

INFORMATION TO USERS

This was produced from a copy of a document sent to us for microfilming. While the most advanced technological means to photograph and reproduce this document have been used, the quality is heavily dependent upon the quality of the material submitted.

The following explanation of techniques is provided to help you understand markings or notations which may appear on this reproduction.

1. The sign or "target" for pages apparently lacking from the document photographed is "Missing Page(s)". If it was possible to obtain the missing page(s) or section, they are spliced into the film along with adjacent pages. This may have necessitated cutting through an image and duplicating adjacent pages to assure you of complete continuity.
2. When an image on the film is obliterated with a round black mark it is an indication that the film inspector noticed either blurred copy because of movement during exposure, or duplicate copy. Unless we meant to delete copyrighted materials that should not have been filmed, you will find a good image of the page in the adjacent frame.
3. When a map, drawing or chart, etc., is part of the material being photographed the photographer has followed a definite method in "sectioning" the material. It is customary to begin filming at the upper left hand corner of a large sheet and to continue from left to right in equal sections with small overlaps. If necessary, sectioning is continued again—beginning below the first row and continuing on until complete.
4. For any illustrations that cannot be reproduced satisfactorily by xerography, photographic prints can be purchased at additional cost and tipped into your xerographic copy. Requests can be made to our Dissertations Customer Services Department.
5. Some pages in any document may have indistinct print. In all cases we have filmed the best available copy.

**University
Microfilms
International**

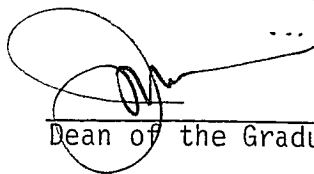
300 N. ZEEB ROAD, ANN ARBOR, MI 48106
.18 BEDFORD ROW, LONDON WC1R 4EJ, ENGLAND

PREVIEW

REORGANIZATION IN THE CITY OF EL PASO'S
PERSONNEL DEPARTMENT:
AN INTERNSHIP REPORT

APPROVED:

Kathleen A. Strand
Justin A. Valenzuela
Steve D. Doherty



Dean of the Graduate School

REORGANIZATION IN THE CITY OF EL PASO'S
PERSONNEL DEPARTMENT:
AN INTERNSHIP REPORT

by

HELEN GANDARA, B.S.

THESIS

Presented to the Faculty of the Graduate School of
The University of Texas at El Paso
in Partial Fulfillment
of the Requirements
for the Degree of
MASTER IN PUBLIC ADMINISTRATION

THE UNIVERSITY OF TEXAS AT EL PASO

May, 1987

NOTICE

SOME PAGES IN THIS THESIS WERE
BOUND OUT OF NUMERICAL SEQUENCE.
THEY HAVE BEEN MICROFILMED IN
THE SAME SEQUENCE AS BOUND



SOUTHWEST MICROPUBLISHING, INC.

ACKNOWLEDGMENTS

The accomplishment of this endeavor would not have been possible without the assistance and support of many people. I wish to thank Dr. Kathleen Staudt, Professor at the University of Texas at El Paso for her guidance throughout the writing process, Dr. Kenneth Beasley, Chief Administrative Office for the City of El Paso and Claude Bowman, Assistant Director of the Office of Management and Budget, for granting me the opportunity to gain experience in the field of public administration through an internship. Special thanks to my family, friends and co-workers for the support and encouragement extended to me during the writing of my thesis.

I accept full responsibility for any errors or omissions which might have occurred in the writing of this paper.

May 27, 1987

TABLE OF CONTENTS

ACKNOWLEDGMENTS	iii
Chapter	
I. INTRODUCTION	1
Purpose	2
Scope of Public Personnel Administration	2
Perspectives on Reorganization	5
Methodology	6
Policy Researchers	7
Mandating of Reorganization	8
Summary	9
II. HISTORICAL PERSPECTIVES	12
Evidence of Change	12
Appointing of the Director	17
City Charter	20
Civil Service Commission	23
Politics of Jobs	24
Mayor's Office	25
Office of Management and Budget	26
Summary	29
III. INITIATION OF CHANGE	33
Mandating of Change	33
Choosing a Strategy	34
Participatory Approach	37
Resistance of Change	38
Rigidity of Department	40
Conservatism of Department	41
Forming of a Committee	43
Loyalty to the Director	44
Procedure Analyzed-Certification Process	46
Procedure Analyzed-Leave Processing	48
Drafting of Recommendation	50
Decentralization of Personnel Functions	52
Organizational Structure of Personnel	54
OMB's Reorganization Plan	57
Personnel's Reorganization Plan	59
Hierarchical Structure	63
Adoption of a Proposal	65
Summary	67
IV. IMPLEMENTATION	71
Adoption of the Reorganization Plan	71

Perspectives on Implementation	73
Implementation Process	74
Implementation Tactics	76
Obstacles to Implementation	75
Steps Toward Implementation	78
Budgeting for Change	79
Analysis by OMB	79
Completion of Implementation	82
Recommendations on Procedures	83
Internal Changes	84
Summary	86
V. CONCLUSIONS	89
Overview	89
Impact of Reorganization	91
Obstacles to Change	92
Considerations for the Future	94
APPENDIX	95
BIBLIOGRAPHY	96
VITA	99

CHAPTER I

INTRODUCTION

"Reorganization is deemed synonymous with reform and reform with progress. Periodic reorganizations are prescribed if for no other purpose than to purify the bureaucratic blood and to prevent stagnation."¹ This is Harold Seidman's assessment of what reorganization symbolizes at the federal level. He notes that "for the true believer, reorganization can eliminate waste and save billions of dollars.... The myth persists that we can resolve deep-seated and intractable issues of substance by reorganization."² This characterization was reiterated by James Conant, in his analysis of a reorganization at the state level, when he stated that "reorganization is the remedy often prescribed for the ills identified; the anticipated results are big savings (economy) and improved service delivery (effectiveness)."³

This perception or underlying assumption that a reorganization can or will bring about improved change was evidenced in the Personnel Department of the City of El Paso. After prior attempts to reorganize, the Mayor, the Chief Administrative Officer (CAO) and the Civil Service Commission saw a need for an improvement of operations in the Personnel Department and thus ordered a reorganization on September 26, 1985.

Purpose

The purpose of this internship report is to focus on the efforts made in the Personnel Department of the City of El Paso to reorganize and the factors that led to these efforts. Namely, the reorganization mandated by the Civil Service Commission on September 26, 1985 will be analyzed as the researcher was directly involved as an intern.

The goal of this study is to examine historically the factors associated with the efforts of the Personnel Department to reorganize. Important to this will be a discussion and examination of the composition and relationship of the Civil Service Commission, the Office of Management and Budget and the Mayor's Office to the Department of Personnel. Additionally, the review of literature and its relation to this study will address the complexities of the problem areas and serve as a framework by which to draw conclusions. At this point, though, it is essential to present a brief review of the literature relevant to this study.

Scope of Public Personnel Administration

"Personnel administration is a key activity in all organizations and teaches everyone who is part of an organization and even people who are not."⁴ Thus, applying this statement to the public sector, Seigel and Myrtle define public personnel administration as the "establishment and application of policies and procedures for the procurement, deployment and maintenance of a

public organization's work force."⁵ It is this broad scope of responsibilities that requires activities in the administering of a public personnel system to be shared by many people. Consequently, public officials and senior level executives play a crucial role in the establishment of policies used to guide the treatment of the organization's workers.⁶

Public personnel management is critical, given the fundamental importance of human resources to the operation of government. Political executives and managers of agencies must rely on "personnel managers to attract, identify, select, evaluate, develop, and retain a competent, dynamic and responsive work force."⁷ For this reason, employees and managers rely on the personnel administrators to strike a balance between responsibilities of a job and abilities of an individual.

Additionally, politics and public policy goals exist in public sector personnel management and thus serve as another factor that public personnel managers must contend with. "However, this interaction between public policy goals and personnel management practices is essential for the running of government. Public policies specify the mix and skills and abilities that are needed and the social backgrounds that must be represented by government employees."⁸ This interaction between public policy goals and personnel management practices exist in the actual practice of personnel management, yet are often not identified in optimal framework/structure of the organization. The daily tasks and

changing political environment has almost forced personnel managers to have to mix policy goals with traditional personnel practices.

The political nature by which public organizations must operate is not the only environmental influence that an organization and its managers must face. The personnel managers must deal with the conflicting views of what the public environment entails.⁹ This includes the rules and regulations governing the administration of public personnel management, which "historically were aimed at eliminating political discretion in the management of human resources."¹⁰

It is, therefore, apparent that public personnel managers are required to confront a variety of demands and expectations. These include the realization of the needs and goals of public organizations, individual employees, elected officials, and the general society. This expanded realm of authority of the personnel manager plus the increased importance of the personnel function has led to changes in the roles and responsibilities of personnel administrators. Historically, the role was to provide an organization with a qualified pool of workers, but now it includes the design of the basic sociotechnical properties of the organization.¹¹ The organization referenced in this paper will be the City of El Paso.

This point is critical in terms of the observations and conclusions relevant to the Personnel Department of the City of El Paso. The literature examined stipulates that this expanded

role, prevalent in today's public personnel systems, requires the perception and initiation of the personnel manager in order for an organization/department to be able to move forward and progress. This observation will be addressed in the following chapters.

Perspectives On Reorganization

"Reorganization," then, "is often aimed at changing three patterns of group influence to which agencies are subject."¹² It is construed as a tool by which to bring about change within an organization. This change may be brought about based on the perceived need for a change in the organizational hierarchy; operation problems within the organization; and/or mandated by an outside force.

This study will examine various theorists' ideas on reorganizations. The study will ask why and how organizational change occurs. The City of El Paso's plan for reorganization will be illustrated through the literature in addition to the actual description of what happened. In particular this study presents the history of the events leading to the reorganization of 1985-1986, the reasoning behind this reorganization, the illumination of both internal and external factors that were existent throughout the reorganization plan, and the elaboration of how all these came about.

Methodology

This internship report is based upon my experience as an intern with the City of El Paso in the Office of Management and Budget (OMB) from January 1985 to January 1986 and later as a Budget and Management Analyst in the same office. As an intern I was directly under the supervision of the Assistant Director of OMB and the Chief Administrative Officer (CAO) for the City of El Paso. It was through this that I became directly involved in a reorganization study of the Personnel Department. My specific responsibilities as an intern in OMB were budget and management analysis of the assigned departments, one of which was the Personnel Department. I also assisted the Personnel Management Information System (PERMIS) Project Director, who was directly responsible for the implementation of the Personnel Management Information System, with the analysis of all City departments in terms of payroll/personnel procedures, plus training of departmental payroll clerks with the new Personnel Management Information System procedures.

The methodology adopted for this paper was based on the process of collecting information as an intern (November 1985 to January 1986), the analysis of such information, plus the writing of the recommendations. This process was later supplemented by the addition of library research. The basis for information critical to this paper was the utilization of all information previously gathered during the actual internship plus the additional research

done specifically for this paper. Research for this internship report was achieved through the review of existent data (interviews, personal observations, internal documents, Personnel Department annual reports, Civil Service Rules and Regulations, City Charter) plus the all important collection of library research and analysis.

Specific issues addressed in this study include: the intent of the Mayor's Office and the Civil Service Commission in mandating the reorganization; the purpose and extent of involvement by the Office of Management and Budget, the Civil Service Commission, the Chief Administrative Officer and the Personnel Director; the strategy adopted by the CAO to initiate a plan for reorganization; obstacles in implementing change.

Policy Researchers

Under supervision by OMB and the CAO, the intern became the policy researcher. As stipulated by Susan Welch and John C. Comer, "given a situation where decisions are made in the political arena, the policy researcher can only hope to have a positive influence on these decisions."¹³ They add that there is "no sure procedure to insure that the analyst will be influential,"¹⁴ but they do specify a certain process that the analyst should follow. These steps are:

the analyst should work with those who have authorized
the study in order to find out what information is being

requested; the report should be written clearly; a discussion of possible solutions to problems encountered should be contained; the report should be submitted by the analyst in person.¹⁵

The intern as the policy researcher was responsible for the gathering of information and communication of the findings to the CAO. The problems encountered in this process will be discussed in greater detail in later chapters.

Mandating of Reorganization

The Civil Service Commission (CSC) resolved and ordered that a reorganization be completed in the Personnel Department. Initially, the Mayor's office had discussed the need for a reorganization but decided to wait until the implementation of the new Personnel Management Information System (PERMIS) was accomplished.¹⁶ It was after this implementation that the issue of reorganization resurfaced in the Mayor's Office and among the Civil Service Commissioners as they agreed and recognized problems with the administration of the personnel function within the City.

It was at this point that the researcher (as the intern in the Office of Management and Budget) became involved. The CAO and the Assistant Director of OMB instructed the intern to complete a paperwork simplification study in the Personnel Department. The purpose of this study was to analyze and make recommendations on the various personnel functions and procedures. The study would

serve also as a basis for allowing the intern into Personnel to make observations regarding the reorganization.

The Mayor's Office had directed the Personnel Director, as top manager in the Department and as Secretary to Civil Service Commission, to propose a plan for reorganization. The CAO involved OMB by instructing the intern to report to him observations made in Personnel regarding workload, staffing and procedures. These observations would be the basis for recommendations to the CAO for the reorganization. The Personnel Director was only told of the intern's assignment for the paperwork analysis and not for the reorganization. The intern's specific duties, then, were to analyze all current personnel procedures and paperwork, staffing levels and workload, and prepare a flowchart for all of the procedures, via tracing the processing of forms. I accomplished this task through direct observations, interviews with staff involved, examination of all forms, and reviews of procedure manuals.

Summary

This chapter, thus has served to present the problem area, purpose and goal of the study and the methods by which the information was collected, analyzed and conclusions drawn. A short review of the literature was introduced to present theories and frameworks relevant to the issues in this study and to adapt these frameworks to the rest of the paper.

Chapter Two will present a history of the Personnel Department in terms of the previous efforts to reorganize and illustrate the politics and controversy surrounding the Department. It is here that the layout of the CSC, OMB, and the Mayor's Office will be discussed in its relation to the Personnel Department.

Chapter Three will include discussion on the attempts by the Personnel Department to reorganize. The outcome of these efforts will be delineated in Chapter Four, as well as the obstacles that resulted as part of the implementation efforts. In Chapter Five, the conclusions and recommendations will be presented and all issues brought forth in other chapters will be tied together.

PREVIEW

CHAPTER I

NOTES

¹ Harold Seidman, Politics, Position and Power - The Dynamics of Federal Organization, Third Edition, (New York: Oxford University Press, 1980), p.3.

² Ibid., p. 4.

³ James Conant, "Reorganization and the Bottom Line" Public Administration Review, (Vol.46, No. 1, January/February 1986), p. 48.

⁴ Gilbert B. Siegel and Robert C. Myrtle, Public Personnel Administration: Concepts and Practices, (Boston: Houghton Mifflin Co., 1985), p. 1.

⁵ Ibid., p. 2.

⁶ Ibid.

⁷ Dennis L. Dresang, Public Personnel Management and Public Policy, (Boston: Little, Brown and Co., 1984), p. 4.

⁸ Dresang, Dennis L., p. 4.

⁹ Siegel and Myrtle, p. 2-3.

¹⁰ Donald E. Klingner, Public Personnel Management - Contexts and Strategies, (New Jersey: Prentice-Hall, Inc., 1980), p. 4.

¹¹ Siegel and Myrtle, p. 6.

¹² Rourke, Francis E., p. 170.

¹³ Susan Welch and John C. Comer, Quantitative Methods for Public Administration - Techniques and Applications, (Illinois: The Dorsey Press, 1983), p. 293.

¹⁴ Ibid., p. 293.

¹⁵ Ibid., p. 293-294.

¹⁶ For additional information on the implementation of the Personnel Management Information System (PERMIS) read "Implementation of a Computerized Management Information System: The El Paso Experience," by Elizabeth Ann Bulos, Thesis, 1986.

CHAPTER II

HISTORICAL PERSPECTIVES

This chapter presents a history of the Personnel Department and its directorship, taking into consideration the constant turmoil of change over the last ten years and the factors surrounding this change. It will be important at this time to give a description of the Civil Service Commission, the Office of Management and Budget and the Mayor's Office, as these entities are a crucial part of the Personnel Department's political context. Refer to Figure I for a model of actors involved that displays the relationship of each player to each other and who they report to. The role of these players is explained in greater detail later in the chapter.

Evidence of Change

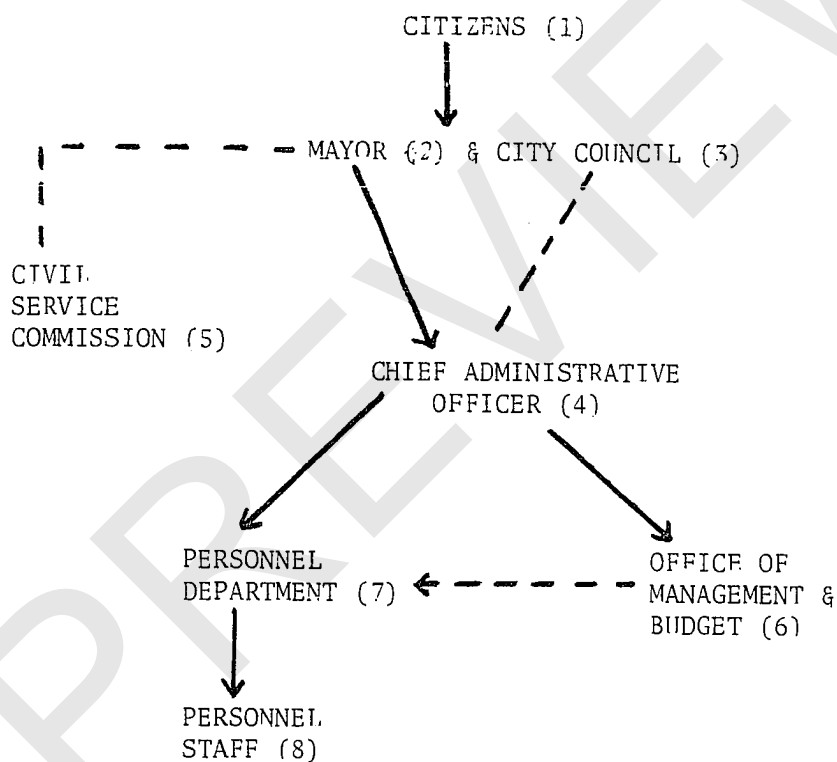
Personnel decision making is too critical to regard it as merely a technical problem.

"The fact that personnel directors rather than ward bosses are often the pivotal players in the personnel game should not distract us from its political character. Those who recruit, fire, allocate positions, and so on may be bureaucrats but they are not simple cogs in the machine. Often they have significant leeway to choose among various courses of action."¹

The Personnel Director of the City of El Paso is not an exception

Figure I

Model of Players Involved
After Adoption of 1984 City Charter



_____ Direct Line of Authority
 - - - Indirect Line of Authority

The number beside each actor corresponds to the description on the next page.

Figure I (cont.)

- 1) Citizens - people of the City of El Paso.
- 2) Mayor - chief executive officer for the City of El Paso; presides over City Council and is voted into office by the citizens of the City.
- 3) City Council - district representatives, vested with all legislative powers.
- 4) Chief Administrative Officer - performs administrative duties delegated by Mayor; appointed and removed by the Mayor and Council.
- 5) Civil Service Commission - seven persons appointed by Council in consultation with the Commission to serve three year terms; adopts policy for the City's Civil system; serves as appealing body for City employees.
- 6) Office of Management and Budget - staff arm of Mayor and the CAO; responsible for budget development and execution; performs management audits as assigned by the Mayor and CAO.
- 7) Personnel Director - directs the personnel functions of the City under the supervision of Mayor, may be removed by the Mayor and City Council, Secretary to the CSC (until 1986).
- 8) Personnel Staff - civil service employees of the Personnel Department under the direct supervision of the Personnel Director.

to this observation. The political and the changing nature of the Personnel Department has, to a large extent, been a result of the change in the Department's administration, coupled with a changing Civil Service Commission and Mayor and Representatives. This change and the controversial setting of the Personnel Department may be traced as far back as 1961.

On May 2, 1961, the El Paso Times reported that Sam Navarro, brother-in-law of former Mayor Raymond Telles, had been temporarily employed in the City Personnel Department to assist Acting Director Ed Chew in preparation and giving of Civil Service exams to City employees. Chew was named to take over the duties of Director Thomas Casso, who was "sending final disposition of his suspension by the Civil Service Commission for alleged exam leaks to several detectives taking a February 24th promotional exam for police sargeant."²

On August 8, 1961, the Times confirmed the discharge and announced the appointment of James H. Ewell as Personnel Director.³ A couple of months later, City Council approved the appointment of Sam Navarro as assistant City Personnel Director. He had been hired temporarily to help Ed Chew catch up with a "back log of entrance examinations that were as much as one year behind for many City employees."⁴

This departmental structure was to remain intact until August of 1970. It was then that James Ewell, Personnel Director, died.⁵ The new appointment was to again bring controversy and put the

Personnel Department in the limelight. This appointee in question was Charles R. Lummas, who was Personnel Director of Corpus Christi at the time. The controversy involved some confusion, or questions, by some members of the City Council. Two of the aldermen (as they were called at that time) motioned for a one week delay of the appointment to clear up the confusion of a "reported dissension in Corpus Christi arising from a sanitation strike."⁶ In a discussion laden with political overtones, one of the aldermen said "he was not in a position to pass judgement based on a forty minute personal interview and felt accusations were pertinent enough to warrant an additional investigation."⁷ The Mayor, however, voted down the deferment and cast the vote to hire Charles R. Lummas as Personnel Director.

A change came about on December 12, 1972 when the Civil Service Commission voted 3-2 to oust Charles R. Lummas as the City's Personnel Director. The accusations against Lummas included:

- 1) That the conduct of Lummas was unsatisfactory in April 1972, on an out briefing interview and subsequent dismissal of Public Service Board (PSB) secretary Mrs. Marie Mitchell.
- 2) That occurrences in reference to a May 1972 job interview with a . . . prospective PSB secretarial employee led CSC Chairman to believe that Lummas was prejudicial on religious grounds