

It separates the various activities from each other, and allows each to be treated as a unit.

It creates natural channels for the transmission of reports, cost data, etc.

It does away with intricate bookkeeping now necessary in order to properly distribute cost data.

4. The functional plan offers many inducements for lowering costs, because:

With more accurate knowledge as to costs it is easier to locate the cause for excessive costs, should they exist.

In fixing attention upon the work to be done, rather than upon the area in which it lies, details of operation are given more importance than under the present scheme, thus increasing the chances to introduce economies in method.

**Summary of Objections to Functional Plan, with Comment.**

1. Flushing on a city-wide basis cannot be conveniently handled under the functional plan. Flushing equipment will be left once or twice each week at one end of

*Comment:* Street car flushing is largely a matter of proper routing of machines. Once in service, a machine must keep going; and with a city employee attached to each unit, as is customary, chances of falsifying records of areas flushed are small.

Supervision of these machines consists chiefly in seeing whether the routes are being followed as mapped out—a fact which can be determined as well by a street cleaning inspector on a motorcycle as by a division superintendent.

3. Supervision of patrolmen\* is more thorough under the usual system than would be possible under the functional plan. Each district foreman customarily gives a part of his time to supervising the work of patrolmen, as well as that of the scavengers, culvert cleaners, or other employees of the department. This would not be done if scavenging foremen, for example, paid attention only to collecting and hauling refuse.

*Comment:* It is true that supervision of patrolmen under the functional plan would be taken away from foremen of scavenging work. Such supervision, however, is not regular under the geographical distribution of work, but depends on how much time the general foreman can spare from his other duties.

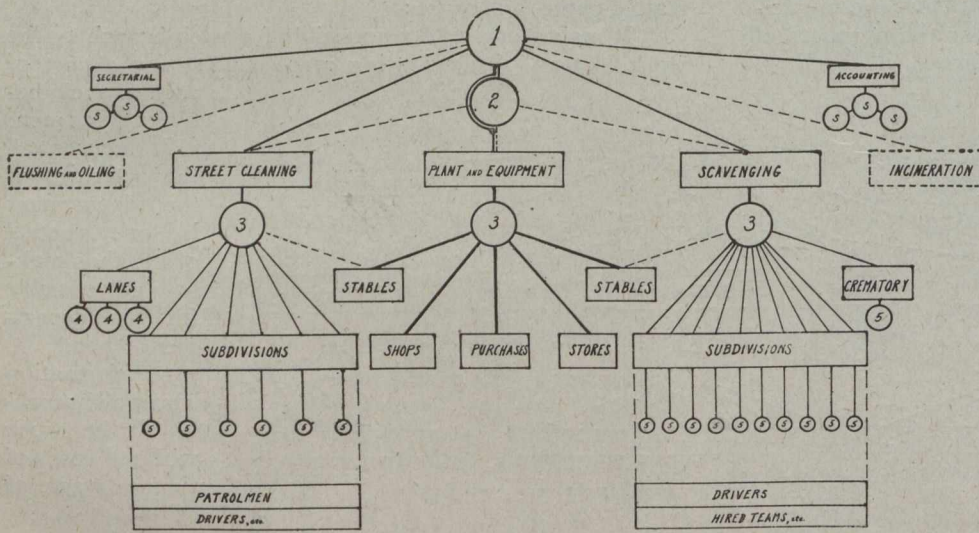
Under the functional plan, street cleaning inspectors on bicycles or motorcycles, would be able to visit a patrol often enough to see how the work was being done. Liability to inspection at any time should serve as well, for purposes of supervision, as actual inspection for a part of the time.

The advantage which the functional plan offers is that there must necessarily be closer supervision of all activities. A somewhat larger area could also be covered by a foreman of scavenging, for example, than by a general foreman, and this would balance the cost of employing special street cleaning inspectors.

4. Costs would be increased by the functional plan because of additional foremen for street cleaning.

*Comment:* This is discussed in the preceding section. Actual study of cases where general foremen have charge of all activities within their districts shows that as between street cleaning and refuse collection, or scavenging, the latter is the more exacting work. Nevertheless, some time is usually given by general foremen to inspection of the men working on the streets. By combining, for street cleaning purposes, a number of the geographical districts and placing them under a special street cleaning foreman—mounted on a bicycle or motorcycle—the same amount of inspection would be given continuously by one foreman which is now, at odd intervals, given by a general foreman. Not only this, but the areas supervised by each scavenging foreman could also be correspondingly increased and the net number of foremen, and hence the net cost of supervision, would be no more than at present. (It may be added that actual tests have shown the correctness of this reasoning.)

\*i.e., "white-wings."



FUNCTIONAL PLAN OF ORGANIZATION.

Fig. 2.

Reference Numbers—1, Commissioner of Street Cleaning; 2, Chief Inspector; 3, Superintendent of Division in Fig. I., of Function in Fig. II.; 4, Lane Inspectors; 5, Foreman of Sub-division; 6, Members of Office Staff.

the city and would have to be taken to the other in order to begin work again. This represents lost time and expense.

*Comment:* This objection would apply under any system of organization, including the customary, or geographical type. Investigation might show that some other arrangement for flushing on a city-wide basis is possible, which would not involve leaving all the flushing equipment at one end of the city once or twice a week.

There is also the problem of storage and location of equipment. The functional plan, by requiring one man to devote his whole time to matters of stores and equipment, insures continuous study and planning along this and other similar lines—something which is not possible under the present system, except for the commissioner.

2. There is better supervision of street car flushing under the geographical type of organization. Each division superintendent has only a portion of the flushing area to inspect and will consequently give more time to it than when the area to be supervised comprises the entire city.