

THIS PUBLICATION PURCHASED AND
DISTRIBUTED BY
THE REPUBLICAN COUNTY COMMITTEE
OF MONROE COUNTY

ROCHESTER'S GOVERNMENT

MUNICIPAL REPORT FOR JAN. 1, 1939 TO JAN. 1, 1940



TO ROCHESTER'S 328,142 CITIZENS:

THE SECOND ANNUAL REPORT

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ABOUT THIS BOOK

THIS is the second annual report of the city government prepared especially for Rochester citizens. It gathers information concerning all phases of municipal operations during 1939 and presents it in non-technical language and simple form. This booklet is similar to those issued now by more than 100 progressive American municipalities interested in giving citizens a clear conception of their government's duties, record and problems. In preparing this report the division of public relations is indebted to all bureaus and departments for the gathering of data and approval of departmental reports. Ten thousand copies of this booklet were published on the multilith equipment of the division of purchase and supply of the Department of Finance, at a cost of approximately \$650.

EDITED AND PUBLISHED

BY

THE DIVISION OF PUBLIC RELATIONS-DEPARTMENT OF COMMERCE

CITY OF ROCHESTER, NEW YORK

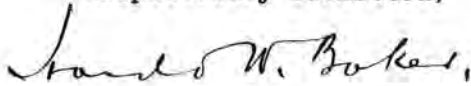
Office of the City Manager

To the Members of the Council,
Gentlemen:

I am transmitting herewith the second Annual Report of the City of Rochester, covering the activities of the municipal departments and boards during the year 1939.

The report is published with the belief that the citizens of Rochester desire and should have detailed information presented in a readily understandable form, outlining the different municipal activities, their costs, and a brief discussion of the problems which confront the City.

Respectfully submitted,



Harold W. Baker,
City Manager.

THE COMMON COUNCIL

To make city records clearer and to ease the problems of legislation, the Council authorized a project of codification of ordinances and local laws of the city in order to obtain a well-traced history of such activity from its beginning in 1834. A WPA project, the task is financed with \$11,621.75 from federal funds and \$2,801 from local funds.

Striking against the growing problem of bootleg coal imported illegally from the Pennsylvania anthracite fields to Rochester, the Council passed a sweeping ordinance regulating the retail sales and distribution of solid fuels in the city. The legislation requires all truckers and dealers doing business in Rochester to be licensed and at the same time bolsters weights and measures laws.

Extending a tax which had been in effect for two years, the Council levied a one per cent tax on the gross income of all utilities operating in the city, with the exception of motor carriers, for welfare purposes.

The city budget for 1940, carrying appropriations of \$29,971,856 was approved by the Council, as compared with a budget of \$30,109,729 for the year previous. The tax rate of \$31.42 per \$1,000 of assessed valuation remained the same and the tax levy was set at \$16,639,842 for 1940 as compared with \$16,606,329 for the year previous.

The way to the opening of the City Central License Bureau Mar. 1, 1939 was paved by the Council when it passed an ordinance empowering the commissioner of commerce to countersign virtually all licenses and permits formerly countersigned by the city clerk.

Moving to modernize transportation on Rochester's principal streets, the Council adopted six ordinances during the year placing buses in operation either to supplement or to replace antiquated trolley cars. Among major lines which heard the clang of the street car bell for the last time, as a result of these ordinances, were Genesee Street, Lyell Avenue, St. Paul Street and South Avenue. At the same time, a new bus line was legislated into existence over Melrose Street to Brooks Avenue in the 19th Ward and several new feeders were brought into operation in other parts of the city.

To revamp the city's building code new ordinances in Council increased the safety factors in homes and apartment buildings by specifying new regulations regarding fire-proofing stairways, placement of exits and by clarifying definitions of "dwellings" and "apartment houses."

The traffic ordinance was amended to set up a traffic control board consisting of the commissioner of public safety and the city manager for purposes of regulating use of signal lights and traffic signs generally.

Twenty-eight ordinances adopted by the Council kept the machinery of the city's WPA program turning by providing for some 60 projects during 1939.

GOVERNMENTAL HIGHLIGHTS OF 1939

AN AVERAGE OF 35,611 citizens were on the home relief rolls each month of 1939, constituting the greatest problem facing the city. Part of this group depended wholly on the city for their living while the remainder received help to supplement an insufficient income. The cost of keeping one person for one day on the home relief rolls in 1939 was 38.7 cents.

THE FIRST INDUSTRIAL promotion program ever sponsored by the government of the City of Rochester was begun in 1939 to attract new industries to Rochester. In launching its program, the Department of Commerce made contact with manufacturers throughout the Middle West and along the Atlantic Seaboard.

MORE POSITIONS were placed under the Civil Service system in the Rochester city government in 1939 than in any previous year in municipal history.

THE SUBWAY, under stimulus of the Department of Commerce program, carried 1,562,026 passengers in 1939 for a gain of 296,000 over 1938 and made a gain of \$18,000 in revenues over 1938. Another municipal utility—the Rochester Airport—gained \$5,000 in revenues.

ALL RECORDS of the Rochester sewerage system were brought up to date during 1939.

PROPERTY LOSSES from fire during 1939 were the third lowest in Rochester history. For the second year in succession the city suffered no fires of more than \$20,000 in damages.

A TOTAL OF 39,350 tons of paving material was laid—enough to cover 215,400 square yards of streets in Rochester—during 1939.

ALL MAINTENANCE functions of city properties were centralized in the Department of Commerce repair shop in N. Fitzhugh Street. Scattered electrical, plumbing, carpenter and other repair shops were integrated into a single workshop for purposes of economy and increased efficiency.

REORGANIZATION of the Department of Public Welfare resulted in abandonment of the Men's Welfare Bureau, which formerly maintained a home for homeless men. All veteran relief activities were consolidated into the Veterans' Welfare Bureau under the Department of Public Welfare.

THE CITY'S BIRTH RATE in 1939 stood at 16.06 per 1,000 population and the death rate was 9.91 per 1,000, according to records of the Bureau of Health.

BOND BUYERS RATED the city's credit among that of the highest ranking municipalities of the nation in 1939. Ready money was available for city bond issues at rates as low as three quarters of one per cent. Short term notes were sold at interest rates as low as one fifth of one per cent.

THE FOREST PATHOLOGICAL laboratory, begun in 1938 by the division of water on the city watershed at Hemlock Lake, came into full operation in 1939.

THE SECOND LARGEST series of substitutions of buses for trolleys in the history of Rochester was carried out in 1939.

THE CITIZENS' TRAFFIC advisory committee prepared plans for and began promotion of a traffic safety campaign in the city.

A CITIZENS COMMITTEE was appointed to revise the city sanitary code in 1939.

THE STATE LEGISLATURE and governor in 1939 empowered the city to extend and to operate the subway.

THE FIRST CONSOLIDATED government report to citizens in the history of Rochester was published by the Department of Commerce in 1939.

A SURVEY OF HOUSING conditions in Rochester was completed under direction of the city manager.

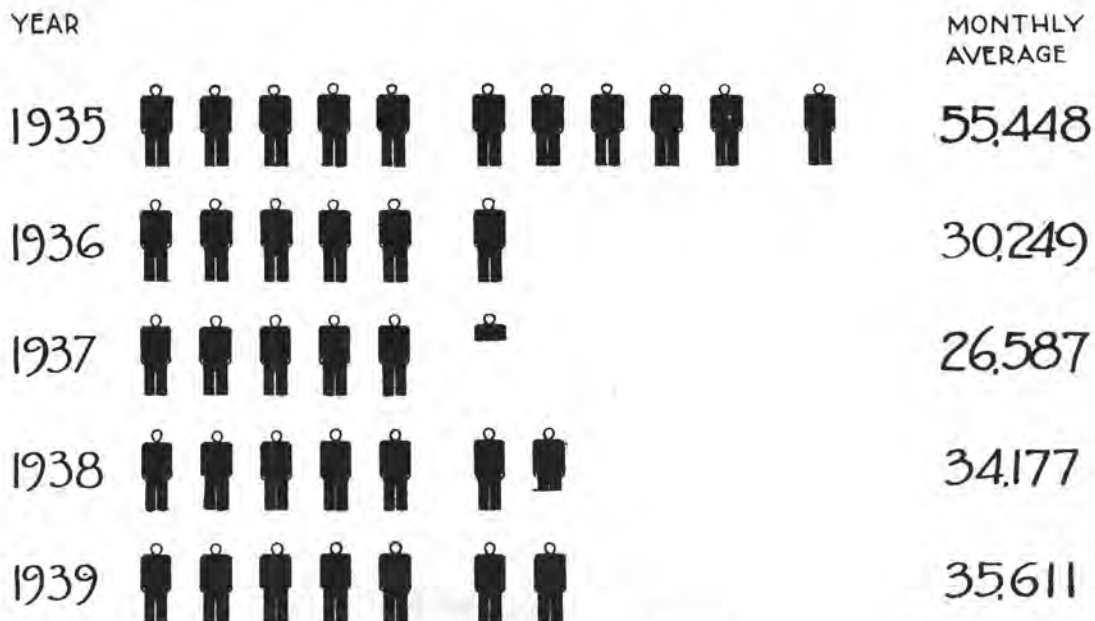
TWO-WAY radio was installed by the bureau of police.

PURSuing its established policy of consolidation of functions within the city government, the Council adopted resolutions in 1939 concurring in the mayor's action to:

- (1) Ask the New York State Legislature to convert the City Civil Service Commission into a County Civil Service Commission;
- (2) Ask the New York State Legislature to enact legislation to permit consolidation or co-ordination of purchases of all materials, supplies and equipment by Monroe County, the City of Rochester and the Board of Education.

38.7 CENTS PER PERSON IS THE DAILY RELIEF COST

RELIEF CLIENTS IN ROCHESTER



EACH FIGURE STANDS FOR 5,000 PERSONS ON HOME RELIEF

SOURCE:
DIVISION OF STATISTICS
DEPARTMENT OF PUBLIC WELFARE

Department of Public Welfare

THE CITY—A HELPING HAND

PUBLIC WELFARE PROBLEMS in Rochester in 1939 were of the serious proportions common during the years of the last decade.

The average number of persons depending on public assistance for existence was high during the year, although not of the great proportions of mid-depression years. In the situation one reassuring note was apparent; the welfare load was receding rather rapidly toward the end of the year, pointing to better days to come. The problem still was far from solution in any municipality, however, at the end of 1939.

Barometers of Relief

To grasp some suggestion of the breadth and the depth of this depression-bred phenomenon, consider these figures.

An average of 1 out of 10.3 Rochesterians received a subsistence level living in the form of relief grants.

A monthly average expenditure of \$450,855 was required to provide adequate relief for the relief

clients in their homes. In addition to this, large sums of money were spent as the city's share in sponsored WPA projects.

The city spent a total of \$3,341,002 and the State of New York added a total of \$2,069,259 to continue public relief—in all \$5,410,261.

Despite these large expenditures, the department provided food, clothing, shelter, sundries, and medical care at an average daily person cost of 38.7 cents each.

The Machinery of Relief

The Department of Public Welfare is one of the major branches of the city government, set up to:

- (1) Furnish adequate relief to those who are in honest difficulties;
- (2) Supervise the relief plan to guard the interests of the taxpayer;
- (3) Rehabilitate as far as possible the relief client.

PUBLIC WELFARE: 21 PER CENT OF THE CITY BUDGET

ROCHESTERIANS UNEMPLOYED



EACH FIGURE STANDS FOR 5,000 ROCHESTERIANS UNEMPLOYED.

SOURCE:
CIVIC COMMITTEE ON UNEMPLOYED

To do this work the department's job is divided into two major divisions. The main body of the department handles the problem of home relief generally while the veterans' welfare unit controls issuance of relief to veterans.

Designated to handle relief in 1939 an average total personnel of 434 employees was on the job every month of the year. This group includes the following classifications: administrative, supervisory, visitorial, clerical, stenographic, professional, and miscellaneous. All social service and relief work is performed by five units working in five geographical areas of the city. One unit specializes in non-family or one person cases; all intake is under the direct control and supervision of the intake unit; problems of diet and home economics are handled by the division of home economics; all legal action to protect the department's interests is handled by the legal unit; and the medical unit authorizes all relief grants of this kind. The division of audits and accounts functions as a fiscal control for the department; the central record division files and controls the issuance of all case histories and relative data; the resource division traces out all possible assets and through its contacts is able to cash-in on such assets thus delaying the acceptance as a case or reducing the cost of relief. The statistical division functions as a means to measure agency progress and through approved control mechanism serves as a factual and fiscal guide for the commissioner.

Men's Welfare Bureau Abandoned

A major change in the organization of the Department of Public Welfare was made in 1939 when the Men's Welfare Bureau was officially abandoned by the department. This unit of the organization was closed on December 15, 1939 and the majority of its clients were transferred to the home relief rolls. The change was made in the belief that better morale would be achieved and that economy of expenditure would result.

Undergoing reorganization also was the veterans' welfare bureau which was given jurisdiction over home relief to all war veterans and their dependents. Formerly scattered by classification of veteran, the functions of relief to veterans were centralized in one office directly under the Department of Public Welfare.

What Happened in 1939?

Briefly put, the record of the year is this; the year opened with 37,887 persons or 11.5 per cent of the city's population on relief rolls. The trend was downward during the opening months of the year and by July this figure had dropped to 32,666 or 9.9 per cent. However, the WPA ruling dismissing workers employed for 18 months or more sent this group trooping back to the home relief rolls in

2,157 NEW CASES WENT ON RELIEF IN 1939

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August and the load mounted to 10.8 per cent in that month. By the end of the year it was receding again and had dropped to 10.3 per cent or 33,920 persons, and seemed bent, at least temporarily, on a downward trend.

During the course of the year an average of 46 new applications for relief were recorded by the intake division during every one of 304 business days and 30 cases were admitted to the rolls. An average of 16 cases or 35 per cent were rejected. Served during the course of the year was an unduplicated count of 13,859 cases. Each of these cases was a relief group averaging 3.49 clients.

A serious phase of the problem in 1939 was the fact that 16 per cent of the total number of cases registering for relief—2,157 of them—were people who never before had asked for public assistance.

Why Did They Go On Relief?

All 9,397 of the cases which joined the rolls and every case departing the rolls in 1939 had some specific reason for doing so. The accurate recording facilities of the Department of Public Welfare keep track of these reasons in trying to discover the elusive answer to the "why" of public relief.

The major reason for the new, recurrent, and reopened cases on public relief which led all others in 1939 was "unemployment." Sixty-eight per cent of all those on the rolls—some 6,406—gave that as a reason. Another 1,135 (12 per cent) were placed on the rolls to supplement insufficient income while 7.8 per cent were due to temporary illness. In fact, during 1939 one third of the case load (32.4 per cent) on the relief rolls received only sufficient help to supplement an insufficient income and 27.1 per cent of the department's expenditures went for this purpose—a total of \$1,153,819. About \$939,608 of this sum was used to supplement income from employment and \$214,211 was for supplementation of some other type of public assistance. The remainder came for a miscellany of reasons. Some idea of the scope of the federal program (as distinctly separate from home relief which the city administers) is gained from the fact that approximately 2,400 of the 6,406 who lost their employment during the year were dismissed from WPA, CCC or NYA projects. In other words, it was a mere change in source of relief and not a new case. The remaining 3,817 who applied for relief had lost private employment. The federal work relief aspect bobs up again in the class which is on home relief to supplement earnings from other sources. A total of 245 of 1,135 cases on home relief to supplement their income were augmenting some form of federal program income.

Why Did They Leave Relief?

The reasons for leaving relief are largely the converse of the reasons for going on the rolls. Sixty two per cent of the 9,767 cases which were closed by the city ended because the recipients had obtained employment. However, 2,045 of the 6,141 obtaining jobs went on some form of the federal program; that is, they merely changed the source of their assistance. A total of 3,870 went back to private industry. Three and a half per cent, or 346 cases, were closed due

COST OF HOME RELIEF IN ROCHESTER



to receipt of unemployment insurance and 12 per cent, or 1,192 cases, acquired sufficient resources to live on.

A total of 233 cases went on the rolls due to termination of unemployment insurance.

Keeping "Chiselers" Off Relief

Ever alert to keep the much publicized "chiseler" off the relief rolls, the Department of Public Welfare employs a full division for this purpose. The resource division, in cooperation with the legal unit of the department, is an expert bureau of investigation which runs down every source of revenue or assets which an applicant for relief may possess. The personnel of this group co-operates with banks, insurance companies, clearing houses, and private industry in their search, which is a fruitful one.

In 1939 they checked thousands of cases and additional thousands of applications for relief in an effort to uncover sources of private support for relief clients or applicants. About 40,000 cases were checked in banks and 2,188 accounts of applicants or legally responsible relatives of applicants were found, with a value of \$737,427. Another \$12,600 was uncovered in life insurance settlements. A total of 40,564 wage reports were checked during the year. Unemployment insurance benefits uncovered were \$191,598. The division referred to the legal division for collection claims totaling \$17,381. It is difficult to set a precise figure as to the amount of money the city saves by this work since certain large parts of it, such as bank accounts of relatives of relief clients, cannot be wholly claimed for use of relief applicants.

From data furnished by the Department of Public Welfare

AN AVERAGE OF 35.611 PERSONS WERE ON RELIEF IN 1939

*Department of Public Works
Division of Engineering*

BUILDING A CITY

THE work of the municipal engineer, like the work of the public health physician or the work of the public educator, is different from that of his professional brethren in private business. It is a work of bigness, continuing day in and day out. Where many private engineers may direct a large job or cooperate in an extensive project a few times in their careers, the public engineer working for a great city is called upon regularly to take over programs involving hundreds of plans to make, hundreds of surveys to undertake, thousands of cubic yards of earth or rock to remove, thousands of tons of asphalt to process, miles of sewers or pavements to construct or millions of gallons of water to deliver.

The Engineer at Work

The division of engineering in 1939 pursued steadily its objective of giving Rochester a better physical plant—a better house—for Rochesterians to live in. That pursuit really meant many different jobs to be done at once or to be underway at the same time. Broken generally into five sections, the division of engineering performs these jobs: (1) drawing of all plans and making of all surveys; (2) supervision of all construction; (3) revision of the city's 1,500 official maps; (4) testing of all purchases; (5) all city photography.

In order actually to build anything, two sections of the engineering division combine to push the project through. Resting on the shoulders of the improvements section in City Hall office is the responsibility for drawing plans and profiles, making designs and casting specifications. Once approved those plans are passed to the City Hall Annex office of engineers and then translated into actual construction with the latter engineers in supervisory and inspectional roles. Numerous WPA projects have been handled in this manner.

In 1939 the breadth of work in planning new projects and in drawing designs was great. A summary of the City Hall engineering office shows that some 46 new plans, profiles and designs were completed; that some 60 surveys and cross sections for proposed projects were finished; that 21 other plans and profiles were undertaken and under way at the end of the year; that 28 projects were submitted to the planning board for approval; and that numerous inspection trips, estimates and advisory communications for other departments were made.

Up to Date Records

The field of sewer operation constitutes a whole field of activity for the improvements section in City Hall. Aiding in keeping the WPA program of sewer construction under way during 1939, this group of engineers made 76 separate



Lexington Avenue sewer, here shown in process of building will soon be an underground river

sewer studies for proposed improvements and completed 51 sewer designs. Surveys for location of sewers totaled 56 and 19 inspections and 42 investigations for reconstruction were carried out.

Probably the outstanding accomplishment of the sewer section of 1939 was the notable job of bringing all city sewer records to date. The import of such a feat can best be realized when it is noted that the city has more than 641 miles of sewers laced through its streets. Depending upon accurate information as to the location of every sewer, drain and house service are engineers, home owners, builders and plumbers; without such knowledge of exact locations and types of sewers, the city's program of public sanitation would suffer serious set-backs in future years due to lack of adherence to sewer laws.

WPA Program

More than any other branch of the government has work relief affected the methods and operations of the city's engineers. To see that the wheels of the city's WPA

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program keep turning steadily and fruitfully is the job of one of the division's improvements sections. In 1939 this group of "heavy construction engineers" translated the profiles, plans and designs of their colleagues into fact as WPA projects and city projects. Out of these plans came 4.4 miles of street paving, 9.3 miles of sewers, more than a mile of six-foot sidewalks and more than a mile of water mains. All in all, this force laid out and inspected during 1939: 46 sewer projects, 15 pavement projects, 5 water main projects and a variety of small jobs including repairs to buildings, reconstruction of the floor of the Driving Park Bridge, construction of 307 feet of retaining wall between Court Street and the Rochester Gas & Electric Corporation dam along the Genesee River for flood control.

New Paving Projects

New paving went down principally in West Avenue, Hudson Avenue, Pullman Avenue and Flower City Park, taking altogether some 90,371 square yards of pavement. At the same time 5,343 feet of water mains were laid, principally in Cedarwood Terrace, Merchants Road, Pullman Avenue, Shell Place, Seneca Avenue and University Avenue. Another 9,180 feet of street paving had yet to be accepted by the city.

At the year's end projects involving 51,575 feet—about 10 miles—of great new sewers were under construction as work relief projects and another 5,352 feet remained to be accepted by the city. Chief among WPA jobs were the St. Paul Street combined relief sewer tunnel valued at \$443,000, which winds northeasterly from the Bausch & Lomb plant to Carthage Drive where it empties into the main intercepting sewer to the main sewage disposal plant. At year's end it was 95 per cent complete.

Second large WPA tunnel under way is the \$290,000 Maple-Child combined relief sewer which was begun late

in 1939. Running through Ames, Maple, Campbell and Child Streets, it will be a combined sanitary and storm water sewer draining about 263 acres on the west side of the city when complete.

Third and greatest of all city sewer projects is the \$905,000 Lexington Avenue tunnel which is a PWA or city contract job. Stretching from Mt. Read Boulevard, it is constructed through Lexington Avenue to Lake Avenue and under the subway from Lexington Avenue to Mt. Read Boulevard. The dry weather flow is diverted at Lake Avenue to the west side trunk sewer. Driven through rock and earth, it is a concrete structure and will take care of the storm and sanitary run-off of 1,212 acres of the north-western section of Rochester for many years to come. At year's end it was 71 per cent complete.

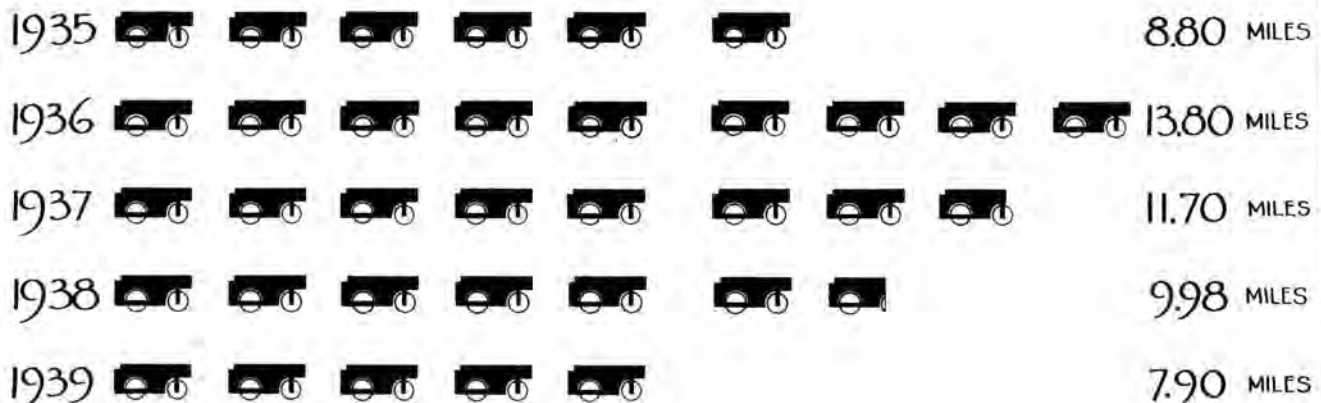
The Trolley Problem

The march of time has given the municipal engineer new problems and new jobs. One of these tasks constituted a heavy program of work for the division of engineering's improvements section in 1939. For the third successive year the program of removal, resurfacing and reconstruction of streets over which trolleys formerly ran has been under way. Although the first trolley line fell before the onrush of the bus in 1929, it was not for eight years that the substitutions of buses became so heavy that major plans for street repair were necessitated. By 1937 only 9,900 feet of streets in which rails were placed had been reconstructed or resurfaced to make smoother driving for motorists. In contrast, at the end of 1939 this total stood at 83,850 feet or 15.88 miles of streets repaved, more than 14 miles of it in the last three years.

Further plans for repaving were completed in 1939 for South Avenue from Byron Street to Elmwood Avenue; for Genesee Park Boulevard from Brooks Avenue to Chili

PAVING ROCHESTER STREETS

MILES OF NEW AND RECONSTRUCTED PAVEMENTS IN THE CITY



EACH SYMBOL STANDS FOR 1½ MILES OF CONSTRUCTION

SOURCE
DIVISION OF ENGINEERING
DEPARTMENT OF PUBLIC WORKS

CAR TRACKS WERE REMOVED FROM 3½ MILES OF STREETS

NEW SEWERS IN ROCHESTER



SOURCE:
DIVISION OF ENGINEERING
DEPARTMENT OF PUBLIC WORKS

Avenue along with numerous lesser projects, all proposed to be done in co-operation with WPA.

The bulk of prints, made in the print room, of working drawings, study plans, city maps, miscellaneous drawings, charts, tables and various reproductions were imposing. Exactly 173,906 square feet of paper were needed to make 13,342 blue prints and 36,462 black and white prints. Time was found also to make 120 new house number plans; 11 working drawings; and the indexing of 2,500 plans and maps.

Surveying and Mapping

The surveying and planning necessary to the functioning of an engineering group are almost beyond the layman's grasp. The job of this branch is roughly three-fold: (1) to conduct mapping surveys; (2) to plan for safety; (3) to plan for future engineering work. In 1939 engineers in the survey and planning section made surveys for construction in the East Side relief sewer tunnel and the Maple-Child tunnel and prepared numerous studies for the Public Service Commission; it prepared spot maps of all stop streets in the city and plotted time-spacing of traffic lights from space graphs.

To keep property owners aware of their property lines, to keep house numbers straight, to keep abreast of every change of ownership of property in the city and know everything there is to know about every bit of land in the city requires a lot of maps—more than 1,500 to be exact. This is the job of the section of maps and surveys. In 1939, this section recorded 5,988 ownership changes on 4,961 city survey maps. It copied 5,290 deeds in the county clerk's office and filed 6,406 transcripts of title in its record books. Long searches by this division resulted in the clearing of 574 defective titles. Other jobs done included replotting of eight city survey maps, retracing of three assessment maps and 127 revisions of property maps. One of the major projects of the year was the work of re-surveying the exact lengths and directions of the city line.

Testing Laboratories

When the city buys anything, it must have a big market basket. Because quantities needed are large, it is important that the city be sure it is getting its money's worth. So the division of engineering operates a laboratory for testing all materials purchased. In 1939 this group pushed through a total of 3,157 tests of purchases which varied from asphalt mixtures to soap and gasoline. Heading all tests were those of concrete cylinders (mostly for use in the great new sewer tunnels) with 1,112 tests. The press of work necessitated purchasing new apparatus for asphalt recovery work and for chemical tests.

The City Photographer

Making pictures for every department in the city government and shouldering the responsibility for supplying the all-important pictures which are used in court evidence and in pictorial records of engineering progress is the photographic section. In 1939 this laboratory did a volume of work unequalled in city history, turning out 5,300 jobs for 17 agencies. At the same time two documentary motion pictures — one on the water system and one on mechanized street cleaning—were completed.

The Engineering Staff

A staff of 110 employees serves the division of engineering, 28 of them rated as engineers, 43 of them draftsmen and surveyors. In addition, the division employed 47 temporary employees. The average length of service of the regular employees in the division is 18 years. Expenditures for the regular staff for the year were \$277,108 as compared with \$287,180 in 1938, with a budget appropriation for both 1938 and 1939 of \$137,000, the difference between the budget and actual expenses to be made up by charges to special funds for work done.

From data furnished by the Division of Engineering

ENGINEERS TESTED 3,157 SAMPLES IN CITY LABORATORIES



Rochester's claim to being one of the nation's cleanest cities is maintained by a fleet of big

flushers and sweepers which patrol the streets and avenues from early spring until late fall

Department of Public Works, Division of Maintenance-Operation

HOUSEKEEPING FOR A CITY

PROBABLY the duller words in the English language are "maintenance" and "operation." When you think of either of them, they are tied in some manner to the long columns of figures in a budget or an operating report.

No dull word is either of them when it is tied to the division of maintenance and operation of the Department of Public Works. In that sense they spell a series of spectacular big jobs. They mean, in short, the yearly encounter with snow storms; the moving and disposal of half a million cubic yards of ashes and 70,000 tons of assorted garbage and rubbish annually, the cleaning of 450 miles of streets, the maintenance of 624 miles of sewers, the production of a million and a half pounds of garbage grease, the lighting of 20,000 street lamps and the operation of more than 550 pieces of gasoline motor-driven equipment.

A big job, that. And no dull job.

In 1939, the usual quotas of work, involving many difficult problems and their solution were visited upon the division of maintenance and operation.

Keeping Up Streets

Of prime importance was its street maintenance job—a task covering the maintenance and repair of pavements and sidewalks, the operation of the sewerage system, the cleaning of streets, and the plowing and removal of snow.

To keep the streets in repair, the division in 1939 laid a total of 39,350 tons of paving material covering an estimated area of 215,400 square yards. A larger amount of

resurfacing was necessitated by abandonment of trolley car lines and thereby added to the work and cost of routine repairs. Streets in which buses replaced street cars in 1939 and in which repair or reconstruction was carried out included South Avenue, Genesee Street and University Avenue. Routine maintenance repairs were made in Culver Road, Brunswick Street, Elmwood Avenue and other streets. Meanwhile WPA paving projects were completed in Hudson Avenue, Pullman Avenue, Central Park and Flower City Park. Of the total bulk of paving material laid, 25,320 tons of hot asphaltic material came directly from the Municipal Asphalt plant in Scottsville Road. This plant underwent an extensive alteration program early in 1939 to improve quality and reduce cost of asphaltic material, and to control dust. Total expenditure for operation of the asphalt plant and making repairs to streets was \$222,901.

In many respects a street is like an automobile. After it is built, it must be maintained; if not, it will shortly need to be replaced. The streets must be washed, and swept clean; they must be kept clear of snow, and they must be lighted at night. In 1939 a total of \$218,667 was spent to clean the streets.

Snow Costs Money

Almost every snowfall means money spent in Rochester. Planning its work in the summer and fall to keep streets open in winter, the division of maintenance and operation plows the greater portion of the streets and all sidewalks throughout the city.

450 MILES OF STREETS WERE MAINTAINED

In 1939 sidewalks in front of every house in the city were plowed 28 times at a cost of \$75,849. In other words, the owner of a 50-foot property paid about 3 cents for each time his walk was plowed.

Some \$295,844 was spent to fight the heavy snowstorms of the winter season of 1938-39 when in one week approximately four feet of snow descended in blanket upon blanket in Rochester.

To make a city's streets thoroughly safe, they must be well-lighted at night. In Rochester 19,424 fixtures equipped with more than 20,000 lamps, do this job. The lighting system was modernized in West Avenue, Central Park, Flower City Park and other streets for a total of 31,800 feet. The cost of this work, including electric current and maintenance of entire system was \$820,537.

Maintaining Sewers

The great web of main sewers underlying the city streets—624 miles of them—was maintained at a cost of \$84,323. Biggest single job of the year was the construction of a special invert (a half circle of corrugated metal and concrete) in the East Side trunk sewer for a distance of about 500 feet, continuing similar work started in 1938. Emptying into four sewage treatment plants, the sewerage system carried 16 billion gallons of sewage into the settling tanks for treatment—an average of 44 million gallons per day. About 96 per cent of the total flow goes to the Irondequoit plant while the Brighton, Charlotte and University plants handle the remainder. Only one per cent of the flow in the entire system must be pumped while the remainder flows by gravity. For the operation of the treatment plants and Maplewood pumping station \$76,266 was spent in 1939, for a cost of \$4.75 per million gallons treated.

Similar in size is the tremendous job of refuse collection and disposal done by this division. The scraps from the dinner table, the rubbish from packing boxes and the ashes from the furnace swell to the height of a small mountain when they are massed together for a whole city.

Cleaning Up Wastes

Making weekly calls in residential sections throughout the winter and calls every other week during the summer for rubbish and ashes, the division carted away a total of 61,428 truck and team loads or more than 400,000 cubic yards of ashes in 1939. Rubbish alone added 31,034 tons to the job. The weekly collections of garbage dumped a mountainous 35,850 tons more into the reduction plant.

How much it costs to gather up such a pile of refuse is exhibited by these figures:

	<i>Ashes</i>	<i>Rubbish</i>	<i>Garbage</i>
Expenditures	\$515,679	\$173,486	\$129,099
Unit Cost	\$1.29 per cu. yd.	\$5.59 per ton	\$3.50 per ton

A total of 315 laborers are used for collection of ashes in the winter and 193 in the summer while 45 are employed for collection of rubbish and 54 for collection of garbage.

Once this pile of refuse is collected, the city must dispose of it. Ashes are the simplest because they need only to be spread on one of several dumps. The rubbish and garbage, however, form a peculiar double-play combination which ends in the disposal of both. The rubbish is burned in incinerators, the waste gases passing through high pressure steam boilers and generating steam which is utilized in the garbage plant. Here steam-jacketed reducers are at work converting the garbage into grease and tankage. The steam dehydrates the garbage, the grease is extracted and drained off and the solid material is further processed for a fertilizer filler. These by-products were sold—for the sum of \$84,197 in 1939! The present combined system of incineration of rubbish and reduction of garbage operated for its first full year in 1939 and as a result the bill for purchased steam employed in the reduction of garbage fell from \$43,051 in 1937 to \$18,637, last year for a saving of about \$25,000. The cost of refuse disposal for Rochester in 1939 was:

	<i>Ashes</i>	<i>Rubbish</i>	<i>Garbage</i>
Expenditures	\$38,952	\$77,954	\$136,773
Unit Cost	\$.10 per cu. yd.	\$2.51 per ton	\$1.47 per ton

Rolling Stock

So the division of maintenance and operation does its job for the city. To perform all these services it requires a tremendous amount of equipment—some 240 automotive units of every description. At the same time the division of maintenance and operation repairs in its shops 319 automobiles and other machines belonging to other agencies of the city government. During 1939 several changes in operation, including purchase of additional machine tools and installation of a tool room were made in the sub-division of motor equipment. Fuel pumps in the division garages delivered 823,931 gallons of gasoline and 34,900 gallons of kerosene.

Mount Hope Cemetery

Operating as a part of the division of maintenance and operation is the Mount Hope Cemetery. In 1939 a total of 1,359 Rochesterians were buried there and 235 cremations were performed. Income of the cemetery was \$89,647 in 1939 and expenditures were \$96,744.

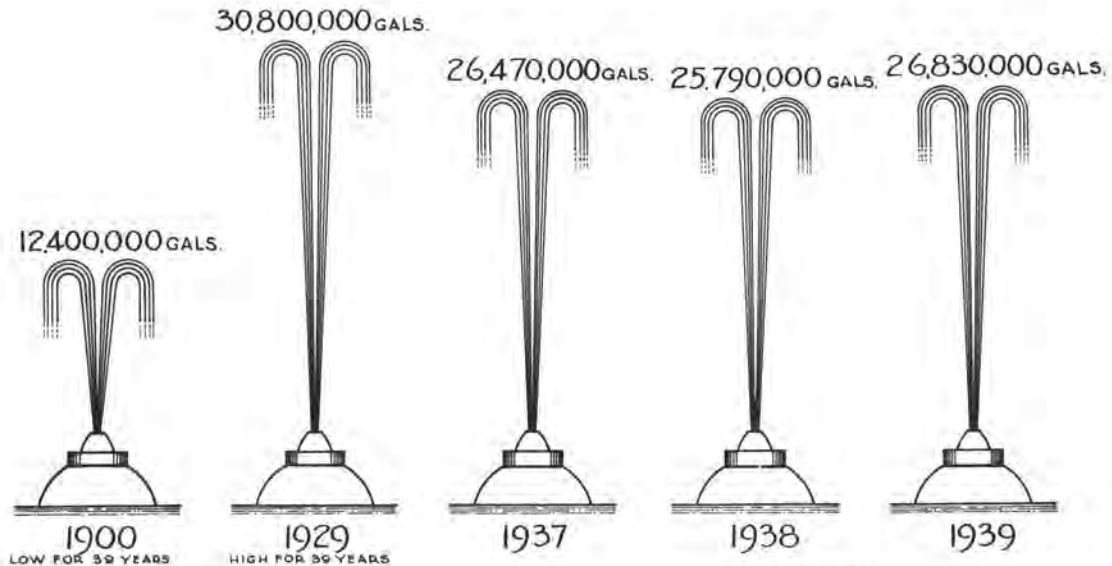
In 1939 the division operated with total expenditures of \$2,956,140.

From data furnished by the Division of Maintenance and Operation

35,000 TONS OF GARBAGE WERE COLLECTED IN 1939

A LAKE OF WATER EVERY DAY

DAILY AVERAGE WATER CONSUMPTION IN ROCHESTER



SOURCE:
DIVISION OF WATER
DEPARTMENT OF PUBLIC WORKS

Department of Public Works, Division of Water

26,000,000 GALLONS PER DAY

A VERITABLE lake of water flows from the uplands to the city of Rochester every day of the year.

Measured in millions of gallons per hour, this stream is the life-blood of the city and its industries. To produce it without interruption and at low cost is the year-in-and-year-out job of the division of water.

As it is done in Rochester, this job has certain remarkable aspects. The water system regularly produces a profit in spite of the low cost of its services to consumers. It owns and cares for the second largest municipal forest in the world on its watersheds around the upland lakes.

How Big Is the System?

Its equipment for the job is tremendous. In the city-owned domestic system are more than 505 miles of mains. Augmenting this system is the Holly system, which is a high-pressure fire protection network of 25 miles of water mains to be used in fighting conflagrations. Serving parts of five wards in the city are water mains of the Lake Ontario Water Company. The city owns 10.6 miles of these mains in the former village of Charlotte and 37 miles of the total network of Lake Ontario mains.

In 1939 water consumption in Rochester moved up about 1,000,000 gallons daily. A total of 8.3 billion gallons were supplied during the year, making the average daily consumption of the city 26.8 millions of gallons every day. This represented an increase from 25.7 millions of gallons used

daily in the previous year and reflected the increasing activity of business generally in the city. The consumption per person in 1939 was 85 gallons per day.

During the year the city replaced and enlarged several hundred feet of water mains and constructed more than 1.3 miles of new mains.

In 1939 total revenues from water to the city were \$1,567,074. Of this sum \$1,488,563 came directly from the sale of water while the remaining \$78,000 came from an assortment of meter sales, penalties and miscellaneous sources. Thus water sales made up 95 per cent of the revenue for the year.

The Cost of Water

The total expense of operating the water system in 1939 was \$1,249,794. Wages and materials took \$572,809 and payment of bonds and interest on bonds required \$557,927 while \$119,057 went into the water debt sinking fund. In short, it cost the city \$126 per million gallons to supply water in 1939.

Thus the year ended with a net profit of \$317,280, a new high for recent years in the division of water. This was effected by a large increase in gross revenues and a decrease in operating expenditures. No changes in water rates were instituted in 1939 except for an extra service charge based on the size of tap in use by consumers outside the city.

From data furnished by the Division of Water

THE WATER SYSTEM IS A SELF-SUPPORTING UTILITY

WHAT BAD DRIVING CAN DO

INJURIES



EACH FIGURE STANDS FOR 300 PERSONS HURT

DEATHS



EACH FIGURE STANDS FOR 5 PERSONS KILLED

SOURCE:
RECORD BUREAU
BUREAU OF POLICE.

Department of Public Safety, Bureau of Police

YOUR PERSONAL BODYGUARD

ONE isolated fact strikes the eye in the record of the bureau of police for 1939. Only one murder occurred in a city of at least one-third of a million people. In all the history of the Rochester police, no comparable record can be found. There was, in addition, one non-negligent manslaughter case, making the record of two felonious homicides the lowest for that classification of crime since accurate records were begun more than 30 years ago.

Major Offenses

Figures on major offenses are based on the number of crimes per 100,000 population rather than on a bulk total of crimes committed. For that reason they are an accurate indicator of Rochester's police problems from year to

year. The figures:

Crime	1939	1938	1937
Criminal Homicide	.6	2.7	3.7
Rape	3.5	5.3	2.6
Robbery	10.2	13.9	7.7
Assault	12.9	10.9	19.4
Burglary	168.8	208.3	199.7
Larceny—Theft	691.7	615.7	470.5
Auto Theft	112.3	100.3	126.9

A total of 3,418 major offenses was reported to the police during the year as compared with 3,255 for 1938. The increase in the total is directly traceable to the increase in larcenies from 2,081 to 2,352.

Meanwhile alert police work reduced robberies from 47 to 35. After a band of four robbers had been apprehended by police, this classification of crime fell off sharply. By

PUBLIC SAFETY: 13 7/10 PER CENT OF THE CITY BUDGET

ROCHESTER'S GOVERNMENT

the same method police reduced burglaries in the city when they trapped two professional burglars; this type of crime shrank from 704 in 1938 to 574 in 1939.

Relentlessly pursuing the trail of thieves, police cleared 484 larcenies in 1939 as compared to 219 in the previous year.

A summary of other crimes shows that: felonious assaults increased from 37 in 1938 to 45 in 1939; forgeries dropped from 20 to 11; auto thefts increased from 339 to 382.

Clearing Up Crimes

Of the total of 3,418 crimes reported, 797 were cleared by arrest and 51 were cleared in other manners, for a record of 25 per cent of solutions and leaving 2,570 unsolved. This number of clearances represented a sharp increase over the previous year when only 609 cases were cleaned up.

In following their arrests through the courts, police obtained verdicts of "guilty" in 21 of the robbery cases for a percentage of 88 as compared with 40 per cent in the previous year. In assault cases, convictions totaled 11 for a rating of 28 per cent as compared with 81 per cent in 1938. Other percentages of convictions recorded in court were: burglary, 73 per cent as compared with 25 per cent in 1938 and larceny, 75 per cent as compared with 14 per cent in the previous year.

The arrested persons during the year were as usual predominantly males—6,847 as compared with 527 females. The bureau of identification recorded 14,162 new sets of fingerprints as compared with 9,801 in 1938 and it had on file 30,396 prison photographs. Altogether 159,029 complaints flowed in to the six precinct stations. The Second Precinct Station in Franklin Street reported 1,001 crimes

and the Fourth, situated in Joseph Avenue, was second with 571.

Changes in Methods

To obtain better co-ordination of detective work in the police bureau, an important change in personnel took place in 1939. Taking charge as supervising detective patrolman was a new officer on each of the 8-hour platoons of the day. At the same time another important step to increase speed and effectiveness of police work was taken with the installation of two-way radio equipment in all patrol.

The actual strength of the department—421 men—was 16 policemen short of the authorized force of 437 at the end of 1939. To remedy this situation physical examinations were given in 1939 preparatory to written examinations for would-be police patrolmen early in 1940. Vacancies in 1939 were created by two retirements, three deaths and two dismissals. The daily average number of men on duty at any given moment of the day or night in 1939 was 90 patrolmen. To carry on its work the police bureau used 41 automobiles, 18 motorcycles and replaced 27 antiquated motorcycles and cars with 5 new motorcycles and 22 new cars. Miles traveled totaled 115,903.

Motoring Safety

On an entirely different front the police campaign for automobile safety continued.

Twenty officers were assigned to the accident prevention bureau, a safety engineer took up a position in that division and equipment was increased to four safety patrol cars. School officers continued their program of education among Rochester's youngsters.

This attention to traffic problems is growing year by year in all municipalities as the proportions of the perils of traffic movement in the modern metropolis become greater and greater. The handling of the problems of traffic casualties is becoming more of a science and less a simple routine complaint at police headquarters.

In Rochester in 1939 traffic problems continued serious. In all there were 1,887 accidents as compared with 1,895 for the previous year, indicating that the growth of the problem was somewhat checked by police action.

Injuries suffered in traffic accidents totaled 2,400 in 1939 as compared with 2,356 in the previous year. Meanwhile deaths increased from 38 to 41. An analysis of traffic deaths indicates that an awareness of traffic dangers is being instilled into adults. But while adult deaths were decreasing, the deaths of children under the age of 15 years increased from three in 1938 to 11 in 1939. As the year ended the accident prevention crews were driving further to cut traffic tolls and active organization of plans for 1940 was under way.

Traffic violations cleared in the traffic bureau in 1939 totaled 22,930 tags while 232 drivers were convicted in City Court. In 1938 28,134 tags were cleared and 269 drivers were convicted in court. A total of \$30,363 in fines was collected as compared with \$36,149 in 1938.

To get this tremendous job of protecting Rochesterians done, a million-dollar budget is required. In 1939 the bureau spent \$1,108,700.

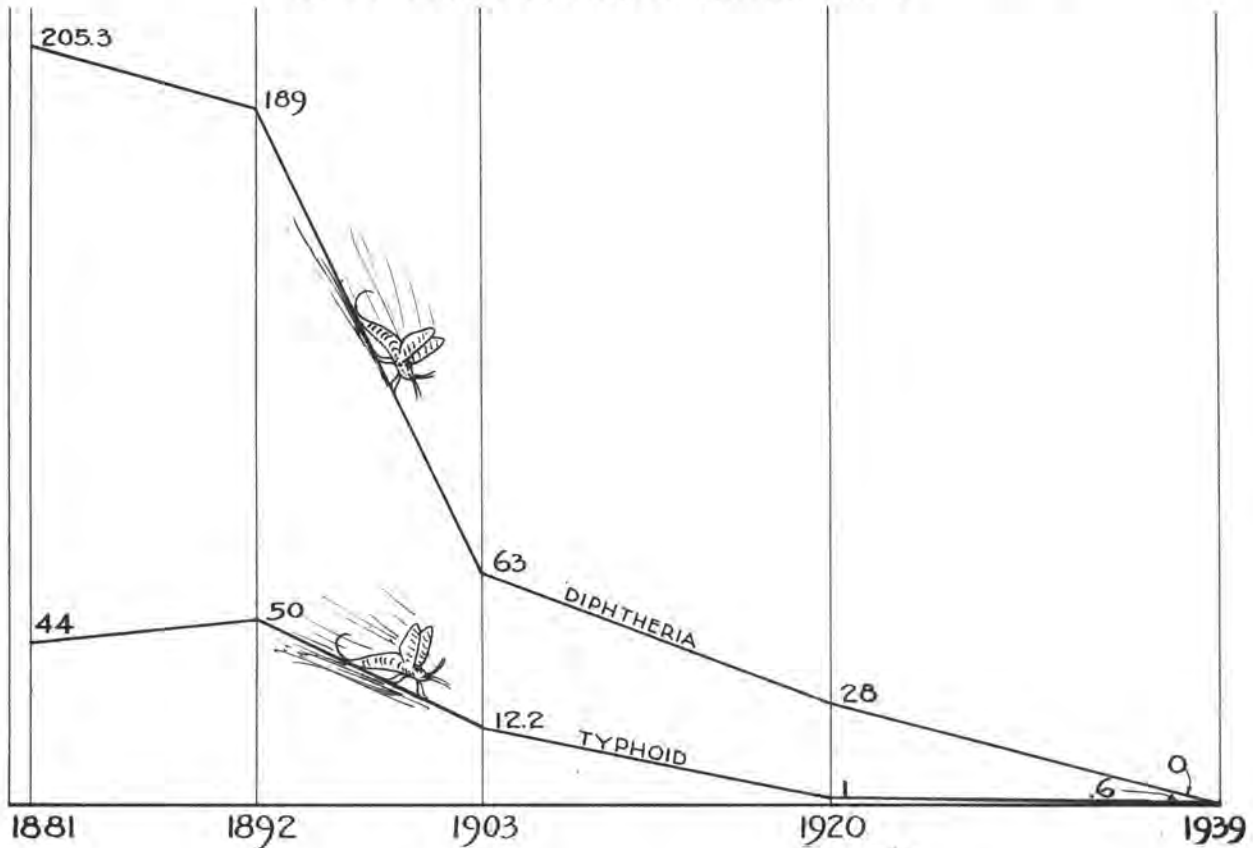
From data furnished by the Bureau of Police



TWO-WAY POLICE RADIO WAS INSTALLED IN 1939

TWO KILLERS WIPED OUT

RATE OF DEATHS PER 100,000 ROCHESTERIANS



SOURCE:
BUREAU OF HEALTH
DEPARTMENT OF PUBLIC SAFETY

Department of Public Safety, Bureau of Health

WAR AGAINST DISEASE

THE modern public health agency is a house of many chambers. In addition to its original function of being an agency to enforce public health laws, it has assumed many other jobs—tough, time-consuming, patience-testing jobs—which require unrelenting attention and unabated energy.

The health office has become an office of education for the citizen; it has taken over the large task of disease prevention on a mass scale; it functions more widely than ever in enforcing those regulations of the state and community which have been deemed advisable for the good health of the citizen. In 1939, as it always must, the Bureau of Health worked on many fronts to fight back the slightest threats to the collective health of Rochester. And the records show a job well done:

Birth rate 16.06 per 1,000
Death rate 9.91 per 1,000

This balance in favor of life is the end-product of the public

health program conducted by the health bureau for three generations of Rochesterians.

Checking Disease

In 1939 this program meant regular inspections of about 1,900 dairy farms supplying Rochester with milk; it meant the inspection of 55,193 school children and the finding of 11,166 physical defects which were referred for correction and care; it meant 169,006 blood examinations for syphilis and it meant several thousand vaccinations against small pox.

These are sample tasks lifted from an Amazon-like flow of work in the field of public health, a field so large that some 73 nurses, 15 inspectors and 23 physicians were functioning daily in 1939.

The communicable diseases in 1939 showed no significant increases in any classification, although the city was

AVERAGE LIFE SPAN IN ROCHESTER: 1891, 34.5 YEARS; 1939, 59.8 YEARS

threatened for a time by outbreaks of infantile paralysis in neighboring communities. Rochester was fortunate in escaping an outbreak, there being only 17 cases originating in Rochester while 36 were brought to city hospitals from other communities.

Rochester's 30-year war on syphilis and the venereal diseases went on apace. Forty-two early syphilis cases and one congenital case were recorded. Meanwhile deaths per 100,000 from the disease dropped from 9.1 in 1938 to 4.7 in 1939 and about 4,500 patients were under treatment and observation.

The long drive to rid the community of tuberculosis and its annual toll of human life progressed with but 41 deaths, or 12 for every 100,000 people in Rochester in 1939. Meanwhile 342 new cases were reported as compared with 315 in 1938 and 351 in 1937.

Communicable Diseases

The record of other communicable diseases showed little that differed from previous years: typhoid continued low with two deaths recorded (one a non-resident) and 13 cases appeared; no deaths from diphtheria were reported for the fifth successive year although 9 cases bobbed up; for the first time in many years the city was without a single death from scarlet fever although 562 cases were treated; measles totaled 2,767 cases with four deaths reported, and whooping cough appeared in 434 cases and took one life.



Inspectors of Rochester's milk shed pay visits to farms in a sixty-mile radius about the city

The subject of smallpox jumped into the headlines in 1939 throughout the upstate due to several minor outbreaks in isolated areas and the result was a clamor by citizens for new vaccinations. As a result the health bureau distributed more than 25,000 vaccination points and vaccinated several thousand persons. It is significant that Rochester has not had a single case of smallpox since 1930—almost as significant as the fact that 99.75 per cent of Rochester's school children are vaccinated against it.

Meanwhile other enemies of the living took their annual ravages of life: Cancer claimed 141.9 victims for every 100,000 Rochesterians, an increase; heart diseases jumped from 287.1 per 100,000 to 313.3 in 1939. Pneumonia dropped from 53.8 per 100,000 in 1938 to 43 in 1939. (This decrease came co-incidentally with increased service of the health bureau in 1939 in providing more types of pneumonia sera to physicians for treatment of more types of the disease.) Victims of diabetes decreased.

The infant mortality rate was 32 per 1,000 live births.

The Municipal Hospital

Doing an extensive job in the city's public health program, the Municipal Hospital in 1939 contributed to thousands of Rochesterians' well-being through either care of patients or laboratory testing facilities.

During the year the health laboratories at the hospital made 299,023 examinations of all kinds.

Giving direct care to patients, the Municipal Hospital had an average of 271.1 patients per day in its rooms in 1939, keeping 78 per cent of all beds occupied for an average stay of 13.2 days per patient. The gross cost per day averaged \$5.31 with an average revenue of \$0.78, making a net per capita cost of \$4.53.

Inspection Services

Meanwhile the inspection services of the bureau carried on the war against disease through 7,800 inspections of bakeries, groceries and food handling establishments. Milk inspectors' work on about 1,900 farms producing 170,000 quarts of milk per day for Rochester brought the bacteria count to 15,000. (To gather some conception of what this means, consider that a count of 50,000 bacteria in 16 drops of milk is considered highly sanitary).

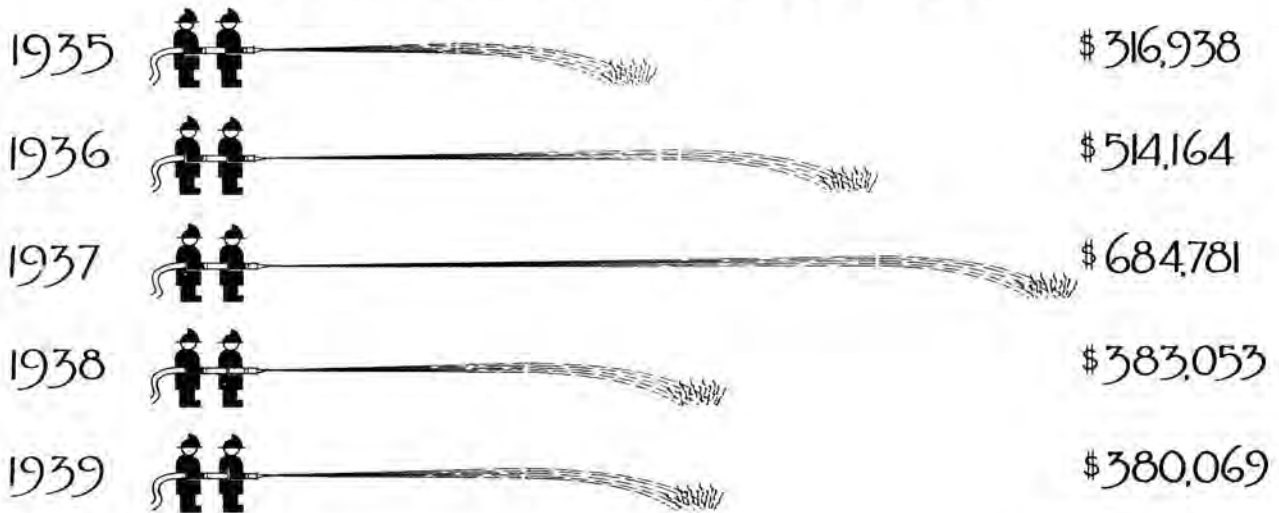
The varied record of the Health Bureau for 1939 would not be complete without some attention to the program conducted at the city's four pre-natal clinics. Some 4,150 visits were paid to these clinics during the year by expectant mothers while obstetricians and nurses made some 4,250 calls at homes. There were 239 home deliveries of infants and 309 hospital deliveries from these clinics.

The district physicians, who work under the bureau's supervision, meanwhile made 9,785 visits to homes and had 357 office calls.

The Health Bureau employs 130 persons and its expenditures in 1939, exclusive of Municipal Hospital, were \$311,890.

From data furnished by the Bureau of Health

ROCHESTER FIRE LOSSES



SOURCE:
FIRE PREVENTION DIVISION
BUREAU OF FIRE

Department of Public Safety, Bureau of Fire

STAMPING OUT FIRE

ROCHESTER'S fire losses sank to the third lowest point in their history in 1939.

Best criterion of fire losses is the actual sum paid out by insurance companies. In 1939 that figure was \$380,069, a record beaten only in 1934 and 1935 and then by only a few thousand dollars. The per capita loss was therefore \$1.19.

In all, the firemen answered a total of 2,766 alarms during the year, a slight reduction from the 2,868 of the previous year. All alarms which flash in over the box alarm or telephone system do not necessarily mean fires, however. In 1939 malicious pranksters turned in 261 false alarms, 416 were alarms for such causes as steam, smoke or rescues, and 98 were extra alarms where two or more alarms were sounded for the same fire.

The death toll of fires stood at seven in 1939—one fireman killed in action, three aged people, and three children. In comparison, two lost their lives in 1938 while seven were killed in 1937 and eight died in 1936. Thirty-seven firemen were injured on duty in 1939.

Major Losses of 1939

Building fires rose to 864 from 767 in 1938 while out-of-door fires dropped from 1,383 to 1,116. Only five fires were of more than \$10,000 damage and the highest was rated by insurance adjusters at \$16,733. This marked the second successive year that no fires above \$20,000 in destruction occurred.

Perennially chief headache of firemen, the careless

smoker collectively caused 154 fires with losses of \$51,116; defective wiring, as usual, was second most damaging.

Functioning against fire-bugs, the arson squad investigated 435 fires, found seven to be incendiary and 10 of questionable origin. Aggregate losses from this source were \$10,868. Five arrests were made and four convictions obtained on charges.

Naturally enough, the larger wards produced the larger numbers of fires, the 10th leading with 213, the 18th second with 187 and the 19th third with 148. Danger hours of the day are from 7:00 p. m. to 10:00 p. m. when 641 of the city's fires occurred.

The fire chief and his two deputies headed an army of 36 companies and 528 men in 1939, an increase of 31 men over 1938's undermanned force. The force has 11 battalion chiefs, 37 captains and 37 lieutenants.

Added to the service were a 100-foot ladder truck and two 1,250-gallon pumpers to replace obsolete equipment.

Three men were advanced in rank and 17 firemen were appointed permanently to duty and 14 others went to work on a temporary basis.

Fighting to prevent fires as well as to extinguish them, the fire prevention bureau won honorable mention from the National Fire Protection Association in 1939. It made 25,341 inspections, discovered 1,619 hazardous situations and forced correction of 1,600 of them.

The protection of the city from the ravages of fire in 1939 cost Rochester a total of \$1,174,397 as compared with \$1,155,142 in 1938.

From data furnished by the Bureau of Fire

FIRE LOSSES IN 1939 WERE THIRD LOWEST IN CITY HISTORY

NEW HOMES IN ROCHESTER

PERMITS ISSUED FOR CONSTRUCTION OF RESIDENCES



EACH SYMBOL STANDS FOR 20 NEW HOMES

SOURCE:
BUREAU OF BUILDINGS
DEPARTMENT OF BUILDINGS

Department of Public Safety, Bureau of Buildings

SAFE BUILDINGS

A resumption of building in Rochester reminiscent of better times occurred in 1939 to give the bureau of buildings a busy year.

Swinging more than 31 per cent upward from the level of 1938, the value of building permits issued totaled \$5,026,538 as compared with \$3,827,246 in the previous year. Likewise rocketing upward were permits for new homes which reached an eight-year high. A total of 159 permits for dwellings accommodating 189 families went out of the bureau during 1939, outstripping every year since 1931 when 166 were issued. Industrial building included 13 new factories valued at \$1,710,810 and moved to a three-year peak of \$2,495,925 while public building totaled \$229,500 and remodeling programs added \$1,538,368 to the total. Altogether in 1939 permits for construction of all types totaled 1,909 as compared with 1,938 in the previous year, 1,930 in 1937 and 1,664 in 1936.

Inspections For Safety

While building permits are an indicator of activity, they fail to tell the full story of the jobs done by the bureau in any year. In 1939 a total of 1,027 miscellaneous permits, involving elevators, signs, dumbwaiters, fire escapes and similar devices passed through the bureau. To see that they were constructed in the safest possible fashion more than 3,200 inspections had to be made.

In 1939 there were 1,942 combustible permits issued. To see that such installations as fuel tanks were done as safely as possible inspectors visited the scene of action more than

3,350 times. At the same time inspectors made about 2,426 theater inspections and about 1,384 elevator inspections, and 2,933 sign inspections.

From his post atop the Lincoln-Alliance Bank tower the smoke inspector peered through his telescope to make 36,720 observations of chimneys and made 1,313 personal inspections to explain to property owners methods of avoiding smoke nuisances. Violations of the smoke ordinance dropped to 148 from 190 in 1938 and 312 in 1937.

Decrease In Complaints

All kinds of complaints showed drops except those in the building classification in 1939. Increasing from 554 in the previous year to 701, this trend is largely due to the fact that some property owners have been financially unable to make changes when necessary. As a result, 346 buildings were found to be in violation of the building code as compared with 222 in the previous year. Fifty-three unsafe buildings were ordered repaired or removed and 31 of these orders were immediately carried out. Inspections revealed construction without building permits in 25 instances.

Three amendments to the building code affecting elevators and stairways were legislated during the year. A new rule pertaining to roof construction was instituted.

Clearing the bureau's steady flow of work required the services of 17 employees in 1939 and an expenditure of \$46,385 as compared with \$45,400 in 1938. At the same time income from permits and fees increased from \$12,099 in 1938 to \$13,631 in 1939.

From data furnished by the Bureau of Buildings

1939 BUILDING IN ROCHESTER GAINED 31 PER CENT OVER 1938

Department of Public Safety
Bureau of Parks

6,000,000 PLAYED

ALTOGETHER there are about 328,142 Rochesterians, the Bureau of the Census said in 1930. Yet the bureau of parks and playgrounds counted no less than 6,751,304 citizens taking part in some activity in the city's parks and playgrounds during 1939.

Those people don't represent an increase in population since 1930; nor were they visitors coming into the city. It is a simple fact that the average Rochesterian went to park or playground at least 20 times in 1939. And well they should — for the city's 1,936 acres of rolling parkland, its 35 playgrounds, its zoos, swimming pools and sports fields are a large part of the city's heritage of civic pride.

As a greater and greater number of persons participate rather than merely attend various phases of the parks' program each year, the job of the Bureau of Parks becomes larger and larger. In 1939 for instance 50,000 adults turned out to community day celebrations at the playgrounds; 3,240,043 children visited the playgrounds; 500,000 picnickers took over park tables and fireplaces; skaters totaled 150,000 on city rinks. These figures serve to indicate the responsibility the citizen has come to place on his government over and above the mere job of managing to provide municipal essentials.

Activity in the Parks

To draw up an overall picture of the numbers which participated in park sports, here are the figures: golf, 135,498; tennis, 120,000; skating, 150,000; swimming, 375,326; baseball, 603,504; basketball, 116,484; picnics, 500,000 est.; zoos, 500,000 est.; band concerts, 125,000 est.; flower shows, 500,000 est.

There must be a constantly shifting scene, like the stage of a theater, to hold the attention of such numbers throughout the year. And there is. The park program, planned in detail from year to year, shifts its spotlight from one park to another with the passing seasons so that the citizen can always find something new to interest him through the passing months. Few persons outside of the actual scene-shifters — the park staff — realize that such a program is carried on, so easily and smoothly does it operate. Yet it is a fact that park officials refer to Durand-Eastman park as the "autumn park" (then, you may recall, its foliage comes into its greatest russet glory) or to Highland as the "early park" (lilacs, you know) and to some of the others as either of the other seasons. Of course, at all parks some activity is in progress all the time. It's long time planning at its best.

Let us look at the seasons of 1939 and review the activity which the park and playground system provided the city:



More than 3,000,000 visits were paid to the city playgrounds by Rochester's children during 1939

Winter

The clinking ring of ice skates is the dominant sound in the city's winter program in the parks although in the last few years skiing has moved upward and coasting has moved into the sports picture. To the city's eight rinks in 1939 came 150,000 skaters; for their benefit the city speed skating championships were held in January on two successive Saturdays. Meanwhile on the hills of Highland and Maplewood Parks 70,442 youngsters were counted on the sliding courses. Throughout the winter all rinks were carefully cleared of snow and the ice was regularly planed to lend speed to youthful feet. The city natatorium operates the year 'round, of course, providing free swimming during the day and charging 25 cents in the evening.

Spring

The winter break-up brings to Rochester a sudden burst of color in most of its parks. Then do Highland Park and notably the city's small parks show brilliantly. In 1939 they shone with some 12,745 tulips and 4,000 croci from Highland Park's greenhouse. Into the ground went more than 9,800 pansy plants and after the tulips 16,000 geraniums brightened the Rochester scene. To Highland Park's famed lilac display came countless thousands of visitors and in keeping with the park program of building up the collection 59 new plants were set out. Meanwhile the greenhouse at the park nurtured 15,000 foliage plants through the spring for later plantings along with 750 pots of Easter lilies, 4,400 narcissus bulbs and other flower varieties.

At the same time of year the golf courses of Genesee Valley Park and Durand-Eastman open for the first mad rushes of golfers; tennis courts and baseball diamonds throughout every park and playground in the city come into play. Baseball leagues get under way on the Genesee Valley diamonds and practically every sport on the summer's calendar begins its annual course. To maintain the fields for such activities crews go into action with mower, roller and cultivator.

Summer

Beyond comparison for volume of patronage is the summer season. Practically every park and playground begins special activities at that time. The last year was no exception. The city's 35 playgrounds saw a record number of children flow through their gates and the usual millions went swimming, golfing, picnicking and playing in the parks. A man-sized job had to be performed by the park staff. Such equipment as park benches had to be kept in constant repair, had to be lined up for each of the 25 summer band concerts. The job of preparing swimming pools in the parks and the city's two lake beaches was carried out quietly. At Maplewood Park the great rose garden was cultivated and further developed. At the same time the city's two zoos — Seneca Park with 204 animals from every part of the earth and Durand-Eastman with 84 more — brought thousands of spectators and as many responsibilities. The unusual record of the zoo staffs in caring for their charges was reflected in the fact that only 16 animals died. Countless hours were spent in training certain of them for public performances each week. To Cobbs Hill Park, Genesee Valley, Durand-Eastman, Ontario, Seneca, Maplewood and Highland Parks went thousands of picnickers from the city

and for these people were provided well-kept tables, benches and fireplaces and carefully cleaned picnic areas.

In another arena of action the street tree division of the city maintained its small forest of trees along Rochester's avenues by spraying some 6,508 of them for various diseases and trimming and treating thousands of others.

The playgrounds, constituting a whole division, operated 35 play areas and rounded out a complete program for children. Two new shelters were erected during the year at Humboldt Street and First Street and all apparatus was reconditioned. A glimpse of the special events is provided by mentioning that these groups staged hobby days, pet shows, doll shows, yacht regattas, tennis, baseball, horse-shoe and softball tournaments as well as many other events. A learn-to-swim campaign again gave thousands of youngsters their fins and the safety contest sponsored each year was repeated with success.

Fall

The coming of autumn sent thousands of motorists to Durand-Eastman at the lakeside for trips through the beautifully colored masses of trees in the park. Planned as the park whose foliage rises to its climax in the autumn, Durand-Eastman has long been living proof of the wisdom of its planners. Sharing the center of the stage during the fall months were the shows of Lamberton Conservatory at Highland Park, highlighted by the Thanksgiving exhibition.

New construction in the parks was limited in 1939 due to limitation of funds. Building work was confined largely to repairs. The appropriation for parks in 1939 was \$350,400 and for playgrounds was \$140,000. Regular employees numbered 270 and seasonal workers totaled 140.

From data furnished by the Bureau of Parks

Department of Public Safety, Bureau of Police-Fire Telegraph

BEHIND THE "STOP" AND "GO"

THE business of getting the citizen's cry of "Police!" or "Fire!" to the proper place quickly is the year 'round business of the bureau of police and fire telegraph. To manage four complete systems of communication — police telephone, police radio, fire telephone and fire alarm — and to handle all traffic lights are its jobs.

In 1939 members of the crew further developed the traffic control system of the city by placing new stop-light systems at nine major intersections and flashing signals at two other cross-streets. Plans for still further development of the city's traffic plan proceeded as several surveys were made to determine possible needs of additional signals.

In the meantime the broad routine program of the bureau continued. Over its box alarm system 744 fire warnings were flashed to the central alarm board; 1,802 more were taken by telephone. At the same time 4,907 emergency ambulance calls poured into fire headquarters. Thousands of complaints to police were spread over the bureau's lines while thousands of others were answered by radio broadcast over the bureau's radio system to cruising police patrol cars

and motorcycles. Two-way radio became a fact in 1939 with all prowl cars equipped to communicate directly with Station WPDR, police radio broadcasting center, and thus speed up service.

Monthly tests of the city's 551 fire boxes and checking of all bank alarm systems were made. The quarterly house-cleaning of traffic lights at 147 street intersections resulted in 1,920 old type lights being replaced with a special new type of bulb. Broken by motorists, a dozen assorted fire and police alarms, standards and traffic lights were repaired.

During the year routine work necessitated placing of 500 feet of conduit and 3,993 feet of underground cable; 20 iron poles for traffic lights, and 17,275 feet of overhead wire. A total of 300 fire alarm boxes were painted.

To maintain this service a staff of 28 men was employed and expenditures totaled \$85,413, as compared with \$88,595 in 1938.

From data furnished by the Bureau of Police and Fire Telegraph

ABOUT 7,400 EMERGENCY CALLS WERE HANDLED IN 1939

Department of Commerce
Division
Of Municipal Enterprises

CITY-OWNED BUSINESSES

THE city owns several businesses which resemble private enterprises in some respects. They sell services and on these services may take a profit or loss. Their major difference from private enterprise is that each is engaged in a business which could not be as well administered privately at a profit. There are four units of businesses owned and operated by the city within the Department of Commerce—the Rochester Public Market and Food Terminal, the Municipal Airport, the Port of Rochester and the subway (operated under contract by Rochester Transit Corporation).

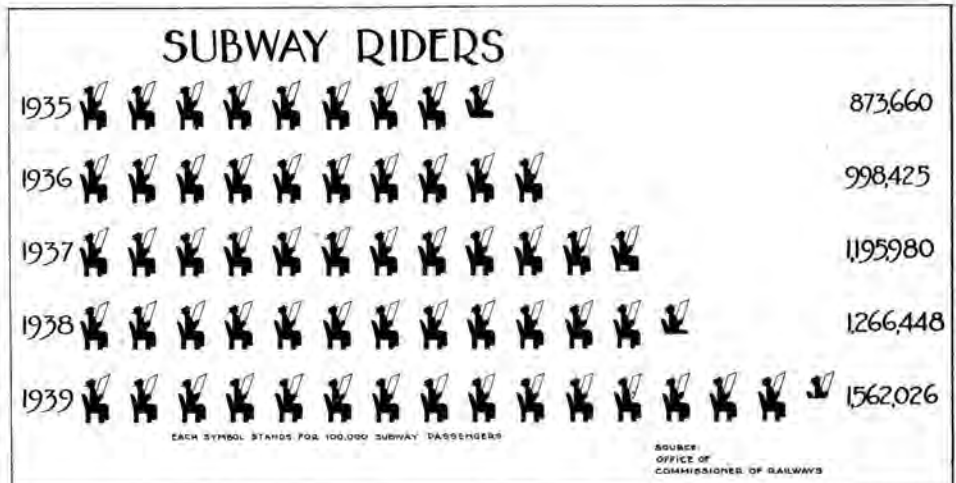
The Subway

The municipally-owned Rochester Rapid Transit and Industrial Railway turned in a banner year of business in 1939.

From the date of its opening in 1927 until the organization of the Department of Commerce in 1938 there had been no concentrated attention given to promotion of the subway as a municipal utility. In 1939 passenger and freight volume of this city-owned railroad showed exceptional gains under the impetus of the department's promotional drive.

Passenger travel jumped to an all-time high for the years since the inter-urban cars were removed as 1,562,026 Rochesterians used the subway. A total of 1,232,457 were revenue-paying passengers and the remaining 329,569 were transfers from other lines taking advantage of subway speed. The total number of passengers exceeded that of the previous year by 296,000 and the total was more than double the number of persons who rode the subway as recently as 1934.

At the same time freight revenues climbed to \$51,050 to gain about \$6,000 over the previous year. Throughout 1939 a program of calls upon shippers was carried on to



build business. Overall revenues of the subway were \$120,001, an \$18,000 gain over 1938 and a \$40,000 gain over the same period of five years ago.

As part of the subway program, stations along the route underwent repairs and alterations and regular policing of the right-of-way was begun. These measures along with a broad program of publicizing the utility brought the subway to a new position of promise among city enterprises. The interest exhibited by the public generally in this drive indicates that the possibilities of this huge enterprise are hardly more than explored now. With proper cooperation better days lie ahead for the subway.

The Municipal Airport

Fastest developing municipal business is the city-owned airport in Scottsville Road. In 1939 it turned in a year of activity that set all time records for planes landed and passengers, mail and express carried. A total of 4,621 ships carrying 12,991 passengers took off or landed at the port to or from other airports, as compared with 8,674 passengers in 1938 and 8,431 in 1937. Scheduled mail planes carried 22,665 pieces of air mail and 22,191 pounds of express, for significant gains over the previous year. Of the total passengers going through the port, 9,320 traveled by airline.

New contracts with airline operators and commercial flying companies were negotiated by the Department of Commerce in 1939, resulting in long gains in revenues. The volume of business was further built up by the addition of a new scheduled flight by American Airlines. Receipts in rents from commercial operators, airlines, plane storage and sales jumped to \$29,073 in 1939 as compared with \$24,184 in the previous year, while expenditures decreased by more than \$3,200 as compared with 1938. Funds spent in 1939 totaled about \$40,300.

Work on WPA projects of grading, seeding and repairing areas between the runways slowed in 1939 while placement of obstruction lights was completed. To operate the airport required a personnel of 16 employees.

The Public Market

The Rochester Public Market and Food Terminal in North Union Street did a year of rushing business as usual

Utility Revenues			
Enterprise	1937	1938	1939
Railways	\$ 000.00	\$ 2,175.60	\$ 7,500.00
The Market	45,596.68	47,404.64	45,710.16
The Airport	9,013.15	24,184.76*	29,338.49
The Port	11,689.86	12,061.80	7,937.63
Total	\$66,299.69	\$85,826.80	\$90,486.28

*14-month year to adjust airport to city's fiscal year.



The Rochester Municipal Airport boasts the most modern equipment for airplanes in New York State in 1939. It tallied up to find gross revenues of \$45,710 in its cash register. Net profits were about \$30,100, representing a slight decrease from the previous year when the figure was \$31,500. Revenues of the market are derived from daily, weekly, monthly and yearly rentals of 927 stalls to farmers, hucksters, pushcart peddlers, wholesalers, growers and commission merchants. Crowds of buyers which reach proportions of 25,000 during the summer regularly appear to purchase wares.

To manage such a business requires a sound system of collections and carefully planned program to meet its problems. New policies of collection, instituted in 1938 by the Department of Commerce, were continued and rigidly enforced in 1939. The serious traffic and parking problems of the market were met with issuance of traffic warning tickets and a new parking station was opened on city property.

Department of Commerce, Bureau of Weights and Measures

PROTECTING THE CUSTOMERS

THE little green stamp which is pasted up on every legal scale or measuring device in the city is the trade mark of the bureau of weights and measures and is at once the guarantee of honest weight or volume to the consumer.

Those little stamps mean that the devices on which they are glued have been tested. In 1939 this program meant carrying out 127,083 such examinations in Rochester's 2,609 business places, for a large gain over the 88,366 tests of the previous year. Among major quantities of items inspected were 29,927 liquid and dry measures; 14,325 scales; 19,750 weights and 60,683 packages.

Once more inspections showed that insofar as is humanly possible merchants are making every effort to give honest service in Rochester. Of 25,505 gallons of gasoline pumped in tests, for instance, a total shortage of only 25 gallons was found—less than one tenth of one per cent! Only 352 of 14,325 scales were found to be incorrect while only 87 were

condemned. Meanwhile food offered for sale at the public market underwent constant inspection.

During the year a survey of the Public Market encompassing all classes of users was undertaken to determine how this utility should be adjusted to the changes of the past decade. Effecting savings in maintenance at the market, regulations against trimming of vegetables on the market were put in force and garbage pits were remodeled. A staff of eight is employed.

The Port of Rochester

The Department of Commerce closed a major coal-shipping contract for the Port of Rochester in 1939, resulting in assurance of continued movement of large consignments of fuel. The contract, signed by Rochester Gas & Electric Corporation, resulted in shipment of 15,756 tons in the closing days of the lake season.

Efforts were continued in 1939 by the Department of Commerce to secure expansion of river facilities under Congressional appropriations for rivers and harbors. Department officials and officials of the War Department furthered plans for widening the river channel to 150 feet for two miles upstream and the recommendation was sent to the Rivers and Harbors Committee of Congress with the approval of War Department engineers.

The effects of distraught international relations and actual warfare were felt sharply by the port in 1939. While the United States and Cuba bickered over sugar tariffs, sugar trading was curtailed. Dutch and Norwegian shippers, who had contracted for calls here, were forced to cancel shortly after the opening of the season due to hazardous ocean conditions.

Merchandise at the port totaled more than 16,000 tons in 1939 and revenues were \$8,310. Expenditures were \$13,400. A staff of five regular employees manages the port, which must be kept open 24 hours a day.

From data furnished by the Division of Municipal Enterprises

condemned. Meanwhile food offered for sale at the public market underwent constant inspection.

New laws and regulations required expansion of the staff by two inspectors. Of major importance was new local legislation requiring licensing of solid fuel truckers and dealers. More than 375 truckers and 200 dealers are licensed under this ordinance, which effectively removed problems of "bootleg" Pennsylvania coal. Other new laws which the state placed in effect regulate ice cream measurement, beer measurement and the elimination of dry measure.

Of major importance was the legislation which gave weights and measures men the powers of peace officers in order to facilitate their enforcement of the law. As a result 12 arrests and convictions were obtained in the latter months of 1939 against violators of the solid fuel ordinances. Functioning with 10 men under the city sealer, the bureau in 1939 spent a total of \$21,600.

From data furnished by the Bureau of Weights and Measures

THE SUBWAY GAINED \$18,000 IN REVENUES IN 1939

Department of Commerce, Division of Real Estate

MANAGING A CITY'S PROPERTY

DURING recent years American cities have unwillingly become large owners of property. The failure or inability of some citizens to meet tax bills has necessitated foreclosures which in total bulk have given municipalities large dealings in real estate. No exception is Rochester.

The division of real estate, in addition to functioning as the buying, selling and management agency for city-owned real estate, has also become maintaining agency for 65 government buildings. In 1939 its duties were increased by the addition of administering 22 park buildings and concessions as well.

Property Acquired and Sold

During the year the division acquired 449 parcels of property, including three industrial buildings, six commercial buildings and two residences, with a total assessed value of \$887,270 through tax foreclosure proceedings. For purposes of sewers, playgrounds, city dumps and watershed use it purchased 247.79 acres of land and 11 easements for \$20,086.

Sales totaled 20 parcels at a price of \$6,413, leaving the city at the year's end offering for sale some 1,314 parcels of

	Property Revenues		
	1937	1938	1939
Municipal Auditoriums	\$ 5,184.20	\$ 6,118.26	\$11,532.37
Rentals	12,584.26	14,986.02	16,323.97
Totals	\$17,768.46	\$21,104.28	\$27,856.34

land on which stand 32 buildings with assessed values of \$2,149,488. In addition, 386 parcels are being held for future municipal improvements.

Department of Commerce, Division of Planning

THE FUTURE ROCHESTER

THE Division of Planning in 1939 completed its first full year of operation under the planning law as amended by the Council on October 11, 1938.

Under this law, a Division of Planning headed by a director of planning was provided for. The planning board as previously set up was continued. This law provided for a city planning program which included the previously adopted major street plan and zoning restrictions upon the use of property and was to include in the future such items as bridges, public buildings, parks, ports, terminals, markets, water supply and the necessary related cost and capital improvement and work programs for those items. The Council adopted an amendment to the previous ordinances relating to the powers of the planning board and referred this planning program to the planning board. However, the

In 1939 the division instituted a campaign to increase revenues from rentable city buildings and other property and brought total rentals to an all-time record.

Centralized Maintenance

The maintenance of all municipal buildings, and city-owned real estate was centralized into one shop for purposes of economy and efficiency in 1939.

Formerly scattered through shops in all government buildings, the electrical, plumbing, wood-working and all other maintenance equipment was gathered into a central repair shop in the abandoned N. Fitzhugh St. firehouse. All repair crews were placed under a job-slip system in order to check time and time-clocks were installed.

In the shop painting equipment was installed and all department automobiles and trucks were painted in standard colors of the department for purposes of easy identification and community advertising was placed on the vehicles. Mobile lighting equipment and other emergency machinery were placed in the repair shop along with welding equipment to lower maintenance costs. Four used cars acquired from other departments were rebuilt to provide traveling shops for carpenters, plumbers and electricians.

During the year general maintenance crews completed 1,353 building and repair projects in the 65 municipal buildings. Adding to their duties over the previous year, the crews of the division took over the tasks of maintaining 19 park concession buildings and continued maintenance of 1,700 parcels of city-owned real estate.

Employees total 104 and expenditures in 1939 were \$186,752.

From data furnished by the Division of Real Estate

personnel and the finances requisite to such an undertaking were not available.

Under these circumstances it was impossible to undertake the broad and involved necessary revisions in the 10-year-old major street plan and the infinite number of details required in a capital improvement program, municipal works schedule and long term financing program.

Planning Board Action

Therefore the activities of the newly created division of planning were perforce restricted to the enforcement of the details of the previously prepared street plans, zoning codes, sub-division laws and decisions upon pavement and sidewalk widths and regulations relating to new streets. New undertakings during the year, though within the meaning

REAL ESTATE REVENUES INCREASED IN 1939

ROCHESTER'S GOVERNMENT

of the proposed planning program, were projected and executed in the same manner and channels as those existent prior to the adoption of the new planning set-up.

During 1939 the board approved 54 subdivisions and surveys of city and surrounding towns to prepare for possible street extensions into the suburbs, and passed on numerous pavement and sidewalk widths and proffers of dedications of new streets. At the same time, four streets were discontinued.

The Record of Zoning

The zoning office, which functions under the planning director, in 1939 approved the usual flow of building permits as conforming to building restrictions. Until December 31, 1939, the zoning office worked in collaboration with the bureau of buildings; in 1940 it will acquire all supervisory

powers and enforcement powers formerly allocated to the bureau of buildings.

Appealing from decisions of the zoning office (these preliminary decisions are based solely on zoning maps and zoning ordinances as passed by the Council) to the zoning board of appeals, 98 applicants heard their appeals from the general city law approved while 15 were denied, 7 were withdrawn and 1 was held. Of 168 applicants to the board for variances in zoning, 139 won approvals, 23 were denied, 4 withdrew and 1 was held for further action. Number of applications increased by 99, or 27 per cent, over 1938.

Fees of \$1,024 were collected by the zoning office on 316 applications for filing appeals. A personnel of 5 employees was required to carry on the work of the division.

From data furnished by the Division of Planning

Department of Commerce, Division of Public Relations

INFORMING CITIZENS

THE year 1939 saw the program of the division of public relations come into full stride. Established as an agency of public information, licensing and industrial promotion, this section of the department put certain new forces into motion for the first time in Rochester municipal history in 1939.

The year opened with publication of the city's first annual report to its citizens, in keeping with one of the purposes of the law which set up the Department of Commerce.

Central License Bureau

On March 1 a new agency—the first Central License Bureau in city history—was opened by the division of public relations to centralize 68 classifications of licenses and permits into one counter. Formerly scattered through half a dozen government buildings, the functions of centralizing licenses were gathered together to simplify the problems of the citizen in seeking permits from the city and to lower costs of licensing.

License Gains		
	1938	1939
Licenses	17,031	20,755
Revenues	\$87,488	\$108,749

Industrial Promotion

For some years numerous city governments in the United States have been engaged in active campaigns to attract new industries to their communities. In 1939 the City of Rochester moved into this field for the first time. In beginning its industrial promotion, the Department of Commerce placed an industrial representative of the city on the road for the first time.

Correspondence was conducted with 1350 manufacturers whose type of plant and product are adaptable to the Rochester manufacturing system, and who would gain distinct advantages from a Rochester location. Following up this correspondence, the city's representative called on 225 manu-

facturing executives, who indicated some interest in relocation of their plants. In the course of these trips to Boston, New York, Trenton, Philadelphia, Baltimore, Cleveland, Akron, Toledo, Detroit, Chicago, Evanston, South Bend and other cities, the representative of the Department of Commerce traveled approximately 10,000 miles. Presenting a portfolio of information on Rochester as an industrial location to each interested business concern, the department became engaged in negotiations with several firms at the end of 1939 for possible relocation of plants in Rochester.

The type of plant being sought is a stable concern which would draw direct benefit from the natural advantages of Rochester as to location in relation to major consuming centers, raw materials and transportation system. Manufacturers who have relocations under consideration have shown an active interest in Rochester.

The nature of Rochester's whole program of promotion and the results of negotiations indicate clearly the need of long term industrial planning if the city is to take its place among American municipalities, many of whom are spending large sums of money on industrial promotion. The program has necessitated a large amount of research and investigation for the type of information desired by industrial prospects. The program is a long term plan, and strict adherence to it eventually may solve some of the city's economic problems.

Also claiming a large share of the division's attention in 1939 was the subway promotion program. Fruitful beyond the most optimistic predictions, the subway campaign boosted subway passenger and freight travel to new highs and brought the municipally owned railway to a position where for the first time it is on the threshold of paying its way. A continual stream of publicity, placing of well-marked signs, refurbishing of subway stations and revision of schedules were carried out.

Providing telephone and license service, the division employed 11 persons and expenditures were \$42,300.

From data furnished by the Division of Public Relations

THE CENTRAL LICENSE BUREAU ISSUED 20,755 LICENSES IN 1939

Department of Law

THE CITY GOES TO COURT

THE trouble-shooters of every great city are to be found in the corporation counsel's office. Somehow every serious problem or difficulty which arises to block the path of a municipality eventually is crystallized in the offices of the lawyers of the government. It may be that the city must sue some defendant in the courts; it may be that the city must defend itself in the courts; it may be that the city must pass some legislation in the council or have some legislation passed by the state legislature; it may be that certain proposed contracts, leases, bonds, or other legal instruments must be examined and investigated. The office of the corporation counsel must take a large hand in all these matters.

While the problem of assessed valuations abated somewhat in 1939 due to the 1938 re-assessment of all property in the city, the backwash of previous court actions of property owners seeking lower assessments continued a major problem of the Department of Law in 1939. Several of the 1939 assessment cases were voluntarily discontinued during the year while the city lost a group of others in the courts and appealed the decisions. The crop of new cases bobbing up during the year was neither as large nor as menacing to values of city property as before the re-assessment program of 1938. As the year ended 63 actions involving assessments of \$8,389,000 and seeking \$2,693,038 in reductions were pending.

During 1939 the Department of Law co-operated in drafting a new City Home Rule Law which, with some changes in provisions, was passed by the legislature.

Court Test Actions

In an attempt to end payments of taxes to neighboring towns on its waterworks system, the city went into the courts in 1938. A final decision on the case by the Court of Appeals in 1939 ended in defeat for the city; so it continues to pay these levies as it has for 40 years. The Town of Chili in 1939, on the authority of a Supreme Court decision involving the City of Watertown, endeavored to assess the Municipal Airport in Scottsville Road and tax the property although it had never been taxed heretofore. The city obtained a reduction to \$100,000 from the original assessment of \$475,000 and has begun a proceeding to prevent payment of the tax thereon. A possible compromise in the case is annexation of the airport by the city.

There has been no codification of the City ordinances since 1906. A comprehensive re-codification has been a pressing need for the benefit of the people of the City of Rochester. With the co-operation of the Bureau of Municipal Research and at its request, a WPA project of such recodification was begun in 1939.

Grinding out a huge volume of routine work, the Department of Law wrote this record in 1939:

Legislative Division: Drafted 9 state statutes, 441 ordinances, 101 committee reports, 6 local laws and 88 resolutions; drew 8 resolutions for the Board of Education and checked 6,039 bills before the State Legislature; examined 140 bonds, 78 insurance policies and returned 20 for correction.

Litigation Division: As trial lawyer of the city, represented the city in 191 actions for \$1,061,688 and 136 claims for \$234,656; handled 67 additional actions begun during the year demanding \$284,359 and 238 claims for \$444,889; compromised 32 actions demanding \$96,870 for \$5,580; settled 35 claims demanding \$78,489 for \$1,682; actually tried 15 cases demanding \$78,575, which resulted in dismissal of complaints in 10 actions after trial and three adverse verdicts totaling \$18,576, one of which in the amount of \$18,400 was reversed upon appeal and a new trial is now pending; it also closed 215 workmen's compensation cases which resulted in payment of medical expenses of \$26,715 and awards of \$42,282.

Special Litigation Division: Unsuccessfully argued test motions in 15 certiorari cases upon the outcome of which depended practically all of the other cases; argued an appeal involving a refund to the Erie Railroad Company of taxes paid to the Town of Brighton, since annexed to the city, which resulted adversely; through the deputy in charge of legislative matters, appeared in the Rochester Gas & Electric Corporation's rate case. Counsel attended all hearings which were numerous and cross-examined witnesses and prepared and filed a brief. This office particularly objected to the high base value of approximately twenty-eight million dollars sought to be established by the utility; particularly objected to the return of seven and a half per cent requested by the utility.

Real Estate and Miscellaneous Division: Completed 69 real estate transactions; completed 73 foreclosure actions; concluded 134 ordinance violation proceedings; conducted 123 domestic relations proceedings and enforced 114 welfare contributions and reimbursements. Court actions and compromise agreements negotiated by this department were substantial in number. In most of the proceedings the payments ordered are to be made over a long period of years in installments or provide for contribution to relief recipients which, in turn, lessens the amount of payments to be made for that purpose from the public purse. The total cash and potential receipts from all of these cases and proceedings aggregates the very substantial amount of \$356,434.

The Department of Law during 1939 consisted of the corporation counsel, four deputy corporation counsels, two senior assistant corporation counsels, six junior assistant corporation counsels, all of whom of course, are lawyers, and one office secretary in addition to clerical and stenographic help.

From data furnished by the Department of Law

Department of Assessment

WHAT'S A CITY WORTH?

MANY years will pass before the problems which confronted the Department of Assessment in 1939 will be finally cleared up. It is inevitable that after any program as sweeping as the revaluation of all property in the city in 1938 there remains a great deal of shaking down to be done before the daily routine of the government can settle back into the polished grooves of normality. So it can be truly said: the main job of the department in 1939 was a mopping-up operation of correcting inconsistencies, re-arranging specific valuations, hearing complaints and adjusting their causes where possible, and in general, consolidating the program which was inaugurated in 1938 on the new basis of scientifically arrived-at valuations.

Effects of Re-Assessment

The year began with Rochester's 79,000 properties assessed under a new system for the first time, resulting in an 87 million dollar cut. So the stage was set for the Department of Assessment to prepare to defend these assessments. The 47 volumes of tax rolls for the city were prepared for the 24 wards in the city and were finally opened for inspection August 1 to provide property owners with the opportunity for registering protest. Some 6,500 property owners took the opportunity and filed allegations with the assessor who reviews them. This number of protests represented a reduction of 1,500 allegations from the 8,000 of 1938.

Civil Service Commission

RECRUITING ABLE EMPLOYEES

WITH the last day of 1939 the Civil Service Commission closed its books on the busiest year in city government in Rochester history.

The commission, whose purpose is a continual quest for able, efficient employees to fill jobs in the government, is operated in somewhat different manner from the remainder of the government.

Made up of three citizen commissioners serving at a salary of \$1,200 per year, the commission has three employees who handle examinations, applications, inspection of payrolls and numerous other personnel duties.

Examinations in 1939

In 1939 the commission gave 26 examinations for which there were 2,045 applicants. Attracting the greatest numbers of candidates were tests for: police patrolmen bringing 610 applications; stenographer-clerk in the Board of Education bringing 460 applications, and 12 examinations in the newly organized veterans welfare bureau attracting 689 candidates.

First police examination in 10 years, medical and athletic tests for police applicants were completed in 1939 with the written examinations scheduled early in 1940. Of the 610 original candidates, 267 were culled out by physical tests.

Of the 6,500 filing protests, 600 carried their argument to the board of assessment review. Between Sept. 7 and 30, the Board reviewed the cases and granted 100 reductions representing a total valuation of \$110,000. Meanwhile 39 actions for reduction were taken into the courts upon refusal of the city to act, resting there as the year ended.

The value of all property in the city in 1939 was placed at \$529,961,622 as compared with 1938 when it was set at \$616,956,740. The total of tax-exempt property in the city stands at the not inappreciable figure of \$110,902,164 and is owned by the nation, state, county, city, churches, clergymen, character building agencies, clubs and associations, cemeteries, government pensioners, and charitable organizations.

Value of land and buildings in the city is: Land, \$177,790,679; Buildings, \$353,220,374.

Re-Appraisals of Property

In its routine operations the department in 1939 was involved in re-appraisals of some 2,555 properties necessitated by new additions, demolitions or construction which materially affected the value of the property.

To carry on its work in 1939 the Department of Assessment employed a staff of 41 persons and spent a total of \$82,000.

From data furnished by the Department of Assessment

With reorganization of veteran relief into a bureau of the Department of Public Welfare, examinations under civil service direction were required by the state welfare law. As a result, 52 appointments from the lists obtained in this examination will be made before July 1, 1940.

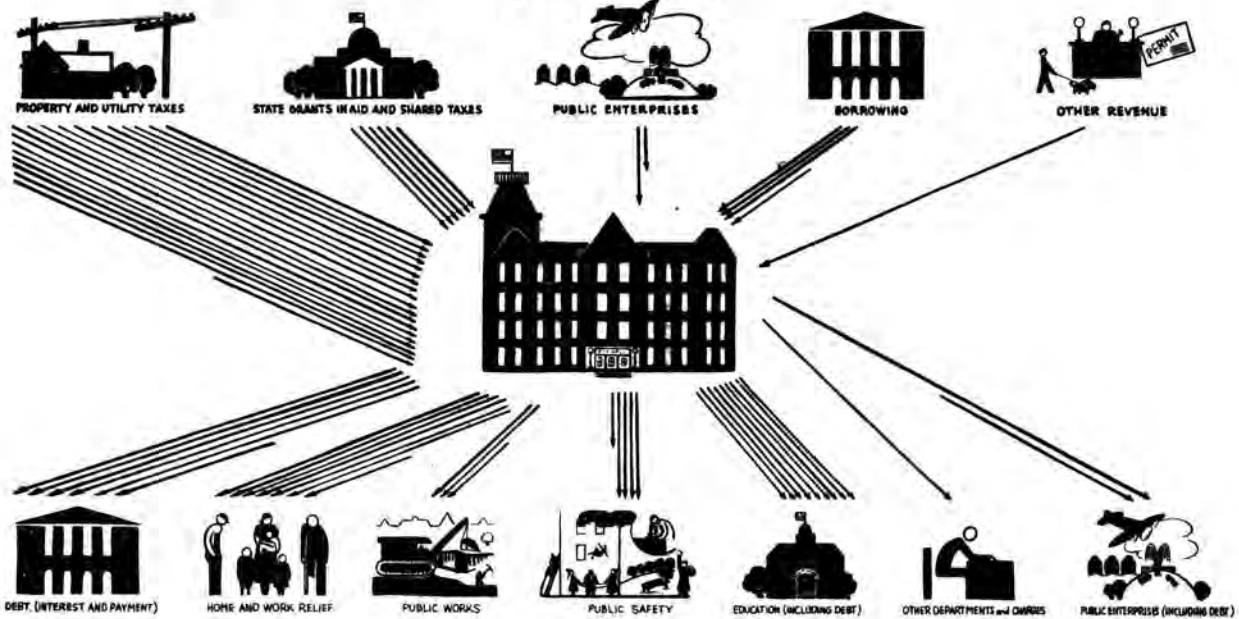
Record Appointments

During 1939 a record number of 324 persons were appointed to positions in the city government from civil service lists. A complete reorganization of the Department of Public Welfare was responsible for the majority of these appointments. Welfare examinations were held in 1938, eligible lists were established in 1939 and 261 appointments in the competitive class were made to 22 different types of positions in the welfare branch of the government. This was the largest number of appointments ever made at one time in any department in city history and gives civil service status to these positions for the first time. In 1938, a total of 90 were appointed under civil service, with 84 in 1937, 74 in 1936 and 41 in 1935.

Expenditures by the commission in 1939 were \$15,302, but examination fees from candidates for the police examination reduced this figure by \$2,356. Meanwhile the legislature made payment of examination fees mandatory late in 1939 and these revenues were \$793.50.

From data furnished by the Civil Service Commission

HOW THE CITY GOVERNMENT GETS AND SPENDS ITS MONEY (1940 BUDGET)



EACH ARROW REPRESENTS ONE MILLION DOLLARS

Department of Finance

THE CITY'S BOOKKEEPING

PRETTY generally, the government of the city is regarded as considerably different from private business in its handling of financial affairs. In its essentials, this is anything but true. The government is a service organization; it sells certain wares such as maintaining the streets and collecting the garbage, giving police protection and operating the parks. For these the citizens pay in the form of taxes, fees and special assessments. Like private business, the government tries to see that the revenues it collects are sufficient to meet the expenditures it makes. If the two ends do not meet, it can, like private business, borrow; it must, like private business, pay back its loans. Like any private business which performs several services, the government receives revenues from several directions.

In general its money comes from (1) taxes on real estate, (2) taxes on public utilities, (3) state and federal aid, (4) earnings of municipal enterprises, and (5) borrowing. Its expenditures flow out into all those services which make a city inhabitable by human beings—streets, sewers, water, fire protection, police protection, health programs, aid to the needy, and a hundred other services.

To administer the handling of this money—in Rochester it is about \$30,000,000 per year—a Department of Finance has been set up. It controls the purse-strings of the city in the same manner that the accounting departments of business concerns direct the course of private enterprise. Rochester's department is broken into three major divisions — auditing for the handling of accounts and direction of major policy, treasury for collection of money due the city, and purchase for the city's buying. Now, how did this organization function in 1939?

Sources of Revenue

Last year budget revenues brought to the city about 30.6 millions of dollars to administer its affairs. More than half of this came from real estate taxes — some 16.6 millions. Federal and state grants, most of which were directed to the schools and relief brought 5.7 millions of dollars. The city borrowed 4 millions more and the rest came from utility taxes, from surpluses of previous years, from water works operation and from revenues earned by municipal business enterprises such as the public market and airport.

FINANCE: 1/20 OF 1 PER CENT OF THE CITY BUDGET

ROCHESTER'S GOVERNMENT

The table which follows shows revenues for 1939 and 1940:

WHERE THE MONEY CAME FROM

GENERAL	1939	1940 (Budget)
Real Estate Tax.....	\$16,606,328.72	\$16,649,842.53
Utility Tax.....	200,000.00	200,000.00
Surplus, Prior Taxes..	1,500,000.00	3,000,000.00
Federal, State Aid....	5,742,017.82	5,297,900.00
Dept. Revenues etc....	1,022,231.39	1,056,700.00
Temporary Borrowing..	4,015,000.00	2,404,000.00
Total	\$29,085,577.93	\$28,608,442.53
MUNICIPAL UTILITIES		
Water Works	\$ 1,430,984.10	\$ 1,375,000.00
Mt. Hope Cemetery...	90,314.38	100,000.00
Total	\$ 1,521,298.48	\$ 1,475,000.00
Total Revenues	\$30,606,876.41	\$30,083,442.53

In 1939 no federal help came to the city in PWA construction projects as in former years when 45 per cent of the cost of such jobs as the big tunnel sewers was paid for in that manner.

Collecting Back Taxes

One of the big problems which every city has faced in the matter of collecting its revenues during depression years has been the tax on real property. During the Golden Twenties, 93 to 94 per cent of the city's taxes on real property were collected promptly. However, the depression changed all that. By 1933, these collections fell as low as 80 per cent. Since this item is the largest single source of the life-giving revenues of a city, such a situation meant one thing — financial crisis. How great this crisis was can be seen in the fact that a 1 per cent drop now would mean a loss of about \$160,000. It was even greater in 1933.

The situation had improved little in succeeding years — in 1934 only 82 per cent was collected; by 1935 it was 86 and in 1937 it appeared to stabilize itself at around 90 per cent.

So on January 1, 1939, all these back taxes—unpaid — amounted to the huge sum of more than 8.1 millions of dollars. While sporadic efforts at collecting part of this money were effective in small degree, there could be little hope that a large part of this money would ever be collected. So a drive was planned, inaugurated and carried out in 1939 to collect back taxes. A tax delinquency division was organized, its staff expanded and a program worked out. The interest rate on back taxes was reduced from 10 per cent per year to 2 per cent per year if 1939 taxes were paid in full. A personal letter was sent by the comptroller to all taxpayers with overdue tax bills. Banks, financial institutions, insurance companies and mortgagees were urged to cooperate. Hundreds of taxpayers were informed about the amounts they owed and given advice on securing loans and mortgages.

And the system worked.

Receipts from back taxes more than doubled in 1939 over 1938. They soared to more than 1.9 millions of dollars as compared with only \$968,569 in 1938. And the amount of money collected for current 1939 taxes jumped back to its Golden Twenty level of 93 per cent. This all-time depression high was marked up under the stimulus of offering reduced penalties on back taxes if current taxes were paid. For the first time in many years a sharp reduction was made in the city's delinquent tax bill. It dropped from 8.1 millions in the previous year to 7.4 millions.

It promises to drop further under the energetic program being conducted.

How the City's Money Was Spent

The number of services for which the city must spend the money it receives are numerous — they affect the citizen in almost every phase of his life. In 1939 a total of 30.3 millions of dollars were spent to operate all branches of the city government and the educational system.

For the second year in succession the amount of money spent for regular governmental functions was reduced. But once more, as during all depression years, the expenditures for welfare ate up the reduction and slightly more. While all city expenditures, excepting welfare, dropped from 24.1 millions of dollars to 23.9 millions in 1939, the costs of relief rose from 6.2 millions to 6.4 millions. Thus the economies of administration which saved more than a quarter million dollars were wholly wiped out by this most pressing of all American problems today — relief to the needy.

To pay for these expenditures, Rochester property owners in 1939 were taxed for 16.6 millions of dollars. It is from this figure that the tax rate is figured. It is a simple arithmetical method to find the tax rate. The value of all property in the city is divided into the amount of money to be raised in order to find how much should be paid on each thousand dollars worth of property. Then the number of thousands of dollars worth of property held by each property owner are multiplied by this rate and the tax bills for Rochester's estimated 79,000 property owners are found. Since all Rochester property was re-assessed in 1938 with a resulting drop of nearly 88 million dollars in valuations, Rochester's tax rate has remained steady at \$31.42 per thousand dollars assessed valuations. It will remain at that figure in 1940. Under changes in the state constitution the city now figures its assessed valuation for debt incurring and taxing powers on the basis of a five year average. Thus it can be seen that the city's power to borrow and to assess taxes will continue to decrease for several years finally stabilizing after three more years when the full effect of the re-assessment of 1938 is felt.

Borrowing and Its Cause

Because a city can never collect all its revenues immediately and because it occasionally must enter into large construction projects or must face emergencies, it must borrow. Like a private business, a city's credit is just as good as its ability and its desire to pay off its debts. Each year these payments form a large part of its expenditures. How

ROCHESTER'S GOVERNMENT

much money goes for this purpose can be seen in the fact that 6.3 millions of dollars were used to pay off bonds during 1939 and altogether more than 7 millions were set aside in cash payments and sinking funds for debt payments.

Thus at the end of 1939 the net city debt in Rochester stood at 59.2 millions of dollars. This figure includes \$800,000 in notes which were issued to create a fund from which snow removal, street lighting and street cleaning could be handled. Since these services are all charged in special assessments to property owners who benefit from them, this figure will never enter the tax rate. Rather, it will be paid off from collections for these services and the revolving fund will be permanently maintained by the assess-

millions of dollars. In this case there was no real increase. The change occurred when the city borrowed all its 1939 loans on the last day of 1938 to avoid the possibility that the new state constitution might prevent it from borrowing during the year 1939. This situation, of course, is apparent in the fact that the debt immediately went back to its former level at the end of 1939.

Present Financial Condition

What, then, is the present financial condition of Rochester, as a city?

Under the limitations of the state constitution, the city still could borrow about 8 million dollars at the end of

THE BOND PICTURE

	Dec. 31, 1937	Dec. 31, 1938	Dec. 31, 1939
Bonds Outstanding	\$61,722,500.00	\$62,260,000.00	\$64,430,000.00
Notes Outstanding	2,000,000.00	9,080,000.00	1,695,000.00
Contract Debt	234,036.36	736,167.00	297,377.00
Total	\$63,956,536.36	\$72,076,167.00	\$66,422,377.00
Cash and Sinking Funds To Pay Debt	5,053,828.12	7,476,851.22	7,189,053.89
Net Debt	\$58,902,708.24	\$64,599,315.78	\$59,233,323.11

ments. Thus instead of going up \$300,000 in the last two years, the general city debt has actually shrunken some \$500,000, in spite of the welfare emergency. The debt appears to have increased also in 1938 by the large sum of 5½

1939 before reaching its debt limit. This debt margin is not stationary but increases with debt paid off and with growth of assessed valuations, and decreases with new borrowing and with losses in assessments. Under the limitation on

COMPARATIVE STATEMENT OF BUDGETARY EXPENDITURES FOR YEARS ENDED 1938, 1939, AND 1940

	ACTUAL 1938	ACTUAL 1939	BUDGET 1940 (Pop. 328,000)	PER CAPITA
EXPENSES				
Executive Control	\$ 106,170.81	\$ 108,504.36	\$ 101,625.00	\$.310
Representative Control	130,937.46	104,081.34	115,600.00	.352
Audit and Disbursement of Public Money	180,987.65*	187,050.49	189,500.00	.578
Fixed Charges Other Than Debt	181,113.77*	247,462.01	192,200.00	.586
General City Debt (Principal and Interest)	5,649,454.89	5,524,960.04	6,649,798.62	20.274
Assessment of Taxes and Improvements	101,535.48	95,384.83	82,000.00	.250
Administration of Justice	133,037.18	132,978.16	132,670.00	.404
Protection of Persons and Property	2,672,097.25	2,725,150.46	2,729,965.00	8.323
Preservation of Public Health	997,088.20	993,848.67	959,136.00	2.924
Promotion of Recreation	503,573.41	473,814.31	503,809.00	1.536
Home and Work Relief	6,222,787.44	6,463,046.78	5,310,400.00	16.190
Operation of Public Works	2,674,393.58	2,613,182.83	2,613,500.00	7.968
Promotion of Education (Including School Debt)	9,102,401.23**	8,984,367.06**	8,642,385.91**	26.349
Department of Commerce	339,804.51***	371,352.02	352,853.00	1.076
Unclassified	5,044.52	9,735.85	23,000.00	.070
	\$29,000,427.38	\$29,034,919.21	\$28,598,442.53	\$87.190
MUNICIPAL UTILITIES				
Water Works	1,286,431.86	1,252,475.46	1,273,414.43	3.882
Mt. Hope Cemetery Operating Fund	94,479.52	97,081.67	100,000.00	.305
	\$ 1,380,911.38	\$ 1,349,557.13	\$ 1,373,414.43	\$ 4.187
Grand Total	\$30,381,338.76	\$30,384,476.34	\$29,971,856.96	\$91.377

*1938 report figures adjusted for fiscal agent and bond and note expense.

**Exclusive of \$310,407.68 Expenditures—Board of Education Revolving Fund.

***Includes expenditures formerly shown in 1938 report with Fixed Charges, Protection of Persons and Property, and Operation of Public Works.

THE CITY'S NET DEBT DROPPED IN 1939

expenditures, the city could spend about 1 million dollars a year more than it is doing. Since the trend in debt has been definitely downward since about 1931, there is hope that the city debt may shrink in the future instead of increase and that the city will not be forced to take advantage of its margin of debt. Likewise current expense spending has been going down; however, this factor is subject to the changes in the welfare situation and thus far relief has been an unpredictable factor.

The city's credit is still ranked among that of the best governed municipalities of the nation by bond purchasing houses. The true test of this statement lies in the interest rates which the city has received and continues to receive on any new issue of bonds or notes which it sells. In 1939 there were ready buyers at interest rates on bonds ranging from .75 per cent to 1.75 per cent and on notes at rates as low as .195 per cent. These signs cannot be misread as to the city's high rating in the bond market. A factor also recognized in the nation's bonding markets has been the municipal government's determination to pay off its obligations as they fall due and to continue progressively to cut down the total of the debt. That this has been successful is

Department of Finance, Division of Purchase-Supply

THE CITY GOES SHOPPING

WARS in Europe, WPA strikes at home, improved machines and many other factors affect the buying of a customer as big as the City of Rochester. A great city has many needs and many purchases to make and each year it must set out to fill its requirements in the markets of the whole world.

In 1939, as in every year, the division of purchase and supply of the Department of Finance handled this bulky job. A well-defined route of purchasing materials has been laid out from year to year to accomplish the purpose of obtaining materials at the lowest price possible for the highest quality of supply available. Most generally used of these methods is that of the requisition signed by the department head and sent to the purchasing office. Some 14,681 such notices were sent to the division of purchase and supply in 1939 from city departments and from WPA projects. After quotations had been obtained from vendors, the purchasing office chose the lowest prices and issued 13,365 city orders and 5,786 WPA orders for projects. All purchases valued at less than \$500 may be handled in this manner. The average value of such orders in 1939 was \$180.

Competitive Contracts

Purchases of more than \$500, however, must be thrown into the market for competitive bidding. In 1939 the total number of such contracts dropped from 256 valued at \$1,595,751 in 1938 to 206 valued at \$1,041,896. Dominant in this drop was the prolonged mid-summer strike of workers on WPA projects which cut the need for materials. This was reflected in the fact that WPA orders, all told, shrank from a 1938 figure of \$1,494,000 to \$739,000.

A growing type of buying is that of bulk orders for storage and distribution from the city warehouse, operated by the purchasing office. Handling only commonly needed

seen in the fact that the net debt has dropped from 69.3 millions in 1932 to its present level of 59.2 millions. During all this period of storm and stress the government has never refunded a debt (obtained a new loan to pay an old one) but has grimly paid, difficult as it has been, money out of its current revenues. This is a distinct asset.

Dangers in the financial picture are the fact that the assessment base is shrinking, as noted previously, and it will continue to shrink for some years to come. This problem has been carefully studied and preparations are being made for it so that it may be handled properly as it moves into the scene. A new problem cropping up in 1939 has brought another danger. Deficits in the fire and police pension funds may be construed to be chargeable against the city's borrowing power. This factor would reduce the city's debt margin still further in the years to come.

As in its contemplation of past difficulties the city's financial experts are facing these problems before they arise in order to be equipped with a solution when the final time of reckoning comes.

From data furnished by the Department of Finance

commodities, the warehouse in 1939 filled 14,122 orders from its stocks valued at \$163,276 for the busiest year in its history.

Emergency situations occasionally arise where a department head must make a purchase directly from a vendor without going through any of the routines mentioned. Then a confirming order is issued by the purchasing office. Such confirmations are discouraged by purchasing officials and eliminated wherever possible. In 1939 these orders totaled about 2,500 as compared with 3,500 in 1938.

Total Purchases

All purchases of the city in 1939 totaled \$2,500,000 in value while another \$739,000 was spent directly for materials for WPA projects. The total volume of city purchases was \$400,000 higher than in 1938 due to the WPA curtailment. The total number of purchase orders issued dropped to a total of 4,056 due to a campaign for fewer requisitions to cut costs of purchasing.

During the year the city took advantage of cash discounts wherever possible and effected savings of about \$20,000. Another saving, estimated at \$16,000, was affected by the continuing of the policy of producing the city's business forms on warehouse equipment.

The purchasing office was penalized 15 to 20 per cent in its commodity purchases during the last four months of 1939 due to the backwash of the European war. When hostilities began in September, the prices of materials, woollens, clothing, electrical and plumbing equipment and metals immediately rose to a level 15 to 20 per cent higher than in 1938.

To handle the city's purchasing a staff of five employees was required in 1939 and expenditures totaled \$11,061.

From data furnished by the Division of Purchase and Supply

The City Courts

JUSTICE IN THE COURTS

THE City Court is living proof of the citizen's right to legal justice in the courts, however small his complaint may be. It is truly a people's court.

Divided into the civil branch and the criminal branch, the court has five judges who sit in its various actions.

The Criminal Branch tries all criminal cases below the rank of a felony whether they involve a city ordinance or a state statute. Persons charged with a felony are arraigned in this court but tried in County Court or Supreme Court. The criminal branch also supervises the probation bureau and the traffic violations bureau. It conducts hearings upon felony charges and discharges prisoners or holds them for the Grand Jury.

The Civil Branch hears all civil actions for recovery of money or personal property up to the value of \$3,000 and to recover possession of real property from tenants. Beyond this figure cases of this type are tried in the Supreme Court as County Court is also limited to \$3,000. It handles such proceedings as civil arrest, attachment of property and other attendant tasks.

City Court Work

The torrential volume of actions and cases which pour through the City Courts has in the past labeled the court as a "mill." It is almost anything but this. The judges in this court sit patiently and sympathetically day after day hearing and ironing out squabbles between neighbors, misdemeanors, financial difficulties between debtors and creditors, traffic violations, and an endless variety of other types of cases. Most of these cases appear small to the casual observer, but each of them is of prime importance to the persons involved. Each of them must have its full measure of justice.

To gain some idea of how great the volume of cases are in the City Courts let us look at their summaries.

The Civil Branch. Every day in the civil branch an average of 20.85 cases were on the trial calendar and an average 6.9 proceedings for dispossession of real property were up. During the year 1,144 motions were argued before the court and 5,344 judgments were entered totaling \$455,470 in value. The total number of executions issued was 2,718 and garnishees were 1,238. Fees taken in were \$18,869.

The Criminal Branch. Here the welter of work is just as great. During the year a total of 7,368 cases came before the Court—an average of 23.6 cases for every day of 52 six-day weeks. Of these 2,156 were traffic cases and 445 were non-support or other cases directly involving families. Felony arraignments constituted the basis for 295 cases and the remaining 4,472 were a varied array of minor offenses. In the course of these cases a total of \$11,640 was collected in fines and forfeitures of bail in the court while the traffic violations bureau collected \$30,363 from 23,795 traffic offenders.

What happens to this money collected from fines and forfeitures? Generally it goes in three directions. With very few exceptions, those fines which are imposed for the violation of a state statute go to the state treasury; however, the money collected in forfeitures for violation of a state statute go to the police pension fund of the city. Likewise, all fines imposed for violation of a city ordinance go into the general treasury of the city, with few variations. Similar to the state set-up also, forfeitures on violations of city ordinances go to the police pension fund. When a fine is imposed under an ordinance which duplicates state law, the fine is turned over to the state.

Thus during 1939 the criminal branch of the Court turned over \$7,441 in fines to the general city treasury; \$2,501 in forfeitures to the police pension fund, and \$1,698 in fines and forfeitures to the state treasury. At the same time the traffic violations bureau turned \$26,931 in fines over to the city treasury and turned \$3,432 over to the state treasury.

Probation—Rehabilitation

The probation bureau which is operated by the criminal branch of the City Court is in a strict sense preventive medicine. It represents the court's chief effort at rehabilitation of human beings in order that they may not be a further burden to themselves, their families or society. This work is conservation of human resources as well as financial resources.

In 1939 the probation bureau handled a total of 653 cases, releasing 306 during the year and having 347 remaining at the year's end. Thus instead of having kept 653 persons behind the bars of a prison, at public expense, the bureau observed their activities as self-supporting members of society, gave them advice, endeavored to set them on the road to useful lives. In short, it gave them self-respect. The 306 released represent successful efforts while the majority of the remainder will probably join those released from probation in the near future. To do this job required 10,790 office conferences by probation officers as well as 3,461 home visits. Other interviews totaled 7,235 and written investigations totaled 222. To this office were referred 2,039 cases for adjustment or investigation.

At the same time the bureau of probation collected \$56,959 for the support of families from persons on probation and restored \$1,662 to rightful owners.

It is difficult to determine actual costs of the City Court. In 1939 it spent \$132,700. But at the same time it received in fines, fees, forfeitures and sums obtained for family support a total of \$112,702 to balance against this. Against the remaining \$19,988 it is able to place the sum of \$1,698 turned over to the state, leaving a net cost of about \$18,500. The Court employs five judges and a personnel of 36 other employees, including traffic and probation bureaus.

From data furnished by the City Courts

CITY COURTS: 4/10 OF 1 PER CENT OF THE CITY BUDGET

The Municipal Museum

**EDUCATION
BY EXPERIENCE**

WHAT can a museum do? What should a museum be?

Long ago the Rochester Museum of Arts and Sciences asked itself these questions. In the last 15 years—by dint of careful planning, dollar-squeezing and extended effort—it has found the answer, an answer written in a multitude of activities which touch thousands of Rochesterians every day. It has taken the objective of being a center of visual education—education by experience—and translated that purpose into action by interpreting to Rochesterians the community in which they live. More than 125,000 Rochesterians yearly go to the museum for such education. More significant still is the fact that many times that number of Rochesterians have the museum brought to their front doors by various means. (An actual count in 1939 reveals that 4,200,000 times the museum served Rochesterians.)

Museum At School

To the school children of Rochester, both public and parochial, in 1939, went more than 12,800 exhibits of various kinds to illustrate studies of the classroom. Weekly children's dramas attracted additional thousands of youngsters to the museum each Saturday morning. Some 2,500 other youngsters learned the techniques of modeling and painting in the art division.

The services to adults at the museum are no less numerous. In 1939 the museum was the center of activity for 25 hobby clubs, supervised by the extension division. This division prepared exhibits for the World's Fair which were viewed by 8,000,000 people and displays for the San Francisco Exposition which were viewed by 3,000,000. No less than 30,000 publications went out to still more citizens interested in the museum. Special exhibits which included a news photographers' exhibition attracted wide attention. Throughout the year museum students from all parts of the nation beat a path to the museum for training courses in various museum methods.

More than 30,000 publications were distributed by the museum during the year, including numerous scientific works, which have become standard references. At the same time 25 hobby clubs which use the museum as their headquarters functioned under the direction of the extension division. Special activity carried on by the citizens interested in museum activity included the recording of 4,000 feet of film showing natural history studies and museum activities.

Pretty largely dependent on the resources of its staff in technical problems, the museum produced a new set of lighting fixtures during the year which will add a great deal to the showmanship of its exhibits. In addition, a new set of



25 prism cases was produced and was placed in use to the advantage of new exhibits at the museum.

Research At Museum

Unabating in its noted researches, the staff pursued new discoveries in the field of archeology, bringing back to their shelves thousands of valuable objects dating from early Indian culture in New York State. Its work in the field of anthropology merited an ovation from the American Association for the Advancement of Science. In another phase of research, the studies of American costumes proceeded and were developed by the addition of large gifts from many sources. At the same time experiments moved forward in the natural history division preparatory to construction of a beaver diorama and the installation of a floral group depicting the flowers of Monroe County through the changing seasons. First in the world, one of the museum's new exhibits — a magnified drop of water enlarged from 500 to 4,000 times — depicts the myriad creatures beyond the ken of the eye.

The workshops of the Edgerton Park institution, as usual, added new equipment to the museum while the varied gifts which annually find their way to a live museum continued to flow in to add value to the museum's collection. At the end of 1939 — thanks to shrewd bartering, buying and begging — the museum housed about \$750,000 worth of materials, a sum larger than its total appropriations.

To conduct the affairs of the Edgerton Park agency a staff of 23 regular employees and 45 to 50 WPA workers were on the job. The budget appropriation for 1939 was \$60,000 plus \$2,500 for the installation of World's Fair exhibits.

So the Museum in 1939 pursued its established objective of giving to Rochesterians a third dimensional picture of the life and activity, the history and the culture of this up-state region in which they have found their homes.

From data furnished by the Municipal Museum

The Rochester Public Library

WHAT YOU READ IN 1939

THE old time conception of a library as "a place where they pass out books" has now passed in Rochester. Certain it is that the backbone of any library system must be its collections of volumes, but just as certainly, the approach to and uses of these books have changed. To extract from its stock of books the greatest values for the hundreds of thousands of readers who come to the library is a job for which a complex and complete machinery has been set up by the Rochester Public Library.

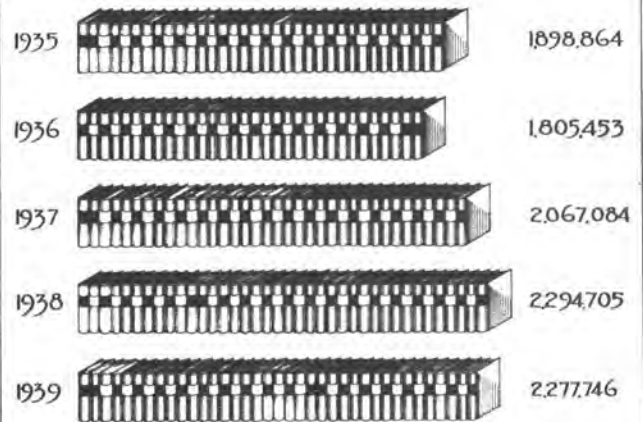
Personnel Activities

Of its total of 197 full time employees, the library personnel in Rochester consists of 104 professional librarians schooled in highly specialized fields to give the seeker of books the sound advice needed in searching for specialized materials of a thousand kinds. The processes of improving this personnel are perpetual; in 1939, members of the staff engaged in numerous activities which bear on professional growth. Twenty-one of them attended technical sessions at their own expense; several wrote professional articles for librarians' use; certain members contributed their time and effort to national committees on improvements of the library's technique; others prepared studies of local problems with a view to offering greater service to the public in the future.



A brief glimpse of how Rochester Public Library came to lend 669,500 books to youngsters in 1939

BOOKS CIRCULATED



SOURCE:
OFFICE OF DIRECTOR
ROCHESTER PUBLIC LIBRARY

Nor were efforts of library technicians to build up citizen interest in the library lessened. During the year the library continued its weekly radio broadcasts over Station WHEC; *The Rochester Times-Union* and *The Democrat and Chronicle* published regular columns contributed by staff librarians. Classes in library use, story telling for children and work affecting public relations techniques in other fields continued. At the same time half a dozen library exhibits were held outside the library and a series of special book exhibits was featured inside its walls. A series of lectures was begun with such success that it bids fair to become a permanent institution. So the Rochester Public Library sought for greater use on the part of its citizens in 1939.

What Did We Read?

As always, the library's main business was the distribution of its books and in 1939 the main library, its 12 branches, 10 sub-branches and 438 special stations distributed a total of 2,277,746 books of all kinds. Of these, 1,029,309 were adult fiction; 578,937 were adult non-fiction and 669,500 were children's books. While these figures show no significant change from the figures of the previous year, borrowers from the library moved up more than 2,000 during 1939 to an all-time high of 89,249, of which 65,957 were adults and 23,292 were children.

As eternal as the sun, the turn-over of books continued. Added in 1939 were 34,290 books and worn out were 28,668, for a gain which pushed the number of volumes in the library's collection to 430,181, or 1.3 books per Rochesterian and 4.8 books per borrower.

Steady from year to year, the cost of operating the library in 1939 was \$394,988, of which \$380,500 came from city taxation, \$13,188 from fines and \$1,300 from state grants. Expended in 1939 was \$395,230. Of the total expense \$266,712 was spent for salaries, \$62,017 for new books and periodicals and the remainder for heating, maintenance, binding and miscellaneous items.

From data furnished by the Rochester Public Library

LIBRARY: 1 2/10 PER CENT OF THE CITY BUDGET

A DIRECTORY OF CITY OFFICIALS

JANUARY 1, 1940

THE COUNCIL

COUNCILMAN SAMUEL B. DICKER, *Mayor*
East District

Term ends December 31, 1943

COUNCILMAN HARRY H. FRANK, *Vicemayor*
Councilman-at-Large

Term ends December 31, 1941

COUNCILMAN WILLIAM A. DOANE
Councilman-at-Large

Term ends December 31, 1941

COUNCILMAN ROSS E. ERWIN
Councilman-at-Large

Term ends December 31, 1941

COUNCILMAN JOHN HART
Northeast District

Term ends December 31, 1943

COUNCILMAN CHARLES LAMBIASE
Councilman-at-Large

Term ends December 31, 1941

COUNCILMAN FREDERICK J. RUPPEL
Northwest District

Term ends December 31, 1943

COUNCILMAN JOSEPH E. SILVERSTEIN
Councilman-at-Large

Term ends December 31, 1941

COUNCILMAN FRANK E. VAN LARE
South District

Term ends December 31, 1943

THOMAS P. O'LEARY, *Clerk*
Elected by Council

HAROLD W. BAKER, *City Manager*

WILLIAM H. WOODWORTH, *Assessor*

MARTIN B. O'NEIL, *Deputy*

JOSEPH FAZIO, *Deputy*

LOUIS B. CARTWRIGHT, *Comptroller*

FRED W. ERETH, *Deputy*
City Auditor

HASKELL H. MARKS, *Deputy*
City Treasurer

W. RAYMOND WHITLEY, *Deputy*
Purchasing Agent

WILLIAM H. EMERSON, *Corporation Counsel*

IRVIN L. GELSER, *Deputy*

CHARLES B. FORSYTHE, *Deputy*

CLARENCE M. PLATT, *Deputy*

MAX COHEN, *Deputy*

HAROLD S. W. MACFARLIN, *Commissioner of Commerce*

AUGUST H. WAGENER, *Deputy*
Director of Planning

JACK BURGAN, *Deputy*
Director of Public Relations

EDWARD F. PERDUE, *Deputy*
Supt. of Real Estate

THOMAS C. WOODS, *Commissioner of Public Safety*

HENRY T. COPENHAGEN, *Police Chief*

GEORGE N. FLETCHER, *Fire Chief*

DR. A. M. JOHNSON, *Health Officer*

PATRICK J. SLAVIN, *Park Director*

WALKER S. LEE, *Supt. of Buildings*

JERRY MCCARTHY, *Telegraph Supt.*

EMMETT R. GAUHN, *Commissioner of Public Welfare*

EDWIN I. COOPER, *Deputy*
Veterans' Relief

J. GROVER CONLEY, *Deputy*

WILLIAM H. ROBERTS, *Commissioner of Public Works*

HENRY L. HOWE, *Deputy*
City Engineer

JOHN V. LEWIS, *Deputy*
Supt. of Maintenance

LEWIS E. KOHL, *Deputy*
Supt. of Water

DR. ARTHUR C. PARKER, *Director*
Municipal Museum

JOHN ADAMS LOWE, *Director*
Rochester Public Library

THE CITY COURT

JUDGE ARTHUR L. WILDER

JUDGE THOMAS P. CULHANE

JUDGE JAMES P. O'CONNOR

JUDGE GEORGE D. OGDEN

JUDGE MICHAEL L. ROGERS

THE CIVIL SERVICE COMMISSION

LOUIS LAZARUS, *Chief Examiner*

HELEN MURPHY, *Secretary*

Cover by Ralph H. Avery, Art Director
Rochester Public Library

Charts by Elmer C. Bender
Division of Engineering

