MUNICIPAL PUBLICATIONS AND REPORTS
AS AN ASPECT OF THE CITY MANAGER'S
PUBLIC RELATIONS IN
FORT WORTH, TEXAS

APPROVED:

Major Professor

Minor Professor

Director of the Department of Government

Dean of the Graduate School
MUNICIPAL PUBLICATIONS AND REPORTS
AS AN ASPECT OF THE CITY MANAGER'S
PUBLIC RELATIONS IN
FORT WORTH, TEXAS

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Charldean Newell, B. A.

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CHAPTER I

INTRODUCTION

Incorporated municipalities in the state of Texas have relatively broad powers delegated to them by the State Legislature under home rule, a legal provision allowing cities to determine many of their own affairs. One of these stated powers is the choice of a form of government.

Many of the municipalities in Texas have adopted charters providing for the council-manager form of government. This type of government centers around an administrator, or manager, who is employed by the city council and responsible to it. The council retains powers of policy initiation and control, with the mayor serving as the presiding officer. The manager, nevertheless, has broad powers in his official capacity at the head of the city administration.

The manager is a professional administrator, often a college-trained specialist in municipal management. Theoretically, therefore, little or no political friction should arise between the manager and the public or council. However, certain factors which are common to the council-manager form of government do create public relations problems for managers. One is the fact that the manager is seldom a native of the city which employs him;
consequently, a barrier is sometimes created between manager and public because many people feel he is a stranger to their municipality and will be either unable or unwilling to understand or consider the particular socio-economic and political problems of the community. Furthermore, the council may have failed to make clear to the people the division of responsibilities in a city manager form of government. If the manager's role is not clear to the council and public, the citizens may fear that the manager will overstep the administrative sphere and become a policy dictator. Moreover, they may fail to understand that the manager is at all times responsible to the council, which thus retains control of the city government. Sometimes critics feel that a manager can usurp power and set himself up as the head of a system of government which best serves bureaucratic administration as an end in itself.

The manager can recommend policies to the council, and he makes administrative program decisions that influence the positions and duties of city employees. Moreover, the citizens of the community and representatives of the press also seek out the manager for information or to make requests or suggestions. He is readily available in a central office; members of the city council are not. Thus, while not having actual control in theory or by law, the manager may exercise a vast authority in practice, especially if he is well-trained
and experienced in his field. Consequently, he must be concerned with the opinions of various "publics" in his community.

Because of the importance of the attitudes and opinions of these publics, both internal and external (within and without the city administration), the manager must be concerned with public relations. Of necessity, he must implement the basic concept of a sound public relations program, "good performance publicly recognized." Since public relations as a profession is relatively new and often creates a feeling of public distrust, the city manager usually conducts the administrative affairs of the city by attempting to deliver the best possible performance, then reporting his actions to the council, the press, and the general public.

This thesis reports the results of an investigation of some public relations activities of one city manager government—that of Fort Worth, Texas, under L. P. Coingham. Because of the complexity of municipal government in a metropolitan area, the study is limited to an investigation of what public administration experts term "staff" functions and several "line" functions. The method of research was a series of interviews with the city manager's staff and department heads in the city of Fort Worth. The report itself is limited to an analysis of written reports, communications, and publications.
Several factors must be made clear for an understanding of this investigation. These include a distinction between staff and line functions, a summary of general types of communications, highlights of the history of municipal government in Fort Worth, and a brief survey of Cookingham's background and administration up to April, 1962.

**Distinction Between Functions**

Staff functions are those which aid in performance of management or executive activities. General management and supervision, personnel, city planning, and housekeeping (purchasing and property maintenance) may be classified as staff operations in the administration of the city of Fort Worth. In addition, another large staff function, which will be considered separately in this paper, is finance, including budgeting, accounting, and the fiscal policies of the city.

Line functions are all those which involve the operating responsibilities of the city. However, in this report, only the three largest line functions--public works and the protective services of fire and police--are considered. Discussion of both staff and line functions includes analysis of municipal departmental operations whenever possible.
Types of Communications

Administrative publications and related communications may be classified in several ways. First, there are publications which flow out of the manager's office and into the hands of the city council and/or any segment of the general public. Second, there are publications which flow into the manager's office primarily for use within the municipal administration. Third, there are the communications and reports which are interchanged between the manager and the various city departments. Fourth, there are forms of communication directed to publics beyond the metropolitan area. Some of these types of communications are overlapping or are dependent upon one another.

Fort Worth Government

Since December 24, 1924, Fort Worth has had a council-manager form of government.¹ The City Council consists of nine elected members, one of whom is elected by the Council to the office of mayor.² The city manager is employed by this Council and responsible to it. In addition, there are four independent citizens' boards³ and three corporation

²Ibid., p. 5.
³The independent boards are Park, Library, Aviation, and Recreation.
court judges responsible to the City Council, a city secretary-treasurer and a city attorney with joint responsibility to the Council and the manager, and fifteen municipal departments under the control of the administrator.\textsuperscript{4}

City Council, 1961-1962

On April 4, 1961, the citizens of Fort Worth elected nine men to the City Council for two-year terms, each councilman representing a specific geographical place designated on the ballot. Oliver Shannon filled Place 1; George Thompson, III, Place 2; John Justin, Jr., Place 3; T. D. (Tommy) Thompson, Place 4; Gene Cagle, Place 5; Thomas A. McCann, Place 6; Mrs. M. M. McKnight, Place 7; J. Frank Keeton, Place 8; and Gene S. Moore, Place 9.\textsuperscript{5}

On April 21, 1961, the Council elected John Justin as mayor and J. Frank Keeton as mayor pro tempore. Councilman McCann, the incumbent mayor, resigned in protest, saying that the selection of the mayor was neither fair nor honest. George Thompson, Keeton, and Moore had been elected in a run-off election held April 18. These three men provided the necessary majority to put Justin into office. Mayor

\textsuperscript{4}The fifteen municipal departments are: Personnel, City Planning, Accounting, Purchasing, Data Processing, and Municipal Buildings West (staff operations) and Public Works, Fire, Police, Water, Tax, Health, Civil Defense, Traffic Engineering, and Retirement (line operations).

\textsuperscript{5}Fort Worth Star-Telegram, April 5, 1961, Sec. 1, p. 1.
McCann, claiming that some votes had not been cast with integrity, chose not to serve in the Council at all rather than relinquish the office of mayor. 6 (D. W. McLeod was later appointed to the Place 6 position.)

Because the councilmen were at odds with one another over the election of a mayor, those who had voted for McCann suggested a popular election of the mayor. The change to this form of election requires a charter amendment. Thus, for more than a year, from April, 1961, to April, 1962, the Council contemplated proposing such an amendment and holding a charter amendment referendum. However, a complete revision of the charter was also being studied as of April, 1962, and no action had been taken regarding either the amendment or a complete revision. 7

The Cookingham Administration

L. P. Cookingham has served as Fort Worth city manager since June 13, 1959. Long regarded as the "dean of city managers," Cookingham assumed the Fort Worth position after leaving the manager's position in Kansas City, Missouri.

He has served as president of the International City Managers' Association.

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6 Ibid., April 21, 1961, Sec. 1, p. 1.
7 Interview with Eugene Denton, administrative analyst, Office of the City Manager, Fort Worth, Texas, March 13, 1962.
Association and has thirty-five years of experience as a public administrator in Clawson, Plymouth, and Saginaw, Michigan, in Kansas City, and in Fort Worth. The City Council in Fort Worth approved his appointment in May, 1959, as the replacement for J. Frank Davis, who had resigned as manager.\(^3\)

Cookingham's staff includes Jerry L. Brownlee, an administrative assistant who holds a master's degree in public administration from the University of Kansas and who was associated with Cookingham's staff in Kansas City; Rodger N. Line, budget co-ordinator and senior analyst, a graduate of Texas Technological College and formerly an analyst in Fort Lauderdale, Florida; Eugene Benton, analyst, a graduate of the University of Missouri and a candidate for a master's degree from the University of Kansas; D. Wesley Gulley, analyst, a graduate of Trinity University and the University of Texas; and Hugh Moore, analyst, who received a master's degree from Southern Methodist University.\(^4\) The manager's immediate staff was employed by him when he assumed his position.

\(^3\) *Fort Worth Star-Telegram*, June 13, 1959, Sec. 1, p. 1.

\(^4\) When this study was initiated, John Hall was also an analyst. A graduate of the University of Kansas, Hall was called into active duty as a member of the Forty-Ninth Armored Division. Moore was hired as his replacement.
All of the directors of municipal departments included in this study have been employees of the city of Fort Worth for a period of years. These directors include: Jack Woods, formerly the budget co-ordinator who became head of the Personnel Department in 1961; W. A. Rubottom, Purchasing; W. J. Bryan Baker, City Planning; C. M. Thelin, Public Works; Cato S. Hightower, Police; Emmet M. Race, Municipal Buildings West; and H. A. Owens, who became chief of the Fire Department in 1961 when P. C. Fontaine retired.

Policies and Problems

Cookingham utilizes principles and practices that have been advocated by leaders in the field of public administration, but he has one overriding policy pertinent to a study of municipal public relations. He firmly believes in accomplishing a thorough, competent job on any city program, regardless of its relative cost or scope: the small routine matter must be done as well as more far-reaching activities. Moreover, during all stages of a program—planning, implementation, progress, completion—the manager feels that the people of Fort Worth have a right to know what is happening; he also feels a need for co-ordination of departments through information. Hence, Cookingham's theory of administration is a public relations program in itself, and the vast amount of city hall reporting easily lends itself to study.
However, Cookingham and his staff have a constant public relations problem which is not directly associated with a study of publications. Many people in Fort Worth do not display a desire for proposed reforms and do not understand the city manager form of government. Many citizens are hostile toward the manager. Two reasons account for this hostility: (1) Cookingham's $30,000 annual salary is the highest paid to a city manager in Texas, and (2) many people feel that the manager to whom they pay this sum is trying to bring reforms and implement plans for progress that are unnecessary. The second reason has been adequately demonstrated in the people's rejection of plans for a municipal convention center and a new city office building and their resentment of portions of the freeway extension program and of any program of Federally-aided urban renewal in the city, where approximately one third of the housing is sub-standard, and the central city area is deteriorating. Because of this acceptance problem, the city manager must frequently present his opinions to civic leaders and the press so that he might influence the opinion-makers who in turn can influence the public.

Cookingham is thus regarded as an able administrator, but he is faced with several problems. Both his record of accomplishments and public reaction to this record are
important and provide the bases for a useful study of the
council-manager form of government. The manager in Fort
Worth is well-trained and experienced; other professional
administrators have long acknowledged his accomplishments.
Yet he is now the manager of a Southwestern city, not a
Midwestern one. He faces provincialism and conservatism
manifested in resistance to change and to governmental
action at any level. The City Council also was in disagree-
ment when it assumed office. This thesis reports Coekingham's
response to the challenge of the community through a presenta-
tion of his public relations program, with emphasis on
publications.
CHAPTER II

PUBLICATIONS OF THE STAFF DEPARTMENTS
AND THE MANAGER'S OFFICE

The city manager acts as the chief administrator, with authority over the municipal departments. These departments, staff and line, vary in their degree of contact with the external public. The manager and his immediate assistants must constantly be available to the citizens, the City Council, the press, and the remainder of the city government. On the other hand, the staff departments are more removed from direct contact with the general public and are concerned with internal management problems and programs.

The Manager's Office

The city manager designates certain types of information to be disseminated to selected publics. These publics include the press, civic leaders, the City Council, city employees, and taxpayers. The publications of the Office of the City Manager include:

The News Letter

Paramount among publications is the Monthly News Letter, which contains a summary of city activities and a forecast of proposed and planned activities. This periodic
message to the people functions to report in news story form items of interest that might not find their way into the mass media.

Material for the News Letter is gleaned from monthly departmental reports which reach the Manager's Office on or before the fifth day of each month. Eugene Denton, the administrative analyst now responsible for preparing the Monthly News Letter, schedules release of the publication for two to three weeks following the calendar month reported.

Copies of the News Letter are placed in envelopes and mailed directly to some 1250 citizens,\(^1\) including the Council and the press. Additional copies are posted in city offices and distributed directly to those who ask for them in person. Nevertheless, the public receiving copies of the monthly communique seldom extends beyond the opinion-makers and municipal employees.\(^2\)

The Monthly News Letter has undergone several changes since its inception in the fall of 1960. Notable among these is format. Each year a new color scheme has been introduced. Originally utilizing yellow paper, the News Letter later was printed in brown, and in 1962 used blue and white paper with black type. Other colors are used

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\(^1\)The mailing list on occasion swells to 1600 through requests.

\(^2\)Interview with Eugene Denton, administrative analyst, Office of the City Manager, Fort Worth, Texas, March 1, 1962.
in illustrative material. Another attempted format change, that of placing the printed matter in "boxes," was totally unsuccessful. According to Denton, the only immediate possibility of a further change in the make-up of the News Letter is the initiation of columns to replace straight letter form. However, this alteration is unlikely because it would produce a crowded appearance on an eight and one-half inch by eleven inch page.

Some issues of the publication contain appealing illustrations for the readers, including graphs, charts, and photographs. The public has responded well to the artwork. In fact, the Monthly News Letter has been so well accepted as an accurate primary source of material that newspapers now extract items directly from the letter or use individual items as the basis for editorial comment, according to city officials. Moreover, other municipal departments have attempted to "scoop" the News Letter by preparing a press release on an item pertinent to that department the day before the news bulletin is mailed.

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3Cookingham strongly believes in the use of colors and advocates color-coding whenever possible.

4Denton, op. cit.

5Ibid. Denton indicated approval of this news pirating since it implies acceptance of the Monthly News Letter. One of the principal purposes of the report is to cause a positive reaction among the opinion-makers.
Spot News and Comments

In addition to the Monthly News Letter, the Office of the City Manager occasionally prepares a release, "Spot News and Comments, Operations of the City of Fort Worth," for the press, especially local radio stations. "Spot News" is a running commentary on timely activities and needs of the city. It includes, for example, city planning, urban renewal, taxation, airport needs, and capital improvements. Denton is the author.

The purpose of the report is to furnish the broadcasting media with a guide to reporting of municipal activities in view of radio's special problem—shorter, more frequent coverage than newspapers and less opportunity for depth analysis. Radio news reporters pick up "Spot News" at the Manager's Office; newspapermen do not receive a copy unless they request one. Moreover, the releases are distributed directly rather than by mail to minimize discarding. 6

Tax Brochure

Another important publication is a yearly tax brochure entitled Combined Property Taxes, City and School, which graphically informs some 75,000 city and school taxpayers of the municipal revenues and expenses. Each October Fort Worth taxpayers receive copies of this brochure, which is

6Denton, op. cit.
designed to explain the "nature and rate of taxation in reference to expenses and finances of comparable cities."? Denton, who compiled the 1961-1962 report, points out the importance of color in the tax brochure. In its three years of existence, it has been changed from a red to a yellow to a blue-gray format, in short, a change from warm tones to cool ones. The color change was made on the recommendation of Denton, who suggested that bright tones might produce an adverse public reaction, whereas cool tones would have a soothing effect.

The nature of the tax brochure limits widespread positive public acceptance. Administrative consensus indicates that people become excited when their money is being spent and rightfully demand to know how this money is being used. The taxation report provides this information. If the recipient of the pamphlet finds it useful, he generally makes no comment. If he finds it lacking in purpose, he may make an irate inquiry from someone in the city administration to the effect of, "What's this thing for?"3

Citizen Request Card

Another source of potential irate comment is the citizen request card, a type of communication always available in the Water and Tax Departments for wide distribution. These

7 Ibid. 8 Ibid.
forms give the citizens of Fort Worth an opportunity to make requests or suggestions as frequently as desired. They also provide, at the top of the card, a statement which indicates the types of suggestions that the city administrators would consider useful. Spaces are provided for the individual citizen's name, address, and telephone number, and the date of the request for service. The cards, which are printed in dark blue ink on heavy light blue paper, are made up as necessary in lots of 1000. On the reverse side of the request form is the pre-printed address of the City Manager's Office and a place for a postage stamp.

Request cards flow into the Manager's Office at the rate of four to five a week. Originally, when the card program was initiated in the summer of 1961, some 500 cards reached the manager's desk in three months. However, the first mailing of the cards was in conjunction with the June, 1961, mailing of the Monthly News Letter, and, according to Jerry L. Brownlee, administrative assistant to the manager, the initial audience was a group of opinion-makers and civic leaders. Moreover, the cards were made available to a large number of people simultaneously. The cards are now distributed through the Water and Tax Departments to encourage "average" citizens to participate in municipal government.9

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9Interview with Jerry L. Brownlee, administrative assistant to the city manager, Fort Worth, Texas, March 27, 1962.
The distribution change was made to prevent repeated circulation of the cards among the same group of people because the mailing list remains relatively constant. However, the cards may again be mailed with the News Letter during the summer of 1962 since a year will have elapsed.10

**Information for Students**

The Office of the City Manager regularly has in stock two publications which are designed principally for school children and for anyone in the city or outside the metropolitan area who might request them.

One is an organizational chart of the "Government of the City of Fort Worth, Texas," which depicts the flow of authority down from the people to the City Council and the city manager. The chart also outlines the structure of citizens' boards and municipal departments, which have responsibility, respectively, to the Council and the manager.

The other publication is a twelve-page booklet entitled What's What in Fort Worth, Texas, which gives fundamental statistical information about all municipal operations, including schools. The eight and one-half inch by eleven inch publication is printed on white paper in black ink and has a Manila cover showing a picture of the downtown area as seen from the south. It was originally drawn up

in 1961 by Robert Peace, an administrative analyst no longer with the municipal government. Some 500 copies were printed at that time.

Denton remarked that response to both of these publications has been favorable although the larger report was soon outdated by additions to municipal operations. He indicated that civic clubs and students who are studying city government as a classroom project receive the publications with enthusiasm, and that they are doubly useful to members of the DeMolay, a boys' auxiliary of the Masonic Lodge, and the Girl Scouts when these youngsters assume the roles of city officials for a day in annual citizenship projects.11

In addition to these two general administrative publications, the Manager's Office is well-stocked with brochures and pamphlets of the Chamber of Commerce and the League of Women Voters. These materials are distributed free upon request to visitors in the office.

The Professional Public

Not only is it advantageous for the Office of the City Manager to produce reports for consumption outside the city and to work with the Chamber of Commerce in attracting

migration to Fort Worth, it is a credit to the manager to inform the professional body of city administrators. When other public administrators recognize achievement in any city, the reward is for the city as a whole, and not simply the manager as an individual.

Fort Worth has been well-represented in professional journals and publications since 1959. Articles written by Cookingham and his staff members have appeared in such journals and magazines as *Public Management*, *The Journal of the International City Managers' Association*, *The Municipal South, Texas Town and City*, *The Public Administration Review*, and *the American City*. Articles in these publications coupled with personal appearances by staff members at professional meetings have provided the city of Fort Worth with a regional and national public.

In addition, the programs of the city manager have received international recognition. During the spring and early summer of 1961, Dr. A. K. Hedayati, municipal adviser to the Iran Municipal Association, studied the government of Fort Worth. His findings were reported in the February and March, 1962, issues of *Municipalities*, an official organ of the Ministry of the Interior in Iran.
Integrated Functions

A number of municipal publications in the city of Fort Worth serve multiple purposes and are co-operatively compiled and written. Not only is the content eclectic, but the audience is varied.

The "M and C."—The most basic of these joint reports is the "Communication to Mayor and Council," commonly called the "M and C." The "M and C" includes proposed legislation, resolutions, and recommendations from the city manager, who compiles this information from reports made to the Manager's Office by administrative departments.

Again, color is used as a coding device: yellow designates general matter although supplementary reports attached to the "M and C" are usually white. Forty to fifty copies of this communication are printed on Thursday before the City Council meeting on Monday. On Thursday evening city policemen deliver the "M and C" packet, with the report itself and any other pertinent materials, to the homes of councilmen. On Friday morning members of the press secure their copies at the Manager's Office. Persons to be affected by business which has been scheduled for the Monday Council session also receive copies.

The "M and C" is addressed officially to the "Mayor and Members of the City Council" and is signed by the manager. It serves as a basic outline for all business which the
manager wishes to consider during the Council meeting. Within the text of the communiqué, each new item is numbered both serially and by code letter to designate the department making the recommendation and the number of the request for the fiscal year.

**The agenda.**—Closely associated with the "M and C" is the agenda, which is a listing of all business to be considered by the Council at a given meeting. The agenda is compiled by Jerry L. Brownlee, assistant to the manager, after all administrative and Council recommendations and requests have been made. The deadline for inclusions is ten o’clock Thursday morning before the City Council meeting on Monday. The agenda is thus included in the packet distributed to councilmen and newsmen. The local newspapers publish the order of business before the weekly meetings so that the general public has access to the agenda. Irene Howard, one of the manager’s secretaries, sits at a small desk outside the council chambers each Monday morning and distributes copies of the agenda to all those attending the meeting. At the same time, she issues request-to-speak cards, a prerequisite for addressing the Council.

**Informal reports.**—Often the manager and one specific department fulfill a Council request for what is termed an "Informal Report to City Council Members" on some aspect
of municipal activity. This type of report, which is numbered, is prefaced with a statement by the city manager. The body of the report usually contains illustrative material as a supplement to the typed or printed matter.

**Inter-office communications.**—Any formal communication between the manager and the department heads or departmental assistants is relayed on an "Inter-Office Correspondence" form. This form resembles a standard memorandum, providing spaces for "to," "from," "date," "time," and "subject." The manager's correspondence is sent out on a pink form, and departmental replies are made on a white form. The usual procedure is for Brownlee to send communiques from the Manager's Office and for the departments to reply to him.12

**Departmental Publications**

Each of the city departments has certain information which is printed for distribution to some combination of City Council, city manager, and general public. The staff departments, in addition, have a management function, which provides material for a study of public relations.

**City Planning**

The work of the City Planning Department affects virtually every resident of the city of Fort Worth, for

12Denton, op. cit., March 6, 1962.
the city planners designate immediate and future land use
and, working through the Planning and Zoning Commissions
and the City Council, implement these plans. Consequently,
the work of the department is of regular interest to both
the internal and the external publics.

Reports to the manager.—Each project of the Planning
Department reaches the city manager, who must approve the
work. When a report is completed, the Council also receives
a copy in order to implement the plans. However, some
reports of the department have produced strong public
reaction. Two examples are the Worth Hills Golf Course
and Santa Fe Railroad reports.

The question over the sale of the Worth Hills Golf
Course to Texas Christian University created a special
problem in public relations in itself. The college wished
to buy the golf course property, which was adjacent to the
existing campus, for physical expansion. Persons whose
homes were built around the golf course felt that their
property value would decrease considerably if the university
were to secure the land and erect buildings thereon. The
Council and the Planning Commission were both confused as
to a course of action. On September 12, 1961, the Council
held a "yes" or "no" election to determine popular sentiment
on whether to sell the property to T. C. U. The vote was 2-1 in favor of the sale, 10,722 votes for and 4,572 votes against.¹³

The Santa Fe Railway tracks cross two busy Fort Worth streets at grade level. The city manager and the City Council, using the Planning Department's report and other statistics, have found that the city could save as much as $1,000,000 if the tracks were relocated and the city did not have to construct costly by-passes. On the other hand, the railway company's expenditures might reach a similar figure. Negotiations between the city and the company were still being carried out in late April, 1962, to determine the best possible long-range action and to make an equitable settlement.¹⁴

Both of these reports were drawn up by the individual planners in the department and included a discussion of the issues and graphic illustrations. When zoning laws were to be affected, this, too, was indicated.

Reports to the public.—The City Planning Department also maintains a line of communication with the public by monthly reports entitled Planning Information. About

¹³*Fort Worth Star-Telegram*, September 13, 1961, Sec. 1, p. 1.

¹⁴Ibid., April 17, 1962, Sec. 1, p. 1.
400 of these reports are regularly mailed to civic leaders and to anyone who requests a copy. Officials of banking institutions and industries are considered special audiences.15

**Reports to the Council.**—If a citizen makes an appeal from a decision of a Zoning Commission hearing to the City Council, the City Planning Department sends a report to the Council under the signature of W. J. Bryan Baker, the director. The report outlines the request for change, the recommendations, a summary of the facts, and the vote on the motion of recommendation. In addition, a map of the area involved is included in the report. Each zoning change is given a number for reference. Since there was no comprehensive zoning ordinance in the city of Fort Worth until 1940, there are usually several requests for hearings at each Council meeting.16

**Master plans.**—In April, 1962, the City Planning Department was preparing a large report, *Fort Worth, Past, Present, and Future*, which it hoped to distribute to the citizens from the "grass roots level to the influential." This proposed report would trace the history of planning and zoning in the city and outline plans for the future. It would serve as a preliminary step for a full master plan

15 Interview with Robert K. Maiden, assistant planning director, Fort Worth, Texas, March 6, 1962.
16 Ibid.
for the development of Fort Worth. According to Robert K. Naiden, assistant director of the City Planning Department, one of the reasons why progressive ideas such as the 1956 Gruen Plan for modernizing Fort Worth have failed was that too much was "sprung on the public too soon." He intimated that planning must be evolutionary and not revolutionary.\textsuperscript{17}

The Gruen Plan was a sweeping proposal to modernize the central city area in Fort Worth through a beautification program utilizing shoppers' leisure stations and malls and through an extensive traffic control plan which called for routing all vehicles around the core of the city on a vast freeway network and providing giant parking garages.

The Gruen Plan as it applied to Fort Worth was the result of the efforts of J. B. Thomas, then president, and now chairman of the board, of Texas Electric Service Company. On December 23, 1954, Thomas wrote Victor Gruen, a noted city planning expert, concerning an article which Gruen had written for the \textit{Harvard Business Review} on "Dynamic Planning for Retail Areas." Thomas suggested in his letter that Gruen come to Fort Worth to determine if tentative planning along Gruen's suggested lines was justified.\textsuperscript{18}

\textsuperscript{17}Tbid.

\textsuperscript{18}Letter from Irvin Farman, executive secretary, Greater Fort Worth Planning Association, Fort Worth, Texas, March 26, 1962, citing letter from J. B. Thomas to Victor Gruen, Fort Worth, Texas, December 23, 1954.
Gruen's firm was retained by the power company in 1955. The plan itself was unveiled to thirty top civic leaders on Thursday, March 9, 1956, by Gruen and one of his partners, Edgardo Contini. The Fort Worth leaders formed a Steering Committee with J. Lee Johnson, Jr., then president of the First National Bank of Fort Worth, as chairman. The following day the Steering Committee called a meeting of 200 men and women representing a socio-economic, political, geographical, and cultural cross-section of the community. The group included labor leaders, ministers, office workers, and teachers, for example. Their response to the Gruen Plan led them to form the Greater Fort Worth Planning Committee, with a theme of "the Gruen Plan for A Greater Fort Worth Tomorrow."

Newspapers devoted many pages to the presentation of the plan on the following Sunday. The planning group also established contact with city officials, including the city manager (J. Frank Davis), the mayor, and the City Council and the traffic engineer, the planner, and the police and fire chiefs, and began to arrange public meetings.\(^\text{19}\)

Thus for over a year Gruen had been developing a detailed study for Thomas and the Texas Electric Service

\(^{19}\text{Farman, op. cit.}\)
Company. Beeman Fisher, then vice-president, and now president, of the company, explained his firm's interest and activity by saying that Fort Worth is the largest city in the company's power system. Officials of the firm had become concerned over the degeneration of the downtown business area and the traffic congestion.

We were concerned over the lack of central growth, the spread of blight in fringe areas, the sharp increases in the number of parking lots springing up all over the downtown area on sites formerly occupied by tax-paying structures.\(^20\)

Desiring to protect their existing investment and to know the feasibility of future central city investments by the company, Thomas and Fisher thus had contacted Gruen.

Irvin Farman, executive secretary of the Greater Fort Worth Planning Association, indicated that there were specific reasons for the failure of the Gruen Plan as a comprehensive program and that there have been certain areas of progress which would still serve as the basis for that plan or a similar one.

Farman contends that the Gruen Plan was defeated at the polls because of a series of costly time delays. The most important was a pressing problem of water supply. The city had set one bond election and postponed it, thereby delaying the vote on the Gruen Plan. In addition, working

out the details of the plan further delayed action. Farman stated that Former Mayor Thomas A. McCann commented after the failure of the plan in 1959 that "had we held a Gruen Plan election right after the initial announcement, it would have had the support of 99 per cent of the voters."²¹

The Gruen Plan had not been adopted in Fort Worth by 1962 although another such plan was put into effect in Rochester, New York, in April of that year. However, a complex freeway system was nearing completion, including a loop around the downtown area. The next stage of the traffic control program of the Gruen Plan is perimeter parking facilities and then eventual closing of central city streets to vehicular traffic. According to Farman,

We have a great deal of educational work still to do to bring to the people of the city the full realization that downtown is too important to them—from an economic, cultural, and civic standpoint—to be allowed to deteriorate and die. The city planning department and the Fort Worth Chapter of the American Institute of Architects are jointly working on a solution to the downtown problem along the planning lines laid down so magnificently by Mr. Gruen. Whether the ultimate plan bears his name or not is beside the point. There is no doubt that whatever is done to revitalize downtown Fort Worth will be done in the image of the Gruen Plan.²²

²¹Farman, op. cit.
²²Ibid.
The City Planning Department completed a two-year program for the city manager in 1962. In addition, a citizen subcommittee on advanced planning had been established to avoid a repetition of the earlier failure.23

**Personnel Department**

It is the function of the Personnel Department to supervise the employees of the city. In conjunction with its purpose, the department prepares several types of reports.

**Document on policy.**—In 1956 the Personnel Department adopted a forty-six page statement, *Personnel Policies*, which set forth the policies of the city in regard to its employees. This report shows in detail practices relative to conditions of employment, qualifications, pay, employee benefits, sick leaves and vacations, medical care, and dismissal. When the personnel director or the city manager introduces a policy change, a memo is issued by the Personnel Department and circulated among all other municipal department heads. The entire policy document, with changes, is reprinted periodically.

*Personnel Policies* is strictly an internal publication. It is released only to the departments, which in turn

23Maiden, op. cit.
summarize it for new employees. The new employee does not receive a copy of the statement or any other written explanation of the terms of his employment. However, each new employee does receive an oral briefing on the personnel policies in general and written copies of the accident and injury policies. In addition, copies of the entire policy statement are made available to union representatives. Jack Woods, personnel director, expressed a desire for a booklet to be distributed to employees to set out all policies in a briefer and more readable form. "This is something we want to do but have not done; we hope to initiate such a publication soon."

The Personnel Department does furnish new employees with a pamphlet, Employees Group Insurance Plan, published in conjunction with the Aetna Life Insurance Company of Hartford, Connecticut. Aetna holds the contract for municipal group insurance and prints this booklet for the city. The publication, prefaced with a statement by the city manager, contains a schedule of insurance, a table of contributions, benefits, and general provisions.25


Civil service regulations.—Employees of the protective services, the Fire and Police Departments, are covered by the Texas Civil Service Law. Entrance into civil service positions is based on competitive examinations, and persons applying to take the entrance examination are furnished a copy of the Firemen's and Policemen's Civil Service Rules and Regulations of the City of Fort Worth. This publication includes seventy-nine pages of detailed information stating the bases for entrance and promotional examinations, procedures in suspensions and demotions, hearings before the Civil Service Commission, and the "conduct of the employee both as to benefits and responsibilities, which include reading and upholding the provisions as stated."

The Texas State Association of Fire Fighters also publishes a booklet containing the state law. However, the Fort Worth statement includes rules that apply locally which differ from the state laws but are within the scope of the law. For example, the state law sets minimum age standards for policemen, but the city may alter the policy within the municipal police force.

Administrative reports.—The Personnel Department prepares and submits monthly, quarterly, and yearly reports to the city manager. The "Monthly Personnel Report" indicates

26Woods, op. cit.
the number of employees released from their positions during the month and the reason or reasons for the change. The "Quarterly Personnel Report" provides a departmental employee report. Factors indicated by department are the average number of employees per quarter, available man-hours, personal and family illness causing absenteeism, vacations, disability, miscellaneous, and total; occupational illness and disability are specified. The man-hours quota is matched against the man-hours lost and the percentage of hours lost. The employee turnover is also reported. The yearly report is merely a summary included with the final monthly and quarterly statements. Each department is supplied copies of these reports, which are used for personnel records and safety statistics. Some individual departments use the reports in preparation of the activity budget, but the primary function of the reports is for personnel management.\textsuperscript{27}

The general public has access to these reports only through excerpts in the \textit{News Letter}.

\textit{Classification system.}--On occasion the Personnel Department originates materials which are of value to other departments. The personnel director summarizes this information and

\textsuperscript{27}Ibid.
remit it to the other departments. An example of this occasional report is the new Classification and Compensation Plan, As Revised, 1961, which was prepared for the city by a personnel consultant. The classification plan, which is administered by the Personnel Department, contains a position description for each job in the city, a grouping of positions by classes (such as clerical, management, maintenance), and pay grades grouped by job title for each class. An outside consultant was employed to prepare the report because the personnel director believed that a person other than a municipal employee would be more objective.

In general, Woods summarized, "If something particularly good comes up, we distribute it to the departments." 23

Training materials.—Each January the Personnel Department through its Safety and Training Division sponsors a training program for personnel supervisors in all municipal departments. The safety engineer directs the program and conducts meetings and classes in the investigation of potential causes of accidents and accident prevention. In this program he uses various mimeographed materials to distribute to members of the class.

23 Ibid.
Housekeeping

Certain auxiliary services which provide essential support to the actual operating departments of the city are commonly known as housekeeping. These services—purchasing, printing and office supply, and building maintenance—are vital to the day-to-day functioning of the municipal government.

Purchasing Department

Each department and operation of the city is dependent on the Purchasing Department for the ordering of its equipment and supplies; moreover, these purchases are made from business concerns not affiliated with the city. Therefore, the Purchasing Department must maintain a constant, if not obvious, sound public relations program.

When making any purchase, the purchasing agent and his staff keep two principles in mind—competitive bidding, but with local firm favoritism, and securing the best buy at the lowest price with the tax dollar. According to J. F. Blackwell, assistant purchasing agent in Fort Worth, balancing competition, especially in favor of local business, with practical fiscal policy is sometimes a difficult responsibility. Blackwell further explains the necessity of favoritism because local business contributes heavily
to the tax tills whereas non-local business does not. However, all purchase orders of $500 or more must be approved by the City Council; consequently, problem cases of non-local low bidders are often decided by the Council, not by the Purchasing Department.

The Purchasing Department makes all necessary purchases for the city, with the exception of purchases under fifty dollars authorized by the City Council to the Park Board, the Recreation Board, the Library Board, and the Aviation Board. It may be noted that since almost all library purchases are under fifty dollars, the Purchasing Department seldom transacts library business.

A purchase begins with a departmental requisition for purchase, which is transcribed into a purchase order through a process of competitive bidding followed by letting of the contract (the purchase order). Once the purchase has been made and the order received, color-coded copies of the invoice are sent to the Accounting Department for billing to the original department for its records and to the vendor; one copy is also retained by the Purchasing Department.

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29 Interview with J. F. Blackwell, assistant purchasing agent, Fort Worth, Texas, March 27, 1962.

30 Ibid.
Two types of bidding precede the letting of the purchase order. One is the annual bidding which begins with the calendar year for items secured on an annual basis: oils and greases, desk lamps, chlorine, oxygen, feeding of prisoners, gasoline and diesel fuel, antifreeze, aluminum sulphate, and newspaper advertising. The last item, newspaper advertising, pertains to the city's advertisement of various items, especially yearly contracts, construction materials, and concession rights for municipal parks. In addition, the Engineering Department buys a great deal of advertising space. Advertising is rotated between the two daily papers in Fort Worth on a yearly contractual basis. Both newspapers submit bids, but the contract is rotated regardless of the low bidder; the bid merely establishes the price.

Bids taken on purchase requests that arise throughout the year but which are not predictable on an annual basis are the second type of bidding.

About 35 per cent of the actual purchasing is oral, usually via telephone. Nevertheless, in making any purchase, the agent always finds out the terms of payment. Blackwell stated that a fifteen-day payment period is desirable because a ten-day period does not allow sufficient time for the mechanics of the sale to be completed through the chain
of command. In addition, the purchasing agent often can arrange a 2 per cent or more discount for cash payment for a purchase. The time-consuming mechanics of a purchase include tabulating bids, making a "M and C" tabulation sheet for the city manager, and presenting the bid through the manager to the Council for approval.

The cost of any purchase is sent to the Accounting Department after the Electronic Data Processing Department has made a record of the charges. Because the electronic process works much faster than human accountants can make a written report, the electronic data records and the accounting records generally differ by one month in their figures.

Blackwell noted that he and W. A. Rubottom, the purchasing agent, have two significant problems in addition to matching low bidder with local firm. One is the lack of a purchasing manual for vendors, which was in the discussion stage in 1962. The other is an impatience on the part of other departments which seem to feel an "I wanted it yesterday" attitude toward requisitions, thereby rushing the Purchasing Department in its attempts to secure a variety

31 Ibid.
32 Ibid. Blackwell added that 7,000,000 IBM cards were used in the 1960-1961 tabulations.
of bidders and prices. To alleviate this problem the City Council authorized a city buyer five years ago, in 1957, but the Purchasing Department has been unable to find one available for employment.\textsuperscript{33}

The Purchasing Department makes no annual report and basically submits all its reports in the form of confirmation of invoices and through the cost accounting system. The City Council does receive reports on items over $500, however, and the \textit{Monthly News Letter} frequently mentions city purchases which would be of interest to the public, either because of cost or function.

\textbf{Print Shop-Office Services}

Closely related to the Purchasing Department is the Print Shop-Office Services Division. Prior to L. P. Cookingham's term as manager, this division was under the Office of the City Manager; however, it was made a part of the Purchasing Department since one of its major functions is distribution of materials through the stationery storeroom, which is provisioned on a yearly basis. The other principal purpose of this division is duplication of materials and reports for the departments and the city manager when more legible duplication is desired than that which may be produced by the Thermofax photo-electric duplicators in each department.

\textsuperscript{33} Blackwell, \textit{op. cit.}
The Print Shop equipment consists of the following machines: two multilith presses; one Gestetner mimeograph; one bookbinder; one manually-operated colater; one large stapler; one copier; one plate burner; and two Pitney-Bowes postage markers. There is no folding machine, and all stuffing and inserting is done manually by prisoners working out fines. Nevertheless, the machines on hand enable the Print Shop to supply numerous services.

The multilith presses use the off-set method, which is a process that eliminates the use of metal type; instead, it employs master sheets typed on an electric typewriter, preferably the IBM Executive model. These master sheets are photographed by a specially designed camera, and the photographic negative is burned into a metal plate which is used as the printing surface. The multiliths can accommodate only standard page sizes of eight and one-half inches by eleven inches and eight and one-half inches by fourteen inches. Consequently, any printing needs of a non-standard size are completed on a contract basis by a private printer.

The Gestetner mimeograph machine, a recent purchase, is simply an electrically-operated duplicator that prints from a typed stencil. The bookbinder is of the manually-operated ring-binder variety and can accommodate thirty to forty pages with each movement. The colater is a device for gathering pages into numerical order. The stapler is
a large gun-type device for putting together unbound reports. The copy machine duplicates negatives, but the negatives are inferior in quality to those produced by the independent firms, which receive contracts for alternating months. The plate burner burns the impression of the negative onto the metal plate for printing. In addition, there are machines for cutting, padding, punching, drilling, and rounding corners of paper.

In 1961 total impressions made by the division numbered 3,500,000; a total of 30,000 books were cut, padded, collated, and bound; 9000 plates were burned. The total number of jobs handled by the Print Shop was 3300, exclusive of contracted work. Each negative is filed for future use or reference. The multiliths have handled up to four color runs, and a three-color comic book on fire prevention for the Fire Department was to have been printed in the spring of 1962 with regular funny-paper ink. Color processing involves a separate printing for each color of ink. Consequently, J. M. Waters, director of the Print Shop-Office Services Division, says, "We don't solicit color. We're busy enough without having to make several press runs of the same publication."\(^{34}\)

\(^{34}\) Interview with J. M. Waters, director, Print Shop-Office Services and Building Maintenance Divisions, Fort Worth, Texas, March 27, 1962.
Waters noted that before Cookingham assumed office, the municipal printing facilities consisted of one small 1250 multilith which was not frequently used. But the present city manager believes in the written word and soon after coming to Fort Worth placed tremendous demands on the Print Shop. As a result, Waters secured the additional equipment now used in the municipal printing operations.35

One employee in the Office Services section of the division operates a microfilming camera on a full-time basis. She has completed the filming of many of the records of building inspections, and plans call for filming of tax records, accounting records, purchasing records, and police records. As the various departmental records are microfilmed, a viewer-printer is placed in the departmental office for ready public use. The printing feature enables a citizen to press a button and receive a print of any given document.

One other responsibility of the Office Services section is handling all inter-office correspondence and outgoing mail. Although no close unit count is kept on postage, some $72,000 was spent on mailing during the 1960-1961 fiscal year, with daily totals often averaging $400.36

35 Ibid.
36 Ibid.
All materials and services rendered by the Print Shop-Office Services Division are charged to the account of the department requisitioning them for inclusion in accounting records and as a check on the program budget.

Buildings Maintenance

J. M. Waters, the director of the Print Shop-Office Services Division of the Purchasing Department, is also the supervisor of municipally-owned buildings in the downtown area under the Public Works Department. His function and that of his office is definitely housekeeping, for the principal duty of the maintenance director is to keep all of the city buildings operating. Waters, therefore, supervises the building, or operating, engineers, the janitors, and the elevator operators. However, he does not control the work of the telephone switchboard operators, who are under the supervision of J. L. Koski, the communications officer.

Buildings which are considered a part of the central city holdings include the city hall itself, where the Police Department is housed; what is termed "the old post office building," which houses the Corporation Court; and the Water-Utilities Annex. In addition, the Fort Worth Public Library is a joint maintenance concern of Waters and the Building Division. Waters also supervises the operating condition of fire halls where no maintenance crew is
stationed, the North Side Coliseum, and the Lake Worth Casino, a lakeside entertainment hall adjacent to a public beach.

Working with the manager, Waters deals with three types of publics: employees in municipal buildings, the maintenance crews, and architects who draw up plans for improvements. In supervising and inspecting the plans and job progress of architects and builders, he has the prerogative to make recommendations and suggestions. His major concern, nevertheless, is heating and air-conditioning: the 1961 remodeling of city hall included the addition of 140 tons of air-conditioning to bring the total central city tonnage to 550. The recent addition allows the data processing equipment to function in a better environmental atmosphere.

Waters indicated no outstanding problems of maintenance but showed concern that the people of Fort Worth do not understand the need for a more spacious office building than the present twenty-four year-old structure which provides inadequate space and services.37

Municipal Buildings West

Operation and maintenance of the complex of structures known as the Municipal Buildings West is established as

37Waters, op. cit.
a separate departmental operation under the direction of Emmet Race, a former time-study engineer and past president of the International Association of Auditorium Managers.

The Municipal Buildings West complex is located on Amon Carter Square. In these units the city of Fort Worth owns and maintains the largest group of municipal buildings used for entertainment purposes of any city in the United States, including Dallas, Texas, and Louisville, Kentucky, where the buildings are state-owned. There are seventeen and one-half acres under roof in the auditorium, tower, coliseum, exhibition buildings, Commercial Exhibit Building, Pioneer Palace, and stock buildings. In addition, the city leases the Casa Manana Theater building to a private corporation and maintains the permanent-use structures housing the Children's Museum, the Amon Carter Museum of Western Art, the Fort Worth Art Center, Farrington Field, and the Public Schools' Field House. The Health Center is also on the square.

An inevitable problem with such a vast entertainment center is parking, but thirty-two acres of parking space are available for customer use. All parking facilities are without charge and within a four-block walking area. Moreover, there are only two reserved parking spaces, one
each for the city manager and the mayor, so that much of
the available parking space is not taken up by municipal
vehicles. 38

Emmet Race has the responsibility of renting and
leasing all buildings which are not of the permanent-use
type. He has available for prospective customers a schedule
of prices which are maintained on a morning-afternoon-evening
use basis. Prices also differ according to the user (for
example, educational institution, traveling show, livestock
sales). 39

At the beginning of each month, a "Monthly List of
Events" is compiled which reports the dates, events, buildings,
and times of scheduled activities. This list is later
included in the Monthly Report of the Will Rogers Memorial
Buildings. The monthly report to the city manager shows
exceptions to routine operations, significant trends, con-
struction and maintenance, operations and procedures, and
studies and projects. Attached to the report are the list
of events, a usage report, and a buildings revenue report.
The information related in the body of the report is divided
into time categories of "this month," "this year to date,"
and "last year to date" and "total last year."

38 Interview with Emmet Race, director, Municipal Build-
inge West Department, Fort Worth, Texas, March 29, 1962.

39 Municipal Buildings West Department, Rental Rates,
Will Rogers Memorial Buildings (Fort Worth, 1962).
Preceding the monthly tabulations are the "Daily Reports," which indicate the labor-personnel load and hours lost through non-production, the operating and maintenance costs, and the clean-up costs. These reports also show estimated attendance figures, cost of materials, and projects in progress and completed. They are submitted by supervisors to Race. The daily figures provide the director with the information necessary to make his financial report to the Accounting Department, which is on an individual building basis. Reports to the manager are based on totals for all buildings.

Some 1,200,000 people visit the 17 acres of buildings annually, and Race predicted an increase in 1962 because in June, 1961, the coliseum and Commercial Exhibits Building were fully air-conditioned. Prior to that time, the buildings were unusable from June 15 to October 15 because of the summer temperatures. ⁴⁰

Although almost all major bookings for use of the buildings are already made two to three years in advance, the department has produced a brochure, Convention Headquarters, to induce more convention planners to seat their groups in Fort Worth. The pamphlet is of the fold-out type, printed in brown ink on white and buff paper. It informs the prospective convention delegate of the 12,000 seating

⁴⁰Race, op. cit.
capacity of the major buildings, the parking space for 4000 cars, and the 3000 motel and hotel rooms available in the city. It gives a map of the Amon Carter Square area, shows pictures of the buildings, and provides information on whom to contact for reservations.⁴¹

In summary, the Municipal Buildings West Department is concerned with the internal publications for the city manager and financial departments and a broad external public ranging from those who produce and attend the annual Southwestern Exposition and Fat Stock Show to a proposed traveling company of the musical, "My Fair Lady."

Summary

L. P. Cookingham's belief in the written word is manifested in the many reports which are produced by the Office of the City Manager and by the directors of the staff departments. The manager's concern with adequate internal and external public relations is also demonstrated in these reports. Few of them continuously reach any single public other than the City Council. However, through the Monthly News Letter the manager seeks to inform the press and civic leaders, both opinion-molders of the community. He is able to inform the City Council of recommendations through the "M and C" packet. He maintains a two-way flow

⁴¹Emmet Race, Convention Headquarters (Fort Worth, 1961).
of communications between manager and departments through the reports which are filed with and analyzed by him and his staff. Although no comprehensive annual report is published, the taxpayers are informed through the yearly tax brochure. The manager can, through one of his department heads, be in contact with large groups of visitors to the city through their use of the buildings on Amon Carter Square. He also informs other people in public administrators' positions outside the city of the performance of the city of Fort Worth through contributions by municipal employees to professional journals.
CHAPTER III

THE BUDGET AND ACCOUNTING SYSTEMS

Financial management, another staff function, requires separate consideration in this study because of its complexity and its central place in public relations of Fort Worth. The financial process includes obtaining revenue, making a budget, accounting for expenditures, and auditing account books. Budgeting directly affects every department, staff and line, and involves a significant portion of the manager's time from February through September of each year. The financial soundness of the city is largely based on this budget preparation. Money for proposed expenditures outlined in the budget, of course, must be supplied from an adequate taxation and revenue program. However, the Tax Department is considered a line operation and the setting of the tax rate is a responsibility of the City Council, while budget and finance are considered staff functions.

The Annual Budget

L. P. Cookingham considers budgeting the most important single task of city administration because it is only through the budget that each department receives money for providing services. Moreover, he feels that the process of requesting money makes the director stop and think of his department's
adequacy and efficiency: he must consider the necessity of each item he requests and determine if his department is providing all services expected of it.\footnote{Interview with Dodger Line, budget co-ordinator, Fort Worth, Texas, April 6, 1962.}

The general purpose of any budget is to outline the projected services that the city intends to provide for a stated period of time. In Fort Worth the fiscal year is October 1 to September 30 of the following year. Dodger Line, the budget co-ordinator, explains that the fiscal year is fixed for these dates because, although taxes are rendered on January 1, the beginning of the calendar year, they are considered due and payable on October 1 each year. Line adds that ideally the budget should be compiled and the tax rate set after departmental needs have been determined. Fort Worth is fortunate enough to operate under such a system.\footnote{Ibid.}

\textbf{The Budget Process}

At the beginning of the calendar year, each department head in the city receives a "Budget Calendar," which contains information about the scheduled date for the action
required and the agency responsible for the action. In February the department heads receive forms for requesting personnel, contractual service, supplies, and capital outlay appropriations. These items eventually become the basis for the operating budget, which provides for the continuous recurring costs of providing services that are financed through taxes. Concurrently, the departments submit specific projects for inclusion in the capital budget, which is financed through bond issues. One of the largest obligations in the operating budget is repayment of bonded indebtedness.

The manager meets with his staff and department heads to inform them of the budget policy for the coming fiscal year. For example, in 1959-1960, 1960-1961, and 1961-1962, the manager instructed his directors to request all items that they thought necessary and proper. However, his instructions for the 1962-1963 budget were to curtail spending and request only necessary funds, but at the same time not sacrifice requests for new items genuinely needed. Coatingham's reason for the change in policy resulted from the City Council's directions that taxes be reduced in the 1962-1963 fiscal year.

At the policy meeting in 1962 the manager distributed the booklet, *Instructions for Completing Budget Requests Forms, 1962-1963*. This handbook contains a written expression
of the budget policy and samples of all request forms with information on how to complete them. The instruction manual and the "Budget Calendar" are the written guides for each department head.

The first deadline for submitting requests is March 7, when requests for building maintenance projects must be submitted to the building commissioner, who has a month to study each departmental request and make recommendations. The final deadlines for all other requests are April 2 and April 9, depending on the department.

Each member of the manager's immediate staff is then assigned certain departments to review. Six weeks are allowed for this reviewing process. After the reviews are completed and changes recommended, the manager meets with the department heads before finalizing the reductions or increases in original proposals.


4All operations of the city are divided into two groups for budgeting. Group I, which submits reports on April 2, includes Municipal Buildings West, Health, Retirement, Purchasing, Civil Defense, Legal, Tax, City Manager's Office, Traffic Engineering, Personnel and Civil Service, City Planning, City Secretary-Treasurer, Data Processing, Mayor and Council. Group II, which submits reports on April 9, includes Public Works, Fire, Park, Recreation, Water and Sewer, Aviation, Police, Accounting, and Library.
The actual budget is typed and printed by mid-June for submission to the City Council. The manager then holds study sessions with the Council. When the Council tentatively approves the budget, it instructs the city attorney to prepare an appropriations ordinance. The first reading of the ordinance is designated for the last week of June and the public hearing for mid-July. The ordinance, with separate schedules showing changes in the manager's estimates and reasons for the changes, is published in one of the two local newspapers during the first week in September. The appropriations ordinance is adopted and the tax rate set in mid-September. The ordinance is again published at that time. The final two weeks of September are devoted to preparation and modification of quarterly allotment requests, establishment of accounting controls, and preparation and mailing of tax statements. The budget becomes effective October 1.

Theory of Budgeting

Cookingham employs a program budget, which provides information on each city operation by activity. Each budget request is submitted on a standard form that facilitates analysis. The budget itself contains details by activity, and the departmental requests are submitted in even greater detail, not only by activity but also by unit of activity.
The theory of program or performance budgeting will be examined in more detail below in a discussion of cost accounting.

**Relations with Council**

Cookingham's view of budgeting is that it must show the cost of activities and that it is the major internal function of each department. He also feels that the City Council must have full access to information about the budget so that the individual members will understand the requests for appropriations. Cookingham has implemented a policy of holding frequent conferences with the Council to explain budget items. The program budget greatly aids both the Council and the manager in making changes because the immediate effect on a single operation may be seen on paper. The actual budget message to the Council is regarded by Cookingham as the "Manager's State of the City Address," similar in nature to the "President's State of the Union Address" to Congress.5

**Budget Form**

The annual budget of the city of Fort Worth is a massive publication which sets forth in detail the activities,

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programs, and expenditures of the city. The city manager and his staff realize the concern of the citizens over the spending of money which they pay into the municipal treasury, especially through taxation. Keeping this concern in mind and utilizing modern concepts of public finance, Cookingham and his assistants produce a budget which indicates in detail where Fort Worth money is spent. The budget is a co-operative effort. However, the actual writing of the published budget report is the responsibility of Jerry L. Brownlee, administrative assistant to Cookingham.6

The 1961-1962 Annual Budget of the City of Fort Worth, Texas serves as an example of the municipal budgeting policies and practices and of the format of the budget report:

Section I of the budget contains the manager's budget message, comparative charts of revenues and expenditures, and schedules and summaries, including a summary of budget needs by funds. Section II indicates by department the predicted uses of the General Fund for 1961-1962 and shows the 1959-1960 and 1960-1961 expenditures. Information is given for each department on (1) the costs of general administration; (2) activity detail—personnel, supplies, contractual services, and capital outlay; and (3) performance

6Interview with Eugene Denton, administrative analyst, Office of the City Manager, Fort Worth, Texas, March 1, 1962.
data—description of program, comments, and work load statistics. Section III is devoted to a similar breakdown of airport expenses; Section IV, to water and sewer funds; Section V, parks; Section VI, recreation; and Section VII, library. A final section is devoted to detailed capital improvements appropriations.

Each section of the budget is prefaced with a full-page picture representative of the activities of the department or departments within the section. Color-coding is employed throughout the report: dark pink is used for the table of contents; white for charts and messages and for the performance data; orange for the budget summary; yellow for functional comparison of expenditures; blue for comparison of current revenue by fund and source; brown for explanatory material; light pink for expenditures summary and activity detail; and deep yellow for summary of capital outlay appropriations. Forty-four pages are numbered by Roman numerals in Section I. The remaining sections total 489 pages. Explanatory pages and picture pages are unnumbered. The slick cover of the book shows a photograph of the central city area and freeway system.  

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7L. P. Cookingham and Staff, 1961–1962 Annual Budget of the City of Fort Worth, Texas (Fort Worth, 1961).
Accounting System

According to Rodger Line, the budget co-ordinator, the city of Fort Worth uses a modified cost accounting system, and the city's performance budget lies between a line item and strict cost accounting system. He believes that the development of a formal cost accounting program is important, yet states that the administration has not yet developed such a system. "However," Line adds, "the performance system we have now is good and is a decided improvement over what we had previously."

A complete cost accounting system enables an administrator to determine at a glance the total costs of any activity and, concurrently, the costs by units of work. The modified cost accounting system employed in Fort Worth enables the manager to know the costs of programs within the departments but not the unit cost. Rodger Line emphasized possible dangers of cost accounting, saying that the city can become involved in "accounting for accounting's sake."

A strict cost accounting program can go too far. It is not important to know the exact cost of passing an ordinance or the cost of an hour-length conference between manager and department head just so we can say that this year it costs $4 for each conference and there were 80 conferences; next year there will be 160 conferences, so we'll need $640, or twice the sum. This amount can be included in the manager's general operating expenses. On the other hand, it is important when the cost per unit

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8Line, op. cit.
of work is meaningful—for example, garbage collection. It would be useful to know if more money can be saved by having four men instead of three on the truck because time would be saved. On a program basis, we know what sewer maintenance costs and what it costs to operate the city garage; with cost accounting, we would know how much it costs to take a truck to haul dirt to a job and the exact costs of changing a tire. 9

Line item accounting gives an indication only of the total cost of operation of a department. Program accounting provides the manager with useful comparative information. The manager is supplied with this information through a series of periodic internal auditing reports. Each month the Accounting Department submits a financial report, which is analyzed and reproduced for the City Council and department heads. This monthly report summarizes the current operating expenditures. 10

The Accounting Department submits a more detailed quarterly report to the manager for distribution in summarized form to the Council and department and division chiefs. This report gives a detailed budget account by activity, including an indication of expenditures of quarterly allotments. (All funds are appropriated by quarters, and deficiencies in one quarter must be met in another.)

9 Ibid.

10 Ibid.
An even more detailed auditing report is compiled by the municipal accountants for scrutiny by Rodger Line and L. P. Cookingham at the close of each fiscal year. The monthly, quarterly, and yearly reports are all in tabular accounting form, and they are not directly summarized for public distribution. However, the Monthly News Letter and articles written from press inquiries supply the general public with summary reports. In addition, complete financial reports are available at the public library.

The City Council selects a firm of certified public accountants each year to perform a post-audit for the city books. This post-audit checks the honesty and financial ability of the administration. The auditors spot-check all transactions to insure that the revenues and expenditures are in accord with the ordinance, and they review cash procedures to insure that money is appropriately and safely handled.\(^{11}\)

Bonds

 Twice during Cookingham's administration in Fort Worth, bond issues have been authorized to finance capital improvements. These municipal bonds were approved by the people in bond elections and sold to New York investment firms. Over a stated period of years the city will retire the bonds by paying the principal and interest out of the

\(^{11}\)Ibid.
operating budget for each year. The $33,900,000 1960 capital improvements bond issue, authorized by the Council, provided money for street and freeway construction. The $55,000,000 1959 bond issue, which was authorized by the Water Control Board, insured the city's development of future water supply.

It is necessary to put out a prospectus on the economic state of the city before bonds can be sold. This statement informs the prospective buyer that the city has authorized the sale of bonds and would like the firm to bid and that the community has a sound economic base and balanced economy and, therefore, is capable of repaying the bonds. The printed prospectus is supplemented by other financial statements, notably the budget and the post-audit report,¹² which are also sent to bond-rating firms. In addition, Fort Worth and most other cities rely on personal contacts: when top city officials are in New York, they customarily visit the bond-rating firms to renew acquaintances. These firms give the city its financial rating which affects the interest rate.

When the city administration recommends a bond issue and the Council authorizes it, the Council instructs the manager to inform the people. The manager then begins an

¹²Ibid. Line added that some cities supply further reports to the various agencies on the city's economic picture. West Texas cities, particularly, forward reports of water resources.
intensive campaign to secure support before the bond election. He drafts a report, such as the Proposed Capital Improvements Program, 1960, and sends it to selected civic leaders and others who may request copies. He confers with officials of financial institutions. He also makes a series of personal appearances, giving speeches and answering questions on the proposed project.13

To garner public support for the bonds prior to the 1959 and 1960 elections, the manager sent information to civic leaders and held many press conferences. In addition, he accepted all possible invitations to speak to civic groups on the proposed improvements program. However, much of the publicity before the election was handled by the Chamber of Commerce, which made written and spoken reports to the people.

The 1960 report on capital improvements was favorably accepted by the public. The most enthusiastic supporters of the whole bond issue and, subsequently, of the report were builders who were interested in improvements necessary to their housing development projects and residents of areas where municipal facilities were in need of repair or expansion.

13 Line, op. cit.
Annual Report

Although the city of Fort Worth has instituted performance budgeting and accounting and carefully prepares for bond issues, it has no annual financial report except the technical report produced by the Accounting Department. It is important here to discuss what substitutes for an annual report in the financial operations of the city.

Rodger Line stated that a definite need exists for an annual message to the people to show them what services have been provided with the money spent. To some extent the Monthly News Letter informs the people of city services, but the audience is limited. The tax brochure reaches a larger audience but provides limited information. A brief summary of the post-audit report is also published in the newspapers. However, an annual report would show the service-cost figures, the post-audit report, and appropriate information to influence business and industry located outside the city to establish operations in Fort Worth. Promotion and advertisement of the city outside the metropolitan area are now left to personal contact by the manager and to efforts on the part of the Fort Worth Chamber of Commerce.14

There are two obstacles to publication of an annual report--prohibitive cost and lack of staff. Each year

14 Ibid.
appropriations for an annual report are requested by the manager, and each year the annual report is sacrificed by the Council for some more pressing immediate need such as street repair or a new garbage truck. However, when the money is available and the staff load is decreased to the point that report writers would be available, the annual report will probably take the form of a supplement in one of the daily newspapers. The cost of such a supplement would be $15,000 to $20,000. To print a brochure for each household in the city would require $50,000, or 50 cents per copy for 100,000 households. The cost of a slick-cover bound volume would be ten times the cost of a newspaper supplement.\footnote{\textit{bid.}}

Thus, as of 1962, the city of Fort Worth has no annual report. Since the City Council is requesting a reduced budget for 1962-1963, the possibilities of a report for that fiscal year are also slight. However, the manager still recognizes the need and hopes to fill it in time.

Summary

In general, the city of Fort Worth has a sound, progressive financial system which has attracted favorable attention nation-wide. The system is based on performance budgeting and modified-cost accounting. Furthermore, the

\footnote{\textit{bid.}}
manager always presents a balanced budget to the Council. In 1960-1961 the city ended the fiscal year with a surplus. Moreover, the over-all financial program has received recognition on more than one occasion, both state- and nation-wide.

The city of Louisville, Kentucky, annually makes an award for the best improvement in the field of local finance. The Municipal Finance Officers Association conducts a review of municipal finances all over the nation, determines the winner, and provides the appropriate ceremony for the city of Louisville. The city of Fort Worth received the first-place award for the fiscal year, 1959-1960, for its budget and the second-place award the following year for its capital improvements report.

John F. (Jack) Woods, formerly budget director, received the 1959 award of the Municipal Advisory Council of Texas for outstanding financial administration, and Jerry Brownlee, the administrative assistant, received a similar award in 1960.
CHAPTER IV

THE LINE DEPARTMENTS

Line departments are those which are in most direct contact with the public. The individual employees of the three departments considered in this chapter—Fire, Police, and Public Works—must maintain effective relationships with the manager, other city employees, and the press, and at the same time represent their city government in direct contacts with many Fort Worth residents and visitors to the city. The most visible operations of the city are carried out by men on the line. These operations are recorded in daily reports which eventually serve as the bases for more detailed reports to the Office of the City Manager and the City Council. In addition, the protective agencies must convince the public of the need for fire and crime prevention. The Public Works Department, on the other hand, works positively to supply the citizens with services ranging from waste disposal to freeway systems. Because the line departments are especially involved with the routine service functions of the city, they are constantly in contact with a number of publics, including homeowners, lawbreakers, building contractors, and school children.
Fire Department

The Fire Department has a separate division, the Fire Safety Education Department, which is solely concerned with publicity and reporting to the people. Through this division the Fire Department reaches almost every citizen in Fort Worth, including school children. This specialized branch of the Fire Department is located in an abandoned fire hall at 1401 Kennedy Street and houses the artistic, photographic, and written work of the department. Luther Koch, the director, supervises a staff of three other persons—W. S. Pierce, the assistant director; Jim Noah, the artist; and C. J. McAlister, the photographer.

Fireman Bill and Sparky

One of the most unusual and most successful programs of the Fire Safety Education Department centers around W. S. Pierce, better known to thousands of Fort Worth school children simply as "Fireman Bill." Fireman Bill annually visits every public, private, and parochial elementary school in the city, explaining to the junior citizens of the community the benefits and dangers of fire and how to control fire and fire hazards.

Fireman Bill combines a personal talent for communication with children with visual aids designed and executed by Jim Noah. During the past eleven years while this
school education program has been operative, Fireman Bill has used such devices as fire demons, bugs, match and cigarette characterizations, gremlins, and morons to convey the dangers of fire to his young audiences. In addition, he demonstrates fire dangers with explosion chambers, vapor troughs, and a flaming ironing board. And, almost every fall, Sparky, the Fire Prevention Dog, accompanies Fireman Bill to the schools.

Sparky, a four-foot tall upright toy Dalmatian dressed in a fireman's uniform, conceals a tape recorder within his frame, thus enabling him to "talk" to the children. Sparky himself is not a creation of the Fort Worth Fire Department but of the National Fire Protection Association of Boston, Massachusetts; however, Fireman Bill has extended the use of Sparky in his annual program.

When Fireman Bill visits the city schools with his yearly show, he also explains to the children how they can help to prevent fires all year long, not just when they are in school. Sparky is the key to this continuous fire prevention operation. For twenty-five cents children are given the opportunity to become inspectors in Sparky's Fire Department, a national organization. The Sparky inspectors receive an official inspector's badge, an official membership card, and an inspector's manual. During the

1National Fire Protection Association, Sparky (Boston, 1955). The fee is remitted to Boston to cover the costs of materials and mailing expenses.
summer Sparky and Fireman Bill visit fire halls all over the city, hosting Sparky parties for the Sparky inspectors in that area. At the Sparky parties firemen conduct tours through the fire hall for the children and demonstrate the uses of fire equipment and fire training materials.²

Fireman Bill is concerned not only with children of elementary age but also with older young people. He frequently gives programs for Boy and Girl Scouts to help them earn merit badges, and in 1951 he presided over a fire-prevention booth at the Boy Scout Jamboree.³

Fireman Bill and Sparky's success can be judged by the hundreds of letters of gratitude which follow the annual school shows. Noah gave further evidence of the success of the program by pointing to several incidents in which fire safety training at school has prevented children from burning to death or being seriously injured because they knew what to do. For example, a recent "thank you" letter to Bill told of a small girl whose dress was ignited by a gas heater in January, 1962. Remembering the advice she had heard at school, she walked calmly outside and rolled in the snow. She was badly burned, but had she run screaming outside without attempting to extinguish the flames, she would have died.⁴

²Interview with Jim Noah, artist, Fire Department, Fort Worth, Texas, March 13, 1962.
³Ibid.
⁴Ibid.
Other Special Services

Children, however, are not the only concern of Pierce, who also handles hospital fire safety. He conducts periodic training schools, which are held often enough for safety but not so frequently that the hospital routine is impeded. He also arranges frequent fire drills in hospitals.  

Industrial fire safety, along with baby sitter fire protection, is the concern of O. J. McAlister, the photographer, who arranges for all pictures used in commercial and plant training programs on fire hazards. He also works with Scouting groups which frequently are called upon as baby sitters.

Press Relations

Fire protection and prevention is a public matter, and Noah emphasizes the importance of good press relations. It is part of his job to "stay acquainted with news people."  

Fire knows no seasons, but specific fire hazards do. Consequently, it is part of the Fire Safety Education Department's duties to inform the newspapers and radio and television media of seasonal fire hazards such as Christmas tree lighting and the possibility of grass fires during the dry, hot summer. Noah prepares press releases and personally

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5 Interview with W. S. Pierce, assistant director, Fire Safety Education Department, Fort Worth, Texas, March 13, 1962.

6 Interview with O. J. McAlister, photographer, Fire Department, Fort Worth, Texas, March 13, 1962. McAlister also makes photographs used in investigations of arson cases.

7 Noah, op. cit.
hands them to the newsmen rather than mailing them. He further arranges programs that are suitable for radio-TV production and in 1962 was in the process of reviving a former five-minute weekly show for KVTW (Channel 11) on fire safety.\(^3\)

The Fire Department also stages an annual banquet at the close of Fire Prevention Week to present its White Helmet Awards to news reporters credited with outstanding fire coverage during the previous year. Plaques are given to winners in first through third places, and cash awards of seventy-five dollars and fifty dollars,\(^9\) respectively, are made to first- and second-place winners. The White Helmet Awards are designated for straight news reporting, feature story, radio news coverage, television news coverage, and photographs or drawings. Money for these prizes is donated by the fire fighters in Fort Worth.\(^10\)

**The General Public**

Although it is important to foster contacts with news outlets, the principal external responsibility of the Fire Department is to the people of the city of Fort Worth.

\(^3\)Ibid.

\(^9\)The 1962 award for second place is a twenty-five dollar increase from previous years.

\(^10\)Nosh, *op. cit.*
Therefore, each year the Fire Department makes an increased effort to reach this large public during Fire Prevention Week, which was held October 3 through 14 in 1961.

Red, white, and blue placards saying, "Help Us Stamp Out Fire!" were placed on restaurant tables throughout the city. The Chamber of Commerce, which takes an active role in fire prevention, printed thousands of reminders of Fire Prevention Week to be sent out by department stores with their credit statements. And the firemen of the city held a Miss Flame contest, which stresses fire prevention in a festive way. This contest receives thorough press coverage. Judging is open to the public, and the winner rides in a place of honor in a parade through the downtown area which climaxes the annual contest.11

In 1960 the Fire Department also initiated a program of home inspection for fire hazards. When the team of fire fighters entered a home to inspect it for conditions that might result in a fire, firemen distributed a Check List for Your Fire Safety to the residents to remind them to watch for unsafe practices constantly. This brochure, printed in red and black ink on white paper, contains a forewording note by L. P. Coingham, the city manager, and a list of emergency telephone numbers for all departments.12

11 Ibid.
12 Fire Department, Check List for Your Fire Safety (Fort Worth, 1960).
During the home inspection campaign, the local newspapers and broadcasting stations publicized the Fire Department and the purposes of the inspections. Nevertheless, the department met with a great deal of citizen opposition; many homes were never checked because the occupants refused entrance to the fire inspection team.13

**National Associations**

The Fire Department, in addition to its myriad of local activities, also works closely with two national organizations, the National Fire Protection Association and the National Board of Fire Underwriters.

The National Board of Fire Underwriters is an insurance association which provides no-cost emergency surveys and printed materials to local fire departments.

The National Fire Protection Association is a non-profit association of 1600 municipal and industrial fire departments which supplies advice and materials to its members. These supplies include a library of films, which the Fort Worth Fire Department frequently obtains for showings to civic groups in the city. In addition, the department has its own smaller library of films, film strips, and newsreels donated by the local television stations.

13 Noak, op. cit.
Each fall the members of the National Fire Protection Association submit for judging a scrapbook containing a record of their complete fire prevention activities. The 1961 scrapbook of the Fort Worth Fire Department was divided into two large, thick, hard-backed volumes which contained departmental publications, reports, letters, photographs, articles, and art work. The scrapbook, which was judged not only on aesthetic appearance but also on fire prevention activities of the department, placed first in national competition in 1961. Moreover, the Fort Worth Fire Department received its tenth consecutive first-place award in state competition in 1961.14

The Annual Report

The Fire Department, like other municipal agencies, also submits an annual report of its activities to the City Manager’s Office. Departmental secretaries compile statistical materials, the Fire Safety Education Department provides art work and the cover, and the city Print Shop handles the reproduction of the report. Some 350 copies of this report are usually released about March 15 for distribution to the manager, to other departments, to the public library, to school libraries, to fire marshals in cities of comparable size, and to the national agencies.15

14 Ibid.
15 Ibid.
The Office of the City Manager also produced a report which was a joint product of the Fire Department, the Public Works Department, the Finance Department, and the City Manager's Office. This document, Fire Department Capital Improvement Program, 1962, depicts the need for physical improvements in fire protection, especially the construction of additional fire halls, and illustrates proposed locations for new fire stations. The report is illustrated with maps which employ black, red, and yellow color-coding on blue paper. The entire book is printed in black ink but uses blue, white, beige, and yellow paper for proposed improvements, finances, progress reports, and architectural plans, respectively.16

Police Department

This particular section on the Police Department is divided into two parts, publications and special problems. Publications include written communications that are produced regularly by Chief Cato S. Rightower and his staff. Special problems relate to events within the department during the first four months of 1962 that indicate a need for revision and reform.

16City of Fort Worth, Fire Department Capital Improvement Program, 1962 (Fort Worth, 1962).
Reports

The Police Department, using studies of the frequency and occurrence of past police calls, produces three reports which provide information that can be used as tools in crime prevention. Two of the three publications are sent to national organizations. The third report is local only.

Each year the Police Department submits a report which is written not only for the city manager, other departments, and the City Council, but also for the Federal Bureau of Investigation. This Fort Worth Police Department Annual Report is an illustrated printed publication which includes a forewording letter to the city manager from the police chief, the Law Enforcement Officer's Code of Ethics, and numerous photographs, charts, and graphs. The report outlines the budget expenditures by activity; personnel figures; comparison of national and local crime rates; the age, sex, and race of persons arrested; offenses by month; and offenses reported and cleared by arrest. In addition, each division of the department is covered by a more detailed, illustrated report.17

The Annual Report is forwarded to the F. B. I., which compiles an additional report depicting a picture of crime in the United States. The F. B. I. assimilation of local

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17Cato S. Hightower, Annual Report of the Fort Worth Police Department (Fort Worth, 1939).
police reports is published as the Uniform Crime Reports and remitted to the contributing cities. The national and local report together provide the municipal officers with "a statement of the crime picture and how to cope with it." In other words, the local department can thus provide selective law enforcement.

In addition to the Annual Report, the Police Department compiles monthly and semiannual reports containing similar information for intradepartmental and administrative use. Yearly, semiyearly, and monthly reports are all machine-tabulated in the Police Records Division.

Furthermore, the Police Department compiles and prints both monthly and yearly accident and injury reports for the National Safety Council. These reports indicate the site of the accident, persons involved, engineering conditions, and traffic conditions. The national council, like the F. B. I., assimilates local reports, produces a national summary, and remits it to local officials to show weaknesses in accident prevention and to provide a basis of enforcement.

The third type of police report is another product of the records section. Each day a list is kept of the radio calls; this list shows the incident reported and

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13 Interview with Roland Howerton, assistant chief, Police Department, Fort Worth, Texas, March 13, 1962.
19 Ibid.
its disposition. At the end of the year the department compiles a total of calls handled during the calendar year to use as a supervisory tool in law enforcement. In 1961, for example, there were 110,000 radio calls in 365 days.20

Special Problems

Problems are apparent in the over-all management and operation of the Fort Worth Police Department which add to the city's public relations job. Several factors may contribute to the ineffective police administration. One is the Texas Civil Service Law, which was ratified by every major Texas city except Dallas. This law requires that when a police chief is removed by the manager or council of a city, he is merely demoted to the rank which he held before his promotion to chief, unless he was actually convicted of a crime. Consequently, four former police chiefs now serve as high-ranking officers under Chief Cato S. Hightower, who was promoted from chief of detectives.

A second factor may be the chief's failure to maintain effective professional contacts outside the city. All city policemen belong to the Fort Worth Police Benevolent Association and the Fort Worth Peace Officers Municipal Association; the latter organization includes membership

20 Ibid.
in the line-dominated Texas Municipal Police Association, Chief Rightower is a non-participating member of these three organizations. However, he does not belong to the chief-dominated Texas Police Association although Roland Howerton, the assistant chief, serves on the three-man board of directors of J. P. A. Neither Rightower nor any other Fort Worth chief is a member of the International Association of Chiefs of Police, nor does he belong to the Texas Chiefs of Police Association, which is connected with the League of Texas Municipalities. The manager has urged Rightower to participate in professional organizations and to attend state and national meetings to prevent in-breeding and to take advantage of new ideas advanced at these assemblies. However, the chief has not acted on the suggestions.21

A third factor that contributes to the problems in management is a lack of adequate police personnel as recommended by authorities for a city of 400,000 people. The ratio of policemen is only 1.3 per 1000 population in Fort Worth. A final factor may be that the city manager was inexperienced in management of a large municipal police force, having been accustomed to the Kansas City police department, which is state-controlled.

21 Interview with Eugene Denton, administrative analyst, Office of the City Manager, Fort Worth, Texas, April 6, 1962. Interview with Roland Howerton, assistant chief of police, Fort Worth, Texas, April 16, 1962.
Nevertheless, in spite of the limitations, there have been slight improvements in the operations of the Police Department, including addition of a "platoon" of trained dogs in 1962 and an electronic records system in 1960. Yet two situations arose in 1962 which reflected badly on both the police chief and the city manager.

In February, 1962, the manager charged the chief with inefficiency, and the chief appeared before the City Council to answer questions. Newspaper coverage was rather vague, but the differences were apparently resolved. Then, a few weeks later, Patrolman Jimmy Dean touched off a heated controversy by telling a newspaper reporter that irregularities existed within the Police Department and hinting that payoffs were involved. Dean himself was in jail at the time on a charge of creating a disturbance at a local night club. The Texas District Court Grand Jury began an investigation of the police operations of the city. Its conclusions in April, 1962, were that "certain irregularities" existed within the department.22

22Cookingham is apparently faced with a severe management problem. However, with the strict civil service laws of the state regulating promotions and demotions, he cannot easily dismiss Nightower and promote someone else to the chief's office. Moreover, it is impossible to bring in someone from outside the city's police force, according to the law.
L. P. Cookingham, the manager, called a meeting on April 3, 1962, of the fifty-three police personnel above the rank of sergeant, instructing them to "go all the way" in ferreting out irregularities and weeding out all men who are not properly performing their duties."\textsuperscript{23} The manager expressed regret that no specific charges had been made by the Grand Jury but charged the policemen to report any irregularities they might find to Hightower or himself. At the same time, Cookingham reported that he had made a week-end investigation and that Eugene Denton and Jerry Brownlee, analyst and assistant, respectively, were also making separate checks into police activities.

The Tarrant County Crime Commission recommended the employment of an outside consulting firm to investigate the department, but the City Council rejected the recommendation because the two consultant firms suggested by the commission were management, not criminal, specialists.\textsuperscript{24} The manager and the Council agreed to conduct internal investigations instead.

The complete results of the investigations were unknown as of April 17, 1962, but an Internal Securities Division had been formed and put into action under the direction of H. F. Hopkins, sergeant in the Youth Division.

\textsuperscript{23}Fort Worth Star-Telegram, April 4, 1962, Sec. 1, p. 1.\textsuperscript{24}Ibid.
Public Works Department

The Public Works Department, which supervises construction for and provides many of the service operations of the city, produces a variety of reports. However, this section of the thesis is not concerned with informative reports issued by the Public Works Department for inclusion into a larger administrative report to be used for financing, especially through bonds designated for capital improvements. Brochures and reports involving public works finance have been considered in general discussion in the previous chapter under bonds, budgets, and finance.

The Annual Report of the Public Works Department for 1959-1960 illustrates the contents of this yearly summary of activities. The report, which in 1959-1960 was bound in a blue cover with line drawings on the front, is a color-coded, illustrated publication.\footnote{L. P. Cookingham and C. M. Thelin, Annual Report of the Public Works Department for 1959-1960 (Fort Worth, 1960).} It is distributed to the City Council, the city manager, other department heads, the DeMolays for use in their civic project, and to interested persons. Approximately 200 copies are released each year. Each division in the department furnishes C. M. Thelin, the director, with statistical information and comments.
for the fiscal year in terms of unit cost. The material is then compiled by the director and his immediate staff and presented both in detail and in over-all summary.26

The department, in addition, compiles monthly, quarterly, and semiyearly reports which give statistics on costs of operations and equipment. These reports are delivered to the manager, who uses them as a supervisory tool and for inclusion in the *Monthly News Letter*. The department itself finds the shorter statistical summaries useful as a basis of purchasing.

Information from both reports is distributed to external publics, although the short-term reports are basically an internal reporting device. The yearly report, on the other hand, has proved to be a good public relations tool for inquirers and for exchange of information with other Texas cities and municipalities as distant as Honolulu.

The Engineering Division of the Public Works Department compiles reports, at least semimonthly, on the status of work orders and contracts issued, basically in reference to utilities. These "Project Information Sheets" are referred to a co-ordinating committee of affected departments and divisions. The engineers also produce "Project

26 Interview with Keith Shelton, administrative assistant, Public Works Department, Fort Worth, Texas, March 7, 1962.
Status Reports" on the progress of thoroughfares which are similar in form and purpose to the information sheets.\(^{27}\)

One other departmental publication, a Municipal Government Telephone and Radio Directory, is issued only for an internal public. It lists important telephone numbers and radio call signals.\(^ {28}\)

The Department of Public Works is not limited to written reports in its public relations program, however. In fact, two other methods are used by this agency to demonstrate to citizens that the city of Fort Worth does not squander tax money. One tool is a policy of answering all complaints which are filed with the office. All Fort Worth municipal departments follow the policy of answering complaints, but Public Works is the target of numerous requests for service because this agency is responsible for many activities that tend to cause complaints when service is disrupted or poorly handled. For example, the department is frequently called upon to restore irregular refuse pick-up service or to repair damaged street surfaces. Public Works attempts to answer these requests for service as they are made.

The other policy is to show the public all stages of progress of projects financed with bond money. The 1960

\(^{27}\)Ibid.

\(^ {28}\)City of Fort Worth, Municipal Government Telephone and Radio Directory (Fort Worth, 1961).
bond issue, for example, provided funds for street repair and widening; as these projects are implemented, signs are placed at the site of construction showing "Your Bond Money in Action."

Summary

The line departments surveyed adequately perform the services for which they are responsible. The Fire Department has one of the best fire prevention programs in the country, as one of the national bureaus has indicated. The Public Works Department receives a normal share of complaints, but the agency provides ample information about its services, including an illustrated annual report. The Police Department, too, provides adequate police protection and has made several recent changes that are in line with new crime-fighting techniques. However, the chief appears to be a weak administrator, and there are other internal difficulties, including wayward policemen and a poor management situation.
CHAPTER V

EVALUATION AND RECOMMENDATIONS

As a whole, the public relations program of the city of Fort Worth measures up to standards established by such authorities on municipal administration as the International City Managers' Association. This is particularly true of the municipal publications program. However, there are weaknesses in the over-all publications and public relations programs of the city which may adversely affect relations with external or internal publics. Some of these deficiencies cannot be corrected until more money is made available to the city manager by the City Council. Nevertheless, the city administration needs to be aware of all present problems in order to work toward their solution.

External Publics

The effectiveness of the city manager's public relations program can be seen by a consideration of the external and internal publics. External publics are those which are not a part of the municipal administration.
The Press

Newspapers and broadcasting media cannot be taken as a compact public with a unified view toward the city administration. Within these journalistic media there are divided opinions. Variations in attitude are detectable in news stories. The individual differences of opinion do not become significant, however, until it is realized that the newspaper and the radio-television news programs are the chief sources of information for the general public. Thus, once the reporter has developed a point of view, his readers or listeners often adopt that outlook.

City hall reporters indicated in replies to a questionnaire sent to them in April, 1962, that the Monthly News Letter generally provides leads for news stories, features, and editorial comment. However, Wayne Brown of WBAP Radio-Television in Fort Worth described the publication as merely a publicity hand-out which should be discarded as "a waste of the taxpayers' money." John Shendalski

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1 A questionnaire regarding attitudes of reporters who cover Fort Worth municipal government was mailed April 1, 1962, to the news departments of two newspapers, two television stations, and four radio stations. Replies were received from both newspapers, one radio station, and one television station. This questionnaire may be found in Appendix I.

2 Note attached to questionnaire by Wayne Brown, general reporter, WBAP News, Fort Worth, Texas, April 5, 1962.
of The Fort Worth Press stated that the News Letter "seems to contain mostly news items which have already appeared in newspapers, giving only the city's side." The publication, he said, "occasionally suggests a new angle, but not often." The manager's staff, including the author of the News Letter, agree with Brown to an extent: they explain that the publication is directed at newspapers, civic leaders, and city employees and that it is unsuitable for use by broadcasting media because it contains no spot news.

The unfavorable attitudes toward the report could be altered by a clearer explanation to newsman of the purpose of the Monthly News Letter. Newsman tend to regard with disdain any publicity hand-out and automatically expect its value to be limited. The manager should make it clear that the function of the publication is to summarize past happenings and to preview planned projects, emphasizing that the News Letter is not designed either as a fully-reported story or as a publicity release for use by mass media alone.

The one publicity release written for broadcasting media, "Spot News and Comments," was so infrequently published from June, 1961, to April, 1962, that the reporters

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3 Note attached to questionnaire by John Chendalski, The Fort Worth Press, Fort Worth, Texas, April 4, 1962.
who cover city hall were unfamiliar with it. The municipal staff analysts said that the information sheet was distributed only once or twice on occasions when the Manager’s Office hoped to obtain analytical comments rather than straight spot news from radio and television stations. If published on a regular basis, this release might increase the news coverage of local government significantly. With the exception of KKOL, news coverage of municipal activities by radio stations was quite limited during the period, 1960-1962.4

Respondents to the questionnaire also seemed dissatisfied with the presentation of regular administrative reports. The news reporters questioned agreed that interviews with L. P. Cockingham or other members of his staff may be secured without difficulty if the interviewer indicates an interest in expanding coverage of a report. John Chendalski of the Press noted, however, that a reporter must sometimes insist on information for adequate background material and news coverage,5 and Wayne Brown of KFAP stated that, “If the reporter ‘discovers’ the story, co-operation is generally satisfactory.”6 Bruce Reel of KKOL Radio reported that

4KKOL has a policy of broad coverage of municipal government programs and activities. The station’s coverage exceeds that of any other radio station in Fort Worth, which may indicate that KKOL considers coverage of civic affairs an obligation of the radio medium.

5Chendalski, op. cit.  
6Brown, op. cit.
information is withheld only when the manager's position might be jeopardized with the Council. "In other words, they don't want the council to read about it in the papers or hear it on the radio before they receive their personal memo on the matter."  

The reporters questioned felt that the manager and his staff co-operate with the press although the Press reporter said that the manager wishes to insure that news coverage favors the manager. Chendalski's stringent comment reveals his attitude:

> The city manager's office, where much city news comes from, seems filled with persons who believe the press should be an extension of the local government. This is not possible, of course: The press is not—and cannot become, if it is to be a free press—a part of government, but a part of the governed. It has a responsibility to inform about the government but also a duty to inform about the governed citizenry. And often these two duties are at odds with each other. The manager and his staff at those times believe the press should not emphasize citizen criticism of the government, since, they say, the citizens "don't know the whole story and can't understand all the complications." This may be a proper attitude for a public relations firm promoting a specific industry, but not for a government.

The reporters questioned, except Brown of WBAP, felt that the manager and his staff are available when needed, and Brown rated the availability as "fair." Neal recapitulated

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7Note attached to questionnaire by Bruce Neal, assistant news director, KXOL Radio, Fort Worth, Texas, April 3, 1962.
8Chendalski, op. cit.
his position on the availability of information, saying that the autonomous citizens boards provide the most trouble in securing information. "This happens only occasionally, and usually in connection with a pending business deal or when personalities are injected into their proceedings."9

Neal added a further comment justifying the manager's restraint on some issues:

Sure, we have our problems getting information on occasion, but you could expect to encounter similar problems in dealing with any large corporation. And, that's what our city government in Fort Worth amounts to...a very large business, run as a large business should be run. I only wish more of our large local concerns were as co-operative as City Hall.10

Special Press Relations Problems of Manager

Cookingham's problems of press relations are broader than those related to administrative reports and publicity releases. As an experienced professional administrator, Cookingham tends to be a strong manager who remains in the forefront rather than a manager who remains in the background.

9Neal, op. cit.

10Ibid. Neal's position is rather interesting because he draws an analogy between private business and public government. Perhaps his statements were more concerned with vindication of the manager (he regarded several of the items on the questionnaire as slanted and inherently hostile.) than with the reality that city hall is more than a proprietary operation. Like any level of government, the municipality is the servant and property of the citizenry as well as an instrument of control.
Consequently, he makes himself available to the press and to the public, thereby bringing himself into the spotlight. He releases reports bearing his signature. In short, he has become synonymous with municipal government in Fort Worth, and to many people he is city hall personified.

This predominance of the manager in the news produces two effects: (1) the public, through the press, sees the manager as the policy-maker of city government; and (2) the city councilmen, the real policy-makers, are pushed into the background, an unhealthy situation for political leaders in any community.

All city managers are faced with the dual responsibilities of leadership, but the strong manager's problem is accentuated. He cannot make himself unavailable to public or press, nor can he convey a picture of complete authority. The only solution is for the manager to remain available but to refer policy matters, wherever and whenever possible, to the council members. If the council members are not available when a citizen or the press is present, the manager could take care to credit the council when and where credit is possible.11

11Although the International City Managers' Association states throughout its publications that one of the principal tasks of the manager is to create favorable public relations for the city, it also states with equal frequency that neither the manager nor the public should lose sight of the manager's responsibility to the council.
The People

The press influences the people to a considerable extent, whether on matters of local government or national and international political situations. However, citizens are influenced in forming their opinions of the city government not only by the press but also from contacts which they themselves have with the city manager and his staff. Any city receives complaints and requests for service, and in Fort Worth these suggestions are promptly honored. Nevertheless, the general public receives little non-press-related information about the functioning of their city government.

The most serious vacuum in reports to the people is the lack of an annual report. The only direct reporting which all taxpayers receive without request is an annual tax brochure. An annual report of the city would inform the general public of the financial situation of the city, the crux of governmental operations. Such a bulletin would show the people what services have been rendered for the tax money spent.

Annually, appropriations for a year-end report are requested in the budget of the city, and each year the item is sacrificed to meet the expense of some more pressing need. However, the manager and the City Council should work together to set aside the necessary $15,000 to $20,000
for at least a newspaper supplement to serve as an annual report. With a printed record of the highlights of municipal administration for a fiscal year the citizens might better comprehend the exact meaning of a successful or unsuccessful year for the city. For example, in 1960-1961 Fort Worth ended the fiscal year with a surplus in the city treasury, but few people recognized this financial achievement. Furthermore, it is most unusual for a city with a metropolitan population exceeding 500,000 people not to have an annual report. Nevertheless, in 1962 publication of the accomplishments of the city was being left to the Chamber of Commerce and the Monthly News Letter, which reaches a public limited to the press, civic leaders, and city employees.

On the other hand, many citizens might not read either an annual report or departmental reports even if they had access to copies. Many persons are not interested in complex statistical and program data. Nevertheless, copies of governmental reports should be made available to the general public if they have been made available to civic leaders, the Chamber of Commerce, the press, and city employees. Printing copies of each of the myriad of reports issued by the city for wide distribution would be unfeasible because of the cost factor. But copies could be made available
at the Fort Worth Public Library; by April, 1962, some reports were not even filed there, notably personnel and financial reports. However, these reports are of a technical nature and are designed for management purposes. They are also available on request.

During the spring of 1960 the city of Fort Worth made an all-out effort to reach the general public through television. KFJE-TV (Channel 11) as a public service allotted the city a thirty-minute time spot each week for thirteen weeks for the presentation of news about municipal government. The programs, mainly the responsibility of Eugene Denton, varied from fire protection to a three-program series on an approaching bond election. However, the program was discontinued after the thirteen-week period because it was a non-sponsored show. In addition, the quality of the series was not consistent. Some of the shows were excellent, but others, which included question-and-answer sessions, were obviously not spontaneous.13

12 Interviews with Jack Woods, personnel director, and Rodger Line, budget co-ordinator, Fort Worth, Texas, March 13, and March 7, 1962, respectively.

13 This opinion is based upon personal viewing of the thirteen-show series in 1960 by the author and from reviewing portions of the series in a private showing at the city hall, November 7, 1961. In addition, the responsibility for the inconsistency in programming falls upon the individual departments which planned shows for the series.
A renewal of this television report to the people would provide a medium of information to the public. However, the re-institution of the program would necessitate several changes: (1) consistent high-quality shows; (2) a sponsor, such as the Chamber of Commerce or the Downtown Merchants' Association; and (3) a new contract with the television station, which is now KWTY.

In summary, the Office of the City Manager cannot separate the general public from the press. The "Kansas City stigma" which plagues the manager and his staff and the "policy-dictator" feelings that some citizens hold toward the manager cannot be overcome until press coverage provides a pro-government opinion in the news columns.

The Business Publics

Another important public needs the valuable, compact presentation of statistical information which an annual report would provide. This public consists of the bond-rating firms which give the city its financial rating to enable it to sell bonds to supply the city with funds for capital improvements. The city does forward other financial statements, but the advertising function of the annual report must be assumed in part by a private organization, the Fort Worth Chamber of Commerce. The city should supply this need.
A second segment of the business public which is neglected consists of suppliers. At the present time, no purchasing manual exists; consequently there is no written guide for those who wish to place bids for city contracts or to provide the city with a service. Such a manual should set forth the procedures of bidding and term arrangements in addition to general policies. The lack of such a manual hampers the work of the Purchasing Department itself because each time the city makes a purchase, the department must explain the regulations to the business firms in question. Moreover, the other municipal departments must improvise methods to familiarize themselves with purchasing policies because they have no written guide to which they could refer. Such a manual is definitely needed.

The general business public may also suffer because of the lack of a comprehensive master plan for the city. Problems have already arisen because of an inadequate zoning ordinance prior to 1940. Similar problems of location and use may reappear unless a long-range municipal development program is planned and implemented. The City Planning Department did make a preliminary report for a comprehensive plan in the spring of 1962.

Despite the above weaknesses, practical working contacts with business leaders have been established by the city manager. Almost all governmental reports are distributed
to this specialized public in hopes that the response will be favorable and that these civic leaders can and will influence the general public through their own public relations operations. Two of the best examples of co-operation between the city and general business are: (1) the role played by the Chamber of Commerce in bond sales and bond elections, and (2) the manager's consultation with business and industrial leaders on urban renewal. The latter program has been accepted as a need of the city by many real estate men and other business interests although it is rejected by the general public because federal aid is involved.

The Internal Publics

The city manager must retain good public relations within the city administration. As the chief administrator, the manager is responsible for all activities of the internal publics.

City Employees

Deficiencies in the municipal public relations program exist within the governmental organization itself as well as outside the internal structure of the city. Within the government the city employees constitute an important public, and any misunderstandings can produce harmful effects, especially if complaints are voiced beyond the confines of city hall.
One of the needs of the city is a personnel manual for new employees which would set forth in simplified and abbreviated terms the personnel policies of the city. As of April, 1962, only health and accident information was available in written form for new employees. Policies on such other matters as promotion, dismissal, salaries, and vacations must be retained by memory, if at all, from the oral briefing given by the Personnel Department at the time of employment. Although the analogy between big business and government is not wholly accurate, government is a major business when acting as an employer; yet few other large businesses would fail to provide new employees with a written statement of their terms of employment.

On the other hand, once an employee has actually begun work, he has the opportunity to be kept informed about the operations of the city through the Monthly News Letter. Each department receives an adequate number of copies for posting in each of its divisions and offices. The employees are not arbitrarily dealt with by the Personnel Department or the city manager. They have the benefits of a personnel classification and compensation plan with stated pay and promotion gradations. Union representation is also permitted, but aside from firemen, only a small percentage of employees of the city are union members.
Nevertheless, both persons applying for positions with the city and those seeking advancement within the individual departments lack the advantage of an adequate testing program. Only public safety employees are covered by civil service, although a position classification system is used for other employees. The new Electronic Data Processing Department makes an admissions-promotions testing feasible because scoring and employment records can be handled by rapid mechanical computers. A testing program, coupled with supervisors' references, could provide a sounder merit program of employment and advancement.

The civil service regulations of the Fire and Police Departments contain several overly restrictive provisions. The most limiting are those which concern strict promotion by seniority and the demotion of chiefs who have been removed from their positions. Unfortunately, these civil service laws were passed by the state; therefore, the city can neither modify nor circumvent them.

Departments

Some of the departments included in this study have internal weaknesses that do not directly affect the quality of service rendered to the external publics but which have an effect on the administration as a whole. Some of these weaknesses are interdepartmental; others concern only one department and its relationships with the city manager.
The City Planning Department.--The lack of a master plan not only affects private planning by business and the general public but also the operations of city departments, especially Public Works and the semiautonomous boards. The Public Works Department must co-operate with city planners in the development and implementation of capital improvements programs. The Police Department must also be considered in street and freeway construction because the police must expedite traffic flow. The Water Department is concerned with water supply and facilities. The independent boards are affected by changes in park and recreational facilities, airport construction, or library building. These departments and boards all need a comprehensive plan. In addition, an entirely independent government, the Fort Worth Independent School District, is vitally interested in planning for municipal growth and development. Moreover, the legal adviser must approve expansion plans, especially annexation.

The Planning Department has another problem aside from the lack of a master plan. This department has been an independent agency only since 1959; previously, city planning was a division of the Public Works Department. However, city planners indicated that the Public Works Department has not fully yielded control of planning and sometimes attempts to interfere with policies of other departments. This interdepartmental rivalry should be terminated to insure effective work by both offices.
The Finance Department.--Although the Finance Department has received both state and national awards since L. P. Cockingham became city manager in Fort Worth in 1959, three inadequacies remain: (1) the lack of an annual report; (2) the partial reliance on the Chamber of Commerce for bond publicity; and (3) the need for continued improvement in the accounting system. The first two needs were commented on above. Modification of the accounting program might include institution of more extensive cost accounting in areas where it would be meaningful to know the cost of units of work. Among these areas are the line departments, which employ many persons and provide numerous services. These services might be improved if the departments knew even more where man-hour efficiencies occur.

The Police Department.--The Police Department in 1962 provided the biggest problems in both internal and external public relations. A Texas District Court Grand Jury charge of irregularities within the police force focused the attention of the public on the department in April, 1962. In addition, the manager was confronted with a morale problem within the department and with several difficulties directly related to the police administration. The most serious of the problems was the inability of the manager and the chief to agree on policies and administration. However,
Texas civil service laws prevented any action by Cookingham other than the possibility of demoting Cato Rightower to his former position as chief of detectives and replacing him as chief with someone else from the department. Thus, Cookingham had to decide whether to replace the chief or to keep attempting to force improvements by Rightower.

Summary

L. P. Cookingham's theory of public relations is to provide the best possible municipal services in Fort Worth, then publicize the city's performance. His basic information tool is the written report drafted by either the individual departments or by a member of the manager's staff, or both.

The reports are well-written statistical documents which are also attractive because they are color-coded and bound. Moreover, the charts, diagrams, illustrations, and maps make the reports more interesting in addition to providing reference material. However, all reports have a limited audience which includes the general public only in so far as newspapers recapitulate administrative bulletins and individual citizens request copies of a particular document. Furthermore, departmental distribution of these reports is not apparently co-ordinated.
The Office of the City Manager analyzes all administrative reports and submits them to the City Council. Many of the periodic reports within the fiscal year become the basis for recommendations to the Council through the "Communications to Mayor and Council." Others are included in the Monthly News Letter for public distribution. The major reports of the Manager's Office appear to be the News Letter and the annual budget message.

Some departments have few public relations problems, notably the Print Shop-Office Services Division of the Purchasing Department, the Buildings Maintenance Division of the Public Works Department, the Municipal Buildings West Department, and the Fire Department. The Fire Department has a particularly good public relations program. On the other hand, the Purchasing Department lacks a specifications manual, and the Public Works Department has yet to recognize the independence of the City Planning Department. The Planning Department has another major inadequacy, the lack of a comprehensive master plan for the city.

The Personnel Department needs to develop an employee handbook and a better admissions and promotions program to improve over-all municipal relationships with city employees and to insure public confidence in those persons
who work for the city. The Finance Department, despite its award-winning budget and capital improvements bond report, relies heavily on the Chamber of Commerce for publicity when bond sales are needed and places too much confidence in the press and the Monthly News Letter in lieu of an annual report.

However, in the spring of 1962 the most publicized problem affecting both external and internal publics was the apparent lack of co-ordination in the Police Department. The relationship between the chief and the city manager is not in consonance with sound administration. Moreover, the findings of irregularities within the police force is detrimental to morale within the government and to continued public confidence. On the other hand, a general reorganization of the department is impossible until actual irregularities can be found and proved because of the Texas Municipal Service Law, which establishes the civil service procedures in the state.

Cookingham has problems outside the departments, also. He faces the responsibility of meeting Fort Worth's need for a strong manager yet insuring that the City Council receives appropriate credit. He must meet the challenge of a press which has mixed attitudes. He needs to convince the citizens that his past experience and the few employees he brought from Kansas City are not going to cause Fort Worth to lose its unique flavor or heritage.
One solution to the communications problem the manager has with the general public is increased reporting to the people. However, regular staff and departmental analysts are overburdened without additional writing responsibilities. A person trained in both report writing and municipal management might be a worthwhile addition to the manager's staff. Professional viewpoints among public administrators do not agree on the creation of a position of municipal public relations officer, but a temporary employee in this capacity might be able to assist the regular staff and better inform critical Fort Worth citizens of the exceptional accomplishments of Cookingham's administration.

Notwithstanding occasional criticisms of Cookingham's administration, the over-all public relations program is sound, especially internally. The undesirable consequences of the lack of a purchasing manual, personnel handbook, master plan, and annual report are recognized by the manager and the respective departments. The chief impediments to improvement are needs for more staff and money.

In general, the technical reports on personnel, finance, maintenance, and operations which are made monthly by departments give the manager a satisfactory perspective on the staff and line functions of Fort Worth city government. He has at hand supervisory tools of administration and
control. He realizes the city's shortcomings and works toward overcoming them. He has made many improvements in the government of the community since 1959. He understands administrative theory and knows the recommended established practices.

Cookingham believes in good performance publicly reported. He practices management principles which are advocated by authorities such as the International City Managers' Association and carefully reports administration performance to the City Council, the press, and the people. He encourages an open door policy in all city offices, and the City Council meetings often overflow with interested citizens. Provided Fort Worth community leaders can muster support for the progressive measures which Cookingham is highly qualified to implement, he may be able to lead the city to develop its vast potential once he can resolve the internal municipal problems, most of which were inherited from a preceding weak municipal administration.
APPENDIX A

QUESTIONNAIRE

(This questionnaire was originally typed on one legal-size page, elite type, single-spaced. It was mailed April 1, 1962, to the news departments of the following media: The Fort Worth Press, Fort Worth Star-Telegram, WBAP Radio and Television Station, KVTV Television Station, KXOL Radio Station, KGUL Radio Station, KPJZ Radio Station, K-Jim Radio Station. Both newspapers and WBAP and KXOL responded.)

Dear Sir:

At the present time I am making a study of the public relations programs, internal and external, of the city government in Fort Worth, concentrating especially on the city manager and his administration.

Obviously, the reactions and attitudes of the press (newspapers, radio, television) are significant. Therefore, would you please fill out the questionnaire below and return it to me in the stamped, self-addressed envelope which is enclosed.

The results of this study are to be written into a thesis for a master's degree. As this thesis must be completed and filed within the month, I would appreciate your sending your reply as soon as possible.

Thank you very much.

Sincerely yours,

Charldean Newell
Box 5852, N. T. Station
Denton, Texas

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1. Opinion survey of the Monthly News Letter released by the city manager. Please check the appropriate blank.

____ I feel that this publication is purely a publicity hand-out and that it belongs in the discard stack.
____ Publication seems to take the place of interviews and tends to make the city administration feel less responsible to be available.
____ Helpful—provides leads for news stories, features, and editorials.
____ Though not complete, publication offers useful information which the reporter does not resent obtaining in this manner.
____ A quality release.
____ Other (specify):


____ Suitable only for discard.
____ Reduces number of regular interviews.
____ Helpful—provides leads for news stories, analysis, commentary.
____ Very helpful because condensation of material allows brief yet analytical coverage.
____ Other (specify):

3. Regular administrative reports, brochures, other materials.
   Yes  No

____ Is there a problem of interviewing for deeper analysis?
____ Do you feel the press is supplied with all information necessary for adequate background material and news coverage?

4. The city manager and his staff
   Yes  No

____ Co-operative with press?
____ Co-operative, but source seems to want to insure slanted coverage.

Poor  Fair  Good

____ Availability of city manager and his staff.
____ Availability of department heads and other employees.

_________________________________________(Signature, position, paper or station.)

Please place comments on back.
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