

SAVANNAH 1960

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ANNUAL REPORT

1960

City of Savannah
Georgia

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CITY
of
SAVANNAH, GEORGIA
ANNUAL REPORT

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John O. Hall
City Manager

Picot B. Floyd
Administrative Assistant

27 December 1961

Mayor and Aldermen
City of Savannah, Georgia

Gentlemen:

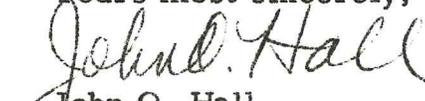
This booklet represents a compilation of data concerning the operation of the City during 1960.

The year 1960 was one in which we gathered our resources and re-evaluated our position with respect to the expanding problems facing Savannah in the coming decade.

In spite of the economic recession that affected our area in 1960 and the resulting decrease in municipal revenue, we have maintained the current level of services that is required by our citizens. In some cases we have expanded our services where this has been desirable. By re-reading this report you see the great volume of services that the municipal corporation gives to the people of Savannah.

The coming year should reflect the economies made in 1960. It is my hope that we can still further improve, in the coming year, the governmental services that Savannah renders. This can be done by giving each problem the Council is called upon to face the careful prior staff attention it deserves. This will give you an opportunity to make proper decisions that will lead Savannah in the direction of greater economy and efficiency in government and better conditions for future growth.

Yours most sincerely,


John O. Hall
City Manager

JOH/PBF/rwt

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DEPARTMENT OF PUBLIC IMPROVEMENTS

During the year 1960, the Department of Public Improvements was reorganized.

Organization of Department of Public Improvements:

- (a) Deputy Director for Engineering
 - 1) Engineering and Designing
 - 2) Inspections

- (b) Deputy Director for Water and Sewers
 - 1) Water Distribution
 - 2) Sewers and Drainage
 - 3) Sewage Treatment Plants
 - 4) Water Service Office

- (c) Deputy Director for Streets and Sanitation
 - 1) Street Maintenance
 - 2) Sanitation (refuse collection and street cleaning)
 - 3) Carpentry Shop
 - 4) Garage
 - 5) Stock room

A few words to explain the significance of the changes in terms of efforts for greater efficiency are in order. Previously, under the director was a large Division of Operations and a small Division of Engineering. The Division of Operations had grown to the point of being unwieldy and the scope of activities very broad. Rather than expand the staff of said Division to enable it better to cope with the multitudinous details it was deemed preferable to divide it into two parts, as shown above. The separation was quite logical, as water and sewer activities are in reality part of a whole system of supplying and removing water, with a degree of purification at both ends of the process. The manpower

skills and kinds of machinery are also similar. Civil engineers often specialize in the water supply and sewerage. Streets and Sanitation logically go together. The Carpentry Shop, Garage and Stockroom were placed under the Division of Streets and Sanitation, although the Stockroom may later be assigned to the Purchasing Office of the Department of Finance. The only major question was the organizational location of Storm Drainage Maintenance. Drainage is involved in the streets, which serve as open storm water courses until the water eventually is dumped in sewers or open ditches. But storm water is also largely carried in combination storm and sanitary sewers. Ultimately, due partly to previous custom and the qualifications of the personnel involved, the activity was placed under the Division of Water and Sewer. Earlier in the year another important organizational change was made when the activities formerly called Scavenger and Sanitation were combined into a Sanitation Section under a single supervisor. The achievements subsequently made in this field are among the year's highlights, and are mentioned later.

At the year's end the new organization was showing definite results in greater speed of undertaking needed work, in more intelligent and through "looking-ahead", in closer supervision with resulting improvements in efficiency and economy. Some details in this regard are mentioned hereafter, the reports following in this order shown in the above organizational list.

(a) The Engineering Division is a service division to the various

operating activities and oversees the large public works program. Most of the detailed engineering plans for new public works are prepared by consulting engineers under the overall supervision of this Division.

The year 1960 was particularly active since the voters had, through approval of \$2,675,000 in bonds, in November 1959, directed the construction of extensive paving, water and sewer improvements.

By the end of 1960, engineering had been completed and contracts let on \$1,341,965.93 worth of work, of which \$369,282.22 was sewers, and \$42,827.60 was water. Much of the construction had been completed. The total program under way included 3.2 miles of paving, 2.1 miles of sewer, 3.8 miles of water mains, and the completion of Memorial Stadium at a total cost of \$568,267.47, and Sophronia Tompkins Gymnasium at a total cost of \$60,578.89.

The Engineering Division has been understaffed in the postwar growth period, and strides were made to strengthen it by adding engineering aides. The City Engineer was the only professional engineer in the Division and plans were made to add one or two more in 1961.

The Engineering Division, and its field crews especially, are involved in a large number of maintenance-type of public works for which the engineering should be done by the City's staff rather than consulting engineers. More man-hours are spent in these routine tasks, individually small, but quite numerous, than in the large projects of new public works.

The inspection of private construction involving building, plumbing,

electrical installations and zoning also comes under the supervision of the Division of Engineering. A total of 962 building permits were issued in 1960, of which 304 were bungalows and 400 were additions, alterations or repairs. Building permits have fallen considerably in recent years due to the fact that the City had little vacant space left prior to annexation. In the past decade most urban construction took place south of the city limits (DeRenne Avenue). Electrical permits totaled 4,127, compared with 4,995 in 1959 and 4,617 in 1958. Plumbing permits were 3,552.

Zoning represented a greatly expanded activity in 1960, due to passage of the more modern zoning ordinance, which for the first time zoned every square foot of the City. A clerk now is required virtually full-time on this activity, with the Director of Public Improvements designated as Zoning Administrator. Improved zoning administration brings additional cost of government, however, as more man-hours of time are dedicated to this activity.

(b) Division of Water and Sewers. On July 1, 1960, a new position was filled -- Deputy Director of the Department of Public Improvements for Water and Sewers. The new Deputy is responsible for the administration and operation of the water distribution section, the sewage and drainage section, the sewage treatment section and the water service office. This realignment of responsibility has made it possible to improve the coordinated effort of these sections. It has facilitated more efficient planning of the work to be accomplished. Because of the reorganization it has also been possible more closely to analyze the financial aspects of

operating and extending the City's water and sewer facilities for budgetary planning and related purposes.

(b-1) The Water Distribution Section, which is responsible for the City wells used for domestic supply and the water distribution system, assisted in the extensive street paving program by lowering and improving water mains in the streets where paving work was to be done.

It is anticipated that water mains and service lines must be lowered in most of the streets subject to paving under the 1960 General Obligation Bond Issue, at a cost of approximately \$200,000. The extent of this program is greater than anticipated, and will be taken more fully into account in the financial planning of future work.

The City wells were rehabilitated and in several cases the output of individual wells was increased. One example was increasing the flow in Well No. 1 from about 1 million gallons to 5 million gallons per day. Some additional distribution is planned for accomplishment during 1961.

In all, an increased water supply capacity of 10 million gallons per day greater than in the past has resulted from this program. This means that for virtually the first time since 1950 the city will not have to draw upon the Industrial and Domestic Water Supply during the hot summer months. Furthermore, this increase meets the 1960 recommendations of the National Board of Fire Underwriters. The cost of the well improvements (not including distribution lines), was \$87,000. Rehabilitation of the auxiliary gasoline engines for the water pumps increases the security of supply in hurricanes or other occasions when electric power:

fails. Improved day-to-day maintenance is also a part of the general effort toward improved administration which has been progressing in recent years. Only severe ruptures of the larger underground water mains could bring about a significant water shortage, and even then it could be rapidly alleviated by "valving off" the affected area.

A program was established for rehabilitating the water chlorination equipment and this resulted in a good residual being obtained at the various sampling points. A program was also initiated to repair and rehabilitate the flow meters to obtain more accurate data regarding the amount of water actually pumped by the wells.

The report of the National Board of Fire Underwriters, which was submitted to the City in September 1960, furnished guidelines for improving the City water system from the standpoint of fire protection, and this report was used as a basis for making improvements during the year. The maintenance standard for the entire supply and distribution system was studied. The fire underwriters' report recommended a program of repairing water main valves throughout the system, and planning for such a program was accomplished.

Water and sewer agreements were executed during the year with several subdivision developers in order properly to define the responsibilities of the City and the developer for water and sewer requirements. The agreements were worked out on the general premise that the City will furnish the water distribution system and the trunk lines for sewers with the developer furnishing the internal sewer systems. The construction of

new homes in the Savannah area appreciably decreased during the year, but it is expected that this activity will increase and the additional water and sewer agreements will be executed for various new subdivisions during ensuing years.

(b-2) The Sewerage and Drainage Section is responsible for maintaining the sanitary and storm sewer lines including open drain ditches throughout the City. The standard of maintenance for these facilities needs improvement and a continuing effort was made to accomplish this, as funds and personnel permitted. This section was constantly faced with emergencies such as sewerage line stoppages which required immediate attention and sometimes the use of overtime pay. These emergencies often happened during the weekends and at night.

The flat terrain of the Savannah area creates difficult drainage problems to the extent that storm water is difficult to handle during rainy periods. This problem was carefully studied and an effort was made to eliminate undesirable conditions when possible. Engineering studies have been made in several cases to analyze the problem and to evolve a course of remedial action. These studies and reports were used for budgetary planning, and this program will be accelerated and implemented as funds become available for the purpose.

The supervisor of this activity formerly supervised street maintenance, too. Now relieved of the street maintenance responsibility, as a part of the organizational improvement, he now is able to concentrate on sewers and drainage, which is an enlarged responsibility due to annexation.

Administration has obviously improved due to this change.

The large number of open drainage canals in the annexed area added substantially to the responsibility of this activity. Both manpower and equipment must be added to keep the drainage open. In the matter of drainage, it might be added, the city needs a good drainage map which may be used to prepare an intelligent program of periodic attention and maintenance. The cleaning of a ditch should not be done after receipt of complaints of flooding, but before. The large increase in number of canals and ditches to be maintained, resulting from annexation, now imposes the necessity for more methodical planning and execution.

(b-3) The Sewage Treatment Section's responsibility includes operation and maintenance of the Bacon Park Sewerage Treatment Plant, the 32 lift stations and the 3 oxidation ponds. The Bacon Park Treatment Plant was originally designed for a daily flow of 2.5 million gallons and the present normal flow is 2.6 million gallons. A grit chamber designed to prevent sand and silt from entering the plant was completed in November 1960 at a cost of \$48,035. Planning for a comprehensive program to improve the entire operation of the plant including cleaning and rehabilitating the sludge digester tanks and more adequate use of chlorination to prevent odors was evolved at the end of the year. Thus, while sewage lift stations continued to create maintenance problems an effort was made to improve the standard of maintenance and the performance of all the stations. The third oxidation pond located at Wilshire Estates Subdivision was put into operation in December. The cost was \$126,266. Based on the

performance of the two previously completed ponds, this kind of sewage disposal continues to be very satisfactory for subdivisions in suburban areas.

Sewers and sewage disposal facilities are becoming much more expensive to build and maintain. For the first two centuries Savannah had no sewage lift stations and special treatment facilities were not necessary. The taxpayers' investment was relatively small. The change has been sudden and startling, and hereafter the capital outlays will continue to be very high. The same is true of maintenance costs. The reasons are that the remaining developable land (1), is flat and low, and (2) drains to the south. Numerous lift stations are required, as most sewage has to be pumped at least twice. The excellent sewage disposal facility represented by the Savannah River is not available and the natural waters to the south are not satisfactory for untreated disposal, thus necessitating the construction of expensive facilities. The investment per lot for oxidation ponds and lift stations is about \$250 at this time. In the case of the Bacon Park Treatment Plant the investment (not including lift stations) is about \$1,000 per building site. Thus, unfortunately, an increasing per-capita cost of government is being experienced in this activity, and the trend will remain upward indefinitely.

During this year, for example, 2 additional employees were added to maintain the ever-older treatment plant, the new oxidation ponds and increasing number of lift stations. The increasing average age of the sewage collecting system is causing increased costs of maintenance each year.

(b-4) The Water Service Office has responsibility for reading meters and handling accounts for about 37,000 water customers and about 3,300 sewer customers. These latter customers are those who live outside the City limits. The Water Service Office was moved from the first floor of the City Hall to enlarged quarters in the Gamble Building in September of 1960 to provide more adequate service for the customers. The billing procedures for the office are handled with International Business Machines equipment which greatly facilitates and expedites handling of customer accounts. Plans were made for placing into effect a bi-monthly billing system on January 1, 1961, instead of the monthly billing system used in 1960 and previous years. The new system will reduce the frequency of meter reading by 50 per cent except in the case of large industrial customers whose meters will continue to be read on a monthly basis. The additional meter readers previously required for the monthly reading will be utilized for an extensive meter checking program which was planned during 1960 for the following year. Ultimately, the saving through bi-monthly billing will be \$20,000 a year.

(c) The Streets and Sanitation Division has the responsibility for maintaining personnel records, making out payrolls, cost records and radio dispatching for crews working out of the City Lot. It also maintains the Department of Public Improvement's stockroom which furnishes supplies for not only Department of Public Improvement crews but for other departments throughout the City. During 1960, \$250,000 worth of equipment was purchased for use by the Department of Public Improvements

with specifications, bid evaluations and recommendations being submitted by this division.

This division also benefitted from the reorganization of the Department as the Deputy Director may now give greater personal attention to the activities under his supervision. The achievements of each activity is related hereafter.

(c- 1) Street Maintenance. With the addition of two new-motor graders and seven 4-cubic-yard dump trucks as replacements for worn-out 3-cubic-yard dump trucks, it was possible to increase the amount of dirt-street grading during the year by about 15 per cent. Work was concentrated in areas rather than on individual streets with the result that when equipment left an area, the work was completed and it was not necessary to return for spot jobs. Concrete street and sidewalk repair work was increased. During inclement weather, the grading crews were used to break out the places to be repaired. A single-surface treatment of asphalt streets and a concrete-filling program started. Although greater achievement would have been desirable more materials were used per man-hour in the repair of streets than any previous year. No notable progress was made, however, because of not being able to keep the crews on this work for any great length of time due to pressing need for patching streets throughout the City. Despite the increased productivity of these crews, partly resulting from better equipment and administration, insufficient manpower hampers the important preventive maintenance program. At least 5 or six more men are needed in this activity plus materials.

There were 46 men in this activity in 1960 compared to 88 in 1950, when there were fewer streets to maintain.

(c-2) The Sanitation Section. This section was responsible for collection and removal of garbage and refuse in both residential and commercial establishments for the operation of the disposal facility (the sanitary land-fill) and for sweeping streets and mowing weeds. At the start of the year the section operated 36 daily and 4 Sunday routes. This group collected and removed approximately 120,700 tons of garbage and refuse from private property. Enclosed packer trucks were used to collect 89,000 tons while open scow-type trucks were used to collect 20,800 tons and Dumpster containers removed 10,800 tons.

In cleaning streets and lanes, 5 mechanical sweepers and 19 truck routes were used. The sweepers swept 25,034 curb miles, removing 12,500 tons of debris from the streets. The unpaved lanes and streets were cleared of 24,000 tons of refuse.

The disposal crew buried 157,200 tons collected by the City plus 14,500 tons collected by private individuals totaling 171,700 tons. Most of this went on the sanitary land-fill, with the street sweepings and plant cuttings to the "dry" fill. At the sanitary land-fill, approximately one acre of ground was filled each month to a depth of about 12 feet.

The cost of collection of refuse from private property (120,700) was \$3.53 per ton. Disposal cost based on the total tonnage was \$0.35/ton. These are direct operating costs only, and do not include payroll,

purchasing, accounting supervisory, and similar expenses which are budgeted elsewhere but spent to support this activity.

The above relation does not hint of the important changes made and planned in 1960 in this activity. In the first place, these functions were grouped under a single Sanitation Superintendent, with a clear mandate to re-study the whole activity to the end that it might become as efficient as any in the United States. Equipment and methods were reviewed. While the full beneficial effect was not achieved before the end of the year, a significant start was made and further improvements planned for 1961.

The first economies came through reducing the number of inefficient scow-body trucks and substituting modern, enclosed garbage trucks, by eliminating costly Sunday routes, by reducing the frequency of commercial pick-ups whenever logical, and by cutting down the duplication existing in the so-called "scavenger" and "sanitation" routes. The latter traveled the same territories, one picking up "wet" garbage and the other "dry" trash. The consolidation of some routes also proved feasible.

For the future, a mechanical "container" system for commercial refuse was planned to substantially reduce costs and at the same time eliminate the loose trash in the lanes. A clean City at lower costs is an excellent combination of goals. This was partially achieved in 1960, with bright hopes for further progress in 1961.

(c-3) The Carpenter Shop maintains the various buildings owned by the City of Savannah. Notable work done during the year was building the two new temporary fire stations on the White Bluff Road and on Waters

Road, readying the new Memorial Stadium for opening day, making extensive repairs to Bacon Park Golf Club House, painting at the sewage disposal plant, renovating and repairing water pump stations and sewage pump stations, and renovating a portion of the Gamble Building for use by the Water Service Office. Seven hundred and seventy-seven new barricades were built and five hundred sixty-one repaired. Two hundred and thirty-six street markers were erected and painted. In addition, approximately 1,200 man-hours were spent at the Municipal Auditorium to maintain the building.

(c-4) The City Garage furnishes gas, oil and lubrication and tire repair for 288 pieces of motorized equipment owned by the City of Savannah and valued at about \$1,500,000. It furnishes watchmen for the City Lot and delivers gas to the Airport, Park and Tree Commission, and Industrial and Domestic Water Supply Commission plants at Port Wentworth and Abercorn Creek. Fifty-six new pieces of equipment were processed through the garage this year, and twenty-seven pieces were removed from operation. With the purchase of new equipment, it was possible to devote more time towards preventive maintenance and to overhaul equipment as it was brought in.

(c-5) The Stock Room receives, stores and issues supplies and materials to using agencies, which are the various departments and divisions of the city government. It is a central supply agency with accountability for items received. Thought is being given to transfer of responsibility for this activity to the Purchasing Office, Department of Finance.

INDUSTRIAL AND DOMESTIC WATER SUPPLY COMMISSION

More water was sold by the Industrial and Domestic Water Supply Commission during 1960 than in any other year since it started operation in 1948. A total of 11,109,929,204 gallons were sold. The usual subsidy to consumers was avoided this year due to the high consumption.

These 11 billion gallons of water were produced at an estimated cost of \$547,245 making an average cost of \$49.26 per million gallons. This compares with the maximum charge to industries of \$50 per million gallons during 1960. The City of Savannah brought from the commission 109,514,000 gallons of water at \$50 per million gallons which totaled \$5,475.70. Water revenue of \$578,380.24 for the year amounted to slightly more than the water production cost.

Chemical costs continued to fluctuate because of changing conditions of the water in Abercorn Creek. These costs have varied from a low of \$4.92 to a high of \$12.21 per million gallons. Chemicals and electric power are the only significant costs that vary with the consumption. Two-thirds of the expense is in fixed charges (45% for debt service alone), in 1960, so that a relatively slight slump in consumption can rocket upward the unit cost.

The number of consumers on this system at year's end was 17. However, two consumers bought 82.3% of the water - Union Bag-Camp Paper Corporation and Continental Can Company.

The major investment underway in 1960 was cathodic protection tanks and water lines, at a cost of \$60,000.

At year's end the addition of a booster station for finished water distribution was under consideration, to be financed from the next issue of revenue bonds. The booster station, when built, will give a balanced system, with raw water supply and treatment capacity at about 50,000,000 gallons-per-day level, and the final distribution system at 60 million gallons-per-day in order to accomodate variations in consumption during a 24-hour period.

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ELECTRICAL DEPARTMENT

Six electricians and helpers work under the supervision of the City Electrician, dividing their time almost equally among three activities (1) traffic signals, (2) fire alarm, and (3) building and park electrical systems. Standards of maintenance are generally satisfactory except for the fire alarm system, which suffers from so many decades of neglect that two men (the minimum recommended by the National Board of Fire Underwriters) cannot both answer current problem calls and make inroads in the backlog of deferred maintenance. Only in recent years was a second man added to aid in fire alarm maintenance, but this remains a problem area in which a rise in expense is foreseen.

Due to the large numbers of projects undertaken by this department it is difficult to report succinctly. Nearly every one of the 102 City buildings is wired for lighting and many have special power installations. Extensions and repairs were made in many of them in 1960, including several fire stations, City Hall, Gamble Building, Park and Tree Department's Office, Police Department's headquarters, Auditorium, Savannah Public Library, Stadiums, City lot, etc. Work was done in electrical system of water pumping stations and sewage lift stations.

The installation and maintenance of the traffic signals required the equivalent of two man-years in 1960. Most of the time was in the maintenance of 117 existing installations, as only three new installations were made during the year (one at Broughton and Drayton and two outside the City at the County's expense).

TRAFFIC ENGINEERING DEPARTMENT

The Traffic Engineering Department maintained extensive contact with the public through correspondence, the press, radio and television and through participation in the work of various organizations. Suggestions from the public requiring field survey and reply numbered 233. Many such suggestions resulted in improvements. An important public contact is maintained by the Assistant Traffic Engineer, who conducts classes at the Drivers' Improvement School, attended by 2,500 persons in 1960, and includes engineering aspects of accident prevention in his presentation.

In February the street-lighting program was transferred from the Electrical Department to the Traffic Engineering Department. A new policy on handling requests for street lights was adopted. Under this policy, all requests for lights, meeting certain standards, are approved by the Traffic Engineer without action by the Council. Under this program 44 new street lights were installed, practically all of them at intersections. During the year lights in the squares were increased from 500 watts to 750 watts. A plan for over 300 street lights in the annexed area was prepared.

The Traffic Engineering Department maintains about 5,800 traffic signs. During 1960 several new practices were developed, among them using aluminum sign blanks for the first time instead of steel sign blanks. About 80 special signs were made to mark a historic tour route. These will be installed in 1961. Signs were installed in downtown areas directing the public to off-street parking facilities following the design developed by

the American Municipal Association. Another new type of sign was that indicating high accident locations. These signs were installed at five locations. Overhead signs with arrows showing lane usage were installed at three locations; Direction signs were installed near the stadium.

The painting of center lines was improved by the use of a new machine purchased in March. Improvement in the quality of our crosswalk marking is expected to result from the use of plastic materials purchased late in the year.

Only minor changes were made in traffic signals during 1960. At Drayton and Broughton Streets a two-dial controller was installed. At Liberty and West Broad Streets some additional signal heads were installed. On 37th at Lincoln and Jefferson Streets the signals were put on flashing operations except during times when school children cross. Traffic movement was considerably improved by physical improvements at Victory Drive and Bull Street, at Skidaway Road and Victory Drive and by the paving at 52nd Street from Bee Road to Skidaway Road. Also, Paulsen Street was cut through to DeRenne and paved, which diverted about 2,000 vehicles per day from overloaded Waters Avenue. The only changes in speed limits were increased on portions of Abercorn Street and Bay Street.

In the field of parking improvements, a morning peak-hour parking

restriction was put in on East Broad Street. On Victory Drive all parking was banned between Abercorn Street and Bee Road for a few weeks, but this was changed to peak-hour restrictions because of the objections of residents. The installation of new Miller Model 50 parking meters has reduced the number of parking meters broken into even though they were installed late in the year. In 1960 there were 461 parking meters broken into compared to 386 in the previous year. About 300 parking meters were found to be poorly used on Saturdays and were made free on that day. A Sunday maintenance check was instituted.

Parking meter revenue dropped 9% in 1960, compared to 1959, and the municipal parking lots revenue fell 11%. Other parking facilities reported an even larger drop.

As in previous years the Traffic Engineering Department issued reports on the annual accident summary, the annual departmental activities, and the budget report. During 1960 the Traffic Engineering Department issued special reports on the traffic in the central business district, curb parking in the central business district, better lighting for Broughton Street and the replacement of school-crossing guards with traffic signals. A great deal of time was spent making studies for street lights and traffic-control measures in the annexed area.

The costs of traffic engineering as budgeted were further divided for the administrative analysis of the Traffic Engineer, and are repeated here as an interesting example of cost accounting in this field

COSTS:

The total departmental costs of \$86,943 were divided among the activities of the department as shown in the following table:

1. Traffic Engineering, Administration & Research	23,900
2. Traffic Sign Maintenance	12,700
3. Pavement Striping Maintenance	9,300
4. Crosswalk Maintenance	1,700
5. Parking Stall Maintenance	900
6. Other Pavement & Curb Marking Maintenance	3,400
7. Parking Meter Maintenance	26,400
8. Off-street Parking	3,600
9. Materials for Traffic Signal Maintenance	5,000

* * * * *

THE PARK AND TREE DEPARTMENT

The Park and Tree Department is not engaged in spectacular work, but its activities are nevertheless constantly observed and appreciated by the public it serves. An oft-heard remark from citizens is, "Our squares have never looked prettier". The enthusiastic chairman of the Park and Tree Commission, with his interested members and Superintendent working closely with other agencies of the city government, are responsible for the performance of this department in park and cemetery maintenance.

The parks of Savannah are more numerous than most citizens probably realize - 76. These may be divided into the following classes; quiet parks, 42; playgrounds, 23; playfields, 9; large parks, 2. In addition there are 8 recreation buildings.

The maintenance of the City's parks is divided between two departments, the Recreation and the Park and Tree Departments. The Recreation Department maintains the actual play areas, while the Park and Tree Department maintains the quiet parks (landscaped areas). There are 48 acres of quiet parks, which include the famous and attractive squares, and these are cultivated intensely, requiring a high ratio of men to acres.

The play areas have 80 acres, and the large parks 914 acres, but the nature of use requires a minimum of maintenance, mostly grass cutting (not counting the special marking and maintenance of game areas).

The Park and Tree Department also maintains the center plats in boulevard streets, which represent a considerable responsibility due to the number of such streets.

Lastly, but not least, is responsibility for care and trimming of thousands of trees in the streets between the curb and property line. In 1960, 3,226 trees were trimmed, 438 planted, and 382 removed. It was here that the year saw the most significant technological advance. A hydraulically operated, truck-mounted hoist was acquired for tree trimming, enabling the man in the air to guide himself to any part of the tree needing trimming. Complementary was the purchase of a "chipper", in which the severed limbs are ground into fine particles for efficient disposal. The third important equipment acquisition was a stump remover. Needless to say the costs per unit of tree trimming and stump removal were substantially reduced. However, no reduction was made in the number of men in the department due to need to raise maintenance standards. The greater efficiency has resulted in more work accomplished rather than a reduced budget. This is reflected by an increase in nearly every work item, as the following percentage of work increases indicate: trees trimmed, 50%; trees planted, 300%; shrubs planted, 100%; grass planted, 20%; grass cut, 70%.

The cemeteries comprise the other major activity of the Park and Tree Department. (Like the parks, they serve not only the City residents who pay for their upkeep, but also the surrounding unannexed areas whose residents do not. This is one of many problems of financial inequity and civic disunity which annexation would solve.)

The cemeteries comprise 245 acres, in which general care of mowing, raking, pruning and the like is provided. Of these, 37¹/₂ acres (2060 lots), are under the perpetual-care plan, and receive special and complete maintenance.

The cemeteries of the City are quite old, and the lots generally are covered with boundary markers and upright grave markers which necessitate considerable handwork in maintenance. The utilization of modern equipment is less productive, making unit costs of maintenance much higher than in newer cemeteries. Because the hand work has exceeded the capacity of the City's crews and financial possibilities, some prison labor has been utilized in weed cutting, raking, etc.

Revenue from the City's cemeteries may be expected to continue falling, as most space has been sold and the number of interments annually is likewise decreasing. In 1960 only 56-1/2 lots were sold and interments decreased from 653 to 616. However, maintenance costs will continue, and perhaps slightly increase. The future financially is one of expenditures, with no revenue except from invested funds for care of lots under the perpetual-care plan. The private cemeteries, unless more areas of public cemetery are opened, will be the source of burial lots.

Probably the major event in this activity in 1960 was the survey and marking of lots in the colored portion of Laurel Grove Cemetery. The map based on this survey is to be completed in 1961. The markers and map are expected to greatly facilitate the location and care of lots in this area. The cost of this project was approximately \$2,700.

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THE SAVANNAH PUBLIC LIBRARY

The Savannah Public Library is found so useful by the public it serves that it must constantly grow to keep pace. This use of the library has not been an "accident" however, because the library's Board of Managers, Director and Staff, supported by the other machinery of city government, have been intelligently engaged in making the library responsive to the citizens' needs and desires.

Looking to the future was particularly emphasized in 1960, as a comprehensive survey was undertaken with the assistance of a consultant, Mr. Hoyt Galvin of the Charlotte Public Library, Charlotte, North Carolina. The report will be made in 1961.

Expansion of library facilities to serve the community's demands took several directions in 1960. The most significant new equipment added to the Library was undoubtedly the second bookmobile added to the Chatham County service in October. New record players and additional book trucks were added to the adult and children's departments. A new card catalogue replaced the outgrown one in the children's department and the old catalogue from there was added to the new one in the adult loan to relieve the overcrowding of the file. New display bulletin boards and shelves were bought for the Ola Wyeth Branch and the adult loan department. Electric pasting machines in the technical processing department speeded up decidedly the processing of new books.

Naturally, an expansion in personnel was made to correspond to the increased work load. At the year's end the library had a larger and stronger staff than at the beginning, with the addition of well qualified pro-

professional librarians to take long unfilled positions as head of the Reference Department, supervisor of the Chatham County Service, and Young Adult Librarian in the Loan Department. Further increases were a library assistant, a clerk-typist, and four part-time pages.

The library's personnel was concerned with a greater book offering to the public, improving the quality of the collection through discard of worn and useless books, informing the public on availability of library resources, and providing a wide variety of information to users of the reference services. In regard to reference services, for example, current events spurred public interest in information -- the Olympic Games in Squaw Valley and in Rome, the political conventions and the presidential election.

The library served writers engaged in many aspects of historical research and large numbers of students on subjects related to their courses.

Again the number of books lent rose -- this time 7% to 730,970, an increase despite no change in population served. It would appear that Savannahians and neighbors are steadily becoming more erudite. This is especially borne out by the increase in books borrowed by adults. For the first time in many years more adult than children's books were borrowed in Savannah. And the books were not all light fiction, since 42% were non-fiction in the fields of social science (big increase), arts, etc. Interest in non-fiction is stimulated by excellent and timely book lists circulated by the library among groups of likely concern.

It is hoped that the school system will increasingly serve its students, especially those in the elementary schools. A possible trend toward this developed in 1960. It is believed that more adequate school libraries will strengthen overall library services by providing more efficient and direct service on the school premises.

This annual report must of necessity be brief, but the above should reveal a healthy, improving library service, ever alert to meet the educational and cultural needs of the community.

Good reports on the past are but prologue to the future. The library's problems under consideration include more space. The main library and the branch libraries are overcrowded, and more branches are needed. The communities around Savannah need to give greater financial support, especially the governments of incorporated communities, if they are to continue to receive good library service. New books are needed in the fields of science, technology and business. The number of books acquired annually is less than library usage and recommended usage would counsel. Financial support will be needed for further improvements.

CARNEGIE LIBRARY

Under the direction of a Board of Negro citizens and its professional staff, the library advanced considerably. In many ways, the Carnegie Library has gained ground more rapidly in recent years than other city activities, due in part to the larger book collection which has accumulated. The library has further plans for improvement in personnel, salaries and space.

The number of books loaned (children and adults), increased about 15%, from 92,825 to 106,237. As the educational level of the Negro population increases, it may be expected that similar increases in library service will be experienced annually over the next few decades. Reference questions also increased, from 10,185 to 13,150. Most other categories of service also increased.

The circulation of children's books (73,898), was twice as great as those for adults, although it may be expected that adult interest will increase proportionally, and also it is possible that school libraries, if improved as planned, will lighten the load on the city's facilities in this field. There were 45,000 books circulated in class-rooms of 16 elementary and one junior high school libraries. There are 86 teachers using this service. Summer reading groups were organized and the libraries loan records for home use.

The major improvement in physical facilities in 1960 was the acquisition of a vehicle for transporting books, etc. This was the first time that a publicly owned vehicle had been available to Carnegie Library.

This aided in the maintenance of the branch libraries and increased service demands were experienced in the branches at both Hitch and Yamacraw Villages. Carnegie Library was redecorated during the year, representing an important and appreciated physical improvement.

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POLICE DEPARTMENT

Ours is an age of change. In a short period of time Savannah has become an industrialized and cosmopolitan urbanized community.

Since 1900, decades have passed like the "Roaring Twenties" and the "Fabulous Fifties". Transportation, science, communication and other aspects of society have undergone change.

The effect of these changes has not merely been one of magnitude. Any policeman can tell that the scope of police work today is much greater in each succeeding decade. Simple expansion of population does not account for the increasing complexities of police duties.

People have been brought closer together in the urbanization process, increasing the opportunities for lawless persons to operate and their targets for victimizing. Changes in our way of living, in some cases, have increased social tensions - the problem of juvenile delinquency for example. The increased use of automobiles have made new problems that have never faced the police before - with traffic violators the old distinctions that made it possible to distinguish between "good" people and "bad" people no longer hold.

During 1960 the Police Department had a turnover in personnel amounting to 30% caused in a large measure by the better men leaving the City employment for better paying jobs and poorly-selected ones being replaced.

Plans have been formed for better selection procedures to correct

this turnover condition, and it is expected that this condition will no longer exist in future years.

During the year the Police Department arrested for major crimes the following:

Murder	15 (79% of cases cleared by arrest)
Rape	32 (77% of cases cleared by arrest)
Robbery	106 (48% of cases cleared by arrest)
Burglary	445 (42% of cases cleared by arrest)
Grand larceny	161 (30% of cases cleared by arrest)
Petty larceny	475 (36% of cases cleared by arrest)
Automobile thefts	131 (21% of cases cleared by arrest)

Total value of property stolen amounted to \$767, 592. However, 76%, or \$587, 158, was recovered. The Federal Bureau of Investigation reveals that crime is on the increase nationally. Our increase is in line with the trend noted by other cities reporting to the FBI.

Traffic arrests increased in some categories and decreased in others. Drunk drivers increased by 49, drunk drivers in accidents increased by 123, reckless drivers decreased by 573, other speeders increased by 725, "no tags" increased by 395, "no permits" increased by 879, and improper equipment increased by 369.

Several men have been added to the Traffic Division and should improve the functions of this division considerably.

Improvements have been made in the Police Department records division with the addition of IBM equipment.

During the year men were sent to the Traffic Institute at Northwestern University for varying lengths of time to study methods of handling traffic

and personnel management. Two men were sent to the Southern Police Institute in Louisville, Kentucky, for a two-weeks refresher course.

Automobiles assigned to the Police Department travelled 1,438,470 miles in 1960 and motor cycles travelled 149,914 miles.

The Police Department prepared and served 196,305 meals at the City Jail and at the stockade at Travis Field. The cost of supplies and preparation was 10.3/4 cents per meal. During the year the Police Department range for pistol training was completed at Travis Field.

Improvements were made in the Identification Division with the purchase of new equipment including a dryer and larger press camera and binder for mug files.

Four patrol wagons were ordered during the year and should improve the handling of prisoners. This will eliminate unnecessary delay in wagons getting to the scene of arrests and will get officers back into service more quickly.

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FIRE DEPARTMENT

Man against fire is a problem as old as civilization, and mankind has long organized to defend itself against destructive flames. Savannah has been noted for the efficiency of its firefighting, and when property valued at \$14,489,000 was on fire in 1960, the Fire Department held the losses to \$690,000.

The difference between the losses and the value of property on fire - \$13,779,000 - represents in dollars and cents the value of our firefighting in 1960.

Despite the fact that 95.24% of the property values were saved in 1960 the loss in dollars is above average. (In 1959, for example 96.93% of property values were saved.)

The amount of loss is not necessarily a measure of the Fire Department's efficiency, since firemen are not directly responsible for the number of fires that occur. Hence other measurements are necessary based on nationwide experience.

The national scale was applied to the Fire Department during 1960 by the National Board of Fire Underwriters. Their reports showed an increase of only 18 points to 688 deficiency points over the previous report of 1950, while the population increased about 25,000 during the same period.

Many of the recommendations of the National Board of Fire Underwriters have been implemented since receipt of the report, others are in

the progress of being corrected, and still others are in the planning stage for correction in ensuing years as funds become available.

In February a 1960 Plymouth 4-door sedan was designated as Fire Car Number 3 for the use of battalion chiefs and was placed at service at Fire Station Number 5.

Number 9 Fire Station was painted inside and out, the floor was covered with tile, a new shower, kitchen sink and water cooler was installed. New beds and chairs were purchased and the station was put into first class condition.

New electric refrigerators were put into service at Fire Station Number 3 and Number 5, and an electric water cooler and new chairs were placed at Fire Station Number 4 where the roof was also replaced during the year.

Major repair work was done to Number 1 pumper, Number 1 supply wagon, Number 6 pumper, Number 9 pumper, and Number 5 aerial truck. New equipment was purchased during the year amounting to about \$5,500. These items included a card index system for switchboard room, a 22 ton porto power jack, smoke ejectors, masks, nozzles, a gasoline power chain saw, hammers, hose jackets, stapling guns, and sprinkler head kits. Each station was given a 4' X 8' blackboard to assist the men in their daily classes.

A new and more powerful remote control base radio station was installed at Fire Station Headquarters.

In August two stations were activated in the southern section of the City to provide fire protection for the newly annexed area. Four station wagons and two 750 gallon per minute pumpers were ordered for the area.

A 2-day zone fire school was held with four officers of the department acting as instructors. About 225 persons attended the school during the two days it was in session.

In November the fire-police patrol was formed. Nine members of the Fire Department were sent to the Police Department during the month of December for police training, and eight members of the Police Department came to the Fire Department for fire training. These men are to serve in the newly annexed areas.

During Fire Prevention Week, extensive activities were held calling attention of the citizens of Savannah to the necessity of alertness to prevent and detect fires.

During the course of the year almost 1,200 people visited fire stations. Training continued extensively with one-hour classes being held every day Monday through Friday by the company officer in his respective company on subjects contained in the Fire Service Manual. Seminars were attended by officers, and training films were shown to all employees. During 1960 the inhalator crew answered a total of 197 calls and administered aid to 201 persons. The age of these people ranged from one month to ninety-one years. Of the 197 calls 26 were in the County.

FINANCE DEPARTMENT

In a democratic government the final authority to establish the budget constitutes the most effective control exercised by City Council over administrative officials. In the process of reviewing the City Manager's budget, the Council has an opportunity to judge the adequacy of the proposed operating program, to establish the level of city services to be rendered, to determine the basic organization and personnel staffing patterns, and to review the efficiency of work methods. A complete budget including all proposed work programs, expenditures and revenues makes it possible for the Council to compare the needs of one service with the needs of another.

The creation of the Budget Office in 1960 was a progressive step to develop the Council's participation in budget preparation as fully as possible. The office paid for itself several times over through complete investigation and analysis of the requests of various departments and agencies for funds.

The Budget Officer is constantly examining and evaluating municipal revenues and expenditures to insure that the best possible use is made of the City's resources.

Anticipated in future years is even greater savings as a result of this new office, but also, and perhaps even more importantly, is the fact that new budgetary procedures will enable the Council to know and understand exactly what the programs of the municipality are. The Council will be better able to exercise financial control over the operations of the City.

One of the first acts of the Budget Office was to issue a new budget manual to other city departments outlining procedures to be followed in preparing a budget program. The manual introduces administrators to program budgeting and reviews the budget processing cycle. Administrators were urged to think in terms of program objectives and procedures to obtain that end. The manual places primary emphasis on the budget preparation phase with complete instructions and examples for preparing the eight budget request forms and departmental letters of transmittal. The simplified and comprehensive coding system is described in full showing how justification is made and gives typical examples. A revised budget format includes more useful information.

In the accounting division 11,500 purchase requisitions were made, 8,100 verified voucher payable forms were sent to the IBM division for general fund and 630,000 pieces of mail were stamped using the mailing machine.

Current payroll data was maintained on 616 semi-monthly employees, 550 weekly employees, and 220 pensioners. In addition the payroll section maintained deduction ledgers on Federal and State withholding tax, Peace Officers' fund, U. S. Savings Bonds, Union Dues, Social Security, Pensions, Group Insurance, salary savings, and hospitalization insurance. Nearly 10,000 entries were made.

The major addition to machine accounting during 1960 was the appropriation expenditure statement.

During 1960 the Marshal's Office was able to collect \$156,755.10 in personal property taxes. The reduction in personal property taxes was a major accomplishment, and was due to several factors. One factor was the decision that only those personal property accounts that had been verified by the Tax Assessor would be executed, thus eliminating much time and effort of the Marshal in eliminating those accounts that had died or left Savannah before 1960. Another major factor was the extensive use of the garnishment process by the Marshal when possible. In 1955 approximately 5 garnishments were filed by the City while in 1960 garnishment processes were begun against 585 and actually filed against 245 persons.

While much time was spent on the personal property problem, other areas of activity in the Marshal's Office were not neglected. Real estate collections rose from \$85,194.48 in 1959 to \$132,764.57 in 1960.

FINANCIAL CONDITION
General Fund

December 31, 1960

Assets

Cash on hand and with banks	\$	215,575.44
Revenues and accounts receivable (net)		475,744.80
Due from other funds		166,108.40
Other receivables		103,502.01
Inventory of supplies		176,001.47
Unexpired insurance premiums		16,692.41
Guaranty deposit		164,000.00
	\$	<u><u>1,317,624.53</u></u>

Liabilities, Reserves and surplus

Audited vouchers payable		76,341.69
Notes payable - Banks		400,000.00
Contracts payable		32,882.31
Other accounts payable		64,994.67
Interest coupons and interest accrued		164,235.84
Bonds matured and unpaid		133,000.00
Unclaimed wages, checks, etc.		1,592.60
Reserve for encumbrances		85,213.18
Reserve for self insurance - Auto liability		10,000.00
		<u>968,260.29</u>
Surplus		349,364.24
	\$	<u><u>1,317,624.53</u></u>

Detailed analysis of the financial condition of the City of Savannah on December 31, 1960, may be obtained by an inspection of the Financial Report for 1960 and the 1960 Audit by Barnes, Askew, Mills & Company, Certified Public Accountants, Georgia.

PERSONNEL DEPARTMENT

During 1960, 2,082 applications for various positions were filed in the Personnel Department. In addition to this, several hundred applications were given to interested persons and were not returned.

There were 2,305 personnel transactions during 1960. This was substantial increase of 1,263 over the total of 1,042 during 1959. This sizable figure is due in large measure to the overall pay increase granted January 1, 1960.

During 1960, 97 written examinations were given to 974 persons making application for employment. This represents a 56% increase over examinations given in 1959. Of the 974 applicants, 481 persons successfully passed the examinations.

Several changes have been made in the testing program. These changes include revision and replacement of some tests. Revision of the scoring procedures, and other minor changes to modernize the testing program. It is felt that the revamping will bring about a better selection program, and as a result give the City better qualified employees.

Late in 1960 the position of Personnel Technician, vacant for several years, was filled with a competent employee. With nearly 1200 full-time positions, and a growing city, the department can best serve if adequately staffed. Over one-half of the city's revenue is paid out in salaries and pensions, and it is elementary economy to do everything

possible to recruit, train and retain the best possible employees for the money spent. The following table shows the number of fulltime and part-time employees at the beginning and end of 1960:

	1 9 6 0			
	January 1		December 31	
	Full time	Part time	Full time	Part time
<u>General Government</u>	28	13	28	13
Legislative	2	8	2	8
City Manager	4		4	
Public Information	1		1	
Legal Department		3		3
Civil Serv/ Personnel	3		4	
Recorder's Court	9		9	
MPC	6		7	1
Custodian/Prop	9	2	8	2
<u>Finance Department</u>	50		49	
Director's Office	2		2	
Accounting	8-1/2		8-1/2	
Machine Acc'tg	7		7	
Treasurer	9-1/2		8-1/2	
Marshal	9		9	
Tax Assessor	9		9	
Budget Office	1		1	
Purchasing	4		4	
<u>Public Improvements</u>	464		440	
Director's Office	3		4	
Engineering	8		12	
Sts & Sanitation	10		9	
St. Maintenance	47		47	
Sanitation Office			5	
Street Cleaning	32		29	
Refuse Collection	172		139	
Refuse Disposal			7	
Sewer Maintenance	52		52	
Drainage Maint.	16		16	
Sewerage Treat.	8		9	
Water Distribution	61		57	
Water Serv. Office	24		23	
City Garage	25		25	
City Shops	6		6	

	Full time	Part Time	Full time	Part time
<u>Police Department</u>	200	23	204	23
Chief's Office	3		3	
Patrol Division	100		100	
Traffic Division	27	23	27	23
Investigations	34		34	
Records & Comm.	15		15	
Cust. of Prisoners	18		18	
Vehicle Maintenance	3		3	
<u>Fire Department</u>	172	1	180	1
Chief's Office	2		2	
Firefighting	160		168	
Fire Prevention	5		5	
Communications	3		3	
Vehicle Maintenance	2		2	
Powder Magazine		1		1
<u>Other Safety Dept's</u>	29		31	
Traffic Engineer	13		13	
Elect. & Radio	10		10	
Inspections	6		8	
Civil Defense	4		4	
<u>Health</u>	8	4	8	4
Health	104	2	104	2
Housing Hygiene	6		6	
Medical Service		3		3
City Dispensary	2	1	2	1
<u>Libraries</u>	42	3	44	3
Public Library	37		39	
Carnegie	5	3	5	3
<u>Recreation</u>	21	56	23	56
Recreation Office	3		3	
Gen. Office Rec.	14	27	16	27
Swimming Pools		19		
Golden Age	1	8	1	8
Stadiums	1-1/2		1-1/2	
Auditorium	1-1/2	2	1-1/2	2
<u>Park & Tree</u>				
Park Office		2		2
Parks & Squares	36		34	
Cemeteries	36		36	
<u>Indust. & Dom. Water</u>	19	1	19	1