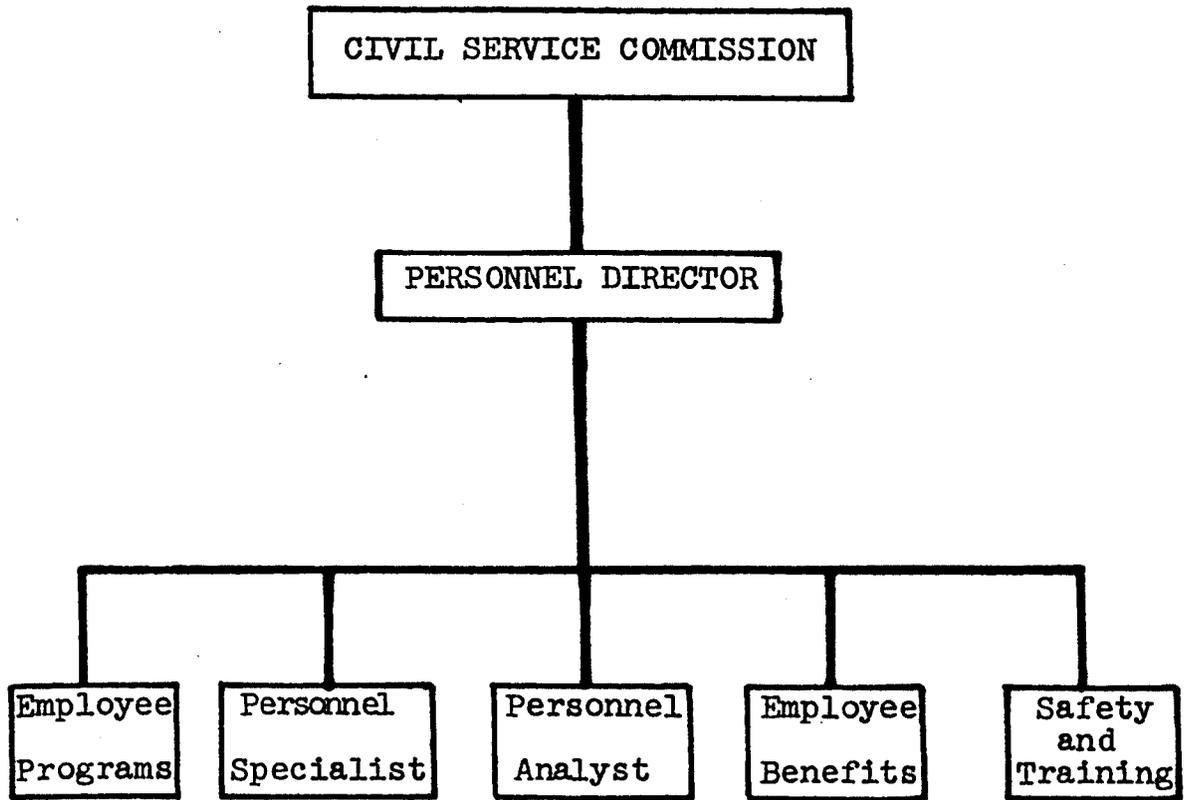


Figure 15.

three broad responsibilities: (1) to stimulate public interest in the City service; (2) to assist departments in achieving maximum efficiency from their employees; (3) to offer useful employment opportunities.

The Personnel Department is a staff agency working under the auspices of the Civil Service Commission and fulfills the following functions:

1. Recruits qualified manpower for City positions;
2. Establishes minimum job requirements;
3. Tests and compiles lists of job applicants;
4. Classifies jobs;
5. Develops in-service training programs and performance evaluations;
6. Provides counseling service to employees;
7. Maintains all necessary employee records;
8. Distributes employment benefit information;
9. Makes recommendations to the Mayor and Council regarding City employee pay scales. See Figure 15.

Figures 16 and 17 refer to the mode of recruitment for administrative and executive-level positions in the City of Tucson.

Figure 16. City Positions Filled by Civil Service.

CITY POSITIONS FILLED BY CIVIL SERVICE<sup>14</sup>

Accounting Division	Personnel Director
Automotive Shop Superintendent	Planning Director
Budget and Research Officer	Police Chief
Building Inspections Superintendent	Police Records Supervisor
Building Maintenance Superintendent	Police Service Division
Business License Superintendent	Assistant Public Works Director
City Engineer	Recreation Superintendent
Communications Superintendent	Refuse Collections and Disposal Superin- tendent
Data Processing Supervisor	Sewerage Superintendent
Economic Development Officer	Stores Supervisor
Electric Shop Supervisor	Street Maintenance Super- intendent
Fire Chief	Traffic Engineer
Fire Equipment Supervisor	Investment Officer
Improvements Coordinator	Urban Renewal Administrator
Paint Shop Supervisor	Urban Problems Administrator
Parks Superintendent	Water and Sewer Systems Director

Figure 16.

**Figure 17. City Positions Filled by Election  
and Appointment.**

CITY POSITIONS FILLED BY ELECTION AND APPOINTMENT<sup>15</sup>Elected by the People

## Mayor

Councilman, Ward One	Councilman, Ward Four
Councilman, Ward Two	Councilman, Ward Five
Councilman, Ward Three	Councilman, Ward Six

Appointments

City Manager	Parks and Recreation Director
Community Center Director	Post Auditor
Deputy City Manager	Director of Public Works
Director of Community Development	Library Director
Finance Director	Purchasing Agent
City Attorney	Civil Service Commission Chairman
City Clerk	Public Information Officer
Chief City Magistrate	
Chief City Prosecutor	

Figure 17.

### The Organization of the Police Department

The Tucson Police Department is responsible for the protection of the lives and property of the citizens of Tucson and their guests. This goal is achieved by enforcing the existing laws to the extent that the public demands. Law enforcement encompasses five basic purposes of the police function:<sup>16</sup>

1. Prevention of criminality;
2. Repression of crime;
3. Apprehension of offenders;
4. Recovery of property;
5. Regulation of noncriminal conduct.

The 396 employees of the Police Department answered an estimated 430,000 calls for service in 1968-1969. This year the number of calls will be even greater, reflecting a higher degree of public awareness and involvement in the Crime Check Program, first initiated in January, 1969. The Police Department also patrols over seventy-six square miles, regulates traffic and public gatherings, recovers stolen property, and makes necessary arrests.

The fiscal year 1969-1970 reflects a major re-organization of the Police Department. The 320 employees of the Uniform, Detective, and Services Divisions are now organized under the Field Services and General Services

Divisions. Two new divisions, the Southern Arizona Law Enforcement Institute (Tucson Police Academy) and Inspectional Services, have been staffed. The increase in manpower assigned to the Tucson Police Academy reflects Tucson's designation as the Regional Training Center for southern Arizona under the Omnibus Crime Control Act. The academy will take on training responsibilities for southern Arizona law officers at all levels of local government.

An arrangement has been worked out with Pima County for the booking and care for city prisoners. This cooperation between city and county cuts the cost of incarceration and frees the old prison farm for conversion to police academy use. See Figure 18 on the following page.

Figure 18. Organizational Chart of the  
Tucson Police Department.

ORGANIZATION CHART  
TUCSON POLICE DEPARTMENT

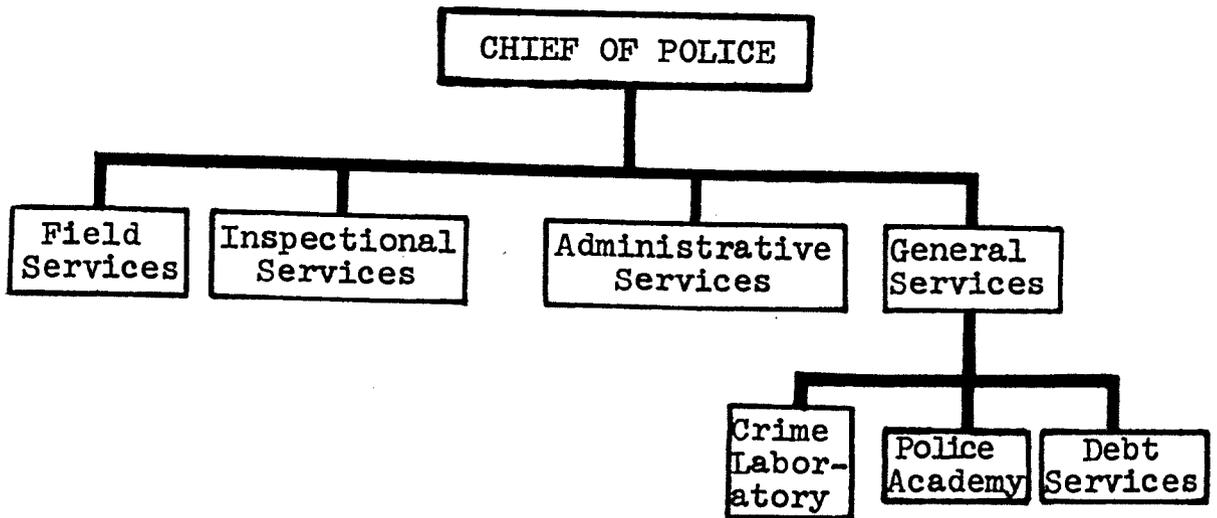


Figure 18.

### The Organization of the City Clerk's Office

The City Clerk's Office has two major functions: recording and reporting City activities and conducting City elections. In recording and reporting the actions of the City, the City Clerk serves a secretarial function to the Mayor and Council. The City Clerk also administers City elections when called for by the Charter or by the Mayor and Council.

The activities of the City Clerk in the area of City elections will be discussed at length later in this paper, so this section will mainly describe the reporting and recording functions of the Clerk's Office, with which the intern was at most indirectly involved and which he observed rather briefly.

It is not suggested that the Clerk's work can be neatly compartmentalized into either recording/reporting or election, for the office must perform these duties simultaneously. However, the numerous pressures of election business upon the staff during the relatively short election period necessarily dominate the staff's attention.

#### Recording and Reporting

The following duties of the City Clerk are year-around and relate to the everyday function of city government:

1. The City Clerk prepares and distributes council agendas to council members and interested parties. This is no simple feat, as the agendas may be quite lengthy and must be typed, printed, collated, stapled, packaged, addressed and delivered on Friday for the Monday council meeting. This often requires overtime work on Friday nights and constitutes a weekly deadline pressure.
2. The City Clerk acts as a secretary and parliamentarian at council meetings. The Clerk reads the ordinances and resolutions, handles motions and voting, and interprets Roberts Rules of Order when necessary. The minutes of the meeting are taken in shorthand by a member of the staff as well as being recorded on an audiograph. These minutes are later typed, summarized, and distributed. Any council decisions or actions are transcribed by the Clerk for the official records before processing them for execution. All council material is indexed, filed, and, where necessary, followed up by correspondence.
3. The City Clerk acts as secretary to the Police and Firemen Pension Boards. Members of the City Clerk's Office attend all meetings and take minutes which are later transcribed and distributed. The Clerk's Office also serves this function for

the Tucson Urban Area Regional Reviewing Committee, requiring one-half the time of one clerk stenographer.

4. The City Clerk swears in new officials and provides them with the necessary business and identification cards. The office also issues City codes and charters to new officials, makes new name plates, and keeps the building directory board current.
5. The City Clerk is the building superintendent of the City Hall. All maintenance men in City Hall are responsible to the Clerk. Keys, bulletin boards, and building use privileges are day-to-day responsibilities of the Clerk.
6. The Clerk receives summonses, garnishments, and subpoenas served on the City of Tucson or one of its officials. The Clerk then channels the legal matters to the proper department. All mail addressed to the Mayor or Council is likewise received by the Clerk and channeled to the appropriate person.
7. Official records of ordinances, bonds, deeds, annexations, subdivision plate, Charter amendments, and other City transactions are microfilmed and filed for future reference. Some records are kept at City Hall; but others, such as ordinances and signature rosters, which are kept permanently, are filed at the University of Arizona Library or the Library of Archives in Phoenix.

8. Miscellaneous duties performed by the City Clerk's Office include:
- a. Issuing age cards (also called twenty-first birthday cards);
  - b. Tabulating and amending City codes and charters;
  - c. Processing liquor license applications;
  - d. Handling the legal advertising of the City;
  - e. Signing improvement, general obligation, and water revenue bonds;
  - f. Posting public notices.

The above areas fall within the framework of the recording/reporting function of the Clerk's Office. The organization chart on the following page will show the break-down of functions and responsibility among the permanent staff (Figure 19).

The recording/reporting activities of the Clerk's Office have been appropriated \$48,296 as their working budget for the fiscal year 1969-1970. The break-down of the budget is shown in Figure 20 on pages 50 and 51. 17

Figure 19. The Organization of the City Clerk's Office.

THE ORGANIZATION OF THE CITY CLERK'S OFFICE

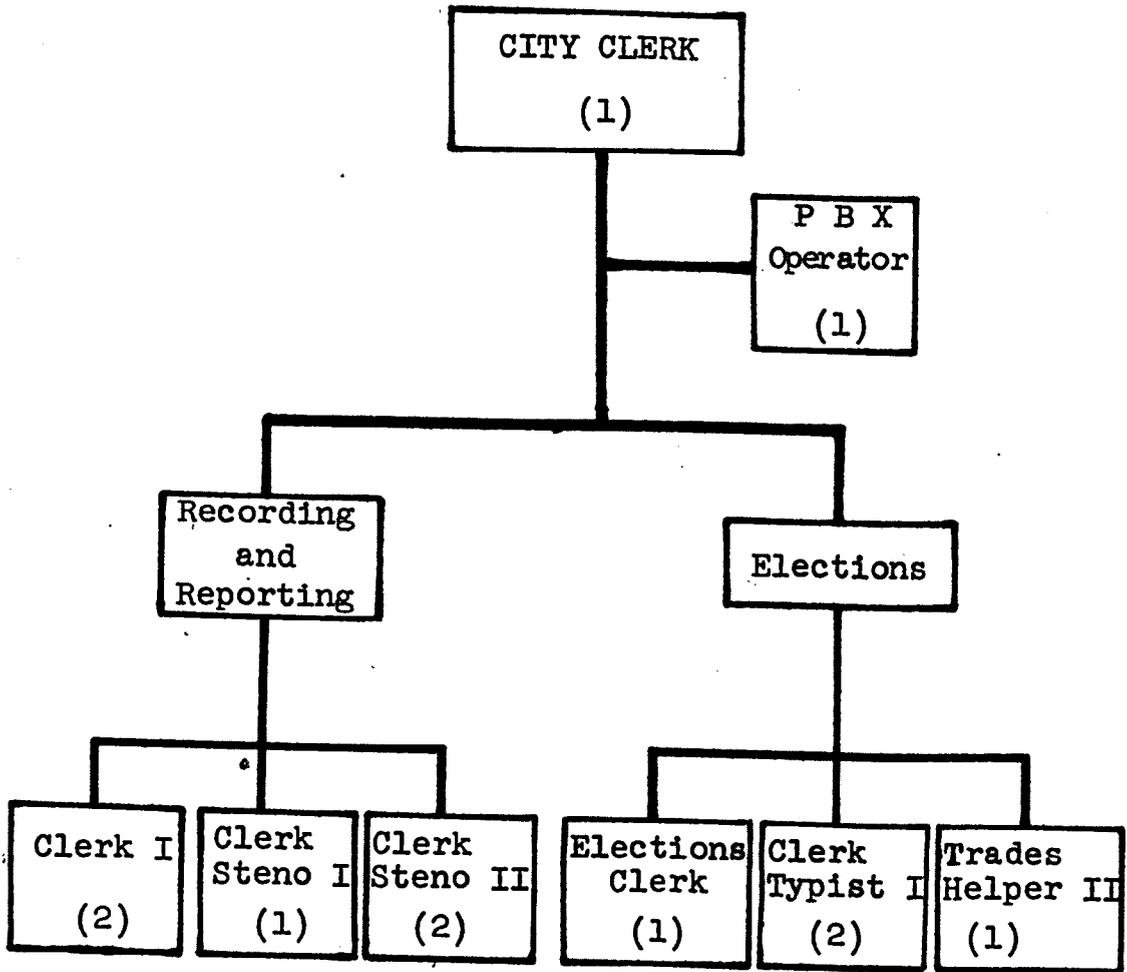


Figure 19.

Figure 20. Recording and Reporting Budget Appropriations.

## RECORDING AND REPORTING BUDGET APPROPRIATIONS

Personal Services

PBX Operator	(1)	. . . . .	\$ 4,560
Clerk II	(1)	. . . . .	4,110
Clerk Steno I	(2)	. . . . .	8,985
Clerk Steno II	(2)	. . . . .	10,240
City Clerk	(1)	. . . . .	12,612
Relief and Overtime		. . . . .	<u>1,200</u>
			\$41,707
Fringe Benefits		. . . . .	<u>4,419</u>

Services

Transportation and Communications	. . . . .	\$ 2,192
Maintenance Service	. . . . .	538
Rent	. . . . .	12,500
Other Outside Services	. . . . .	65
Inter-Activity Services	. . . . .	<u>275</u>
		\$61,696

Supplies

Office Supplies and Reproduction	. . . . .	\$5,400
----------------------------------	-----------	---------

Capital Outlay

Furniture and Equipment	. . . . .	\$ 385
Total Expenditures	. . . . .	\$67,481
Less Interactivity Credits	. . . . .	<u>-19,185</u>
		\$48,296

Actual expenditures for Personal Services will reflect the costs of a Clerk I position rather than a Clerk II, as listed due to a change in personnel.

Figure 20.

## RECORDING AND REPORTING BUDGET APPROPRIATIONS

(Continued)

The elections function was appropriated \$66,562 for the 1969-1970 budget period. The budget break-down is as follows:

<u>Elections</u>		
<u>Personal Services</u>		
Clerk Typist I	(2) . . . . .	\$ 8,415
Elections Clerk	(1) . . . . .	5,760
Trades Helper II	(1) . . . . .	6,600
Relief and Overtime	. . . . .	5,400
		\$26,175
Fringe Benefits	. . . . .	3,086
 <u>Services</u>		
Professional Services	. . . . .	\$31,711
Transportation and Communication	. . . . .	100
Interactivity Services	. . . . .	635
		\$61,707
 <u>Supplies</u>		
Office Supplies and Reproduction	. . . . .	\$3,050
Operations and Maintenance	. . . . .	1,805
		\$66,562
	Total Expenditures	\$66,562

Figure 20. (Continued)

## Elections

In addition to the regular City elections every two years established by the Charter, the City Clerk also administers any elections which the Mayor and Council call for a particular purpose. These special elections may be for a variety of purposes: bond approval, Charter amendment, etc. Because of the nature of elections, the bulk of the work by the Clerk's Office comes within a very short period of time. This demand would place an impossible amount of work on the four members of the Clerk's staff assigned to elections if the office was organized and executed in a rigid fashion. The staff remains flexible by having individual staff members work at the most immediate and pressing projects without regard to their specific job descriptions. This flexibility allows the Clerk's Office to meet the tremendous demands of election work and to expand from eleven employees to over one thousand and back again to eleven within a month or so. When elections are not imminent, the elections staff transfers its time to recording/reporting activities, such as microfilming.

## The Office of the City Clerk

The City Clerk is appointed by the Mayor and Council. The present City Clerk, Mary Fields, was first appointed in 1956 by a Democratic Mayor (Don Hummel) and

Council. Since that time the balance of power has shifted to the Republicans (Lew Davis) and back again to the Democrats (James Corbett). The Hummel and Davis administrations had majority support of the Council, as did Corbett until the last election. The Clerk's ability to survive complete political changeovers indicates that the Clerk's Office has been run as an administrative one rather than a political position.

Mary Fields was appointed City Clerk after serving in the City Clerk's Office for six years--a distinct change from precedent. Earlier, City Clerks had been appointed to the position for political reasons and removed for political reasons.

The removal of the City Clerk's Office from political conflict and the manner in which the Clerk was first chosen and since been reappointed all point to a willingness on the part of political leaders to recognize the Clerk's Office as an administrative function.

In the fourteen years Mary Fields has held the office of the City Clerk, the staff has increased from six to eleven, and the functions of the office have remained basically the same. Microfilming and duplicating responsibilities have been added to the Clerk's duties, while the hiring and firing of the janitorial staff of City Hall has been transferred from the City Clerk to the Public Works Department.

Mary Fields describes her job as an administrative one and does not feel her position will be threatened for political reasons. The Clerk attributes her success in surviving major political turnovers, the first and most significant in 1958, to the fact that she has taken politics out of the job and has turned the office into a non-partisan position. The City Clerk goes on to state that her major responsibility is to the Mayor and Council, not the public, and hopes the future will bring about two changes in the Clerk's Office: a separation of the election function into a semi-independent board under the City Clerk and tenure for the City Clerk.

The intern's view of the City Clerk's functions and responsibilities will be discussed in later sections.

## CHAPTER 2

### INTERNSHIP EXPERIENCES

#### Introduction to Internship Experiences

The City Clerk requested an elections intern from the Personnel Office to perform varied tasks relating to the primary election of September 16 and the general election of November 4, 1969. The position was filled by the author through the administrative intern list kept by the Personnel Department.

The basic focus of the intern program is to provide an opportunity for entrance-level administrators to observe and participate in the ongoing functions of city government. An internship position as an elections intern provided this intern with a unique opportunity to combine an interest and background in political science with his more recent studies in public administration.

The intern was introduced to City Clerk Mary Fields by a member of the Personnel Department. Mrs. Fields gave a brief overview of the functions of the City Clerk's Office and discussed the dual roles of observation and participation expected of an intern. He was then

introduced to the Clerk's staff, assigned a work location, and informed of the procedure for making additional orientation interviews. The intern was given two Personnel Department publications, The Personnel Policies of the City of Tucson and Rules and Regulations of the Civil Service Commission, in addition to routine office materials.

The intern spent 688 hours in the City Clerk's Office covering the calendar period from August 12, 1969, to December 31, 1969, encompassing three elections. The hours were not distributed evenly over this period, with the bulk of the full-time attendance falling between August 12 and November 4, 1969. This time period covered the preliminary work for the primary through the date of the general election. By the time the general election occurred, the intern had fulfilled the 400-hour minimum requirement but requested to stay on one-half time through the special election. The request was granted, resulting in the very favorable, and also very rare, opportunity of enabling the intern to observe and participate in every type of city election within a five-month period. The laws regarding the administration of primary, general, and special elections differ, as do the pressures, considerations, and alternatives of administering those laws. As it turned out, the special election proved to be the most interesting from both an administrative and political viewpoint, as the statutes controlling the special election

procedure provide more decision-making leeway for the administration. This resulted in a close and complex inter-relationship between the political figures in city government and the administrative personnel.

The intern worked the normal workday from 8:00 A.M. to 5:00 P.M., five days a week. The setting was the ninth floor of City Hall, significant in its proximity to the offices of the Mayor, Manager, and Council.

The elections internship experience provided this intern with valuable insights into the interrelationships of many facets of city government related to a single specific activity--administering a city election. The experience not only exposed the intern to various governmental departments, each with its own functions and activities, but also to various roles within a department, giving the intern the impressions of both a broad overview and an in-depth study simultaneously.

The intern existed in two different roles as an elections intern: one of a more academic nature and the other as an involved participant, a mixture which this intern feels is an ideal educational environment. There was an additional distinction within the "participation" role which provided insight into the concerns of an administrator. In the City Clerk's flexible use of the election intern, and to provide the intern with a maximum of understanding and experience, the intern performed a range of

tasks covering the spectrum of work performed by staff members of the City Clerk's Office. Using the nebulous term of "responsibility" as a rough guideline, the scope of activities ranged from zero (in the case of manual work done by day labor in loading election materials), to some responsibility, to almost supervisory responsibility in the absentee balloting project. This range of roles provided a maximum of horizontal experience within the department besides giving the intern different viewpoints from which the effects of administrative decisions could be observed.

The following sections in this chapter relate to different projects undertaken during the intern experience and reflect the intern's attempt to clarify by compartmentalization into what were in reality overlapping and continuous duties relating to the administration of municipal elections.

#### The Primary Election

The primary election of September 16, 1969, determined who would be the major candidates for the November 4 general election for councilmen representing Wards Three, Five, and Six. These three wards are the staggered "off-year" elections for the City of Tucson. "Off year" indicates simply that the Mayor is not running for re-election.

This primary was significant in that control of the council was at stake, as well as being a kind of "endorsement" of the Mayor's program and party. The primary is also a significant time for prospective candidates who fail to get major party endorsements. These candidates are either running as an independent or as a third party. If a candidate is not nominated in the primary for a particular office, no candidate for that party may appear on the general election ballot.<sup>18</sup>

The primary election offers the greatest potential for any individual candidate, group, or voter to maximize his political influence because of the lack of interest which traditionally surrounds primaries. Even this election, with the balance of power on the council at stake and an independent running against an endorsed candidate in each of the three wards, failed to spark any real public interest.

The primary races were as follows:

COUNCILMAN

Ward Three

Democrats

Storch (endorsed)

Republicans

Borozan (endorsed)

Edgell

Ward Five

Castro (endorsed)  
Mills

Castillo (endorsed)

Ward SixDemocrats

Steger (endorsed)  
Risner

Republicans

Royal (endorsed)

Edgell, Mills, and Risner all had to file petitions of candidacy with the City Clerk. These petitions required the names of at least five per cent and not more than ten per cent of the party vote for Mayor within the ward of their candidacy at the preceding mayoral election.

In the primary election the councilmen are nominated by wards, meaning that only those voters registered in the Sixth Ward can vote for a councilman in Ward Six. Further differentiation is made by party. Only Democrats in Ward Six have the choice of voting for either Risner or Steger. Republicans can vote only for Royal or write a candidate in, as can Democrats who do not wish to vote for either Steger or Risner. As there were no serious write-in campaigns, there were only three primary races out of a possible six: the Democrats in Wards Five and Six and the Republicans in Ward Three. Independents cannot vote in primaries.

To vote in the primary, a voter must have been registered prior to July 7, a date set by election law as being four months before the general election. To register, a voter must have lived in the state of Arizona one year,

a resident of the City for ninety days, and reside in the ward for thirty days prior to the election.<sup>19</sup> Registrations are filed in the office of the County Recorder. Periodically, registration booths were set up by the League of Women Voters in various parts of the City to encourage public participation.

As of July 7, there were 17,472 registered voters in Ward Three, including 9,404 Democrats, 7,432 Republicans, and 636 Independents. Ward Five had 10,402 registered, among which were 7,587 Democrats, 2,479 Republicans, and 336 Independents. Ward Six's total of 16,774 registered voters was about evenly divided between Democrats (8,958) and Republicans (7,169). Six hundred forty-seven (647) were registered as Independents.<sup>20</sup> Of the three-ward total of 44,648, the City Clerk publically estimated a 25 per cent turnout. Privately, she estimated about ten per cent.

Basically, the City Clerk is responsible for everything concerning the administration of municipal elections. There is no other way to describe it. The following is a modification of a staff handout by which the Clerk coordinates the activities and energies of her staff toward meeting deadlines. Although this particular schedule is for the December 16, 1969, special election, the framework of duties is much the same for all of the

elections and should be described here at the beginning. Specific functions mentioned in this schedule will be described later. (A small "x" after the date indicates projects the intern participated in.)

#### PROCEDURES FOR ELECTIONS<sup>21</sup>

- 10-13-69 Adopt ordinance calling for special election on amendments to Charter.
- 10-14-69 Memo to Mayor transmitting executed copy of ordinance (Constitution of Arizona, Art. 13, Sec. 2.)  
File copy of ordinance with County Recorder (Constitution of Arizona, Art. 13, Sec. 2.)
- 10-20-69x Certify copy of ordinance for newspaper publication. Publish ordinance from 10-28 to 11-17-69.
- 10-20-69x Assign someone to negotiate for use of buildings for polling places and to arrange for janitorial services, switchboard operators, tables, chairs, water, etc.
- 10-23-69x Proofread publication of ordinance.
- 10-28-69 Check on first publication of ordinance and every day thereafter.
- 10-29-69x Post Notice of Election Ordinance in five public places and one each at polling places at least 30 days before the election. Leave posted through election day.
- 10-30-69x Type certificate of posting of election ordinance listing locations where posted and have certified by personnel doing the posting.

- 10-30-69x Order official ballots, absentee ballots, sample ballots, cloth ballots, and voter's affidavits.
- 11- 3-69 Last day for registration for voters to be eligible to vote in special election (Tucson Code 12-3). Have data processing compile necessary information and print voters' lists.
- 11-10-69x Assign personnel to oversee absentee voting programs. Instruct Clerk's staff on absentee voting at counter.
- 11-17-69x Start absentee voting.
- 11-18-69 Obtain Affidavit of Publication from newspaper.
- 11-20-69x Prepare election forms.
- 11-20-69x Memo to City Manager regarding lessening of improvements to City streets on election day in order to avoid parking problems at the polling places.
- 12- 9-69x Instructions to board officials.
- 12-10-69x Instructions to demonstrators.
- 12-16-69x Election day.
- 12-17-69x Prepare certification of election results.
- 12-17-69 Have attorney draw resolution finding results of the election.
- 12-22-69 Certification of election results first Monday after election.
- 12-23-69 Letter to Mayor giving steps taken after election.
- 12-23-69 Mail certificates of amendments to governor. Request acknowledgement and the filing of certificates in his office.

- 12-31-69 After Governor signs approval of Charter amendments and returns them, have them recorded with the County Recorder.
- 1- 2-70 Mail copy of recorded certificate to the Secretary of State and request acknowledgement.
- 1- 2-70 File original certificate of amendment in archives of City of Tucson.

Areas of functioning worth explaining include:

1. Posting of official notice. This is enlarged upon under Posting Official Notices.
2. Qualification of candidates. The City Clerk, working with the City Attorney, passes judgments upon the legality of public candidates re: residence, age, petitions, etc. One of the candidates in the primary, Mills, was questionable because of his age. The City did not act because it did not receive a complaint. Had Mills won the Ward Five primary, Castro was set to file a complaint. Since Castro won, the need for a judgment was averted.
3. Precinct arrangements. This function is covered under Building Use Agreements.
4. Preparation of voters' rosters. Rosters are lists of people eligible to vote which are placed in precinct polling places and consulted for every prospective voter appearing at the polls. Some election precincts of Tucson include people living in the city and county,

and those living in the county but not the city. In these split precincts, the rosters are significant because they determine who can or cannot vote. The significance of the roster was emphasized in the general election. The usual procedure for the preparation of the rosters is to obtain the names of all registered voters in the county from the County Recorder's Office. This list of names is then gone over to delete the names of voters who are in the county but not in the city. The remaining names, those people living within the city and eligible to vote, are then sent to the data processing department for listing and duplication. The deletion of names not eligible to vote is a time-consuming and tedious job usually performed by City firemen. What was not considered at the time was the fact that one of the candidates from Ward Six (Steger, a Democrat) was a former City fireman and adopted by the firemen as a sort of "champion" of City employees' interests.

When the first roster appeared and was distributed to both party headquarters, the Clerk's Office was immediately inundated with telephone calls from varied Republican groups complaining that certain names (Republicans) had been left

off the roster. Upon checking, the City Clerk discovered this complaint to be true, not only for Republicans, but for many Democrats as well. The office had not received many calls regarding deleted Democratic names because their organization was somewhat behind the Republicans at this point. To the Republicans, this hinted of a scheme to disenfranchise Republican votes. The seed of doubt was planted. The City Clerk diagnosed the error as a failure to receive all of the registration cards from the county. It was decided to start over.

The second roster was much worse than the first. In the divided precincts, those precincts through which the city line runs, the firemen were supposed to carefully check each name and address to decide whether they lived within the city, hence eligible, or in the county, and therefore ineligible. Through distaste for the job, haste, stupidity, or outright fraud, the firemen randomly struck names off the list, regardless of their geographic proximity to city lines.

The appearance of this list was conclusive proof to some Republican leaders that the City Clerk was attempting to throw the election to the Democrats. The Republicans had checked only Republican names and thus found only Republican errors. They promptly complained to the press and threatened the City Clerk with court action.

Through all of this the City administration, the majority of which were Democrats, stoutly supported the Clerk's Office. This only seemed to increase the suspicions of the Republicans. After much discussion, the City Clerk called together a committee of thirteen (six Republicans, six Democrats, and herself) to go through the divided precincts once again. The committee produced a third roster which was deemed the official roster later used for the general election.

The calling together of the party leaders into a committee saved further embarrassment and a delay in the election. Some Republican leaders changed the tone of their statements from fraud to incompetence on the part of the City Clerk.

5. Checking voting machines. Before each election, the City Clerk and party representatives from all

concerned parties or individuals meet to check the machines to be used in the election. Serial numbers, punching accuracy, party designation, precinct numbers, and the rotation of names on page inserts are all checked collectively, and the machines are then immediately sealed. The party representatives sign a statement supposedly absolving the City Clerk from responsibility for any inaccuracies of the machines. These signed statements are actually worthless and are merely a traditional carry-over from the checking of the old lever machines which were more prone to tampering with than the new machines.

6. Set up counting procedure. When the polls close and all of the voters standing in line have voted, the election board prepares the returns and delivers the ballot boxes to a drop-off point in the basement of City Hall. The votes are then taken to the computer room, where the individual vote cards are checked by the programming staff for punch variation which would foul up the computer. The cards are then fed into the computer, and result listings are almost immediately available. This procedure broke down in the primary

election, with the resulting delay of about two hours. The programmer, whom the City hired from the outside because of his expertise, wrote an entirely new program for the Tucson primary, which was to be a master copy for other City elections. In writing the program, an error of transposition which went undetected in the programming checks, was discovered by him, and the total count was processed and tabulated in under five minutes.

7. Preparation of precinct supply boxes. Each precinct of the City (114) receives a supply box of election material prepared by the Clerk's Office. Stuffing and double-checking each box requires a tremendous amount of man hours and planning. Each supply box contains the following:

City map	Statement of
50-foot-limit signs	write-in vote
150-foot-limit signs	Challenge list
"No Smoking" signs	Official supply
"Exit" signs	bag
Official Notice	Unofficial supply
Pens and pencils signs	bag
Arrows	Inspector's envelope
Ward register	Hammer
Signature rosters	Sealing wax
Notice to voters	Tacks
Cloth sample ballots	Tape
Paper sample ballots	Pens
Official ballots	Pencils
Ballot envelopes	Wood stakes
Metal container	Wire stakes
Lock and key	Flag with pole

8. The recruitment of board workers. The City Clerk recruits board workers to staff each precinct polling place. The total number of workers varies depending on the election, but each polling place requires nine workers: an inspector, two judges, two roster clerks, two ward register clerks, a demonstrator, and a marshal. During the primary election, sixty-four precincts were used. For the general and special elections, double boards were used in some or all of the precincts, necessitating double staffing and supplies. The recruitment of board workers is made difficult by the nature of the work; i.e., long hours, one day only, low salary of twenty dollars per day, and the political necessity of achieving political balance on the board. Most of the workers are older, retired people, making the procedural education more complex, as well as compounding absentee problems due to sickness, transportation, etc. Classes are held for board workers and inspectors before each election, as the election procedure is rather complex. The primary election went very smoothly, except for the aforementioned delay caused by the

programming error. Even with the delay, the results were tabulated, not counting the absentee ballots, by 12:00 P.M., two to four hours earlier than under the old lever-machine voting system. The results of the primary appear on the following page as Figure 21.

Figure 21. City of Tucson Election Returns—  
Primary 1969.

## CITY OF TUCSON ELECTION RESULTS—PRIMARY 1969

	<u>Repub- licans</u>	<u>Democrats</u>	<u>Other</u>	<u>Total</u>
Registered Voters	17,080	25,949	1,619	44,648
Ballots Cast	1,689	2,980		4,669
Percentage Voting	9.88%	11.48%		10.45%

Ward Three

Michael Borozan (798)	81.9%	Kirk Storch	569	100%
Douglas M. Edgell (176)	18.1%			

Ward Five

Ramon Castillo (157)	100%	Rudy A. Castro	517	76.7%
		William F. Mills	157	23.3%

Ward Six

Robert Royal (524)	100%	John F. Steger	876	52%
		William J. Risner	809	48%

Write-in BallotsWard Three

Charles E. Lehner	1
Michael Borozan	1
Charles Burgess	1

Ward Five

Ramon Castillo	1
William Mills	2
Rudy Castro	1

Ward Six

William Risner	5
----------------	---

City Clerk  
September 18, 1969

### The General Election

The City general election occurred on November 4, 1969, and matched the Democratic and Republican winners of the primary election. At stake were three council seats currently held by the Democrats and the balance of power on the council. Public interest in the election was light to moderate and resulted in a turnout of only 40 per cent. The Clerk's Office was not involved in any of the controversy that marked the primary election. There was a problem the day after the election when some of the Democratic candidates complained that the vote totals in certain precincts were incongruous with the number of registered voters residing within the precinct. Their complaints turned out to be accurate, and a check was made of the three precincts involved. Although the data processing staff had been cautioned to run only one precinct at a time, they had evidently handled numerous precincts simultaneously and dropped the data cards on the floor. The header cards, designating precinct numbers, were mixed up on three precincts. This did not change the total vote result but did change precinct voting results. When the data processing director was questioned regarding the possibility of a mixup, he stated that the staff had dropped the cards and thought they may have mixed the header cards up.

It is unfortunate that the City Clerk must bear the responsibility for the incompetence of others, and especially over functions with which she is unfamiliar, but it is one of the disadvantages of being an administrator. In this case, it was not an oversight or error due to poor preparation, but of a failure of subordinates to follow instructions. The City Clerk mentioned previously her concern about these responsibilities over the data processing department, as she could not thoroughly check their actions due to her unfamiliarity with computer technology. Her concern proved to be justified.

The three Republican candidates swept the election and changed the makeup of the council to five Republican councilmen, one Democratic councilman, and a Democratic mayor.

The results of the general election appear in Figure 22. A rough vote analysis of voting percentages appears in Figure 23, page 76.

Figure 22. Final Tally in City Council General Election Race.

Figure 22.

FINAL TALLY IN CITY COUNCIL  
GENERAL ELECTION RACE

	Ward 1	Ward 2	Ward 3	Ward 4	Ward 5	Ward 6	Total
<u>Ward Three</u>							
Storch (D)	2,315	2,183	3,248	2,072	2,382	3,392	14,657
Borozan (R)	1,512	4,119	4,846	3,012	1,473	4,122	18,537
<u>Ward Five</u>							
Castro (D)	2,304	2,383	3,372	2,101	2,343	3,082	14,543
Castillo (R)	1,523	4,141	4,722	3,080	1,522	4,432	18,583
<u>Ward Six</u>							
Steger (D)	2,421	2,201	3,478	2,212	2,412	3,413	15,761
Royal (R)	1,406	3,901	4,616	2,830	1,453	4,111	17,443

Figure 23. City General Election, November 4, 1969.

## CITY GENERAL ELECTION, NOVEMBER 4, 1969

## REGISTERED VOTERS

Party	Ward 1	Ward 2	Ward 3	Ward 4	Ward 5	Ward 6	Totals
Democratic	7,382	7,358	9,544	6,534	7,641	9,036	47,495
Republican	2,268	8,879	7,551	5,582	2,495	7,235	34,010
Others	209	648	645	490	333	662	2,987
Totals	9,859	16,885	17,740	12,606	10,469	16,933	84,492

## COMPARISONS-VOTING PATTERNS

	Ward 1	Ward 2	Ward 3	Ward 4	Ward 5	Ward 6	Totals
Democrats Voting	2,539	2,352	3,819	2,502	2,796	3,208	17,216
Storch (D)	2,226	2,037	2,905	2,060	2,349	3,080	14,657
Castro (D)	2,235	2,010	2,868	1,995	2,351	3,084	14,543
Steger (D)	2,325	2,258	3,134	2,206	2,420	2,420	15,761
Republicans Voting	1,236	3,974	4,077	2,507	969	4,118	16,881
Borozan (R)	1,478	4,157	4,259	3,004	1,409	4,230	18,537
Castillo (R)	1,477	4,174	4,235	3,057	1,435	4,205	18,583
Royal (R)	1,376	3,933	3,981	2,859	1,350	3,944	17,443

## PERCENTAGES

	Ward 1	Ward 2	Ward 3	Ward 4	Ward 5	Ward 6	Total
Registered Democrats Voting	34%	32%	40%	38%	37%	36%	36%
Registered Republicans Voting	54%	45%	54%	45%	39%	57%	50%
City-wide Voting Percentage							40%

Figure 23.

### The Special Election

The Mayor and Council voted to hold a special election on December 16, 1969, for the purpose of voting on a Charter revision concerning the City sales tax. Under the existing tax structure the City received one per cent of the sales tax revenue and the State, three per cent. Under the proposed change, the City would receive two per cent on non-food items and would delete the tax on food purchases. This would mean that all non-food purchases are subject to a total of five per cent sales tax, while food items would only be taxed at the three per cent level. The purpose of the increased revenues was to pay for an increase in pay to City workers which had previously been promised by the council.

Public sentiment seemed to be in favor of the Charter revision and the wage increase. A group of citizens formed a committee, headed by a prominent local stockbroker, Stanley Katcher, to collect money for advertising in support of the amendment. The organized opposition started late and was basically limited to the Retail Grocers Association. The City council, both Democrats and Republicans, had endorsed the change, as had the three new councilmen who were to be sworn in January 1, 1970. It was in this setting, with both

the major politicians and seemingly the public supporting the proposed amendment in a nonpartisan election that the most interesting political decisions of any of the City elections were attempted. The decisions were not made by any political figures but by the City Clerk. The City Clerk reasoned that as long as "everyone" wanted the Charter revision to pass, it would be in the best interests of the public to cut election costs to the bare minimum. To save money the Clerk proposed the following steps:

1. The number of polling places was to be reduced to 20-25. All voters in two or three precincts would vote at one polling place.
2. No absentee votes would be available.

Additional proposals to minimize the election turnout were discussed but not sent to the City Attorney for approval. Had the attorney judged these proposals as legal, it would have effectively disenfranchised the very people who were most likely to vote against the proposed revision. Eliminating absentee balloting would disenfranchise shut-ins and elderly voters who could not travel to the polling places. These people are likely to be on a fixed income and oppose any increase in taxation, whether for wage increases, schools, or any other governmental function.

A reduction of polling places would again handicap retired people because of the distance to the polls, besides including many poor people without private transportation to the polls. By effectively eliminating the poor and the elderly, the backbone of any public opposition to the amendment would be broken.

This example of attempted manipulation shows the assertion of political consciousness on the part of administrative officials. The City government, including both political and administrative figures, had sunken costs in having the proposal accepted by the public. Its failure would have embarrassed the Mayor and Council and made the wage increase controversy much more complex. Because of these sunken costs and the ramifications of failure, the City Clerk accepted the goal of having the amendment passed as a logical one. Her reasoning was that if both political parties wanted the Charter revised and if the election is nonpartisan, then the choice is therefore not political. This is a very narrow view of politics and seemed to be the City Clerk's major error. Politics is concerned with the values of people and with the resulting clash of conflicting values. It is not inherently Democratic or Republican and is not changed by labeling it nonpartisan. Values become political when they are voiced. As there was voiced opposition to the amendment, the City Clerk failed as an

administrator to recognize the needs and expectations of her job in administering the special election.

### The New Votomatic Voting System

The recent City primary election was the first time that Tucson has used the punch card method of voting. This voting system has been used by Pima County since 1968. Pima County was the first county to take advantage of the 1967 legislature's decision to authorize electronic voting systems.

The electronic voting system, commonly referred to as "Votomatics," is based on the punch card system and is relatively new. The punch card system was conceived by Doctor Joseph Harris and first tried in a 1964 Georgia election.<sup>22</sup> Since that time the use and acceptance of the electronic voting system has spread quickly.

Punch card voting is somewhat similar to voting a paper ballot. After certification that an individual is qualified to vote, the voter is given a perforated punch card in a ballot envelope. The ballot envelope also serves as a write-in ballot form for those wishing to write in a candidate's name. The voter is directed to the voting machine, which resembles an upended briefcase on legs. The punch card is removed from the ballot envelope and inserted into the machine. Information regarding propositions, candidates, and amendments are printed on the pages of a

Figure 24. Punch Card Ballot Processing of the  
New Electronic Votomatic Voting System.

booklet which are affixed to the machine. Arrows indicating possible choices correspond to perforated circles on the punch card. When the voter makes a selection, a circle is punched in the ballot card which lies under the pages. After the voter is finished, the punch card is removed from the machine, reinserted into the ballot envelope and deposited in the ballot box.

The following diagram shows the role of the punch card and processing in the electronic voting system.

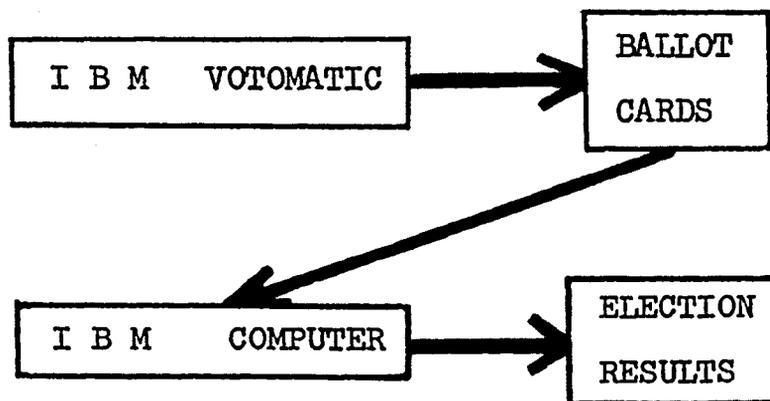


Figure 24.

The makers of the Votomatics stress the machine's speed, ease, accuracy, and public acceptance. Tucson had used the old lever machines since 1931 and had found them initially expensive and costly to keep up and transport. The switch to the Votomatics began in 1968 when the City agreed to share the costs of the County's purchase of 700 voting devices and 150 demonstrators. Pima County offset its costs by selling 305 used lever machines for \$106,000. The total cost of the new machines was \$170,000, of which the City agreed to pay \$15,750.<sup>23</sup>

The individual Votomatics cost \$225.00, compared to \$1,750 for each lever-type voting machine. Demonstrators cost \$50.00 each.<sup>24</sup> In addition to initially being cheaper to acquire, the machines require only 20 per cent of the storage space of the larger lever machines. Transportation to and from the precinct polling places can be done by the board workers versus an estimated \$20.00 per machine moving expense on the lever machines. The IBM proposal letter estimates a savings of \$30,000 per election year, although this figure may be somewhat optimistic.

The City of Tucson and County of Pima have an agreement on election equipment to minimize the administrative costs of elections. Under this agreement, the City purchased 70 IBM machines representing ten per cent of the County's total. The City further agreed to pay a portion

of the freight charges involved. In consideration of the City's participation, the County allows the City to use all 700 of the machines and demonstrators for City elections. The County may also use the City's machines for its elections. The County takes on the responsibility for storing and maintaining all of the machines.

The City Clerk was interested to know what the public, and the board workers in particular, thought about the new system. The City Clerk and the intern designed a questionnaire which was sent out to 256 board workers. The design of the survey will be discussed in Chapter 3.

The questions asked of the board workers were (the percentage responding is in parentheses):

1. In how many elections have you served as a precinct officer?

(mean 10.08,  
mode 10  
median 8.5 )

2. As a precinct officer, did you find it easier to conduct the election with:

The IBM machine (86.17%)  
The Automatic machines (13.83%)

3. In your opinion, was complete secrecy of the ballot maintained?

Yes (96.98%)  
No (3.02%)

4. Would you prefer to use the Votomatic for all future elections?

Yes (97.5%)  
No (2.5%)

5. Did voters accept the demonstrations of the Votomatics willingly?

Yes (95.36%)  
No (4.64%)

6. How long did it take for your board to close the precinct?

0 - 30 minutes (27.13%)  
30 - 60 minutes (44.63%)  
60 - 90 minutes (22.87%)  
Over 90 minutes (5.37%)

7. What is your opinion of the number of Votomatics used in your precincts?

Too few (4.17%)  
Adequate (79.17%)  
Too many (16.67%)

8. Did you receive adequate instruction on the procedures to be followed election day?

Yes (96.5%)  
No (3.5%)

9. Do you consider this voting system easy to learn and use?

Yes (100%)  
No (0%)

10. What do you think the public's reaction was to the use of the Votomatics?

Favorable	(94.84%)
No difference	( 3.68%)
Unfavorable	( 1.48%)

11. We would appreciate any comments you may have regarding the IBM system (use other side of this sheet).

It is readily obvious that the board workers overwhelmingly endorsed the new system. The high degree of response on a mail-out (81+%) indicates to the intern that the board workers may have viewed the survey as an official extension of their jobs, and this may have skewed their responses somewhat. The intern does not believe this percentage of acceptance would be achieved among the general public. The board workers may have felt their continued service was dependent upon their acceptance of the existing system, even though the questionnaires did not ask for identification.

This survey was a very interesting experience, both in what the intern learned from analyzing the results (Chapter 3) and from what happened when the results were received. As the results of this survey were to be published in Lester Inskip's "Politics in Arizona" column of the daily paper and in future publications by the

Votomatic company for use in soliciting business, the City Clerk and Joseph Chowning, company representative, felt it necessary to edit the results to make them more favorable. The diagram on the following page (Figure 25) is a reproduction of the survey as it was distributed publicly.

The fact that only 97 per cent felt that complete secrecy was maintained was judged as being possibly controversial and therefore omitted.

The intern will make an analysis of this survey, and his observations on its use in Chapter 3.

Figure 25. Results of the New Voting System Survey.

## RESULTS OF THE NEW VOTING SYSTEM SURVEY

The City Clerk's Office recently surveyed the election board workers on their impressions of the new Votomatic machines. The September 16, 1969, primary election was the first time the City has used the machines, and the City Clerk was anxious to know the board workers' reactions to the new system.

With 200 of 256 questionnaires returned, the results are as follows:

1. 86.17% of the board workers stated that it was easier to conduct the election with the IBM Votomatic than with the Automatic (lever) machines;
2. 95.36% felt the voters accepted the individual demonstration of the Votomatic willingly;
3. 100% considered the new voting system easy to learn;
4. 94.84% thought the public's reaction to the new machine was favorable; versus 3.68%, no difference; and 1.48%, unfavorable; and
5. 97.5% of election board workers polled preferred to use the Votomatic for all future elections.

The views of the election board workers reflect the mechanical or functional side of the election process. The City Clerk may conduct a survey of the public's reaction to the new system after the general election in November.

City Clerk  
Oct. 7, 1969

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Figure 25.

### Absentee Ballots

Absentee ballots enable physically handicapped and absent citizens to vote in an election as if they were present at the official polling places. Under State Statute, voters qualify for absentee ballot provisions if:<sup>25</sup>

1. They are absent from the City/County on election day;
2. They are disabled and unable to go to the polls;
3. They cannot attend the polls for religious reasons;
4. They are in the service and are absent.

Anyone who meets one or more of the above State regulations qualifies to apply for an absentee ballot. Election laws regarding absentee ballots, like almost all of the City election laws, come from the State Legislature. Unless a specific City law applies, the State law governs election activity. In Tucson the City Clerk has a great deal of discretion regarding absentee ballot applicants. The Clerk feels that it is a public service to enable all those interested in voting the opportunity to vote. Because of this value placed on public participation, the Clerk's Office goes to extreme lengths to vote all who qualify and apply. The Clerk's willingness to comply with any reasonable application is an example of administrative

discretion. Applications are accepted from people who lack transportation, have babysitting or other problems which bind people to their homes, or even those who feel it is just easier to vote absentee. The Clerk's Office takes on a great deal of additional work because of this discretionary decision; and the intern feels that it is a tribute to the City Clerk, and to her lasting credit, that she places the value of democracy and the needs of individuals above those of administrative efficiency or some bureaucratic need to keep things running smoothly.

There are basically three different procedures for absentee ballot voting:

1. Voting in the City Clerk's Office;
2. Voting at home, assisted by a member of the Clerk's staff;
3. Voting done without the assistance of a member of the Clerk's staff.

These three procedures will be discussed separately, as they vary considerably.

Absentee voting done in the Clerk's Office is the simplest of the three alternatives. The voter comes into the office and fills out a short application form including name, address, precinct number, and party registration. This form is taken by a staff member to the registration list, where it is checked for accuracy, thus establishing

eligibility. An application for absentee ballot is then typed and signed by the voter. The voter then receives a ballot, ballot envelope, and certification envelope. The voter is instructed how to mark his choice and directed to a voting booth set up in the Clerk's Office. After voting, the voter returns with the ballot and ballot envelope in the certification envelope. The envelope containing the ballot is signed by the voter and staff member. The staff member also signs the application forms and then stamps both the application form and certification envelope with the seal of the City Clerk. The certification, with ballot and one copy of the application enclosed, is then put in a ward envelope, designating the voter's ward number, and deposited in the locked ballot box.

Absentee balloting done at the voter's home assisted by a staff member varies only in the location of the actual voting. However, the logistics of voting numerous people at their residence, some of whom have rather specific time periods in mind, poses the greatest problem of absentee balloting. If voters come to the office, they are voted immediately. If they request ballots be mailed to them, the burden of certification falls mainly on the voter. But when the voter requests a home ballot, the Clerk's Office must try to comply with every request at the convenience of

the voter. This results in evening and weekend work and, if necessary, two or three trips if the voter is not home or an appointment broken.

Absentee balloting is often done without the assistance of a staff member and outside the City. Examples of people who would request a mailed ballot are servicemen and people out of town on vacations or for business reasons. For mailed ballots, the voting procedure is quite different. When a request comes to the Clerk's Office, the information is checked as always for eligibility. Application forms are made up and two of the three copies are sent to the voter with the ballot, ballot envelope, certification envelope, and return envelope. When the voter receives the material and is ready to cast his ballot, he must find a notary public, public official, or officer to certify the application and certification envelope. These are all returned to the Clerk's Office, where the outer envelope is opened and one application removed. The certification envelope with the ballot inside is then put into a ward envelope and put in the ballot box. If the papers are not properly completed or certified, the staff member cannot do anything to validate them.

The intern was sworn in as Deputy City Clerk in order to handle absentee ballot requests. In this capacity the intern fulfilled a leadership role. In the general

election and special election the intern co-ordinated and supervised from one to six co-workers assigned to the absentee ballot function. The most difficult part of the job was collecting home ballots which required a great deal of preparation and co-ordination. The intern also organized a retrieval system whereby information was available on who voted absentee and who was scheduled to vote absentee. This system proved to be quite useful for analyses and in avoiding duplication. In the general election over 700 absentee ballots were cast. Many of the applications came from someone other than the intended voter. Friends, relatives, and especially the political parties sent in applications of people they thought might like to vote absentee. In some cases this resulted in three or even four applications for a single voter. Without the retrieval system, much time and effort would have been wasted.

It is the intern's opinion, and certainly not proven statistically, that there is more straight party voting among absentee ballots than among voters going to the polls. It was often the case that after spending 10 to 15 minutes preparing application forms, two minutes on the telephone to make an appointment, and ten minutes driving to the home, that the voter wanted to vote a straight ticket to "save time" or because it was "easier." These comments were probably only rationalizations for voting patterns

previously established, but it was indeed discouraging that the voters did not realize the time and expense involved in obtaining each vote and make some effort to be responsible in their voting. An average election may cost up to \$30,000; and when the turnout is low, as it was in the primary and special elections, it is easy to see how important and expensive each vote is. Absentee ballots cost at least ten times as much to collect as do ballots cast at the polls. The value in absentee ballots is related to the legitimacy of a government through citizen participation. Although the costs of administration are high, it would seem that there is no choice. Democracy just is not the most efficient form of government. The following charts are an analysis of absentee voting by the intern which were handed out to the members of the council by the City Clerk. Figure 26 relates to the primary election; Figure 27 refers to the general election.

Figure 26. Primary Absentee Ballot Analysis,  
September 16, 1969.

Figure 26.

PRIMARY ABSENTEE BALLOT ANALYSIS

September 16, 1969

Ward Three

	<u>Democrats (No race)</u>		<u>Republicans (Race)</u>	<u>Total</u>
Registered	9,404		7,432	
Ballots requested (yellow)	11 (.117%)		9 (.121%)	20
Ballots voted (blue)	8 (72.7%)		7 (77.8%)	15
Mailed ballots minus returned	2-0		2-1	3
No response	1		1	2

Ward Five

	<u>Democrats (Race)</u>		<u>Republicans (No race)</u>	
Registered	7,587		2,479	
Ballots requested	4 (.053%)		1 (.040%)	5
Ballots voted	4 (100%)		1 (100%)	5

Ward Six

	<u>Democrats (Race)</u>		<u>Republicans (No race)</u>	
Registered	8,958		7,169	
Ballots requested	30 (.335%)		15 (.209%)	45
Ballots voted	27 (90%)		13 (.86.7%)	40
Mailed minus returned	5-4		2-0	3
No response	2		0	2

## PRIMARY ABSENTEE BALLOT ANALYSIS

September 16, 1969

(Continued)

## Conclusions:

1. Voters in a ward with a primary race are more likely to request an absentee ballot (either brought to their home or mailed) than are voters residing in a ward without a primary race.
2. Voters in a ward with a primary race are more likely to return (vote) the absentee ballot than are voters residing in a ward without a primary race.

NOTE: Although these conclusions may be deemed a priori and are not necessarily statistically significant, it is interesting that the trend is established by such a small population of responses.

City Clerk's Office  
Mary Fields  
Sept. 23, 1969

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Figure 26. (Continued)

Figure 27. General Election Absentee Ballot Analysis,  
November 4, 1969.

## GENERAL ELECTION ABSENTEE BALLOT ANALYSIS

November 4, 1969

Ward One

	<u>Democrats</u>		<u>Others</u>		<u>Republicans</u>
Registered	7,367		206		2,213
Ballots requested	24 (.326%)		0		12 (.542%)
Ballots voted	17 (70.8%)		0		12 (100%)

Ward Two

	<u>Democrats</u>		<u>Others</u>		<u>Republicans</u>
Registered	7,431		661		8,990
Ballots requested	54 (.619%)		2 (.303%)		133 (1.301%)
Ballots voted	46 (85.2%)		2 (100%)		117 (88%)

Ward Three

	<u>Democrats</u>		<u>Others</u>		<u>Republicans</u>
Registered	9,669		662		7,564
Ballots requested	75 (.683%)		3 (.453%)		81 (.978%)
Ballots voted	66 (88%)		3 (100%)		74 (91.2%)

Ward Four

	<u>Democrats</u>		<u>Others</u>		<u>Republicans</u>
Registered	6,583		501		5,593
Ballots requested	32 (.410%)		1 (.200%)		44 (.571%)
Ballots voted	27 (84.4%)		1 (100%)		32 (72.7%)

Ward Five

	<u>Democrats</u>		<u>Others</u>		<u>Republicans</u>
Registered	7,651		332		2,505
Ballots requested	38 (.471%)		2 (.602%)		16 (.559%)
Ballots voted	36 (94.7%)		2 (100%)		14 (87.5%)

Figure 27.

## GENERAL ELECTION ABSENTEE BALLOT ANALYSIS

November 4, 1969

(Continued)

Ward Six

	<u>Democrats</u>		<u>Others</u>		<u>Republicans</u>
Registered	9,057		672		7,261
Ballots requested	114 (1.192%)		3 (.446%)		181 (2.121%)
Ballots voted	108 (94.7%)		3 (100%)		154 (85.1%)

Totals

	<u>Democrats</u>		<u>Others</u>		<u>Republicans</u>
Registered	47,758		3,034		34,126
Ballots requested	337 (.706%)		11 (.362%)		467 (1.369%)
Ballots voted	300 (89%)		11 (100%)		403 (86.3%)

## Conclusions:

1. Republicans are more likely to vote absentee than are Democrats.
2. Party identification (whether Republican or Democrat) seems to be related to absentee ballot use.
3. The larger percentage of a group (i.e., Republican, Democratic, or Other) which makes use of absentee balloting through requests, the lower percentage of them returned (voted). This would seem to indicate a declining marginal utility on the distribution of absentee voter information.

City Clerk's Office  
Mary Fields  
November 25, 1969

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Figure 27. (Continued)

### Election Preparations

The greatest portion of election work is in the preparations for the elections. Election day is actually very simple if everything that precedes it has been done properly. The intern was assigned the task of locating and negotiating for facilities to be used as polling places. The physical supplies of the polling places, such things as tables, chairs, and water, were also to be obtained by the intern.

A polling place had to be found in each precinct voting in an election. Where possible, public schools are used, as they are readily available and meet our requirements. The schools do not charge the City for use and the only expense is paying the janitor for cleaning up and for opening early and closing late. Other advantages of using schools are the public's familiarity with their location and the large amount of space available both in the school and for parking.

If there were no schools within a precinct, the next alternative was churches. Churches have the same advantages as schools in terms of space and parking. They also are readily available, as few churches make use of their buildings on Tuesdays. The only disadvantage in using churches was that the City usually had to pay a use fee of approximately \$20.00 per election, plus janitorial fees.

Where neither schools nor churches were available, the Clerk's Office then turned to private meeting halls (e.g., Teamsters Union, Chamber of Commerce, Y.M.C.A.), to private businesses, or even to private residences.

As an illustration of the break-down of types of polling places, one may consider the primary election. Of the 64 polling places used, 37 were schools or public institutions, 12 were churches, 11 were private meeting halls, and 4 were private businesses.

The City would save some money and time if it were able to use the fire stations as polling places. This was done in the past, but the present Fire Chief believes it is too inconvenient. The intern visited one of the fire stations with the Chief to discuss the problem. The Chief had insisted that the meeting take place at the site so that he might point out all of the hazards and inconveniences involved. When the discussion took place, the fireman in charge of the station was most helpful and suggested numerous alternatives to minimize safely hazards and potential problems. The suggestions of the fireman and the lack of a viable alternative within the precinct failed to persuade the Fire Chief. It appeared more and more that his mind was made up and could not be changed. This departmental conflict was turned over to the City

Clerk, who spoke to both the Mayor and the City Manager. The City Manager heard both sides of the issue and decided that the use of fire stations as polling places was a reasonable request. The Mayor was strongly in favor of using fire stations as polling places and suggested that Fire Station Number Seven was to be used in Precinct 114, as that was his precinct, and he liked to vote there.

For each of the facilities used, a "Use of Premises Agreement" was signed, stating dates of use, remuneration agreed upon, and the facilities involved. The Use of Premises Agreement is an enforceable contract signed by the owner or responsible person of the facility and by the City Attorney.

The intern made notations of supplies needed for each of the facilities and contacted Mr. Reid, of the Parks and Recreation Department regarding their delivery at the poll site on the day before the election. The necessary supplies were tables, chairs, water, and flags.

#### Election Returns Station

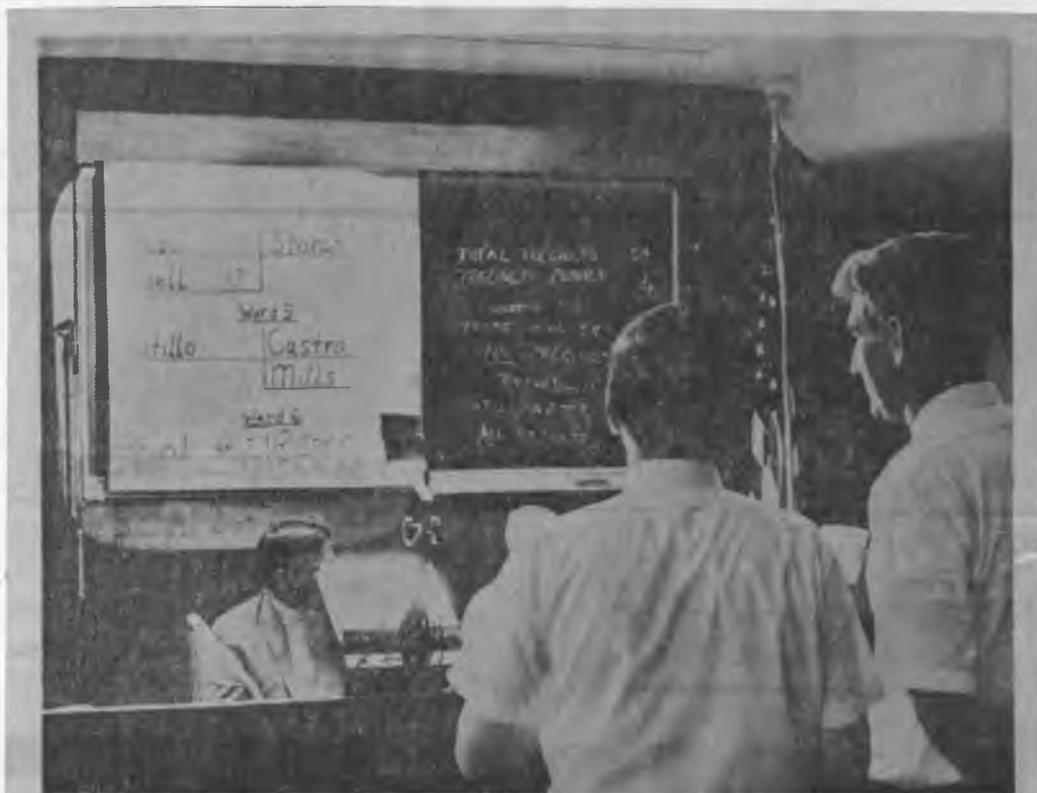
The City Clerk suggested that the Clerk's Office set up an election returns station in the council chambers. The returns station would serve two functions. First, it would provide the public with a place to meet and discuss the

returns as they became available. A large crowd was expected, as many friends and election workers of the candidates would be interested in being on hand as the votes were tallied. Second, the use of the council chambers would draw many of the newsmen, reporters, and officials upstairs, where they would not be in the way of the data processing staff or the members of the Clerk's staff receiving ballots. The intern was assigned the task of setting up the returns station. As direct communication from the data processing room to the council chambers was already available, the main problem was in obtaining a suitable device for communicating results. It was finally decided to use a transparency projector which could be borrowed from the police department. As the returns were listed by the computer, a call was made to the council chambers, where the results were written onto transparencies and projected onto a large screen borrowed from the City Manager's conference room. This proved to be quite successful.

Figure 28 is an illustration of the returns station which appeared in the September 17, 1969, Arizona Daily Star.

Figure 28. Election Returns Station.

## ELECTION RETURNS STATION



## As Primary Returns Came In

Voting results were flashed on a screen at City Hall last night soon after they were reported to the city clerk's office from polling places for the City Council primary election. Computer processing of results was hampered by an error in the program. Despite the complications, results were in by 11 p.m.

Figure 28.

### Posting Notices

Arizona election laws require that polling places within each precinct be posted with a notice of the election not less than twenty days before a general or primary election and at least ten days before a special election.<sup>26</sup> Notices of election are also posted in five public places at least thirty days before the election.<sup>27</sup> A copy of the proposed election ordinance is published in the newspaper for twenty-one consecutive days, with the last publication appearing not less than twenty nor more than thirty days prior to election day. These legal advertisements are published under the caption: "Notice of Election" and must appear within twenty days after the passage of an ordinance calling for a Charter amendment in the case of special elections.

The intern posted notices in public places for the general election, including the Library, the County Court House, the Welfare Building, the Police Station, and City Hall. While doing absentee balloting at the homes of invalids, the intern also posted "Where to Vote" signs indicating precinct polling places and their addresses. These posters were designed by the intern to include polling place, address, and (in the first two elections) telephone numbers. The individual telephone numbers were omitted

from the special election posters and the number of the City Clerk printed. The experience from the first two elections led to three considerations involving information calls:

1. When the public called an individual polling place for information regarding hours, qualifications, etc., they were often given incorrect or misleading answers.
2. Polling places are frequently difficult to obtain. Having the owners conduct an answering service for voter information tended to discourage continued co-operation in future elections.
3. The realization that it is the City Clerk's responsibility to provide the public with voting information.

"Where to Vote" posters were generally put in conspicuous, privately owned shops. The intern concentrated on supermarkets as a logical and highly conspicuous placement for the posters.

## CHAPTER 3

### INTEGRATION OF THEORY AND PRACTICE

The author believes that the relationship between theory and practice is similar to the relationships that exist between men. "Every man is in certain respects (a) like all other men, (b) like some other men, (c) like no other man."<sup>28</sup>

Administrative practice is in certain respects similar to all of the large-scale organizations with which we are familiar. These common experiences can be, and are, described in the theoretical writings of public administration. Other practices are similar in some respects, and theory can therefore explain and describe the experiences to the extent that common properties exist. Some administrative practices are dissimilar to any other practices and therefore cannot be explained or theorized by existing administrative knowledge.

The intern's observations and experiences during the internship period followed the pattern described above. Some of the situations experienced were exact duplicates of theorized classroom discussions or readings. Most of

the author's insight paralleled or was suggested by administrative theory. Other experiences seemed totally unrelated to anything the author had encountered in theory. Whether this was caused by a lack of preparation or background on the part of the author or by an inability on the part of theory to cover every organizational situation is a moot question. In the overwhelming majority of instances, theory and practice supplement one another in expanding an individual's knowledge of a given situation. Indeed, perhaps one of the major values of combining practical experience and theory is in the individual's ability to recognize where practices differ from theory or where theory fails to describe practice.

Because the preponderance of observed behavior was related to or a duplication of classroom theory, the intern will describe some of the major features of the City Clerk's Office as they relate to administrative theory.

Certainly the Office of the City Clerk operates in an environment regulated by law. The rules and regulations governing the duties, authority, and activities of the City Clerk are the products of the City Council and the State Legislature. These policy-making bodies delegate specific authority to the City Clerk in order to meet specific public needs.

Matching the supremacy and pervasiveness of law is the political context of public administration. The tasks delegated to the City Clerk affect most of the public and all of the candidates for political office. Operating in this highly value-charged area, the Clerk is under the constant scrutiny of the general public, the political parties, the individual candidates, and the Mayor and Council. That the Clerk has been able to satisfy the majority of these interests over such a long period of time bears testimony to both her administrative acumen and political adroitness.

The discretion the Clerk has in administering policy was described earlier. In effect, the Clerk sometimes becomes a policy-maker through discretionary administrative decisions reflecting her own judgment and values.

The organization of the Clerk's Office is an example of the generalist approach to public administration. Although the City Clerk does not fit the typical mold of an administrative generalist, the office is run on the generalist theory. Each staff member has specific duties which they perform regularly. However, they are expected to help or cover for other staff members when necessary. The result is that each staff member can fulfill two or more positions when the need arises. This has several advantages. The foremost advantage is the flexibility gained through this

approach. Organizational flexibility allows the staff to take on random or expected assignments (e.g., elections) while still performing their everyday duties. Another advantage is that through increased participation in the functions of the office, the individual employees identify more closely with the goals and values of the organization. Thus, employees are more likely to be satisfied in their jobs and to work up to their potential through self-motivation. A third advantage of organizational flexibility is that it enables the Clerk's Office to be responsive to demands placed on it by the public or from above. An example of this was the setting up of the election returns station for the primary and general elections. Another example would be the formation of the registration committee which worked out the problems of the registration lists. Both of these examples resulted in an additional work load for the Clerk's Office which could be carried because of organizational flexibility.

Through the co-ordination of efforts between City departments and sometimes through departmental conflict, the interpenetration of public administration was readily observable. The legal, political, and shared interests restraints placed upon the Clerk's Office are probably typical of the environment of most public organizations. Formed to meet the needs of an increasingly complex society, public

agencies are also restrained and burdened by the traditional values of democracy. The fear of authoritarian power, the concepts of political democracy, and the influence of our business culture all make demands upon the formation and control of public agencies.

It is obvious by now that the author is a behaviorist at heart. The internship experience re-emphasized and re-affirmed the efficacy of a behavioralist approach to a broader understanding of public administration. Public administration is concerned with the means of implementing political values. It is defined as the co-ordination of individual and group efforts to carry out public policy within a formal organization.<sup>29</sup> Although the study of administration must include the legal-historical and structural-descriptive approaches to provide a basic framework of knowledge, the author believes that the behavioralist approach offers the greatest opportunity to expand the field of knowledge within the area of public administration. It is also the approach that the author finds personally acceptable as a valid approach to public administration.

The behavioralist approach is often termed the "people without organizations" theory. It is concerned essentially with the systematic study of human behavior in an organizational context. The utility of this approach is based on the assumption that, even though the substance of administrative programs is varied, individual and group

behavior in bureaucratic organizations tends to exhibit significant regularity. Whereas the other approaches often include patent judgments about what public administration "should" do and what proper organizations "should" be, the behavioral tends to restrict itself to analysis of what "is."

An example of an instance in which the behavioral approach offers greater flexibility and understanding of an event was the election board survey taken just after the primary election. Supposedly, a survey is a research project with the purpose of answering questions through the application of scientific methods.<sup>30</sup> This is the way it "should" be. The intern accepted the project with this intention. As it turned out, the questions were slanted and ambiguous. No pretesting was done because a news release deadline was established. Many of the intern's suggestions for improving upon the Clerk's original questions were overruled as unnecessary. When the results were received, the data were edited before release to include only overwhelmingly favorable material. Just favorable was not sufficient. At this point the nimble mind of the intern realized that the survey was not, and had never been intended to be a research project, but was a propaganda device for the City Clerk's Office and the Votomatic company.

After spending over 600 hours observing and participating in the duties of the City Clerk's Office, the author feels entitled to make a few humble recommendations in concluding this diary:

1. The election function should be set up as an independent board. This could be done within the City Clerk's Office, but with an election clerk responsible for the administration of elections, not the City Clerk.
2. Primary elections should be held earlier to avoid the rush and subsequent errors due to time deadlines. Both the Democratic and Republican parties have endorsed moving the primary elections to an earlier date.<sup>31</sup>
3. The data processing equipment should be pooled with the County the same way that election machines are shared. Besides saving the City and County a lot of currently wasted money, one could reasonably expect better service from that department.
4. Absentee ballot requests should be accepted only when the actual voter has given his permission for a request to be made in his name. This would eliminate the parties from listing people without

their knowledge. The parties often used old lists which resulted in the Clerk's Office wasting a lot of time tracking down people who did not intend to vote absentee.

5. The work of the Trades Helper II should be divided among the staff or an additional Trades Helper should be hired. The current Trades Helper does the work of at least two people and has built quite an empire. It would not be an exaggeration to say that if this one individual were to be sick right before an election, there would be no election.
6. Normally, the Office of the City Clerk is considered a political job. The present City Clerk has convinced many people that the Clerk's job is an administrative one and has even suggested tenure of office. This dual role creates a lot of unnecessary confusion. If an independent election board was to be established under Civil Service procedures, much of the contradictory role expectations would be eliminated. The City Clerk's position could then be reasserted as a political one, and the Clerk would no longer find it necessary to be all things to all people.

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3. City of Tucson, "To Our Council Visitors—Welcome," (Tucson: City of Tucson, undated handout), p. 1.

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5. G. Theodore Mitau, State and Local Government: Politics and Processes (New York: Charles Scribner's Sons, 1966), p. 410.

6. Ibid., p. 403.

7. Edward C. Banfield and James Q. Wilson, City Politics (New York: Vintage Books, 1963), p. 168.

8. Mitau, p. 417.

9. City of Tucson, Tucson Code (Tucson: City of Tucson, 1965), p. 7-40.

10. Banfield and Wilson, p. 168.

11. Tucson, Arizona, Annual Budget (1969-1970), p. 1-13.

12. Ibid., p. 1-13.

13. Ibid., pp. 1-14, 1-15, 1-16.

14. City of Tucson City Clerk, Election Material Handout (Tucson: City of Tucson, December, 1969).

15. Ibid.

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16. The International City Managers' Association, Municipal Police Administration (Chicago: The International City Managers' Association, 1961), p. 2.

17. Tucson, Arizona, Annual Budget (1969-1970); pp. 2-30, 2-31.

18. The Arizona Secretary of State, Voting Information—1966 (Phoenix: State of Arizona, 1965), p. 61.

19. City of Tucson City Clerk, Election Information Handout (Tucson: City of Tucson, 1969).

20. City of Tucson City Clerk, Registered Voters Handout (Tucson: City of Tucson, 1969).

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25. Wesley Bolin, Secretary of State, and Members of 27th Legislature, "Article 1. 16-1101 and 16-1102," Voting Information 1966 (Arizona Election Laws), pp. 153-154.

26. Ibid., "Article 4. 16-761," p. 83.

27. Ibid., p. 84.

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29. Class notes, Public Administration 261 (University of Arizona, Tucson, Arizona: Fall semester, 1968).

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30. Claire Sellitz, Marie Jahoda, Morton Deutsch, and Stuart W. Cook, Research Methods in Social Relations (New York: Holt, Rinehart, and Winston, 1959), p. 2.

31. "Earlier Primary Elections Urged by Pima Residents," Arizona Daily Star (Tucson: Arizona Daily Star, September, 1969).

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APPENDIX

VOTOMATIC ELECTION MATERIAL

ABSENTEE BALLOT PRELIMINARY APPLICATION

WARD \_\_\_\_\_ PARTY \_\_\_\_\_ PRECINCT \_\_\_\_\_

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

PHONE NO. \_\_\_\_\_ REGISTERED VOTER \_\_\_\_\_

● OUT OF TOWN MAILING ADDRESS \_\_\_\_\_

CONFINED AT \_\_\_\_\_

BALLOTS FOR: PRIMARY \_\_\_\_\_ GENERAL \_\_\_\_\_

.....

DATE OF REQUEST \_\_\_\_\_ TAKEN BY \_\_\_\_\_

PLEASE READ THESE INSTRUCTIONS CAREFULLY BEFORE COMPLETING THE APPLICATION BELOW

- 1. Take this application to any County Recorder or deputy, Justice of the Peace, Notary Public or other Officer authorized by law to administer oaths. Check either paragraph A or B, (whichever applies to you). Fill in all information required in paragraph C. Sign this application with your full name and have the Officer acknowledge your signature.
- 2. Now, display your ballot, unmarked, to the Officer, and then in his presence, but in such manner that he cannot see your vote, mark your ballot and seal it in the WHITE envelope, marked "FOR BALLOT ONLY". Do NOT put application inside the WHITE envelope.
- 3. Sign the affidavit on the back of the WHITE envelope with your full name and have the Officer acknowledge your signature.

- 4. Now, place both copies of the application, together with the sealed WHITE envelope containing your ballot, in the self addressed return envelope and mail it immediately. It must be received by this office before 7:00 o'clock P.M., election day.
- 5. Your application to be valid, must be dated and signed by yourself and the Officer acknowledging your signature, not later than 5:00 o'clock P.M., on the last Friday preceding the day of election.

NOTE: If, after receiving an absent voter's ballot you find that you will be able to vote in your home ward on election day, you may do so, but not until you surrender your unused ballot to the Inspector of the ward election board.

MARY FIELDS  
City Clerk, City of Tucson

APPLICATION FOR ABSENT OR DISABLED VOTER'S BALLOT

STATE OF ARIZONA }  
COUNTY OF PIMA }

I, \_\_\_\_\_, a registered voter

in \_\_\_\_\_ ward and reside at \_\_\_\_\_

in Tucson, Arizona, where I resided at the date of my registration, do solemnly swear that I signed this application and that such name and signature is my true name and signature (or, if I did not personally sign, it was because of the following physical disability:

and I requested the attesting officer to sign); that I have not voted and will not vote in any primary or general election in any other city during the calendar year of this application.

A. ( ) That I expect to be absent from the City of Tucson on the day of holding the next election and hereby make application to the City Clerk of the City of Tucson, for an Absent Voter's ballot.

B. ( ) That because of physical disability, I will not be able to go to the polls on the day of holding the next election, I hereby make application to the City Clerk of the City of Tucson, for a Disabled Voter's ballot.

CHECK PARAGRAPH THAT APPLIES TO YOU

(Address to which ballot is to be mailed)

I am confined at: \_\_\_\_\_  
(Insert Hospital, residence or other place of confinement)

C. For the purpose of identification, I declare that I am a { man / woman }, more than 21 years of age, \_\_\_\_\_ feet \_\_\_\_\_ inches in height, weight approximately \_\_\_\_\_ pounds.

Signature in full of Elector.

Subscribed and sworn to before me this \_\_\_\_\_ day of \_\_\_\_\_, 196\_\_\_\_\_

Dem. (SEAL)  
Rep.  
Non-P.  
SEC. 16-1103

Signature of officer empowered to administer oaths  
DEPUTY CITY CLERK

Title or Designation of officer

**OFFICIAL ABSENTEE BALLOT**  
**General Election — November 4, 1969**  
**City of Tucson, Arizona**

Do Not Remove Stub

**WARD FOUR**

FOR STRAIGHT DEMOCRATIC PARTY — ALL CANDIDATES →	+
--	---

FOR STRAIGHT REPUBLICAN PARTY — ALL CANDIDATES →	+
--	---

NOTE

If you voted a straight party ticket, do not vote beyond this line.

~~COUNCILMAN — WARD THREE~~  
 Vote for One

<del>KIRK STORCH (DEM) →</del>	+
--------------------------------	---

<del>MICHAEL BOZOZAN (REP) →</del>	+
------------------------------------	---

~~COUNCILMAN — WARD FIVE~~  
 Vote for One

<del>RUDY A. CASTRO (DEM) →</del>	+
-----------------------------------	---

<del>RAMON "RAY" CASTILLO (REP) →</del>	+
---	---

COUNCILMAN — WARD SIX  
 Vote for One

JOHN F. STEGER (DEM) →	+
------------------------	---

ROBERT ROYAL (REP) →	+
----------------------	---

## Carrier Envelope

## HOW TO VOTE

1. Vote only one card at a time. VOTE BOTH SIDES OF EACH CARD.
2. Record your vote by removing completely the circled cross ⊕ to the right of your choice. Use the following method:
  - a. Put card on table top.
  - b. With tip of pen or pencil, press down the circled cross ⊕ to the right of your choice.
  - c. While still pressing down on circled cross ⊕, slowly raise card with other hand until circled cross ⊕ is completely detached from the card.
3. WRITE-IN VOTE: To vote for a person NOT on the ballot, write in BOTH the title of the office and the candidate's name on the back of this envelope.
4. Do not remove the stub ends from the ballot cards.

CERTIFICATION ENVELOPE

**FOR ABSENT VOTER BALLOT ONLY**

**DO NOT SEAL APPLICATIONS WITH BALLOT**

STATE OF ARIZONA

COUNTY OF PIMA

} ss.

I, \_\_\_\_\_, do solemnly swear that I am a resident elector of the \_\_\_\_\_ voting ward of the City of Tucson, State of Arizona, and am entitled to vote in such ward at the next election. I expect to be absent from the city of my residence on the day of holding such election (or am unable by reason of physical disability to go to the polls) and therefore will have no opportunity to vote in person on that day.

\_\_\_\_\_  
Name of voter

Subscribed and sworn to before me this \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_. I further certify: That the affiant exhibited the enclosed ballot to me unmarked; that \_\_\_\_\_ he then in my presence, but in the presence of no other person and in such manner that I could not see him vote, marked such ballot, enclosed and sealed it in this envelope; and that the affiant was not solicited or advised by me to vote for or against any candidate or measure.

My commission expires \_\_\_\_\_

(Affix  
Seal)

\_\_\_\_\_  
Signature and title of officer

WARD ENVELOPE

**Ward Number** \_\_\_\_\_

**This envelope contains an absent or disabled voter's ballot and must be opened only on election day.**

INTRODUCTORY LETTER FOR BUILDING USE AGREEMENTS



CITY OF TUCSON

The Sunshine City

CITY HALL  
TUCSON, ARIZONA 85703  
P O BOX 5077

125  
Office of  
City Clerk  
Phone 791-4213

Dear

The City of Tucson will hold a Special Election on Tuesday, December 16, 1989 for the purpose of voting on a Charter revision concerning the city sales tax.

We find the following locations to be the most ideally located buildings within the ward and request permission for their use.

---

---

---

---

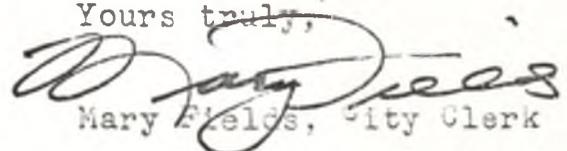
We would like to arrange for the use of a portion of the school for the purpose of conducting the Special Election.

For this election we would ask that the janitorial crews set up two tables and twelve chairs for use by the election board as fewer polling places will be used, creating the potential for larger turnouts per location. The doors should be opened at the customary 5:00 am on election day.

Compensation for janitorial service may be reimbursed by billing the City. If you have any questions, or would prefer to call rather than respond by mail, please contact Leslie Hunter at 791-4213.

Your co-operation in this community service is greatly appreciated.

Yours truly,

  
Mary Fields, City Clerk

INTRODUCTORY LETTER FOR BUILDING USE AGREEMENTS

CITY OF TUCSON



The Sunshine City

CITY HALL  
TUCSON, ARIZONA 85703  
P. O. BOX 5077

126

Office of  
City Clerk  
Phone 791-4213

Dear Sir:

The City of Tucson will hold a General Election on Tuesday, November 4, 1969 for the purpose of electing three Councilmen.

It is necessary for this office to make all arrangements for the use of facilities in each precinct. We find

---

to be the most ideally located building within the precinct. We would like to arrange for the use of a portion of the building for the purpose of conducting the General Election.

The City of Tucson will allow compensation for utilities, janitorial service, and the use of the building. We would appreciate your immediate reply concerning the availability of your facilities. A self-addressed, stamped envelope is enclosed for your convenience, or, you may call 791-4213 and ask for Leslie Hunter.

Your co-operation in this community service is greatly appreciated.

Very truly yours,

Mary Fields  
City Clerk

## COMPUTERIZED PRINTOUT OF ELECTION RESULTS

WARD 5 CUMULATIVE TOTALS

PAGE 01

CITY OF TUCSON PRIMARY ELECTION  
TUESDAY, SEPTEMBER 16, 1969MARY FIELDS  
CITY CLERK, TUCSON

PRECINCTS COUNTED	16	25.00
REGISTERED VOTERS, DEMOCRAT	7,587	
REGISTERED VOTERS, REPUBLICAN	2,479	
REGISTERED VOTERS, TOTAL	10,402	
BALLOTS CAST, DEMOCRAT	682	8.98
BALLOTS CAST, REPUBLICAN	162	6.53
BALLOTS CAST, TOTAL	844	9.11
COUNCILMAN WARD 3, DEMOCRAT KIRK STORCH	0	
COUNCILMAN WARD 3, REPUBLICAN MICHAEL BOROZAN DOUGLAS M. EDGELL	0 0	
COUNCILMAN WARD 5, DEMOCRAT RUDY A. CASTRO WILLIAM FREDERICK MILLS	517 157	75.70 23.29
COUNCILMAN WARD 5, REPUBLICAN RAMON -RAY- CASTILLO	157	100.00
COUNCILMAN WARD 6, DEMOCRAT JOHN F. STEGER WILLIAM J. RISNER	0 0	
COUNCILMAN WARD 6, REPUBLICAN ROBERT ROYAL	0	

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