November, 1977

Contract #H-2268-R

PARK MAINTENANCE IMPROVEMENTS IN FORT WAYNE

By

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For

Office of
Policy Development & Research
Department of Housing and
Urban Development

The research and studies forming the basis for this report were conducted pursuant to a contract with the Office of Policy Development & Research, Department of Housing and Urban Development (HUD). The statements and conclusions contained herein are those of the contractor and do not necessarily reflect the views of the U.S. Government in general or HUD in particular. The contractor alone assumes responsibility for the accuracy and completeness of the information herein.

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EXECUTIVE SUMMARY

Fort Wayne's efforts to improve productivity in park maintenance included the development of a work reporting system, changes in the deployment of mowing personnel, the evaluation of refuse removal procedures, development of a quality rating survey, and improved work scheduling.

The project was plagued with a number of difficulties stemming from political changes in Fort Wayne, labor-management relations, computer problems, and turnover of consultant personnel. Despite these problems, the following improvements did occur:

1. a quality rating survey was developed to measure the appearance of parks through citizen interviews as a way to assess and improve maintenance performance,

2. the refuse removal review resulted in a decision to save money by using larger collection recepticles and hiring a contractor to collect them, and

3. work scheduling improvements were made for winter work and for mowing and litter clean up.

Results from these changes were not quantified.

While the results of this productivity demonstration project are limited when compared to other productivity projects, they do suggest that the process of taking a hard look at work processes can give rise to ideas that will improve productivity.

INTRODUCTION

Continuing citizen demands for more and better municipal service coupled with revenues that generally fail to keep pace with inflation unless tax rates are raised have caused substantial interest among municipal officials in productivity. Improving productivity is defined as getting the same quality and quantity of service at lower cost, or if gains are taken as service improvements rather than cost savings, as getting improved quality or quantity of service (or both) at the same cost.

Productivity improvement means more output or results per unit of input; for example, the number of times a particular service is performed per man-hour. This measurement implies that productivity can be improved when employees work harder, which is true. However, in private industry and the public sector, worker productivity is often improved by actions that may make work easier, not harder, for employees. Some sources of productivity improvement of this type include introducing new equipment, new organization of work, and better scheduling of existing equipment.

The translation of a desire to improve productivity in municipal functions into actual improvements is not an easy task. Different techniques need to be tried, evaluated, and improved. Then those results need to be made available to local officials so that they can implement proven techniques. This process requires some risk taking by jurisdictions first experimenting with ways to increase service without increasing cost and, in many cases, initial investments by those jurisdictions. To encourage state and local governments to undertake productivity improvements, the Office of Policy Development and Research of the Department of Housing and Urban Development has been sponsoring a number of demonstration programs throughout the United States.

One of these programs concentrated on the municipal functions of parks and recreation and streets and highways. Under the program, a nationwide competition was undertaken among cities making proposals to improve their productivity. Four cities--Dallas, Fort Wayne, Honolulu, and Hartford--were selected as demonstration cities and provided both funds and technical assistance to undertake productivity oriented projects during 1975. This report deals with the Fort Wayne project on park maintenance. Other reports deal with park maintenance in Hartford, street maintenance in Dallas, and both subjects in Honolulu.

In addition, a separate report, "Productivity Improvements in Four Cities: Street and Park Maintenance Functions", summarizes the common elements of the demonstrations and provides a guide for officials seeking to improve their park and street operations by learning from the experience of other jurisdictions.

BACKGROUND

Fort Wayne is a city of approximately 185,000 persons located in the center of Allan County, Indiana, which has a total population of 280,000. It has what is essentially a "strong mayor" form of government. However, the Mayor's direct administrative authority is diluted by the existence of a number of mayoral-appointed commissions which, once appointed, assume direct control over the operations of individual departments. The city's Parks Department is managed in this fashion.

Formal productivity improvement efforts in Fort Wayne began in 1974 when the city was one of four Indiana municipalities to receive a grant from the State of Indiana under the Intergovernmental Personnel Act (IPA). The initial goal of the IPA study was the simultaneous development of productivity measures and a productivity monitoring system in four departments in each of four cities. The departments selected for this study included Parks.

The purpose of the IPA effort was solely one of data gathering. It was the city's intention to develop measurable data about its operations and from the data to develop decisions about where productivity improvement projects would be most worthwhile.

The IPA grant to Fort Wayne was very small ($10,000) and was less than one year in duration. The research program outlined proved to be much too ambitious for the time and funding allotted. As a result most of the first year's effort was devoted to data collection. There was no opportunity to analyze the data or select potential projects.

In 1975, as the IPA grant period was ending, Fort Wayne was selected as the recipient of a HUD demonstration grant to initiate productivity improvement efforts in the Parks Department. Among the major reasons for the selection of the city was the assumed availability of the 1974 IPA baseline data against which newly initiated projects could be developed and subsequently evaluated.

In moving from the IPA assisted effort to the HUD supported project, Fort Wayne staff, in conjunction with the consulting firm of Griffenhagen-Kroeger, Inc., selected, after some delays, five areas of park maintenance for detailed scrutiny. These were: (1) the work reporting system, (2) the deployment of mowing personnel, (3) the refuse removal function, (4) survey of maintenance quality, and (5) scheduling of maintenance activities.

The overall approach for each of the projects selected was to develop a system of work measurement. The projects were selected on the basis that they would involve the easiest work measurement. Except for the quality survey, each of these areas of investigation was dependent to a large extent on the data collection which had occurred under the IPA program which involved the use of time sheets as a data collection mechanism.

Unfortunately, however, unknown to either the city officials or the project consultants, serious problems were to be encountered in the systems and programs through which the data base was to be developed, and thus, in the data base itself.

In addition to data base problems, two other problems reduced Fort Wayne's ability to improve productivity during the project period: (1) a severe labor disturbance within city government and (2) a change of leadership after the project was about half way through resulting from local elections, with many of those responsible for initial project direction no longer in office at the mid-point of the project. While Fort Wayne had its share of problems, these experiences are of a type that could occur in any city and may offer valuable insights for any community wishing to pursue a program of productivity improvement.

THE PRODUCTIVITY PROJECTS

Except for the work reporting system, the specific projects for productivity improvement were not selected until well into the demonstration period. Two of the five projects (mowing and refuse collection) were areas where local officials would probably have taken some action even without a formal productivity program. The five projects are described below.

Work Reporting System: The work reporting system, simply explained, was an attempt at work measurement requiring the delineation of individual tasks and subtasks and requiring employees to report time consumed in each of these tasks. The intent was to provide a basis for comparative analysis of work output of individual crews, as well as a basis for evaluation of improvement over time. The system went through many stages of design.

It was first designed as a work order accounting system, with an emphasis on making it a management accounting tool to maintain control of accomplishment of work assigned. Staff and consultant analysis of the system resulted in a determination that "productivity" measurements could not be obtained from the initial system design. The system was thereupon modified to provide more emphasis on the determination of productivity in terms of work by specific task. Work orders and reporting forms were designed and continuously modified through use, with particular emphasis on utilization of the computer in analyzing data to determine productivity improvement.

Because of the very complex nature of the reporting requirements (see Appendix A for an example of a set of forms in use at one stage) and the confusion which resulted from changes being made on almost a weekly basis, the work order reporting system was never fully implemented.

Deployment of Mowing Personnel: From data collected during its IPA funded effort, the city officials discovered that productivity appeared to decrease as sites being mowed became smaller in size. As crew size remained relatively constant for both large and small sites, it was suggested that too many people were working at the smaller sites. Experiments were made in selected park and boulevard areas to change personnel and equipment configurations, looking towards an optimal usage of manpower and equipment.

The Refuse Removal Function: Despite considerable overtime, the City of Fort Wayne, through use of its own crews, was not achieving their own desired frequencies of garbage collection at the various parks, maintenance garages, and the municipal zoo. To determine if the Parks Department's garbage collection methods could be improved, various alternatives were evaluated. The primary alternatives investigated involved replacing existing large drum containers with "drop box" type containers and contracting privately for their collection. The city officials also investigated purchasing equipment for handling various size containers and increasing

overtime to meet desired collection frequencies. The use of a private operator for drop box collection at strategic locations was ultimately chosen as the most cost-effective solution.

Quality Survey: The Parks Department was desirous of obtaining a reading of the quality of its maintenance effort as perceived by the citizen-user. Through use of a questionnaire, park patrons and residents living in proximity to riverbanks and boulevards were asked to rate both overall maintenance and specific items such as grass, trees, buildings and restroom facilities. The interview technique was used to ensure the desired rate of response and account for socio-economic, geographic, and other variables.

Scheduling of Maintenance Activities: The rescheduling project was an attempt to develop a mechanism by which Parks Department management could more effectively allocate manpower among four divisions of the Department based on the relative priorities of specific tasks at any given point in time. A problem was recognized in that some divisions of the Department were overstaffed at times and working on problems of apparent low priority, while other divisions were having difficulty in achieving primary tasks. A corollary concern of the rescheduling project was to attempt to schedule minor or secondary tasks, eliminating the situation whereby such tasks were being performed only on a time availability basis, if at all.

THE PROBLEMS

A number of major problems were encountered in the attempt to improve productivity in park maintenance. Several of these problems provide some insight into difficulties that could also be encountered by other jurisdictions. They are discussed below.

Data Collection--Work Reporting System: In 1974, the Fort Wayne staff attempted to test the use of time sheets, seeking to develop a data collection mechanism or productivity measurement in the Parks Department. Although the research design had all of the appearances of being simple, implementation was not.

Supervisory interviews were first conducted under the IPA grant to determine which park functions might be measureable, that is sufficiently routine and frequently recurring to permit useful measurement. Within six weeks of this interview process, time sheet work report forms were developed and put into use. Concurrently, consultants were engaged in the process of developing programs for the analysis of the data that completed forms would provide and were developing training materials.

After several months of data collection and the development of computer programs for data analysis, it was discovered that the data being collected was in such poor form that it could not be used by the analytical staff. There was inadequate supervision to ensure that forms were being filled out completely or correctly. As a result, the data could not be keypunched.

Thus, after several months of data collection effort, it was determined to expend about four months of added effort to transfer such data as had been collected to new forms more susceptible to automated data processing.

The HUD demonstration period began before the Department had completed the transfer of data. The selection of Fort Wayne had been based in part on the assumption that Fort Wayne would have 1974 data that would provide a basis for measuring the improvements to take place in 1975 as a result of the productivity project. That assumption proved to be incorrect at the beginning of the project and, after the data was incorporated onto new forms and keypunched, the attempt to use the computer printouts for considering opportunities for productivity improvement revealed additional deficiencies.

A major problem in the computer model developed during the IPA effort was in an assumption that when crews worked on a particular park or open space, total acreage could be used as a denominator for entries of mowing time and other park maintenance factors. There was no accommodation for the act that the larger park sites often required more than one day's work to complete a mowing and maintenance cycle. The result was extremely unrealistic and exaggerated statistics on mowing time per acre. This error was partially corrected by aggregating data for each site on a weekly basis as opposed to a daily basis, but this adjustment was not able to correct for all distortions in the amount of time expended on particular tasks.

A second problem was encountered in the design of the time sheets themselves. In an effort to make the filling in of forms easier for the employees, only a limited number of distinguishable tasks were listed. This led to the frequent use of "miscellaneous" work performed to the point that large portions of various crews' workdays were reported in nondescriptive categories.

Attempts to correct problems and deficiencies as they were discovered led to continuous changes in the work reporting forms and instructions and produced considerable confusion for both supervisory and maintenance personnel.

Lack of detail was not the only problem. The reverse was the case for such tasks as building cleaning and ball diamond maintenance. Information was recorded for such minute tasks that filling out the time sheet often took more time than performing the task being reported. For example, in the middle of washing a floor, a person might wipe a few spots off the wall. Wall cleaning would then either be aggregated with the floor cleaning data or be listed separately, with a marked tendency to round off periods of time to the nearest five minutes. Fort Wayne ultimately corrected this problem by determining that all it was really necessary to know was how much time it took to clean a building. The individual times taken for walls, windows, and floors were not significant bits of information for management purposes.

The 1974 data base remains inaccurate to this date and the 1975 work order forms developed as part of the project have never been fully implemented because of other problems discussed below.

Employee Relations: When Fort Wayne began its productivity efforts, most of the affected employees were represented for purposes of informal bargaining by an employees' association, which was in the process of consummating an affiliation with the International Brotherhood of Electrical Workers (IBEW). A group of supervisors was seeking representation and recognition by the City for the Supervisory Employees Union.

While approximately 90% of parks maintenance employees had signed check-off cards with IBEW, the Mayor unilaterally had signed a recognition agreement with the International Association of Machinist and Aerospace Workers (IAM) as sole bargaining agent for over 750 municipal employees, including those in parks maintenance. Charges, counter-charges, and litigation ensued. Employee discontent was severe with many workers viewing the productivity effort as simply a way to eliminate jobs and the Mayor's recognition of IAM as a "sweetheart" arrangement. The animosity that was generated by these disputes provoked the parks maintenance employees to cooperate with the productivity effort only grudgingly.

Political Change: In November, 1975, approximately halfway into the demonstration project, the incumbent Mayor, who had been spearheading Fort Wayne's productivity program, was defeated in a bid for reelection. With the new administration came substantial changes in the city's administrative staff appointed by the Mayor, including the staff that had been providing project direction and support in the Mayor's office.

Consultant Difficulties: From the inception of the productivity effort under IPA through the completion of the HUD demonstration project, heavy reliance was placed on consultants. Some of the early IPA consultants used by the City proved incapable of handling their assigned tasks, or of handling them on time. Under the HUD portion of the project, Griffenhagen-Kroeger, Inc. (GK) acted as overall project consultant and had to expend considerable time in the initial stages in restructuring work which presumably was to have been completed before the start of the demonstration sponsored by HUD.

Subsequently, GK itself went through a period of internal change with the loss of its president and other key personnel, resulting in frequent turnover in the persons assigned to the Fort Wayne project. This added to the problems of continuity and led to serious delays at key points in the project.

Problems in Rescheduling: The rescheduling project attempted to address the problem of unbalanced manpower assignments within the parks maintenance function. The Parks Department is organized into four divisions: Areas Maintenance, Landscaping, Forestry and Building Maintenance, and Construction. Within these four divisions there was a recognizable situation where on frequent occasions some units were being overworked, or work

was not getting done, whereas in others, men were working on lower priority tasks. This occurred because each division supervisor had full control of his manpower complement and, whenever primary projects were completed, would reassign manpower to secondary projects of lesser importance even though other divisions might be experiencing manpower shortages that prevented them from completing their primary tasks. Through the establishment of divisional supervisors' meetings every other day, an attempt was made to correct this problem by cross-transfering personnel from division to division based upon the concept that all primary work should be accomplished before any secondary work was started. The concept did not work for these reasons:

1. Individual division heads developed an attitude that sharing personnel was equivalent to rewarding non-performance, those who worked the slowest or least efficiently being the ones who would receive assistance from other divisions.

2. Because of the large number of seasonal personnel assigned to summer crews, it proved impractical to reassign less than a full crew. There were problems of transportation (only full-time employees were authorized to operate city vehicles), decentralization of crew reporting locations, and problems of supervision as sending a supervisor with a partial transfer crew would leave the balance of the crew unsupervised.

3. Divisional skill needs were not uniform. Overstaffing, to the extent it would exist on occasion, was normally in the job classification of laborer. More specialized divisions and functions such as street tree care or building repair had only limited need for basic labor. Thus, transfer of workers from the Area Maintenance Division was often not useful to some of the other divisions.

4. Few, if any, of the supervisors liked the "juggling" of schedules, believing that morale, efficiency, and ability to plan were seriously reduced by transfers.

5. As with most park operations in the country, Fort Wayne's full-time crews remain rather stable with peak season requirements being handled through the employment of seasonal personnel. Because of budgetary restrictions during the period of the demonstration project, approximately 75% of the seasonals were hired under the public jobs program of the Comprehensive Employment and Training Act. This should not have made a major difference, but it did. Mid-level supervisors believed that employees would have to be kept on the payroll regardless of job performance or work habits. Thus, there was a high tolerance of absenteeism and lack of performance. The tendency of CETA administrators to transfer employees when they are found unsatisfactory in one department to another department did not help matters either.

ACCOMPLISHMENTS

In spite of the many problems, the Fort Wayne Parks Department did make some management improvements. However, these were more attributable to interested and competent employees taking a fresh look at practices than to any particular system adopted as a part of a productivity demonstration. The Griffenhagen-Kroeger project team identified these improvements.

Refuse Collection: Refuse collection at parks, garages, and the zoo had been a problem both because of high overtime cost and, despite that cost, inability to meet previously established schedules. The City replaced its system of barrel type containers and a two-man crew on a side-loading packer truck with drop box containers picked up by a private contractor. According to the Director of Parks, the savings from reduction of overtime are greater than the cost of the private collector.

Improved Supervision: According to the Director of Parks, quality of supervision was improved simply through the very existence of the productivity project. The combination of inadequate past performance data, the insistence of city administration on improved performance, and the reality of budget reductions created an environment for supervisors to do their best. There is, of course, no way to measure this performance or to determine whether this perceived improvement will be sustained now that the project has ended.

Winter Scheduling: As a spin off of the rescheduling project, improvements were made in winter scheduling in using slack time in preparation for the spring and summer heavy workloads. Distribution of responsibility for previously undone work was agreed upon among the supervisors, primarily as a result of supervisors' meetings where listing work tasks into priorities was accomplished. A system of accountability was informally established where previously secondary assignments were handled by day-to-day assignment. Among the improvements made in winter scheduling were the specific assignment of personnel to tasks such as shrub-bed development, equipment mainenance, and fence repair, which previously were handled only on an "as time permitted" basis.

Small Site Mowing: Significant differences were found in small site mowing time (including trimming and litter pickup) based upon the size of the site. Prior to the project, work crews and equipment were assigned to specific geographic areas in the City. Reassignment of small area mowing crews according to site type, complexity, and difficulty, without regard to the district lines produced faster and more effective maintenance in these areas.

Litter Crews: Improvements were made in the mowing operation by assigning responsibility for litter removal to a litter crew of two people who work in advance of mower operators and thus relieve them of the litter responsibility. The advance litter crew, finishing well before noon, then performs building maintenance functions. As litter control personnel were pulled from the regular mowing crews and not replaced, the time spent on building maintenance was made available from the increase in productivity permitted by this new arrangement

Quality Survey: During 1974, a quality survey was conducted by use of a questionnaire. The questionnaire and a report on findings will be found in Appendix B. The results indicated that in 1974 a majority of city residents believed that park maintenance was reasonably good. A follow-up questionnaire in 1975 produced comparable results, despite the fact that the Department had experienced a 20% budget reduction and assumed responsibility for forty additional acres of park land.

CONCLUSIONS

Quantified conclusions about productivity change in Fort Wayne can not be reached because of lack of information on productivity either before or after the project. In addition, it is difficult to sort out the impacts of such factors as labor-management difficulties, budget reductions, and political transition.

However, some conclusions can be drawn from the problems encountered in Fort Wayne and from the improvements discussed above:

1. The Fort Wayne projects are the types of attempts to improve productivity which management should be making whether participating in a formal productivity improvement project or not.

2. Despite considerable adversity, good management can produce positive changes with the adversities adding to the motivation to produce.

3. Timing is essential for the introduction of major change in any organization. Strategies, of necessity, must be different during local election years.

4. Consultants, when needed, must be carefully selected; continuity of consultant personnel is key to performance.

5. No community should attempt the kind of ambitious program that Fort Wayne tried without adequate pre-planning and reasonable time frames for both planning and implementation.

6. In work and time reporting, communities must avoid the temptation to be overly detailed. As in Fort Wayne, excessive detail will lead to employees feeling overly harassed by the system and will produce data of questionable reliability.

7. Effort should be geared to the resources available. Fort Wayne and the consultant tried to do too much at once with the result that few of the original project goals were achieved.

8. While few project goals were realized, improvements were made which the project was not necessarily designed to achieve. This suggests the value for any community of systematically and periodically providing a "fresh look" at various departmental operations.

APPENDIX A

THE WORK REPORTING SYSTEM

The basic document in the work reporting system was the input document--the work report form which appears as page 13. This form utilized codes for each location. Some samples of the detailed location coding are show below:

Code	Name/Location	
ADA000	Adams School (same as McCormick Park Place)	
BAS000	Bass Playground	
BAS101	Bass Playground Shelter	
BASBAS	Basketball Court	(1)
BER000	East Berry Street	
BLO000	Bloomingdale Park	
B98	Boone Street Playlot	
BOW000	Bowser Playground	
BOW102	Bowser Playground Shelter	
BOW351	Ball Diamond	(1)
BOWBAS	Basketball Court	(1)
BRA000	Brackenridge Playground	
BRA100	Basketball Court	(1)
BRA200	Basketball Court	(1)
BRE000	Brewer Park	
BRE353	Ball Diamond	(1)
BREBAS	Basketball Court	(1)
BRO000	Brookview	
BUC000	Bruckner Farm	
BUN000	Bunche School	
BUN354	Ball Diamond	(1)
BUNBAS	Basketball Court	(1)
CAM000	Camp Allen Playground	
CAM103	Camp Allen Playground Shelter	
CAMBAS	Basketball Court	(1)
CAS000	Casselwood Park	

WORK REPORT FORM

DEPARTMENT NUMBER	850
	1 – 3
WORK ORDER NUMBER	
WORK ORDER NUMBER (IF CHANGED)	4 – 8

FOR REFERENCE ONLY:

CREW ASSIGNED: | PRIORITY:

DATE ORIGINATED	MO/DAY/YR
	9 – 14
CREW NUMBER	
	15 – 17

WORK DESCRIPTION:

LOCATION PRIMARY	LOCATION SUB	SERVICE CODE	PR 1	MO	DAY	YR	EMPLOYEE CODE	EQUIPMENT	BEGIN TIME	END TIME	BEGIN TIME	END TIME	QUANTITY OF WORK DONE	Q1	Q2	Q3	MATERIALS USED DESCRIPTION	COST
18 – 20	21 – 23	24 – 26	27	28	–	33	34 – 38	39 – 42	43 – 46	47 – 50	51 – 54	55 – 58	59 – 63	64	65	66		
									:	:	:	:						
									:	:	:	:						
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Q1	SITE CONDITIONS: DID CONDITIONS AT THE SITE MAKE WORK PROCEED: S) SLOWER THAN NORMAL; N) NORMAL; F) FASTER THAN NORMAL?
Q2	DO YOU INTEND TO RETURN TO THE SITE TO COMPLETE THE WORK? Y) YES OR N) NO
Q3	IS THE WORK A CONTINUATION OF PREVIOUSLY UNFINISHED WORK? Y) YES OR N) NO

1975 WORK REPORT FORM

Descriptions were also coded for the type of work being performed. Samples are shown below:

CODE	KEY	DESCRIPTION	BEGIN	END	OUTPUT	LABEL
S	101	Mow Trim Regular Acreage	36	36	Acres	
S	102	Mow Growth Retarded Acreage	41	41	Acres	
S	103	Mowing Reg Retarded Growth	48	48	Acres	
S	104	Seed Drag			Sq Yds	
S	105	Lay Sod			Sq Yds	
S	106	Aeriate			Acres	
S	107	Thatching			Acres	
S	108	Weeding Manual			Sq Ft	
S	109					
S	110					
S	111	Litter Debris Pick Up	48	48	Acres	
S	112	Under Brush Clear			Acres	

To exhaust the potential uses of employee time, non-working uses were also coded:

CODE	KEY	DESCRIPTION
S	901	Holiday
S	902	Vacation
S	903	Sick Leave
S	904	Personal Leave
S	905	Military Leave
S	906	Jury Duty
S	907	Other Leave With Pay
S	908	
S	909	
S	911	Travel Mobilization
S	912	Waiting
S	913	Equipment Downtime
S	914	Break Time
S	915	Lunch Time
S	916	
S	917	
S	918	
S	919	

An attempt was also made to categorize work in terms of what local officials called priority parameters using the following classifications:

CODE	KEY	DESCRIPTION	CODE
P	1	Special Events	002
P	2	Non-Routine	002
P	4	Emergency	004
P	5	Routine	005
P	6	Inclement Weather	007
P	7	Inclement Weather	007
P	8	Mayor's Office	002
P	9	City Council	002
P	A	Citizen Complaint	002
P	B	Park Department	002
P	C	Vandalism	008

Crews were also assigned codes, as the sample below indicates:

CODE	KEY	CREW NAME
C	200	General Maintenance
C	210	Fleet Mechanics
C	220	Small Motors

Finally, individual employees were given a code:

CODE	KEY	NAME	REG/WAGE	O/T WAGE
E	00910	Aikens, G E	4.928	7.392
E	01200	Allan, Lyda	2.250	3.375

As noted in the text of this report, a comprehensive work reporting system with the detail shown above was not implemented in Fort Wayne.

APPENDIX B

QUALITY SURVEY

(This appendix is an abbreviated version of a report on the 1974 quality survey.)

***

The following site types were evaluated by approximately 1,300 Fort Wayne residents: park sites (797 observations), boulevard and riverbank areas (364), ball diamonds (307), buildings (638), and restrooms (329). A random survey was not possible because of the large number of responses (12,000) which would have been required. Instead, a selected site methodology helped to insure adequate representation of various interest groups and of the several site classifications while simultaneously reducing the number of required responses to approximately 375 per category. Sites were selected on the basis of size, location, use, and the income of potential evaluators. Some bias could have been introduced into the survey by this method because the Park Department aided in the site selection. Knowing which sites were selected, they could have maintained them more carefully during measurement.

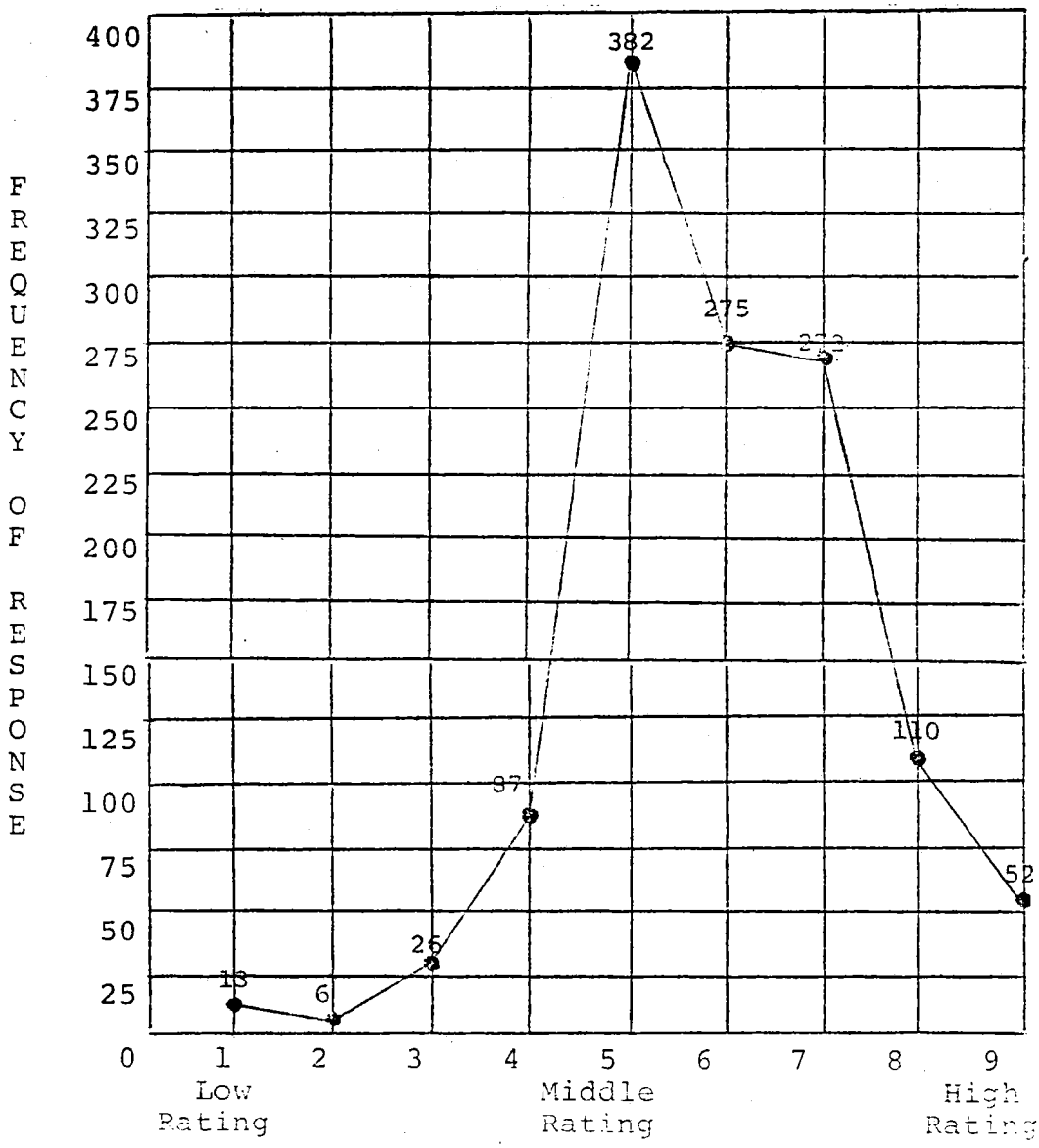
Six surveyors, all previous employees of the Park Department Recreation Program, were trained. Each was assigned to several site types to avoid the contamination of data for any category. In addition, their initials appeared on each questionnaire which they completed as a check against systematic errors. A specific number of responses were required of each site; only fifteen responses were accepted from a given location at a given time.

Parks, buildings, restrooms, and ball diamonds were evaluated by patrons at the site. Surveyors were instructed to approach male and female, young and old, black and white, and the users of various facilities roughly in proportion to their numbers in the park. Some parks (where enough people could not be found on the grounds) and all boulevard sites were evaluated by residents living within the direct sight of the location. Surveyors were told to knock on every other door, if possible, and to get only one evaluation per household.

The questionnaire was read to the evaluator. Responses were indicated on a scale card and marked by the surveyor. Only after completing a survey were the pollsters permitted to answer questions raised by the evaluation. For all site classes, respondents were asked to give their overall impression of the site and then to rate several components of site maintenance. In the summary below, the overall impression has been graphed while individual aspects of maintenance have been indicated by mean only.

Of the park responses, 192 were from community parks, 315 were from neighborhood parks, and 483 were from block parks. These numbers are

roughly in proportion to the number and size of each type of park included in the sample. Additionally, there were 364 non-park responses for riverbanks and boulevards. A graph for overall evaluation of these site types appears below. The mean response was six, indicating that Fort Wayne's maintenance efforts are viewed as slightly better than satisfactory by most residents.



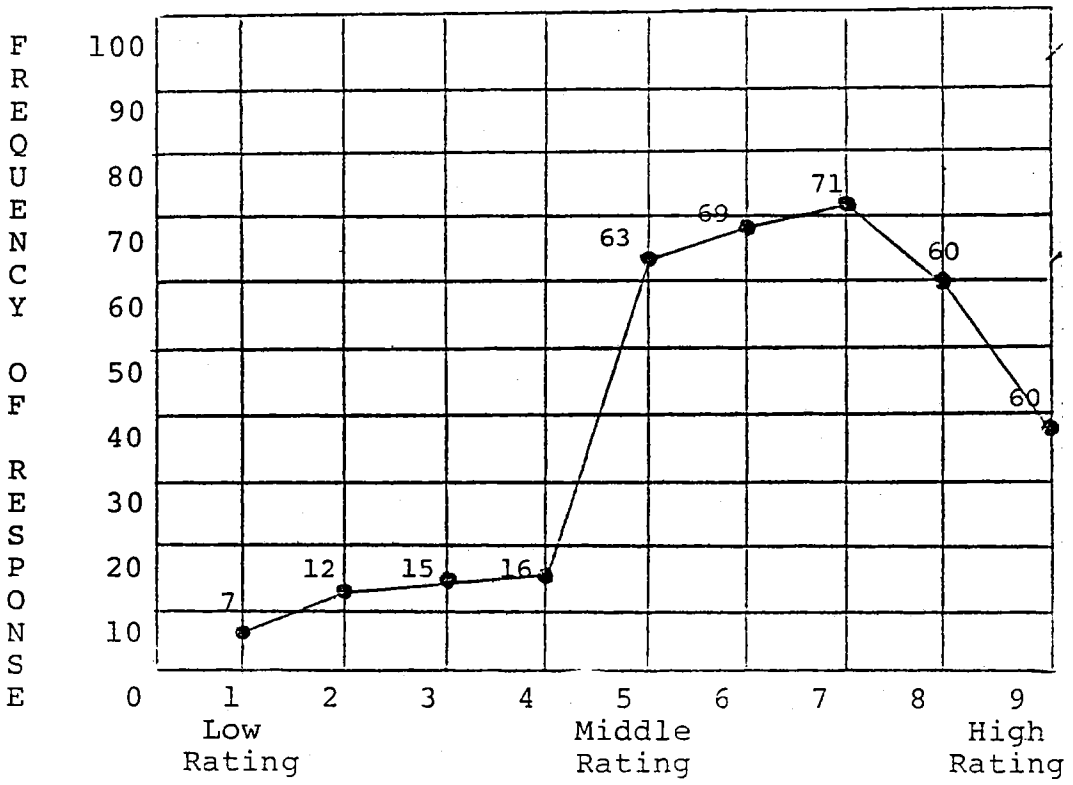
EVALUATION OF OVERALL MAINTENANCE

Individual components of the general site impression include overall condition of grass (mean: 5.63), existence of grass where needed (absence of bare spots) (5.47), appropriateness of grass height (5.72), and quality of grass (thickness, greenness, and absence of weeds) (5.33). The appearance of trees and shrubs (if present) was also considered. Means were 6.02 and 5.54 respectively. It is interesting to note that most site components do not receive as high a rating as the general site impression.

Of the 638 observations on buildings, 317 or 48% were from people who were using or had recently used (same day) the building. Thirty-nine percent of the building evaluations were for pavillions (rented by evaluators) and fifty-five percent were recreation shelters. The overall rating of buildings is graphed below. Again, more specific aspects of building maintenance are evaluated. These include building cleanliness (mean: 6.24), lack of graffitti on walls (6.05), and lack of litter in buildings (6.19). The mean of the general building evaluation was 6.31.

Restrooms were evaluated as a separate entity. They were evaluated by 640 patrons and half had recently used the facility. The overall condition of the restroom showed a mean response of 5.33 on the 9 point scale. Components of restroom maintenance such as cleanliness, odor, and graffitti were measured and questions were asked on the operability of toilets and availability of paper supplies.

Ball diamonds were also evaluated, with a mean of 5.65. Separate components evaluated included presence of grass where needed, grass height, grass quality, absence of litter in diamonds and absence of litter in stands.



EVALUATION OF OVERALL BUILDING MAINTENANCE

DATE: / /

PARK MAINTENANCE EVALUATION SURVEY QUESTIONNAIRE

I. EVALUATOR INFORMATION (Please check the appropriate response.)

1. Evaluator is

_____ A. Park Maintenance Supervisor
_____ B. Group Leader or Individual Crew Leader
_____ C. Other Park Maintenance Employee
_____ D. Other Park Employee (e.g. recreation)
_____ E. Park Patron
_____ F. Resident Living Near Location Being Evaluated (applicable only when location being evaluated is not a park)

2. Evaluator's Age Group is

_____ A. 25 or less
_____ B. 26-45
_____ C. 46 or over

II. SITE INFORMATION

1. Is the Site Being Evaluated a Park?

_____ A. Yes
_____ B. No

IF "NO" SKIP TO QUESTION 4.

2. Park Identification: NAME_____ SITE NO._____

3. Type of Park

_____ A. Community
_____ B. Neighborhood
_____ C. Block

SKIP TO QUESTION 6.

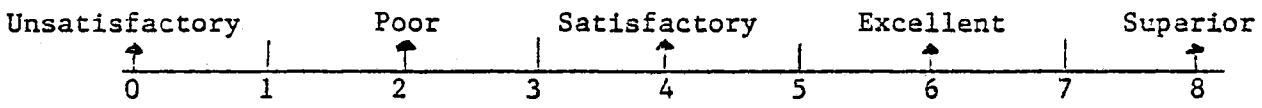
4. Type of Site (other than park)

_____ A. Boulevard Strip
_____ B. River Bank

5. Site Identification: NAME_____ SITE NO._____

III. MAINTENANCE EVALUATION

For each maintenance entity (ball diamond, grass area, etc.) listed below which exists at the site being evaluated, please (circle) the rating value of your choice, using the following rating scale:



Please base your evaluations on how the maintenance entities appear at the present time.

6. **Before rating each maintenance entity, would you please give an overall evaluation of the park, boulevard strip or riverbank you are evaluating.**

0	1	2	3	4	5	6	7	8

7. Ball Diamond

_____ A. Present, Spectator or Participant
_____ B. Not Present, Not a Spectator or Not a Participant

IF "NOT PRESENT, NOT A SPECTATOR OR NOT A PARTICIPANT" SKIP TO QUESTION 8.
IF "PRESENT, SPECTATOR OR PARTICIPANT" PLEASE RATE USING THE FOLLOWING CRITERIA.

0	1	2	3	4	5	6	7	8	A. Overall Maintenance Condition of Ball Diamond
0	1	2	3	4	5	6	7	8	B. Appropriate Parts Properly Grassed
									C. With Respect to Areas that are Properly Grassed
0	1	2	3	4	5	6	7	8	i. Grass Height
0	1	2	3	4	5	6	7	8	ii. Grass Quality (thickness, weed free, color)
0	1	2	3	4	5	6	7	8	D. Diamond Infield
0	1	2	3	4	5	6	7	8	E. Base Lines
0	1	2	3	4	5	6	7	8	F. Absence of Litter in Participant Area
0	1	2	3	4	5	6	7	8	G. Absence of Litter in Spectator Area

8. Park, Boulevard Strip or Riverbank Grass Area

_____ A. Present
_____ B. Not Present

IF "NOT PRESENT" SKIP TO QUESTION 9. IF "PRESENT" PLEASE RATE USING THE FOLLOWING CRITERIA.

0	1	2	3	4	5	6	7	8	A. Overall Maintenance Condition of Grass Area.
0	1	2	3	4	5	6	7	8	B. Appropriate Areas Properly Grassed
									C. With Respect to Areas that are Properly Grassed
0	1	2	3	4	5	6	7	8	i. Grass Height
0	1	2	3	4	5	6	7	8	ii. Grass Quality (thickness, weed free, color)
0	1	2	3	4	5	6	7	8	D. Trees Appearance
0	1	2	3	4	5	6	7	8	E. Shrubs Appearance

9. Rest Rooms (including those in buildings)

_____ A. Present
_____ B. Not Present

IF "NOT PRESENT" SKIP TO QUESTION 14.

QUESTION 10 IS FOR PARK PATRONS ONLY

10. Did You Use a Rest Room?

_____ A. Yes
_____ B. No

IF "NO" SKIP TO QUESTION 14. IF "YES" CONTINUE.

11. Toilet Operative

_____ A. Yes
_____ B. No

12. Toilet Tissue and Hand Towels Available

_____ A. Yes
_____ B. No

13. Please Rate Restroom Using Following Criteria:

0	1	2	3	4	5	6	7	8	A. Overall Maintenance Condition of Restroom
0	1	2	3	4	5	6	7	8	B. Cleanliness
0	1	2	3	4	5	6	7	8	C. Lack of Odor
0	1	2	3	4	5	6	7	8	D. Lack of Grafitti (wall defacing)

14. Buildings

_____ A. Present
_____ B. Not Present

IF "NOT PRESENT" YOU HAVE COMPLETED THE QUESTIONNAIRE. IF "PRESENT" PLEASE CONTINUE.

QUESTIONS 15-16 ARE FOR PARK PATRONS ONLY

15. Did You Use a Building?

_____ A. Yes
_____ B. No

16. Type Building Used

_____ A. Pavilion (open or closed)
_____ B. Recreation Shelter
_____ C. Other

17. Please Rate Building Using Following Criteria:

0	1	2	3	4	5	6	7	8	A. Overall Maintenance Condition of Building
0	1	2	3	4	5	6	7	8	B. Cleanliness
0	1	2	3	4	5	6	7	8	C. Lack of Odor
0	1	2	3	4	5	6	7	8	D. Lack of Grafitti (wall defacing)
0	1	2	3	4	5	6	7	8	E. Lack of Litter

THE PARKS DEPARTMENT SINCERELY THANKS YOU FOR TAKING SUFFICIENT TIME TO COMPLETE THIS QUESTIONNAIRE. ANALYSIS OF YOUR RESPONSES WILL ALLOW US TO BETTER SERVE YOU IN THE FUTURE. THERE IS ONE FINAL QUESTION WE WOULD LIKE TO ASK.

18. As a taxpayer concerned with economics and as a patron concerned with satisfaction, at what level would you like to see the parks, boulevards, or riverbanks maintained?

0 1 2 3 4 5 6 7 8

Griffenhagen-Kroeger, inc.
Park maintenance improvements
in Fort Wayne.