

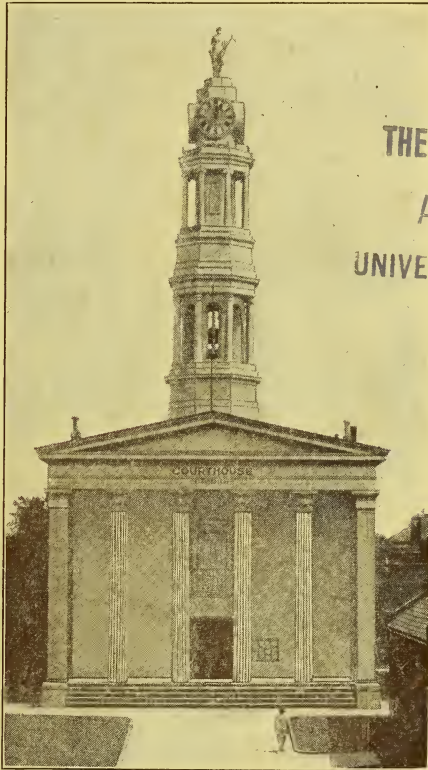
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1920/23

REPORT OF THE CITY OF PETERSBURG VIRGINIA

For the period September 15th, 1920 to June 30th, 1923
Being a complete report of the city government
under the council-manager plan



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COURT HOUSE AND ADMINISTRATION BUILDING
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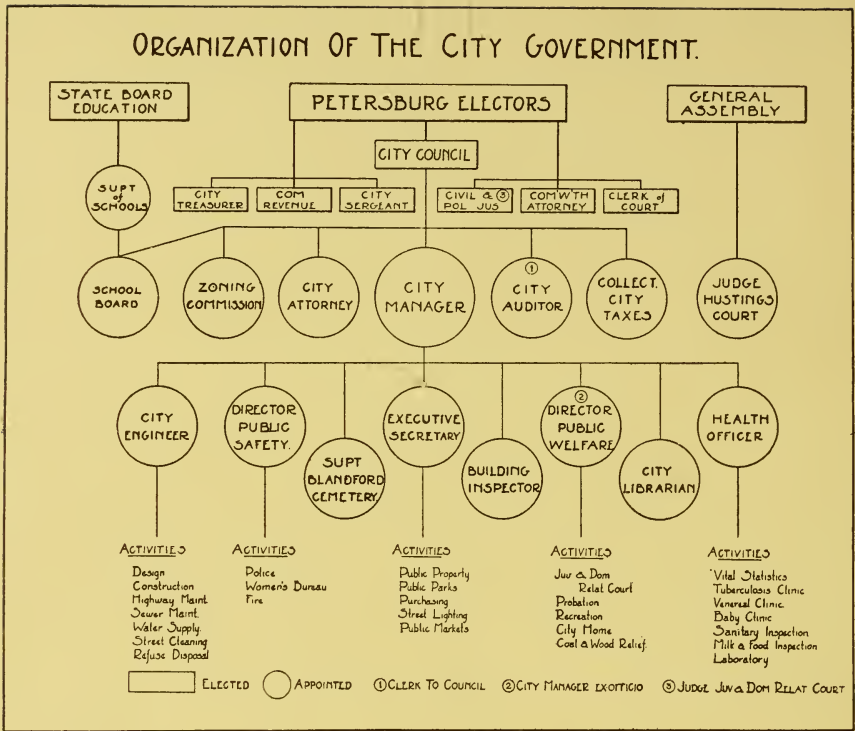
This report is published by
THE CITY COUNCIL
and is dedicated to the citizens and friends of
THE CITY OF PETERSBURG

ILLINOIS MUNICIPAL LEAGUE,

R. M. STORY, Treas.

~~352.629~~

ORGANIZATION OF THE CITY GOVERNMENT.



OFFICIALS OF THE CITY OF PETERSBURG

Council

Samuel W. Zimmer, Mayor
 Robert A. Baxter William H. Willcox
 Wallace M. Rucker G. Cleveland Wright

Administrative Officers

Louis Brownlow E. P. Goodwyn Robert D. Budd Eugene T. Cranch S. Daley Craig F. G. Stratton Wm. S. Spotswood Hugh R. Smith John J. Nelms Dr. R. A. Martin John O. Walker W. T. Miller W. W. Jefferson S. H. Perkins L. D. M. Baird R. Bolling Willcox E. F. Clements E. F. Clements James M. Mullen Robert G. Bass W. G. Andrews	City manager Executive Secretary City Engineer Sanitary Engineer Building Inspector City Treasurer City Auditor and Clerk to the Council Commissioner of the Revenue Collector of City Taxes Health Officer Director of Public Safety Fire Chief Chief of Detectives Superintendent City Home Superintendent Blandford Cemetery City Attorney Civil and Police Justice Judge Juvenile and Domestic Relations Court Judge Hustings Court Clerk of the Courts City Sergeant
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Zoning Commission

J. Westmore Brown John R. Jolly
 J. Nat Harrison Richard T. Wilson
 Louis Brownlow, Chairman

School Board

J. R. W. Smith H. S. Seward Mrs. F. H. Cole	B. W. Matthews W. B. Beach Mrs. Geo. B. Townsend	D. Perkinson Nathan Toms Alexander Hamilton
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Henry G. Ellis, Superintendent of Schools

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FOREWORD

To the Citizens of Petersburg:

The Council presents this report of the activities of the municipal government of the City of Petersburg for the information of its citizens. May we venture to hope that every citizen will read it carefully, and, if as the result of such reading any person having the interest of the city at heart will write to us suggestions for the improvement of the service being rendered to the people by their government, we shall be grateful.

Very truly yours,

SAMUEL W. ZIMMER, *Mayor*.
ROBERT A. BAXTER,
WALLACE M. RUCKER,
WILLIAM H. WILLCOX,
G. CLEVELAND WRIGHT.

To the Honorable City Council, Petersburg, Va.:

I have the honor herewith to present my report as City Manager for the period beginning September 15, 1920, the day I assumed the position of City Manager, to June 30, 1923, the end of the last fiscal year. It is prepared in order that you may present it to the people of the City as a record of the work undertaken by the municipal government in these three years. I desire to acknowledge my indebtedness to Mr. John B. Blandford, for his work in compiling this report.

Respectfully submitted,

LOUIS BROWNLOW, *City Manager*.

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1920/23

BOOKSTACKS OFFICE

THE CITY COUNCIL

The accumulated experience of this and other countries with the various forms of municipal government have indicated quite clearly that, whatever the plan, certain features must be made an inherent part of it. Most prominent among these may be mentioned the following:

- Small legislative body.
- Elimination of the ward system of election.
- Separation of the legislative and executive functions.
- Centralization of the administrative side under a single head.
- Elimination of politics from the administrative side.

It has been our privilege to realize all of these things under our council-manager plan of government. Our council body is small in number—there are only five members—and consequently can function more efficiently than a much larger legislative body or one composed of two houses. Our councilmen are elected at large and not by wards. There is no swapping of votes nor a sacrificing of the interests of the city as a whole for the benefit of a few. It is interesting to note that while three members of the council live in the old second ward, one in the fourth, and one in the fifth, that a large majority of the permanent improvements of the past two and a half years have been made in the first, fifth and sixth wards. Our council has realized that it is primarily a policy-forming body and so has confined itself to this sphere and has not ventured into the administrative side. Our council has realized the advantages of centralizing the administrative work and so has appointed a city manager under whom it has placed, insofar as it was permitted by state law, the supervision of all activities of the city. With this delegation of authority goes full responsibility. Finally our council can lay claim to the last of the above mentioned maxims for it knows of not one instance where so-called politics has been permitted to intrude into the administrative side of our municipal government.

And so the city council may be considered as a board of directors of a business concern. Its business executive is your city manager and its business the comfort, welfare and safety of the citizens of Petersburg. Realizing its proper role the council has busied itself with the formation of city policies. It has considered and approved the measures that were necessary to reorganize your city government. It has supervised the administration of your schools. It has developed and provided for by bond issue a much needed improvement program. It has given considerable thought and time to the preparation of your annual financial program and it has submitted it to you in an annual public meeting. Finally it has listened attentively to the recommendations of the administrative officers and in accordance therewith evolved many ordinances. Some indication of their nature and number may be gathered from the following list:

- Regulated the sale of water.
- Created the position of Director of Public Safety.
- Provided for registration of automobiles.
- Regulated the installation of electrical works and equipment.
- Regulated for hire cars, their owners and operators and established rates.
- Required dealers in second-hand articles to report their purchases to the Chief of Police.

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- Required dealers in deadly weapons to report description of weapons sold to the Chief of Police.
- Regulated the operation of motion picture machines.
- Reorganized the collection of garbage.
- Regulated traffic.
- Provided for the perpetual maintenance of burial lots in Blandford Cemetery.
- Provided for establishment of Lee Memorial Park.
- Regulated the practice of midwifery.
- Regulated the production, distribution and sale of milk.
- Passed an ordinance preventing vice and immorality.
- Regulated city scavengers.
- Created the position of Director of Public Welfare (city manager ex-officio).
- Passed an emergency zoning ordinance.

Another important matter which the council negotiated and successfully carried through was the annexation of Walnut Hill. This section of Prince George and Dinwiddie Counties comprising some 248 acres was formally annexed in December, 1921, on petition of the residents and after a hearing in the Circuit Court.

Under the terms of the agreement the city paid over to the Walnut Hill Corporation \$50,000 and in return secured the ownership of all utilities and a fee in all the streets in that area. The assessed values and the tax rate are to remain unchanged for a period of five years and all revenues derived from the Walnut Hill section are to be expended within that area on improvements. Police, fire and health service are supplied by the city. This action not only brought within



Walnut Hill—a suburban section annexed in 1921.

the city limits a very fine residential section with additional property values but also made practical the annexation a portion of the 1,700 acres of drainage area which the city owned in these two counties. Of this area 564 acres have been developed as a great natural park and all of it can now be readily policed.

OFFICE OF THE CITY MANAGER

The present council-manager form of government was favorably voted on at the municipal election of November, 1917, and the new council took office on September 1, 1920. The city manager was immediately chosen and assumed his duties.

In order that the possibilities of this new plan might be realized as soon as possible the first concern of the city manager was the development of an efficient administrative machine. This involved the two factors of personnel and office facilities.

Reorganization

On the day the city manager assumed office, he met the heads of the several city departments and told them that it was his purpose to continue them in their several positions, and, as far as possible, to make no changes in the personnel of the city's employees so long as they were rendering efficient service and were giving loyal co-operation to their fellow city employees. It is a pleasure to note that few changes have been necessary. What improvements have obtained have been the result of increased efficiency on the part of the old employees, some reassignment of duties, some relocation of offices and some few additions to the personnel.

The court house was the logical choice as the central administration building and so the necessary structural changes were made. The old council chamber was remodeled, providing space for a new council chamber, the offices of the city manager and the city manager's secretary and a waiting room.

The position of executive secretary was created and under this position was placed the supervision of public property, street lighting, public parks and coal and wood relief. It seems almost axiomatic that one of the first steps of reorganization under the manager plan is the establishment of a central purchasing office. Petersburg proved no exception and centralized purchasing was made one of the duties of the office of the executive secretary—the purchases being made by and in the name of the city manager after the executive secretary had secured prices based upon competitive bids.

A modern system of accounting was early installed and the office routine of the city auditor and the city treasurer considerably simplified. These two offices were provided for in the court house building.

In the office of the city engineer the work of the street cleaning department has been separated from that of the highway department although both continue under the same superintendent. The refuse disposal department has been transferred to the office of the city engineer. The position of sanitary engineer has been created and he has been given direct charge of the water department under the supervision of the city engineer. The city engineer along with his general supervision of the above mentioned departments is directly in charge of the construction work of the city. The city engineer formerly had but one room in which to conduct all his work, and he was practically without the facilities of office equipment. When the health department was moved from the McGee building to the health center, the city engineer was provided with an office for himself, with another office for his engineering assistants, with a large work room and with a modern filing equipment. This change in office arrangement

and equipment, effected at a cost of about \$660.00, has greatly increased the facilities of the department.

While the building inspector was always assisted in the making of electrical inspections by an electrician delegated from the police department it was thought a better plan to have this assistant directly under the building inspection office. Therefore this office has been transferred to the building inspection office under the title of electrical inspector. This office continues to supervise the maintenance of the police and fire alarm systems along with other city electrical work.

The health department under the supervision of its health officer had made notable progress and had developed an excellent system of reports and records. Its activities, however, were scattered and the department itself inadequately housed. Following the example of many progressive American cities it was planned to centralize the activities in a separate building. Accordingly the property, No. 21 N. Union Street, was acquired by lease and established as the health center. In this health center are now located the offices of the health officer, the registrar of vital statistics, the food inspection service, the sanitary inspection service, the bacteriological laboratory, the contagious disease nursing service, the tuberculosis nursing service and clinic, the venereal disease clinic, and the child welfare station, maintained by the Petersburg chapter of the American Red Cross.



Administration Buildings, Adjacent to the Court House.

The registrar of vital statistics formerly assisted in the making out of the water rent books. The bills were made from these books by the registrar of the water department, who, in turn, collected them from the people. By placing upon

the registrar the duty of keeping the books as well as making out the bills, the registrar of vital statistics was released for his full time to the health officer, rendering the employment of a stenographer in that department unnecessary. The collection of the water bills was turned over to the collector of city taxes at no additional expense to the city. The Petersburg health center as now housed, organized and staffed, is an institution which will compare favorably with similar institutions in any progressive city of the size of Petersburg.

When the city manager assumed office, there was a vacancy in the position of chief of police and the department was suffering from that degree of disorganization which always attends uncertainty and the absence of a responsible directing head. After careful study it was decided that the best result could be obtained by the appointment of a director of public safety, who would have responsible charge of both the police and fire departments, giving general supervision to the work of the fire department and having actual, direct command of the police department. With the approval of the council a director of public safety was appointed and the office of chief of police remained unfilled. Shortly after a chief of detectives was also appointed. In the reorganization of the police department a women's bureau was created and two policewomen appointed. This was the first time that policewomen were appointed in the State of Virginia, although since that time their appointment has been authorized in Norfolk and Richmond and is now being considered in several other Virginia cities.

In 1922 the State legislature passed an act creating the juvenile and domestic relations court and your council immediately took steps to act under its provisions. The civil and police judge was appointed as judge of this new court and a department of public welfare was created with the city manager as director ex-officio. Acting under his powers as chief probation officer the city manager designated the two policewomen as probation officers and a vacancy on the police force was filled with a probation officer for boys.

In co-operation with the superintendent of schools the city manager made a survey of recreation facilities in the city and established six playgrounds each under the supervision of a directress. A general supervisor was appointed to co-ordinate the work of all the playgrounds.

The city home continues under the supervision of a superintendent but the board of overseers of the poor has been dispensed with.

Through the beneficence of a Petersburg citizen the close of this year finds our city with a new and much needed activity—a public library. In the fall of this year a competent librarian will be appointed to take over its administration.

This then is briefly the extent of the changes that have been made in the personnel and office facilities. The detailed accomplishments that have resulted from these changes will be considered under the reports of the several departments. No comment on the personnel of the city of Petersburg would be complete without some expression of appreciation to the officers and employees of the city for the hearty willingness with which they have worked with the city manager in the service of the people. Without the genuine interest and intelligent co-operation which they have given, much that has been accomplished during this period of reorganization would have been quite impossible.

Preparation of the Budget

Of certainly no less importance than the reorganization of the city departments is the development of the financial program under which they shall function.

A so-called budget there had always been but the first step was to make it a budget in fact as well as in name. It is well recognized that a properly conceived budget involves careful planning and adequate control. Lump sum appropriations with no control over details, expenditures of a single department scattered through a number of appropriations, a salary account that carries the salaries of some officers and employees but not all, and a contingent account to which miscellaneous appropriations were credited and expenditures of many kinds were charged are not features that are conducive to careful planning or adequate control.

The first step was the adoption of a standard budget classification. Each department was assigned a code number and all of its expenditures were grouped under that number in accordance with a standard expenditure classification which was used by all departments. Under this plan the budget of each department or division stands alone, complete in its details as a unit of the entire budget. In order that proper planning might be effected it was necessary that each department head be given an opportunity to express his ideas on the proposed activities of his department. To do so intelligently it was necessary that he have some information regarding the experiences of previous years. Therefore each department head was furnished with an estimate sheet which showed the expenditures of the two previous years, the appropriation for the current year and the expenditure to date under that appropriation. In the light of this information he was then expected to give his estimate of the department expenditures for the coming year. These estimate sheets were then returned to the city manager. When assembled it was then possible to consider each department program in the light of the plans of the other departments and in relation to the amount available for expenditure as indicated by an estimate of miscellaneous revenues prepared by the city auditor. Such a consideration usually indicated that adjustments were necessary. These changes were made by the city manager in conference with the respective department heads, the final result being the budget as presented to the council.

This financial program as finally passed by the council has been considered such an important matter and one that should be of such interest to the citizens that a public meeting has been held each year at which the budget has been presented. It is particularly important that the desires of the citizen body be incorporated in this financial program and even more so that they intelligently comprehend the needs as interpreted by the council.

Adequate control has been obtained by the setting up of the new accounting system which includes an appropriation ledger. In this ledger accounts are set up in accordance with the budget code and before any department can pay a salary or make a purchase the account of that department is examined to make certain there is a sufficient unencumbered balance to its credit. In this way it is possible to adhere strictly to the expenditure program.

Department Daily Reports

Through a system of departmental reports it is possible for the city manager to keep closely in touch with the progress of work in the various departments.

At eleven o'clock each morning a daily bulletin is received from the city engineer which states the disposition of all the work squads of all the departments under his supervision, showing the number of men and teams engaged in each class of work, together with the location of the job being done.

Each morning the city engineer files a detailed report of the work done the day before by the street cleaning department, the refuse disposal department, the highway department, and the water department. These reports show in detail the cost of every operation in these several departments. At the end of the week a progress chart is received showing the percentage of work accomplished during the week on each piece of construction work going on.

The health department presents a weekly report, showing the result of the bacteriological examination of the water supply, the number of cases of contagious diseases reported, and the number of deaths. This is expanded in detail in the health officer's monthly report, which shows all of the operations of the health center.

The police and fire departments render regular detailed reports monthly. The probation officer also files a monthly report of his activities.

The city auditor prepares a daily report showing in detail the receipts and expenditures on the previous day, and a weekly report showing in detail the labor payrolls for the week, exhibiting in parallel columns the payroll for similar services for this week, last week, and the corresponding week of last year.

This system of reports furnishes a valuable check on the work being done from week to week and is a source of information for research studies. These reports are on file in the city manager's office and are available for the information of any citizen who desires to see them.

The Million Dollar Improvement Program

The advent of the new administration came at a time when the city was passing through that period of depression following the signing of the Armistice and the consequent withdrawal of the war activities in the Hopewell district and at Camp Lee. It was clearly evident that Petersburg was badly in need of more industries and more people. This prompted some thought of what our city had to offer. This self analysis showed many opportunities for improvement. The entrance to our city was anything but imposing and actually a hazard involving as it did the crossing of two railroad lines. Our typhoid cases were directly traceable to the large unsewered areas with their surface closets; our two main business streets were in deplorable condition; our markets were old and antiquated; our schools were congested—two more were badly needed. Citizens were petitioning for new sidewalks and their need was evident. Water extensions and road improvements were other things that must be attended to if Petersburg were to be carried forward.

It was also apparent that these improvements were far more extensive than could be provided for out of the current revenues. But the city like any other business concern had a credit rating on which it would be good business policy to borrow if the proposed improvements would bring added prosperity to the stockholders. It was decided that a million dollar issue of improvement bonds was advisable and essential to the growth and development of Petersburg. The council decision to carry out this program was widely approved and many enthusiastic endorsements were received from the civic organizations.

The condition of the bond market was carefully watched and finally in April, 1922, \$200,000 of 4½% bonds were floated at 100.52. In December of the same year the remaining \$880,000 was sold at 4½% and at \$99.08 per \$100 par value. It is thought that the city obtained very favorable terms in its bond negotiations.

Inasmuch as it was not proposed to expend the proceeds of this last bond issue immediately the money was deposited at an interest rate sufficient to take care of the interest payments on the bonds. In this way it was possible to take advantage of the favorable bond market and borrow money at such a low interest rate.

Under this million dollar improvement program it was proposed to carry out the following plans:

- To build an overhead bridge across the Appomattox and the railroads.
- To erect three new school buildings.
- To build an armory and modern market.
- To pave the business section of Sycamore street, Washington street and sundry other streets where the demands of traffic require permanent paving.
- To extend the sewer and water system to serve practically the entire city.
- To extend the facilities of the clerk's office to care for the valuable records of the city.
- To eliminate dangerous and deep ditches and drains where possible.
- To extend the sidewalk system as rapidly as the abutting property owners signify their willingness to pay their one-third share of the cost upon the completion of the sidewalk.



Site of viaduct over Appomattox River on State Highway, connecting Petersburg with Richmond.

At the time of writing the program is well along to completion. The many interested parties have been brought together and the plans for the overhead bridge have been completed. Two new colored schools will be ready for use

before January 1. While the work on the market and armory has been temporarily postponed because of the high cost of materials, the council expects that conditions within the year will become more favorable for the project. The paving of Sycamore and Washington streets will be completed within the next month. This will mean that with one exception every entrance to the city from the State highway system of first class roads will be paved. The sewer and water systems have extended to such an extent as to eliminate 1,500 surface toilets and to leave only some 400 for future attention. Ditches and drains have been attended to and 4 miles of new sidewalk have been laid.

Plans for the Future

With the above improvement program completed our city will be well along in its process of civic development. It is not contemplated that further large capital improvements will be immediately undertaken. Rather will it be a period of orderly extension of the services already existent and an attempt to obtain further efficiency in their operation. Future improvements in the administrative machine will involve legislative action rather than administrative reorganization. These matters should be of intense interest to the citizen body and it is well to briefly indicate their nature.

ZONING. Already steps have been taken to initiate a zoning ordinance. A zoning commission has been appointed and preliminary studies have been made. Zoning spells protection for the citizens of Petersburg. It will protect against the harmful use of neighboring property; it will protect against adjacent buildings which would tend to cut off the light and air or decrease the privacy or increase the fire risk or menace health and safety. It is an essential part of the city plan. The zoning ordinance will be developed only after careful study and public hearings. The limitations will be based on the health, safety, morals and general welfare of the community and they will be reasonable, non-discriminatory and non-confiscatory.

FINANCIAL ISOLATION OF THE WATER DEPARTMENT. Under our present plan of operating the water plant its expenditures are included in the general municipal budget and the revenues from water rentals and water extras are included among the general revenues. With such a plan if water revenues are in excess of the cost of operating the water plant then the excess is being used to pay for other municipal activities; if on the contrary the reverse be true then the money raised by taxation and from miscellaneous sources is assisting in the operation of the water plant. This is not proper of course for in each case there is a different base on which the assessment is made—the water rate being determined on the basis of water consumption and the tax rate on the value of property holdings. Where the measure of benefit can be so directly measured as in the case of water service the financial operations of that service should be segregated so that the cost of operations may be properly related to the rates charged. This is the policy followed in most cities. It so happens in this city that the revenues from water rentals and water extras are ample to meet the cost of operating the water plant and meeting the interest and sinking charges on the outstanding water bonds. No change in water rates would be necessary. Under such a plan it is customary for the city proper to pay a nominal charge for hydrant rental and for water used in the sewer flush tanks. This is a matter for careful consideration and the citizens should familiarize themselves with its favorable features.

CITY CODE. Our municipal ordinances were last coded in 1911. Since that time the city government has changed its form. New offices have been created, others have been eliminated, many ordinances have been amended and many new ones have been added. The revision and recodification of our ordinance book would seem an advisable undertaking at some time not too far distant.

MUNICIPAL JAIL. Our system of municipal jails in this State has little to commend it. The city contributes a large share to its administration and yet has no control over its policies. The system of compensation is such that its jailer is encouraged to drastic frugality in providing for the prisoners. The prisoners have no activities and are supported in idleness. Each political unit is required to operate its own institution regardless of the economies that would result from joint operation as district institutions. In all it is a very expensive, inefficient and unsocial plan for providing for our delinquent. Fortunately the matter is receiving ever increased attention largely as a result of the efforts of the State Board of Public Welfare, and indications are that their efforts will eventually crystallize into a system of district institutions under competent supervision and so operated as to afford beneficial and useful employment for the inmates.

SPECIAL ASSESSMENTS. Special assessments is a plan of financing public improvements by assessing a portion of the cost of construction on the benefitting property owners in proportion to the respective benefits derived. It is the only fair way to meet the cost of such improvements, for whatever increased property values result accrue only to that property which is benefitted and in direct proportion to that benefit. It has been the general experience—Virginia is the only State not having special assessment legislation—that public improvements proceed at a much more rapid rate when the benefitting property owners may petition for an improvement and share proportionately in its construction. Such legislation has been attempted but to date it has not been successful. Eventually it must come. The plan as finally passed should be comprehensive and apply to such improvements as sewers, sidewalks, road construction and parks; it should be flexible and give ample latitude to the method of determining the benefit; and finally it should have rigid enforcement provisions so that the assessments may be readily collected.

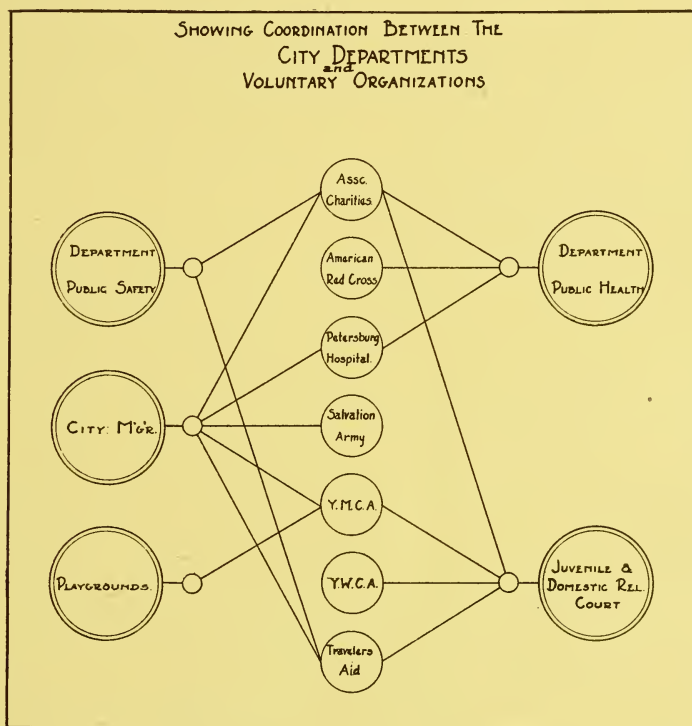
ASSESSMENT OF PROPERTY. A complete overhauling of the Virginia plan of municipal assessment of property is an ambitious undertaking but it is a task that must be courageously undertaken some day. The assessment of property should be considered as an administrative function and as such under the supervision of the chief executive; it should be considered as a continuing activity rather than periodic one and as such be done by a permanently employed official. Such a plan will result in assessments that represent the actual value of property and which fluctuate annually as the value of the property changes rather than at the end of a five year period.

Public Relations

Some of the problems and aspirations of the administration have been indicated above. The city manager is fully aware what an important part public opinion plays in attempting to solve these problems and achieve these aspirations. For such a reason the opportunity to explain an action or to listen to a constructive recommendation has always been welcomed.

The city manager has attempted to make the city government an integral part of the community life and to this end has associated himself as closely as possible with the various civic organizations and their activities. The important part volunteer organizations play in demonstrating new activities and in financing their initial development has been fully appreciated and every encouragement has been given to them in the way of providing quarters for their operation and in the development of plans of correlating them with the municipal departments.

The high degree of relationship existing between the volunteer organizations may be gathered from the following diagram where the lines connect co-operating volunteer agencies and the city departments.



OFFICE OF THE EXECUTIVE SECRETARY

The executive secretary acting in his capacity as assistant to the city manager has delegated to him general supervision of various activities. Among these may be mentioned the city home, public parks and coal and wood relief. In addition he is directly responsible for the administration of the purchasing office, public property, markets and street lighting.

Purchasing

As has been stated one of the first steps of reorganization was the establishment of a central purchasing system. The controlling factors were the obtaining of the lowest possible responsible bids, the elimination of unnecessary purchases, the prevention of over-expending an appropriation, and the payment of invoices only after an assurance that the order has been properly filled as to quantity and quality. To this end city departments were required to make all their purchases through the office of the executive secretary and in accordance with a purchasing system which operates as follows:

When supplies, materials, equipment or repairs are desired:

1. The city department issues a purchase requisition. Original goes to the executive secretary. First copy is filed by the department.
2. The executive secretary issues a purchase order. Original goes to auditor's office for approval as to sufficiency of appropriation and is returned for submission to the lowest bidder. First copy is filed in the auditor's office after encumbering the appropriation to the amount of the order. Second copy is sent to the requisitioning department. Third copy is filed alphabetically. Fourth copy is filed numerically.
3. The city department upon receiving the shipment inspects it as to quality and quantity and issues a material received statement. Original goes to the auditor's office for comparison with the purchase order. First copy goes to the purchasing agent. Second copy is retained by the department.
4. The city auditor upon receiving the invoice and checking the material received with the purchase order issues a warrant in payment.

The result has undoubtedly been a great saving to the city and from a business standpoint there is no more important department. While it is not possible to state in dollars and cents the actual saving that has resulted, any sensible business man will realize that any system that involves competitive bidding and that insures to the vendor prompt payment of bills means low prices and appreciable discounts. It is estimated that many thousands of dollars are annually saved through our purchasing system. The extent of the city's purchasing may be gathered from the following statement covering the period from September 1st, 1920, to June 26th, 1923.

City Purchasing

	1920 1921	1921 1922	1922 1923
Total No. out of town orders issued	88	246	304
Total No. local orders issued	948	2,001	3,359
Total No. orders issued.....	1,036	2,247	3,653
Value of orders issued.....	\$60,684.76	\$158,741.28	\$174,441.89

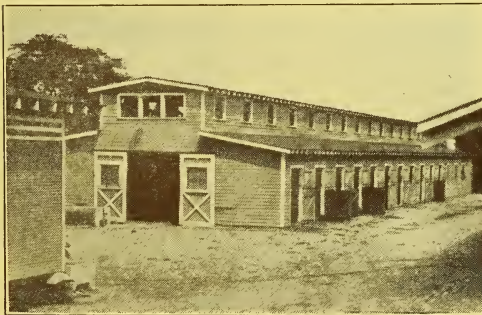
More recently a storehouse has been established at the city yards and the cost clerk from the engineering office transferred as storekeeper. This will afford the city the opportunity to take full advantage of quantity purchasing and make possible still further control over the use of supplies and materials. The storekeeper receives and inspects all shipments, keeps a perpetual inventory, and disburses supplies and materials on receipt of a properly signed material requisition. He has control over all equipment purchased out of the general equipment account and will see that the charges for its use are properly made.

Public Property

Many of the changes in the municipal buildings have been discussed incident to the reorganization of the city departments. They may be briefly summarized. The old council chamber was remodeled thereby releasing space which was needed for a council chamber, the office of the city manager, the city manager's secretary, a waiting room and a lavatory. The health department was moved to a leased residence on Union street and its old offices in the McGee building remodeled for the city engineer and the building inspector. All these offices were papered and painted and so transformed from dark dingy rooms to light pleasant offices. The old office of the city engineer has been fixed up for the sanitary engineer.

The old market, under the direction of the city manager, has been given a thorough renovation and for the first time in years is in a strictly sanitary condition, being well screened, and newly painted.

One of our most extensive and important improvements has been the development of a city yard at the Mount Airy property. This property has been



Centralized City Stables and Storage Yard.

leased from the Atlantic Coast Line Company and on it has been built a stable, a galvanized iron garage with space for a shop, two motor sweepers, four tractors and nine trucks, and a small storehouse. A road has been laid out; concrete runways have been built and a fence has been constructed around the storage section. Other parts of this property are used for the storage of pipe, lumber, sewer tile and other construction materials. This centralization of equipment and

materials saves many dollars to the city through greater facility in the handling of equipment and more careful control over the use of materials—all of which was impossible in the entirely inadequate quarters at the old Short Market yard.

A recent improvement to the public buildings has been the additions and alterations made in the building occupied by the judge of the Hustings Court and the clerk of the courts. The floor space in this building has been practically doubled, permitting of adequate storage space for the valuable city records and much needed additional office space.

This office is also in charge of the janitor service at these buildings. It is confidently felt that an inspection of these properties at any time will demonstrate that these structures and their exteriors are receiving careful attention. The court house property and its interesting group of flanking buildings is receiving particular attention at the present time and is already such as to cause favorable comment of passing visitors.

The future housing needs of the city government have often been discussed. A new market is a real necessity and will be realized before another year. The Halifax street fire company should have better quarters and it may be possible to include this in the market building along with the armory. Our police headquarters is not one that we are proud of and future improvement programs should include an appropriation for a new one. A new city hall has been often proposed but is not an immediate necessity.

Street Lighting

Street lighting is not an activity requiring a large administrative force to supervise but that is no gauge of its importance. Street lighting besides its esthetic value bears a very important relationship to crime for lawlessness often occurs at points which are inadequately lighted. Well lighted streets also tend to diminish the number of street accidents.

We have in Petersburg 335 arc lights, 51 white way lights, and 185 100 c. p. lights. Of this number 10 arc lights and 55 100 c. p. lights have been added since September 1st, 1920. The city is expending almost \$25,000 annually for this service. This service is purchased from the Virginia Railway and Power Company according to a contract, which is based upon a unit charge per lamp. Deductions are made by the company for all lamps that are not burning. It is also one of the duties of the police officers to report lamps-out to the executive secretary for the purpose of checking the company's estimate. A new contract has been negotiated recently with slightly more favorable terms for the city.

The comparative rates are as follows:

Type	Old Rate	New Rate
Arc lights	\$4.75	\$4.50
White-way lights	2.4166	2.29 1/3
100 c. p.	1.8333	1.58 1/3

This difference in rates means a saving to the city of about \$1,700.

DEPARTMENT OF FINANCE

Organization

The financial functions of the city are vested in four offices: the city auditor and the collector of city taxes appointed by the council, and the city treasurer and the commissioner of the revenue elected by the people. A sinking fund commission is also provided composed of the mayor, one councilman and the city manager with the city treasurer as secretary. The city manager is immediately responsible for the financial policies of the city. Although on paper the financial organization does not show up as well centralized the four offices have been well co-ordinated and the result has been satisfactory.

The financial operations of the city involve something more than the collection of revenues, the selling of bonds and the payment of bills. Revenues may be permitted to remain unpaid or their collection may be strictly followed up. Bonds may be sold on an unfavorable market or they may be dressed up in such favorable terms and sold at such a favorable time as to insure low interest rates and generous premiums. Expenditures may be made without consideration for available revenues or they may be made according to budget control. Bills may be paid twice and on goods not received or they may be made only after their receipt and after inspection. Money from current revenues and money from the sale of bonds may be mingled indiscriminately or it may be separated into current and capital accounts. In short this department as well as any other city department demands the application of its own peculiar technical principles.

Accounting System

Intelligent administration of the fiscal operations of the city is essentially dependent on adequate financial information. The old system of bookkeeping did not satisfactorily insure control nor did it readily yield information. On January 1st, 1921, a system known as the "National System of Municipal Accounting" and installed by Haskins & Sells, certified public accountants of Baltimore, was inaugurated.

This new system of accounting completely applies to all departments that are concerned in receipt and disbursement of city moneys. It includes a complete system of ledgers, a budget plan, a purchasing system and a sinking fund procedure. The books are kept on an accrual rather than a cash basis and accounts are encumbered with purchase orders when they are issued rather than at the time of payment. That this system has been generally satisfactory may be gathered from the following extracts from the semi-annual reports of the city treasurer and the city auditor six months after it had been in operation:

CITY TREASURER: ". . . The new system of bookkeeping, which superseded the antiquated form, has proved satisfactory in every detail and has been of great benefit and convenience to those having claims against the city, as all checks are now mailed promptly, to the creditors of the city."

CITY AUDITOR: ". . . Under the new system there is a complete check on every detail of every department of the city from the beginning of a transaction when the order is placed to its completion when the purchase is paid for.

"As one illustration of the system you will note that the cash balance as shown by the report of receipts and disbursements submitted herewith, as well as by the treasurer's books is \$71,053.49, whereas, on account of purchases which had been made but not delivered, there are orders placed to the amount of \$7,763.25 which is shown on the report as reserved orders—making the actual cash balance \$63,290.24.

SUMMARIZED BUDGET—1923-1924

Including Comparative Expenditures—1921-1922 and 1922-1923

EXPENDITURES

Departments	Expenditures 1921-1922	Expenditures 1922-1923	Appropriations 1923-1924
General Government:			
Mayor and Council.....	\$ 5,083.51	\$ 3,177.51	\$ 3,250.00
City Manager	12,008.42	11,746.00	11,725.00
Executive secretary	4,106.20	4,107.06	4,050.00
City treasurer	3,110.27	2,924.50	3,075.00
City auditor	6,974.19	9,339.52	6,200.00
City attorney	2,870.80	2,100.00	2,100.00
Commissioner of revenue.....	7,835.22	6,576.17	6,600.00
Collector city taxes.....	11,780.61	6,322.33	6,350.00
Collector delinquent city taxes.....	611.38	416.65	300.00
City engineer	13,332.72	11,866.52	10,225.00
Elections	707.23	616.44	600.00
Protection of Life and Property:			
Police department.....	80,373.13	75,186.02	70,250.00
Fire department.....	77,061.76	72,702.58	69,707.00
Building inspector.....	2,882.94	3,365.15	4,625.00
Protection of Health:			
Health department	31,264.86	30,607.06	29,065.00
Markets	3,283.00	3,006.04	3,175.00
Engineering:			
Sewer department	2,162.70	2,546.59	2,310.00
Water department	60,662.67	58,486.16	51,144.00
Highways	36,547.48	30,136.52	28,385.00
Street cleaning	34,953.70	39,515.47	33,650.00
Refuse disposal	6,450.68	6,958.85	7,720.00
Care of public property.....	15,549.03	10,757.50	11,125.00
Street lighting	24,160.50	24,575.34	25,000.00
Zoning			1,000.00
Education:			
School board	171,674.10	173,817.77	183,000.00
Library			3,750.00
Judicial:			
Courts	23,662.25	18,278.55	16,415.31
Recreation and Welfare:			
City Home	13,821.48	12,665.03	11,177.00
Public parks	7,422.37	6,752.62	6,318.00
Blandford cemetery	12,606.92	12,757.82	13,275.00
Medical relief	4,190.44	4,184.20	3,840.00
Coal and wood relief	2,515.50	2,583.41	2,000.00
Contributions	7,440.00	7,440.00	7,440.00
Playgrounds	3,131.71	2,365.01	2,710.00
Debt Service:			
Interest	140,637.67	178,521.76	174,755.00
Sinking fund	19,202.00	29,117.00	39,253.00
Refund of taxes.....	23,008.17	812.15	
Reserve orders previous year.....	8,018.64	1,387.98	578.12
Total current expenditures....	\$ 881,104.15	\$ 867,719.88	\$ 856,142.43
Current cash balance.....	9,872.12	17,714.54*	
	\$ 890,976.27	\$ 850,005.34	\$ 856,142.43

* Deficit.

SUMMARIZED BUDGET—1923-1924

Including Comparative Receipts—1921-1922 and 1922-1923

	RECEIPTS		
	Collections 1921-1922	Collections 1922-1923	Estimated 1923-1924
Balance July 1st.....	\$ 58,424.96	\$ 9,872.12	\$ 17,714.54*
Current Taxes:			
Real estate	459,446.09	457,080.64	500,588.40
Personal	115,079.36	106,759.65	131,994.00
Taxes in Arrears:			
Real estate	10,877.87	26,600.43	_____
Personal	813.63	2,231.53	_____
Licenses—Merchants	87,768.62	82,926.01	79,370.21
Licenses—Other:			
Automobile	3,397.41	16,251.05	18,500.00
Milk and Food.....	906.00	886.00	1,000.00
Dog	1,414.37	2,888.03	2,500.00
Permits:			
Building	1,922.53	2,389.41	2,800.00
Sewer	2,077.00	2,433.00	2,400.00
Water	2,451.77	3,190.96	3,000.00
Burial	408.00	410.50	450.00
Privileges:			
Market	5,601.65	4,790.25	5,000.00
Fishing	30.00	20.00	20.00
Fines and Penalties:			
Police Court Fines.....	9,538.92	12,314.75	12,000.00
Penalties	3,192.49	3,480.07	3,000.00
Interest:			
Interest on bank deposits.....	22,373.83	33,539.72	23,000.00
Premium and interest on bonds....	19,837.72	_____	_____
Sales of Commodities and Services:			
Water service	70,442.03	72,465.35	75,000.00
Cemetery charges	2,339.25	2,788.25	2,750.00
Burial squares	2,976.00	2,822.40	3,000.00
Printing and advertising	103.25	114.25	100.00
Miscellaneous Department:			
Services, salvage, rent.....	5,885.52	3,750.97	1,000.00
Additional Current Receipts (Refund):			
Sinking fund	3,168.00	_____	_____
Interest	500.00	_____	_____
Total	\$ 890,976.27	\$ 850,005.34	\$ 849,758.07
Less 1923-1924 appropriations.....	_____	_____	856,142.43
1923-1924 Excess Appropriations.....	_____	_____	\$ 6,384.36

* Deficit.

"You can readily see that this amount of reserved orders could have been ten or fifteen times as great, or even larger. Under the old system no account would have been taken of this item of reserved orders.

"This is only one illustration of many that could be given to show the improvement in the new system over the old."

Current Expenditure Program—the Budget

The preparation of the budget has already been discussed in some detail as one of the duties of the city manager. A proper budget document includes an expenditure program and an estimate of revenues. This latter part is just as important and must be given just as careful consideration as the statement of expenditures. The budget for the current year has already been presented in detail in our annual public meeting but for purposes of reference it is repeated below in summarized form. In order that comparisons may be made the expenditures and the receipts of the two previous years also have been tabulated.

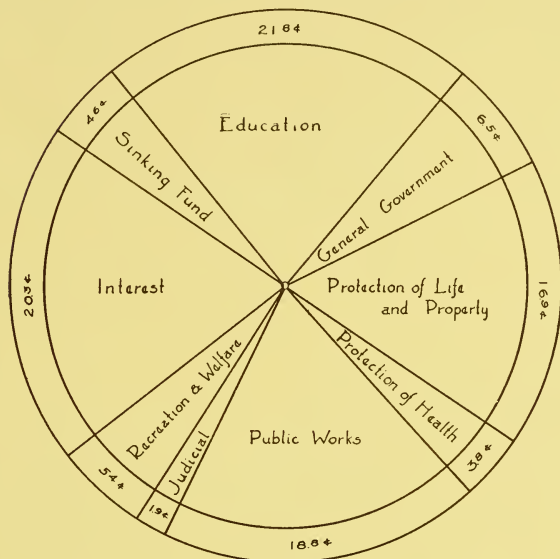
In presenting the expenditure side of the budget the city manager said in part:

"In the preparation of the budget for the fiscal year beginning July 1st, 1923, the Council was guided by the principle of strict economy. It was necessary materially to reduce the estimates prepared by the several departments of the city government, which amounted to a total of \$917,096.47. The budget as finally prepared carries a total of \$855,564.31 as compared with \$835,125.77 for the current year, an increase in round numbers of \$20,000.00. Only two appropriations in the entire budget show material increases: that for the schools represents an increase of \$18,000.00 over the budget appropriation for last year, and that for interest and sinking fund of \$12,236.00 over last year. These two items amount to \$30,000.00; so that it was necessary to reduce the appropriations for the several departments of the city, other than the schools, \$10,000.00. There have been no increases in salaries save one or two minor adjustments among the lower paid positions. On the other hand, there have been no decreases in salaries, the council believing that, where economy was required, it would be better to dispense with the services of certain employees rather than to break the morale by decreasing salaries which are already lower than are paid in any city in Virginia. A straight reduction of ten per cent on all of the salaries, exclusive of the police and fire departments, and of the schools, which are not controlled by the council, would have amounted to a saving of only \$11,000.00. This the council did not believe was justifiable, nor did they believe that, in the long run, it would represent an actual economy. The wages of the laborers employed by the city were necessarily increased five cents an hour about two months ago, and the new budget contemplates the continuance of that increase. Although, since it has been necessary to cut the total amount appropriated for labor, it will mean that fewer men will be employed. In some departments it will not be possible to do as much work as has been done during the last fiscal year, but to some extent, by the use of mechanical equipment which already has been provided, the differences in services rendered will be equalized."

The relative expenditures for the several activities has been shown graphically in the accompanying chart. This figure might be termed the budget dollar. For each major activity its proportion of the budget dollar is indicated. The detail making up the major activities corresponds to the budget classification. One variation should be noted—the amount of 21.8c for education does not represent the total expenditure for schools but only that proportion which is provided in the budget. Additional revenues are obtained from the State.

CITY OF PETERSBURG BUDGET.

YEAR ENDING JUNE 30, 1924.



ESTIMATED EXPENDITURES.



ESTIMATED REVENUES.

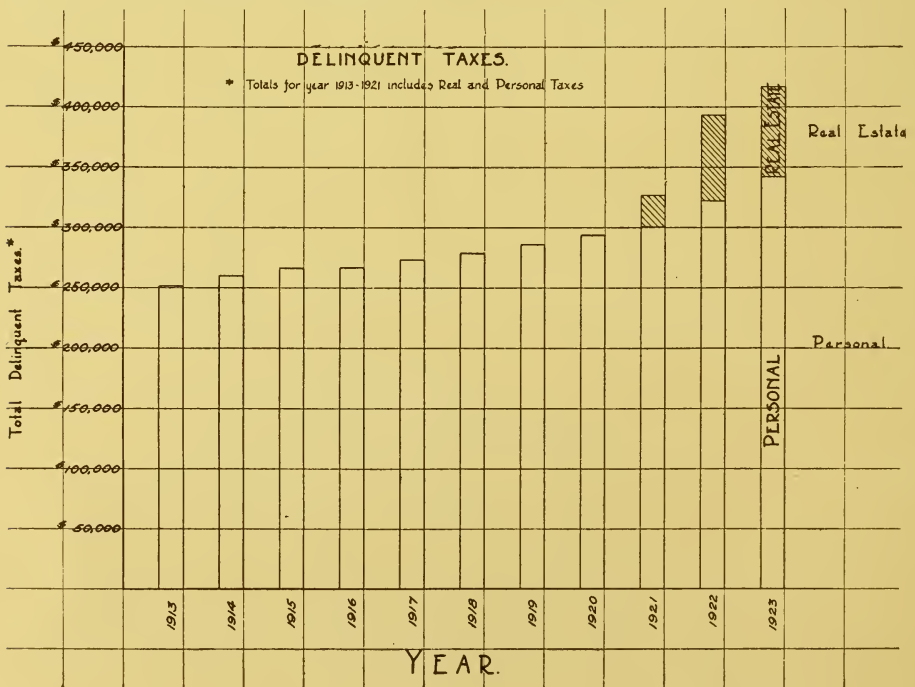
Current Revenue Dollar—the Budget

The estimate of revenues for the coming year was prepared only after careful consideration of previous years' collections and with reference to the estimates prepared by the various collecting agencies. If the actual collections for the coming year do not come up to these estimates—and the experience of previous years would seem to indicate such a result—it will not be because of inaccurate or too optimistic estimates but largely because of incomplete collections of our real estate and personal taxes.

The revenue dollar on the accompanying page indicates our four main classes of revenue and the relative proportion that is provided by each. The items making up miscellaneous revenues are, with the exception of water rents, individually small and may be fairly accurately approximated. These revenues all represent payments for the receipt of some service or the granting of some privilege. They are paid at the time and the efficiency of collection does not enter. The one exception—water rents—because of the rigid enforcement of penalties shows a high percentage of collection. On the other hand the amount to be collected from personal property and real estate taxes is absolutely determined by multiplying the assessed value by the rate. The efficiency of collection for the four classes of revenue for the year 1922-1923 is tabulated below:

Miscellaneous revenue	105.2
Merchants' licenses	108.6
Personal property taxes	81.2
Real estate taxes	91.4

The point to note here is that our lowest efficiency of collection is for those two classes of revenue which together make up 72.9 per cent of our estimated income. The condition is not a recent one but rather a continuance of an unsatisfactory system. The increasing accumulation for delinquent taxes is shown in the accompanying chart. The major portion is for personal property taxes which in turn is made up largely of unpaid poll taxes.



Current Balance Sheet

The condition of the city's current finances at the close of the fiscal year 1922-1923 is presented in the following balance sheet:

BALANCE SHEET—CURRENT CASH AS OF JUNE 30, 1923

ASSETS		LIABILITIES	
Cash		Accounts payable	\$ 578.12
Accounts Receivable:		Advance from capital cash	17,714.54
Real and personal taxes..	417,457.82	Excess of assets over lia-	
Water rents	578.95	bilities	72,720.11
Total.....	\$ 418,036.77		
Less reserve for doubtful			
accounts	327,024.00		
Total.....	\$ 91,012.77	Total.....	\$ 91,012.77

Bonded Indebtedness

The important data relative to the city's debt service are indicated in the accompanying table. It will be noted that the total outstanding indebtedness is \$3,964,000. Against this is a total sinking fund accumulation of \$968,906.13. It is evident that our sinking fund is in excellent shape—so much so in fact that the annual installments into the first seven issues have been discontinued as the interest accumulations will insure an adequate amount for redemption at maturity. Higher interest rates than were anticipated account for this sinking fund surplus. The total amount for debt service for the year 1923-1924 is \$214,008.00—\$174,755.00 for interest, and \$39,253.00 for sinking fund payments. The net bonded indebtedness is determined as follows:

Total bonded indebtedness.....	\$ 3,964,000.00
Sinking fund accumulation.....	968,906.13
Net bonded indebtedness.....	2,995,093.87
Water bonds—a self supporting utility which the city is entitled to deduct for when borrowing	475,000.00
Net permanent indebtedness.....	2,520,093.84

**BONDED INDEBTEDNESS AND ANNUAL REQUIREMENTS
PETERSBURG, VIRGINIA
(As of June 30, 1923)**

No.	Title of Issue	Term	Interest Rate	Date Matur.	Amount Issued	Sinking Fund Accumulations	Annual Sinking Fund Payment	Annual Interest Charge	Total Annual Debt Service
1	Floating Debt	35	5	9-1-23	55,000	65,122.69	—	250.00 ¹	250.00
2	Southside R. R. Renewal	40	5	8-1-29	297,500	290,822.56	—	10,775.00 ²	10,775.00
3	Water and Improvement	40	5	2-1-34	80,000	65,664.35	—	3,325.00 ³	3,325.00
4	Southside R. R. Refunding	40	5	1-1-35	194,500	142,765.14	—	9,400.00 ⁴	9,400.00
5	Issue of 1896	40	5	5-1-36	38,000	43,204.51	—	2,900.00	2,900.00
6	Street Paving and Improv.	40	3½	1-1-41	75,000	47,307.33	—	2,625.00	2,625.00
7	Refunding	40	4	5-1-43	190,000	108,655.36	—	7,600.00	7,600.00
8	Sewer, Water Pipe and Sidewalk	40	4	8-1-45	75,000	24,745.26	950.00	3,000.00	3,950.00
9	Roadway Improv.	40	4	11-1-46	75,000	21,279.31	950.00	3,000.00	3,950.00
10	St. Pav., Sewer and Water Main	40	4	5-1-49	70,000	15,977.71	900.00	2,800.00	3,700.00
11	Public School Bldg.	40	4	5-1-49	80,000	17,996.52	1,020.00	3,200.00	4,220.00
12	Perm. Pub. Improv.	40	4½	10-1-52	300,000	46,198.79	3,800.00	13,500.00	17,300.00
13	Street Roadway	40	4½	9-1-54	80,000	9,756.11	1,012.00	3,600.00	4,612.00
14	Colored Pub. Sch. Bldg.	40	4½	9-1-54	100,000	12,220.58	1,267.00	4,500.00	5,767.00
15	White Pub. High School	40	4½	6-1-56	140,000	14,179.54	1,774.00	6,300.00	8,074.00
16	Grammar School	40	4½	6-1-56	60,000	6,127.17	761.00	2,700.00	3,461.00
17	Municipal Improv.	40	4½	1-1-57	250,000	21,409.56	3,168.00	11,250.00	14,418.00
18	High School and Pub. Sew.	40	4½	4-1-58	34,000	2,390.64	432.00	1,530.00	1,962.00
19	Gen. Pub. Improv. 1917-1920	40	5	1-1-62	500,000	6,335.00	6,335.00	25,000.00	31,335.00
20	Gen. Pub. Improv., 1921	40	5	1-1-62	200,000	2,534.00	2,534.00	10,000.00	12,534.00
21	Water Works Extension	20	5	3-1-42	50,000	1,680.00	1,680.00	2,500.00	4,180.00
22	Gen. Pub. Improv.	40	4½	6-1-62	200,000	2,534.00	2,534.00	9,000.00	11,534.00
23	Perm. Pub. Improv.	40	4½	12-1-62	600,000	—	7,602.00	27,602.00	34,602.00
24	Water Works Improv.	40	4½	12-1-62	200,000	—	2,534.00	9,000.00	11,534.00
Totals						\$968,906.13	\$89,253.00	\$174,755.00	\$214,008.00

* No annual payment—sinking fund accumulation sufficient for redemption.

1. \$45,000 owned by Sinking Fund, appropriation for \$10,000 only.
2. \$82,000 owned by Sinking Fund, appropriation for \$245,500 only.
3. \$13,500 owned by Sinking Fund, appropriation for \$66,500 only.
4. \$6,500 owned by Sinking Fund, appropriation for \$188,000 only.

Receipts and Disbursements—Capital Cash

When this administration took office there was outstanding a short term loan of \$200,000.00. It was immediately necessary to issue an additional \$550,000.00 in short term notes to meet a program of current and capital appropriations which had not been adequately provided for, and which could not be curtailed. Both of these issues of short term notes were subsequently retired by the floating of bond issues of the same amounts when a favorable market resulted. In addition \$50,000.00 of waterworks extensions bonds and the \$1,000,000 general improvement loan were issued. The details of the capital cash transactions are shown in the following statements of receipts and disbursements for the periods 1921-1922 and 1922-1923.

CAPITAL CASH STATEMENT, 1921-1922

RECEIPTS

Balance, July 1, 1921.....		\$ 12,628.53
Special assessments	\$ 4,845.86	
Sewer bills	61.69	
Underground work bills	178.84	
Sinking fund commissioners	3,027.90	
Sale of land, Lee Park	8,000.00	
Sale of timber, Lee Park	12,600.00	
Resurfacing	483.17	
Roadways	330.89	
July 27, 1921, short term notes.....	200,000.00	
March 1, 1922, water works extension bonds.....	50,000.00	
June 1, 1922, general public improvement bonds.....	200,000.00	
		<u>479,528.37</u>
		\$ 492,156.90

EXPENDITURES

Resurfacing and rebuilding gravel roads.....	\$ 21,414.73	
Roadways	90,763.91	
Sidewalks, curbs and gutters	33,301.91	
Water mains	13,177.22	
Sewers.....	17,994.74	
Lee Memorial park	8,667.03	
Lots and buildings	13,850.00	
Bishop's bridge	2,126.59	
City wharf and Appomattox river.....	7,189.29	
Walnut Hill improvement	9,099.49	
Water works and utilities, Walnut Hill.....	50,000.00	
General stores	4,630.35	
		<u>272,214.62</u>
Balance, June 30, 1922.....		219,942.28
		<u>\$ 492,156.90</u>

REPORT OF THE CITY OF PETERSBURG

CAPITAL CASH STATEMENT, 1922-1923

RECEIPTS

Balance, July 1, 1922.....		\$ 219,942.28
Special assessments	\$ 1,063.40	
Lee Memorial park	192.58	
Walnut Hill extension (taxes).....	8,786.53	
Water mains	72.03	
Roadways	1,040.92	
Sidewalks	606.82	
Permanent public improvement bonds.....	597,855.00	
Water works improvement bonds.....	199,285.00	
Bishop's bridge	20.81	
Underground work bills	15.37	
Market and armory	365.68	
		<u>811,804.14</u>
		\$ 1,031,746.42

EXPENDITURES

Resurfacing	\$ 10,210.78	
Roadways	81,458.96	
Sidewalks, curb and gutter	17,227.13	
Water mains	36,167.48	
Sewers	50,885.42	
Lee Memorial park.....	12,461.09	
Bishop's bridge	17,306.03	
Walnut Hill	22,847.32	
New clerk's office	12,712.76	
New city stables	8,216.32	
Blandford cemetery	2,408.84	
Market and armory	30,996.00	
Junior high and two grade schools.....	21,594.39	
General equipment	13,326.11	
General stores	6,484.85	
		<u>346,303.48</u>
Balance, July 1, 1923.....		685,442.94
		<u>\$ 1,031,746.42</u>

Audit of Books

The council has considered it advisable to have the books periodically audited. For this purpose it has employed the firm of Haskins & Sells, the same firm that made the installation. In this way they have had a chance to observe the working out of their system and make the necessary adjustments in procedure. Audits have been made as of September 1, 1920, and February 28, 1923.

PUBLIC WORKS

This department, responsible as it is for the carrying out of the city's improvement program, the maintenance of the streets and sewers, the disposal of refuse, the cleaning of the streets, and the operation of the water plant, ranks high in importance among the city departments. With its budget appropriation and a large share of the proceeds of bond sales it supervises the expenditures of a major portion of the city's revenue. And the nature of these expenditures is such that this department is better able to show material evidence of the results accomplished.

It was essential that the methods of operation be revised, that duties be reassigned, and that more commodious office quarters be provided. The steps that were taken to accomplish this have already been described in some detail in the city manager section of this report.



West Washington Street—Arterial roadway of concrete constructed in 1923.



Graveled roadway laid by city forces on railless trolley route.

Street Improvement

Mention has already been made of the motives which inspired the council to undertake a comprehensive improvement program. The need of street improvements was strikingly apparent and this was given first attention. The total figures indicate what a large amount of this work has been done in the last two and a half years. The mileage of smooth paved streets has been increased from nine to eleven miles and the mileage of gravel and oil streets from eight to twenty and one-half miles. The detail of these improvements is as follows:



Wythe Street—Widened and improved as a Memorial Highway.

OIL AND GRAVEL ROAD TREATMENT, 1920-1923

STREET	FROM	TO	YARDAGE	1920-1921			1921-1922		1922-1923	
							Oiled	Resurf'd & Oiled	Patched & Oiled	Patched & Oiled
Jefferson	Henry	Wythe	4200				Oiled			
Jefferson	Wythe	St. Andrew	3750				Resurf'd & Oiled		Patched	
Jefferson	St. Andrew	Fillmore	1340				Patched & Oiled		Patched	
Main	E. Bank	Wythe	4250			Oiled				
St. Andrew	Webster	Lt. Run	1350			Reconstructed				
St. Andrew	Webster	Jefferson	2270			Oiled				
Fillmore	Webster	Harrison	7920			Oiled				
Marshall	Sycamore	End	5600			Oiled				
Mercer	St. Andrew	End	930			Oiled				
Jefferson	Apollo	Hickory	810			Oiled				
Adams	Franklin	Park	5400			Oiled				
Apollo	Sycamore	Jefferson	2950			Oiled				
Shore	Sycamore	Harrison	2170			Oiled				
Corling	Sycamore	Harrison	1380			Oiled				
Harrison	Shore	College Alley	8900			Oiled			Oiled	
Harrison	College Alley	Halifax	1220			Oiled			Oiled	
College Alley	Sycamore	Harrison	1180			Oiled			Oiled twice	
South Ave.	Harrison	Halifax	1850			Oiled			Oiled twice	
North Ave.	Harrison	Halifax	1285			Oiled				
Byrne	Halifax	New	6080			Oiled			Patched	
Liberty	Byrne	Halifax	1250			Oiled				
Halifax	Jones	Hawk	6550			Reconstructed			Extens'ly Patch'd	
Halifax	Hawk	Butterworth Br.	5200			Reconstructed			Extens'ly Patch'd	
Harding	Halifax	St. Matthew	6900			Reconst'd & Oiled			Resurfaced	
Kirkham	Baylor Lane	Melville	1320			Resurfaced			Patched	
Melville	Halifax	Kirkham	3400			Resurfaced			Patched	
West	Farmer	Willcox	1250			Oiled				
West	Farmer	Washington	5700			Oiled			Patched	
West	Washington	McKenzie	5500			Oiled			Patched	
Commerce	West	South	7100			Oiled			Patched	

OIL AND GRAVEL ROAD TREATMENT—Continued

STREET	FROM	TO	YARDAGE	1920-1921	1921-1922	1922-1923
Hinton	Market	Lafayette	3300	Oiled	Oiled	Oiled, Patched
Hinton	Lafayette	Chappell	21900	Reconstructed	Oiled	Oiled, Patched
South	W. High	Farmer	15900	Oiled	Oiled	Oiled, Patched
Rome	South	Dunlop	2500	Oiled	Oiled	Patched
Dunlop	Farmer	Washington	4650	Oiled	Oiled	
Dunlop	Washington	W. High	4500	Oiled	Oiled	
Shepard	South	Dunlop	2800	Oiled	Oiled	Patched
Shepard	Dunlop	West	4150	Oiled	Oiled	Patched
W. Washington	Chappell	Camp Limits	4600	Oiled	Oiled	
Cross	High	Grove Ave.	2500	Oiled	Oiled	Patched
Canal	Grove Ave.	High	4400	Oiled	Oiled	
Lafayette	High	Commerce	1000	Oiled	Oiled	
Lafayette	Hinton	Washington	1900	Oiled	Oiled	Patched
Guarantee	Lawrence	Washington	1480	Oiled	Oiled	
Lawrence	Davis	Market	1390	Oiled	Oiled	Oiled, Patched
E. Washington	Sycamore	Madison	5350	Oiled	Oiled	
Pine	Washington	Lawrence	1500	Oiled	Oiled	
W. High	South	West	6600		Reconst'd & Oiled	Patched
Franklin	Jefferson	Madison	2900	Oiled	Oiled	
Monroe	Franklin	Tabb	1600	Oiled	Oiled	Patched
New	Harrison	Harding	3300	Oiled	Reconst'd & Oiled	Patched
Davis	Washington	Hinton	1320	Oiled	Oiled	Patched
Asylum	Sycamore	Harrison	1000	Oiled	Oiled	
Mistletoe	Harding	Halifax	2700	Oiled	Oiled	Patched
Mars	Sycamore	Adams	1760	Oiled	Oiled	
Mercury	Sycamore	Adams	1560	Oiled	Resurf'd & Oiled	
Union Ave.	Halifax	Federal	1150	Oiled	Oiled	Patched
Webster	St. Andrew	Fillmore	1000	Oiled	Oiled	Oiled
McKenzie	Dunlop	West	3200	Built & Oiled	Oiled	
Early	Harrison	Sycamore	1300	Constructed	Constructed	
Commerce	West	Chandler's Alley	5000	Const'd & Oiled	Const'd & Oiled	
Old Church	Wythe	Cemetery	3000	Constructed	Constructed	

OIL AND GRAVEL ROAD TREATMENT—Continued

STREET	FROM	TO	YARDAGE	1920-1921		1921-1922		1922-1923	
Cedar	Halifax	Jones	3100			Constructed			
So. Adams	Cupid	Apollo	1400			Const'd & Oiled			
Westover Ave.	No. Blvd.	So. Blvd.	14500			Const'd & Oiled		Patched, Oiled	
So. Blvd.	Westover	Johnson Rd.	10000			Oiled		Patched, Oiled	
Hickory	So. Sycamore	Clinton	2700			Const'd & Oiled			
Cupid	Sycamore	Adams	1000		Oiled	Oiled			
Chappell	Hinton	W. E. Park	3800			Const'd & Oiled		Resurf'd, Oiled	
Rome	Dunlop	Chappell	8500			Const'd & Oiled		Patched	
Shepard	West	Chappell	4800			Const'd & Oiled		Patched	
Adams	Fillmore	Mars	1300			Const'd & Oiled			
Adams	Mars	Mercury	1750			Oiled			
Adams	Mercury	Apollo	2300			Const'd & Oiled			
Indiana Lane	Washington	Farmer	2400		Oiled	Oiled		Patched	
Farmer	West	Indiana	8200			Oiled		Patched, Oiled	
W. High	West	West End	4000			Const'd & Oiled		Patched	
N. Jones	Commerce	High	900			Oiled		Oiled	
Lawrence	Perry	Jones	4300			Const'd & Oiled		Patched, Oiled	
Guarantee	Lawrence	W. Brown	1300			Constructed			
Farmer	South	West	6500			Constructed		Constructed	
Dunlop	Farmer	Lee Ave.	5500			Constructed		Constructed	
Clinton	Fillmore	Mars	1200			Const'd & Oiled		Const'd & Oiled	
D'Alton Ave.			1300			Constructed		Constructed	
St. Matthew	Harding	Halifax	3200			Patched		Patched	
Hawk	Halifax	A. C. L. R. R.	2000			Const'd & Oiled		Const'd & Oiled	
Hinton	Chappell	Battersea Lane	3200			Const'd & Oiled		Const'd & Oiled	
Webster	Fillmore	D'Alton Ave.	690			Const'd & Oiled		Const'd & Oiled	
Hinton	Chappell	Battersea						Const'd & Oiled	
Liberty			2400		Treated				
Market			4235					Treated	
S. Sycamore			7320					Treated	
Washington			9580					Treated	
High			700					Treated	

ROADWAY PAVING, 1921-1923

CONCRETE PAVING

STREET	FROM	TO	YARDAGE
Wythe St.	Jefferson	Main	12,317.0
Main St.	Wythe	Cemetery	7,898.0
Bollingbrook St.	Hotel	Fifth	4,819.0
E. Tabb St.	Sycamore	Adams	1,931.0
Third St.	Bollingbrook	Henry	1,210.0
Henry St.	Third	Adams	615.0
Adams St.	Henry	Franklin	3,029.0
Canal St.	High	Grove Ave.	3,558.0
Gill St.	Halifax	Jones	5,179.0

ASPHALT PAVING

STREET	FROM	TO	YARDAGE
Halifax (sheet asphalt)	Ennis Alley	Jones	10,054.0
Phoenix (penetration)	Ennis Alley	Jones	550.0

BRICK PAVING

STREET	FROM	TO	YARDAGE
Adams	Franklin	Washington	680.0

The concrete and asphalt construction has all been done by contract, while the gravel roads have been built by city forces, using city equipment and gravel from city pits. Not included in the above statement of construction are four



Principal business street repaved under contract with asphalt in 1923.

miles of Lee Park roadways, which were also graded and graveled by the engineering department.

Under construction at the present time is the repaving of Washington street from Sycamore to the city line and Sycamore street from Bollingbrook to Wythe, as provided in the million dollar improvement program. On both of these streets, with the exception of Washington from Chappell to the city line, the old pavement is being removed, the old concrete base is being brought up to the new grade and a surface of asphalt will be applied. Washington street from Chappell to the city limits is a seven-inch one-course concrete pavement. In undertaking the improvement of the two main business streets of the city the Virginia Railway and Power Company has co-operated closely and is now relaying its tracks on these streets with 120-pound groove rails. Particular care has been taken to make sure that all street services, such as water, sewer, gas and telephone ducts, are definitely provided, so that later pavement cuts will not be necessary.

Although no new sidewalk program has been adopted by the new council, the contracts entered into by the old government have been carried through to completion. However, the city plans next year to undertake new construction as

rapidly as the abutting property owners signify their willingness to pay their one-third share of the cost of construction. Four miles of sidewalks have been constructed on the following streets:



Sycamore Street during construction.

SIDE WALK CONSTRUCTION, 1920-1923

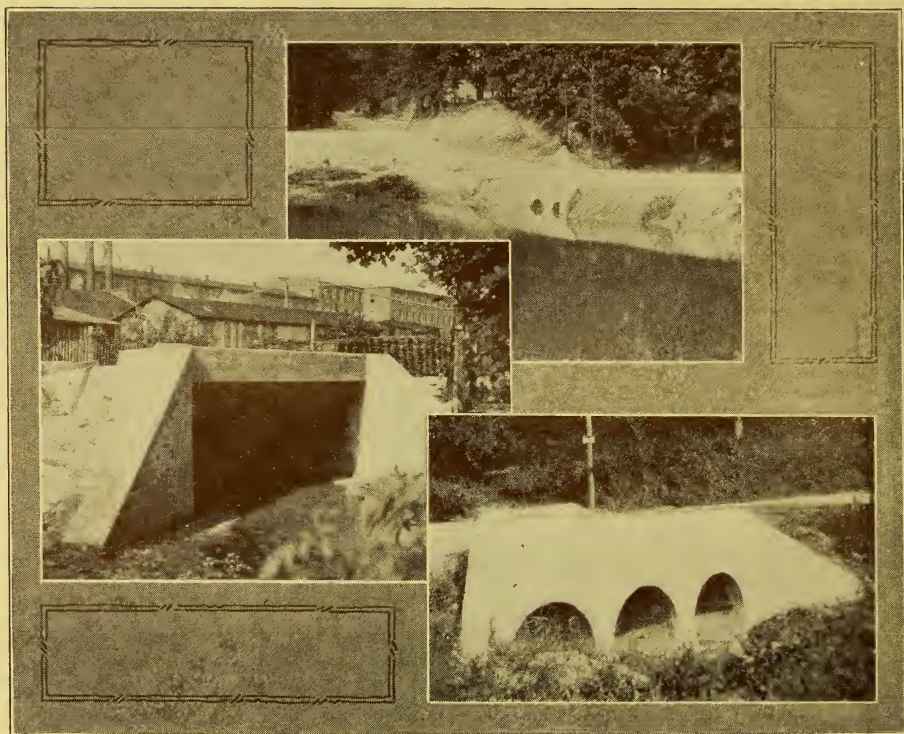
STREET	FROM	TO	YARDAGE
S. side Commerce	South St.	Dunlop St.	447.5
N. side Appomattox	Boisseau St.	Dunlop St.	97.0
S. side Wythe	Adams St.	Jefferson St.	378.5
W. side Jefferson	Franklin St.	Henry St.	586.3
E. side Jefferson	Franklin St.	Washington St.	152.0
N. side E. Bank	Fifth St.	Main St.	1163.4
E. side Third	Bollingbrook St.	E. Bank St.	139.7
Both sides Third	E. Bank St.	Henry St.	354.9
Both sides Willcox	West St.	West End Park	847.0
N. side Rome	Dunlop St.	Chappell St.	1824.3
W. side Second	Bollingbrook St.	Goat Alley	132.0
Both sides Hawk	Halifax St.	Custer St.	585.2
N. side Commerce	West St.	Chandler's Alley	1140.6
S. side Hinton	West St.	Chappell St.	994.3
W. side West	Farmer St.	Willcox St.	223.7
S. side Farmer	West St.	25 ft.	26.8
E. side Webster	St. Andrew St.	Fillmore St.	235.0
Both sides Clinton	Mars St.	Fillmore St.	623.0
S. side Marshall	Jefferson St.	Lands End	124.7
W. side Guarantee	Laurence St.	Brown St.	350.5
S. side Hinton	West St.	East side of School	142.6
W. side Adams	Pine Alley	Mercury St.	150.9
E. side Jefferson	Hickory St.	Apollo St.	161.8
Both sides Main	Wythe St.	Watson St.	739.6
S. side Wythe	Jefferson St.	Park St.	735.0
S. side Wythe	Terrace St.	Main St.	825.0
N. side Wythe	In front Baxter Pr.		272.0

Sixth and six-tenths miles of new curb and gutter have been constructed as listed below. Curbs at street corners have been rounded off to the number of 107. In this latter work the local telephone company worked closely with the city and projecting poles have been promptly moved:

CURB AND GUTTER CONSTRUCTION, 1920-1923

STREET	FROM	TO	LENGTH
N. side Commerce	West St.	Chandler's St.	1383
S. side Hinton	West St.	Chappell St.	1229
W. side West	Farmer St.	Willcox St.	342
Both sides Third	River St.	Bollingbrook St.	372
E. side Webster	Fillmore St.	St. Andrew St.	405
Both sides Laurence	Perry St.	Jones St.	1532
W. side Adams	Cupid St.	Apollo St.	478
E. side Jefferson	Franklin St.	Washington St.	214
Both sides Third	E. Bank St.	Henry St.	482
Both sides Willcox	West St.	Park	1121
S. side Rome	Dunlop St.	West St.	913
N. side Rome	Chappell St.	West St.	2139
Both sides Clinton	Mars St.	Fillmore St.	995
Both sds. D'Alton A.	Clinton St.	Webster St.	796
Both sides Main	Bollingbrook St.	Va. Ave.-Cemetery	9410
S. side Marshall	Lands End	Jefferson St.	191
W. side Guarantee	Laurence St.	W. Brown St.	496
Both sides Wythe	Jefferson St.	Main St.	2650
Both sides Gill	Halifax St.	Jones St.	4280
Both sides Adams	Henry St.	Franklin St.	1740
Both sides Canal	Grove Ave.	High St.	2154
S. side Commerce	Dunlop St.	South St.	617
S. side Hinton	West St.	By School	217
W. side Adams	Pine Alley	Mercury St.	276
E. side Jefferson	Hickory St.	Apollo St.	266

Other new construction includes two segmental pipe culverts at High Pearl street and Baylor's Lane and a concrete bridge on Johnson Road.



Types of culvert construction designed and built by city forces.

Street Maintenance

Under the old plan of operation the same gangs of men and teams were employed on street repair work and street cleaning. Three days in the week they were engaged in hauling garbage, ashes and trash, and on the three alternate days they were divided between street repair work and horse-broom sweeping. This system was considered to be decidedly uneconomical, because it meant that a job of street work, for instance, not finished one night must wait over to the second day to be completed. It was wasteful because of the lost motion in changing from job to job, and it was confusing because no one could keep cost records when the teams and equipment were changing so frequently from one piece of work to another of a different character.

The force was therefore divided and men assigned permanently to street maintenance, the collecting of refuse and street cleaning, respectively. The work of the street maintenance gangs includes the repairing of paving, the resurfacing and patching of gravel roads, oiling, grading, road machining, the cleaning of ditches and the repairing of culverts and bridges. All of this work has been carefully attended to and reported on daily, the complete detail of which would fill a large volume.

In addition to the innumerable patch repairs that have been made to paved roads there has been some repairing on a more extensive scale. The sheet asphalt pavement on Liberty street has been given a surface treatment with liquid asphalt and sand at a cost of about eight cents a square yard, which

will postpone for several years the necessity of resurfacing, which would have cost at that time approximately \$1.50 a yard. This method of surface treatment of asphalt pavement was devised by our city engineer, and the experiment on Liberty street has proved so successful that it is proposed to treat other asphalt surface streets in the city in the same manner. Owing to a break in the water main on North Sycamore street about two-thirds of the paving in the block between Old and Bollingbrook streets had to be relaid. The expense of this was partly borne by the Virginia Railway and Power Company, who took this occasion to double track the part of the street torn up. Vigilant attention to street repairing is the best kind of preventative work. Prompt repair saves many dollars that would otherwise be spent in premature renewal of surfaces.

The carrying out of the oiling program is another activity of this department. Probably it is not generally appreciated that this annual application of oil at approximately five cents a square yard is producing a road surface, which is just as satisfactory under the existing traffic conditions as a paved road would be with interest and sinking fund charges amounting to 20 cents a square yard. In the preparation of the last budget enforced economy reduced the appropriation for oiling so that the program for the ensuing year will necessarily be restricted. It is impossible to oil all the streets that should be oiled at the same time, but they must be taken up according to a systematic plan. The work proceeds as rapidly as possible.

The purchase of six tractors and scrapers enabled the department to road machine nearly all of the unimproved roadways in the city. Many of them



City equipment removing subgrade preparatory to repavement.

had not received any attention for years, and without the purchase of this mechanical equipment could not have been attended to. This work, however, is dependent on weather conditions and cannot be attempted during a period of drought.

New floors were laid on Bishops, Campbells, High Park, Johnson Road, Willcox Reservoir and St. Andrews street bridges. Later it was found necessary to replace three of these bridges with ones of a more permanent type of construction, as already been described.

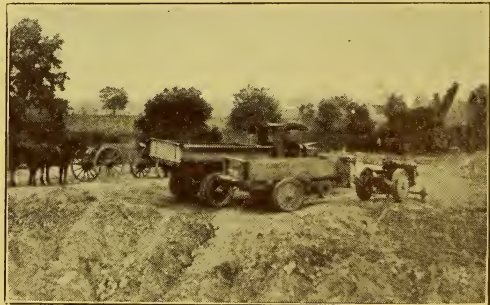
Results are now to be seen from this attention to road maintenance, and in his annual report the city engineer states that the roads are now in the best shape that they have ever been in the nineteen years of his incumbency.

Highway Equipment

Too much emphasis cannot be given to the important step that was taken in substituting mechanical equipment for hired labor and teams wherever possible. In fact, it is only because such a change has been made that the highway department can expect to continue its careful attention to highway maintenance in the face of budget reductions and the increased cost of labor.

Under the old plan it was not considered possible to purchase any equipment, as each job had to pay for the equipment that was used, and individually it was too small to warrant the purchase of a major piece of equipment. Under the present plan mechanical equipment is purchased out of a loan from capital money, which in turn is reimbursed by the unit charges made wherever this equipment is used.

The city now has two steam shovels, valued at \$8,000; seven trucks, worth \$18,000—six of which were donated by the Federal government through the State Highway Commission—five tractors and trailers, worth \$4,000, and wheel scoops, drag scrapers and other small tools, worth at least \$1,000. These machines have all practically paid for themselves and are in fair condition to continue any construction program which we may have in the future.



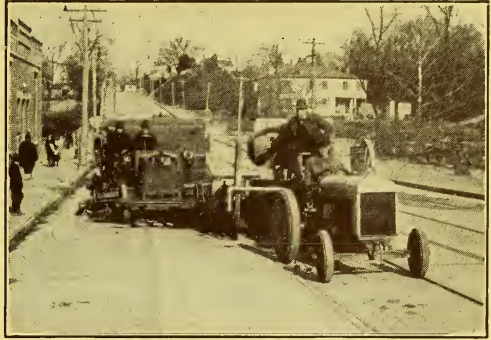
City equipment operating at gravel pit.

Street Cleaning

Under the old plan of operation this work of the street department was carried on by two foremen, twelve men and six teams working Monday, Wednesday and Friday on street cleaning and Tuesday, Thursday and Saturday on collection of garbage. The paved streets in the residential section were swept daily by twelve patrol sweepers. An average day's sweeping was 70,000 square yards at a cost of 65 cents a thousand. The business streets were swept with horse-brooms every other day.

On May 1, 1921, an auto sweeper was purchased and the whole plan reorganized. All paved streets in the city are now swept daily by the motor

pick-up sweeper. 100,000 square yards are taken care of daily at a unit cost of 33 cents per thousand yards, allowing for depreciation, repairs and all overhead costs. The hand patrol force was reduced from twelve to four, and the men taken away from the residential section and placed in the business section, where the greater amount of litter accumulates during the day. The outlying streets are cleaned at night with a horse-broom three days a week as needed.



Battery of sweepers, showing first Fordson sweeper.

The motor pick-up sweeper has reduced the pay-roll of the street cleaning department by an average of over \$300 a week since it has been in operation. Counting the cost of its operation, aside from labor, already included in the pay-roll, at \$25 a day, which allows \$10 for depreciation, it represents a cash saving of \$150 a week. It gives us a cleaner city and a substantial saving in money. When we have more smooth paved streets another machine would be a good investment.

Collection and Disposal of Refuse

In the past the garbage ordinance had not been enforced. Garbage and trash were not separated, but were hauled to dump heaps. The dump heaps were continually catching fire and sending forth objectionable odors. The incinerator was practically useless, being operated only three half days a week.



De-Carie Incinerator, formerly operated intermittently, now running every day. way repairs. The unsightly dumps are no more.

This unsatisfactory condition was given prompt attention. Early in 1921 the city was divided into two districts and half the number of men formerly hauling garbage and trash every alternate day were assigned to daily hauling. The garbage ordinance was resurrected, and with the new schedules widely circulated and strictly enforced. Ashes and garbage were required to be put in separate receptacles. The administration of the incinerator was transferred from the health department to the engineering department. The incinerator is now operated daily and every bit of garbage is burned. Nothing but the clean ashes are dumped and much of this is used for street and foot-

The operator of the incinerator is a skilled blacksmith and the shop at the incinerator, started about May 1, 1921, has done a considerable amount of work for the city departments.

Sewer Construction and Maintenance

Storm sewers have been laid and the unsightly and unsanitary branches on Dunlop street from Lee avenue to Brick House Run and on Guarantee street from Gill to Brown street and thence on Brown street westwardly to Brick House Run have been eliminated.

The deep and dangerous ditch on Hinton street between South and Jones street has been sewerred and covered in. Numerous cross ditches at street intersections have been done away with.

The city has also laid a storm sewer on Dunlop street from Appomattox street to West High street to permit of the location of a proposed factory at this point. In all the city has laid 2,713 feet of storm sewer varying in diameter from two to four feet.

Undoubtedly the biggest accomplishment of this department is the practical completion of the sanitary sewer system of the city in the last two and a half years. Nine and one-half miles of sewer have been laid under this administration. Practically the entire city is now served with the exception of the southern slope of the heights and Pocahontas. This extension of the system has reduced the surface toilets from 1,900 to 400, and is considered by the health department to be directly responsible for the abrupt decline in the number of typhoid cases in the city.

The following sewers have been constructed under this program:

SEWER CONSTRUCTION—1920-1923

1920-1921

STREET	FROM	TO	SIZE	LENGTH
			Inches	Feet
Arlington	Circle	Halifax	8	850
Prince Avenue	Circle	Halifax	8	600
Battersea Avenue	W. High	Washington	12	1,100
Young Avenue	Circle	Halifax	8	600
Rosemont	Circle	Marseilles	8	400
Battersea Avenue	N. & W. R. R.	Appomattox River..	12	320
Marseilles	Rosemont	Young Avenue.....	8	400
Cuthbert's Alley	Old	Bank	8	350
Dunlop	Willcox	Lee Avenue	8	790
Hannon	McKeever	East Terminal	8	975
Farmer	South	West	8	1,550
Cameron	Reservoir	Main	8	1,200
Commerce	Chandler's Alley ..	Battersea	8	420
Hinton	Chandler's Alley ..	Battersea	8	650
Earl Douglas	Park Avenue	Wythe	8	270
Park Avenue	Reservoir	Terrace	8	720
Terrace Avenue	Hannon	St. Andrew	8	500
St. Andrews	Terrace	Cemetery	8	490
Stainback	Pegram	West	8	480

STREET	FROM	TO	SIZE	LENGTH
			Inches	Feet
Lawrence	Guarantee	Perry	8	350
Guarantee	W. Brown	Lawrence	8	496
Wythe (storm sewer).....	Little Church	400 W.	20	400
Wythe	Lt. Run	Jefferson	8	750
Union Avenue	Federal	Mt. Airy	8	920
Mt. Airy	Union Avenue	Gladstone	8	520
Gladstone	Mt. Airy	Jones	8	400
Sewerage for Willcox Lake..			6	350

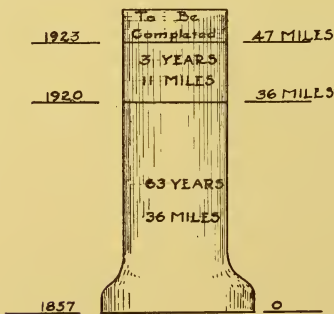
1921-1922

Harper Alley	Harding	Halifax	8	450
Dry Branch Sewer.....	Poplar Alley	Harding	8	483
Madison	Franklin	Washington	8	200
Brick House Run.....	South Channel	N. Chan'l Appomattox ..	24	130
Brick House Run.....	South Channel	N. Chan'l Appomattox ..	30	240
Mingea	St. Andrews	Main	8	1,500
St. Andrews	Mingea	McKeever	8	170
Main Street.....	Cemetery	Cameron	8	1,050
Main Street	Mingea	Cemetery	8	450
Powhatan	N. Blvd.	Johnson	6 & 8	825
W. End Park.....	Willcox	Comfort Station ..	6	350
Blandford Cemetery	Lee Ward		20	600
Blandford Cemetery, drain tile.....	Lee Ward		4	1,800
Halifax and West Avenue Culvert	Halifax	West Avenue	18	50
Dunlop, storm sewer.....	Brick House Run.....	Lee Avenue	30	405
Jones and Union Ave., culvert.....			24	200

1922-1923

High Pearl	Virginia Avenue	St. Luke	8	1,000
Virginia Avenue	Bolling	Chestnut Alley	8	350
Bolling	Virginia Avenue	St. Marks	8	300
Virginia Avenue	High Pearl	Lt. Run sewer.....	8	1,900
Gates Lane	Virginia Avenue	St. Mathews	8	320
St. Mathews	Harding	Gates Lane	8	1,050
Gates Lane	St. Mathews	Crest Hill	6	125
Diamond	Shore	Virginia Avenue	8	320
Diamond	Shore	Virginia Avenue	6	280
Harding (extended)	St. Mathews	Virginia Avenue	6	250
Orange Alley	Harding	Harrison	8	750
Blake's Lane	Harding	Orange Alley	6	475
Sterling and Stark.....	Mistletoe	Shore	8	575
Shore	Bolling	Harding	8	700
Virginia Avenue	Melville	Chincapin	8	200
Savage	Hawk	Hamilton	8	700
Paul	Savage	Custer	8	300
Bland	Savage	Custer	8	300
Ennis	Carter	Federal	8	500
Wallace	Carter	Federal	8	475
Catawba Lane	Carter	Federal	8	450
Lavendar Lane	Gill	Catawba	8	440
Commerce	Seward Factory	Davis	8	400
Davis	Brick House Run.....	Commerce	8	150

STREET	FROM	TO	SIZE	LENGTH
			Inches	Feet
Davis	Commerce	High	6	200
Low	Rock Culvert	Cross	8	375
Brown's Alley	Low	Grove Avenue	8	225
Hurt	Plum	High	8	600
Gilliam	Hurt	Eastwardly	8	375
Pig Alley	Grove Avenue	Plum	6	250
Gracie	Brick House Run	Lee Avenue	8	600
Lee Avenue	Jones	West	8	1,500
Battersea Avenue	N. & W. R. R.	McKenzie	8	700
Avenue "X"	West	Eastwardly	6	275
W. Brown, storm sewer.....	Brick House Run	A. C. L. R. R.	48	525
Guarantee, storm sewer.....	A. C. L. R. R.	Gill	36	350
Rose Alley	Madison	Jefferson	6	600
St. Andrews	Mingea	Terrace	6	375
Watson	Burke	Lt. Run Ravine	8	1,500
Wythe	Main	Old Church	8	375
Mark's Alley	Old Church	Main	8	325
Cameron, Bank Alley and Main.....	Old Church	Wythe	8	850
E. Bank	Old Church	East	8	725
E. Bank	Old Church	East	6	725
East	Miller	E. Bank	8	250
Bollingbrook	Old Church	Irving	8	700
Irving	Bollingbrook	Miller	8	375
Burke	Wythe	E. Bank	8	1,400
Foley	Wythe	Watson	8	400
Old Church	Taylor	Cemetery	8	2,258
Johnson Road, storm sewer.....	Country Club	Towards Lt. Run	24	476
Johnson Road, storm sewer.....	Country Club	Towards Lt. Run	20	150
Chesterfield Hotel, storm sewer.....	Brick House Run	Chesterfield Hotel	18	450
Henry, storm sewer.....	Adams	Third	18	200
Madison, storm sewer.....	Madison	Brick House Run	20	175
Upper Appomattox, culvert.....			30	60
East View Park.....	Swimming Pool	Park Avenue	6	400
A. P. Hill School.....	Swimming Pool	Custer	6	200



The condition of the sewer system as a whole is good and requires little work other than the removal of obstructions, some root cutting from time to time, and the occasional repair of flush tanks and lines. One inspector and a helper are assigned to this work continuously.

PETERSBURG SEWER SYSTEM.

Water Supply

Under the old form of city administration the water department was under the control of a water committee. In March, 1921, a sanitary engineer was placed in direct charge of this department reporting to the city engineer. The Tabb street repair shop was abandoned and all forces centralized at the St. Andrew's street station. The report of this department is a long record of accomplishment.

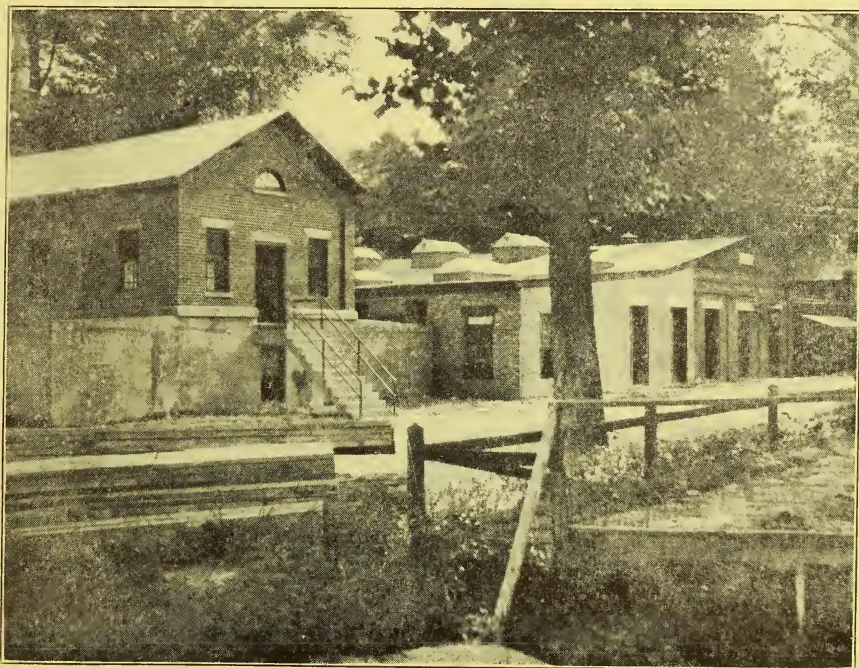
FILTRATION PLANT AND PUMPING STATION. The personnel of the filtration plant consists of six men. The day is divided into three shifts of eight hours each. One of these men looks after the operation of the pumps while the other attends to the application of the necessary chemicals. In addition to the above, one laborer has been employed as a utility man.

The pumping station is equipped with four electrically driven centrifugal pumps and one auxiliary steam unit operating a reciprocating Knowles pump. There is no master meter and the daily consumption is computed from the estimated pumpage of each unit.

The filter plant is of the rapid sand type and consists of 14 units, each of one-half million gallons capacity.

There are two concrete coagulating basins of 1,360,000 and 600,000 gallons capacity respectively and two plain sedimentation basins having a combined available capacity of about four million gallons.

All the water is now obtained from the Appomattox river. The old impounding reservoir has been abandoned by the water department and turned over as a city park.



Pumping Station and Filtration Plant of City Water Works.

Many changes have been made in this equipment and the method of operation in the interest of efficiency. The dangerous open clear well has been provided with a concrete cover to insure that no contamination may reach the water after it has been filtered and before it leaves the plant. All pumps and motors have been over-hauled. One pump which had always burned out its bearings after a few hours service was put in condition so that it has been used to pump the entire city supply for the past two years.

The interior of the boiler room and pump house has been remodeled so that working conditions are more comfortable and sanitary. The building has been rewired and a new lighting system installed. A new sewer system has been provided to care for wash water and to prevent flooding. A steam heating system has been installed throughout the plant.

The plant had for sometime been equipped with an automatic dry lime feed but the apparatus had never been put into use. A separate building has now been erected for this machine and it is now in active service. The mixing chamber of the coagulating basin has been remodeled to secure a more thorough mixing of the alum solution with the raw water thereby making the system more efficient and economizing on alum.

The appearance of the settling basins has been greatly improved by trimming the grass and weeds around the edges and they are now kept regularly mowed.

Previous to March, 1921, no accurate records of operation were kept. The following records are now compiled daily; the turbidity, total alkalinity, free carbon dioxide and color of the raw, settled applied and filtered water, hourly records of the amount of alum and lime applied, hourly records of the operation of the pumps, and a daily check made of the amount of chlorine used, and the amount of electrical current used. The cost per million gallons of the chemical treatment is computed daily.

The operation of the filtration plant is summarized for the last two fiscal years in the following table:

FILTRATION PLANT OPERATION

	1921-1922	1922-1923
Gallons of water pumped.....	1,096,263,000	1,089,833,000
Power consumed KWH.....	1,185,000	1,273,900
KWH per million gallons.....	1,080	1,169
Power cost per million gallons.....	\$10.80	\$11.69
Alum consumed, lbs.....	199,045	179,814
Lime consumed, lbs.....	28,650	2,600
Chlorine consumed, lbs.....	4,413	5,345
Chemical cost per million gallons.....	\$4.18	\$2.96
Total cost power and chemicals per million gallons	\$14.98	\$14.65

LOCKS PUMP HOUSE. The small pumping unit installed by the government but never put into operation due to defective wiring has been rewired and placed in service. This unit because of its greater efficiency of operation has resulted in the saving of almost \$200.00 a month in power cost.

Temporarily it has been removed to the Poca Siding on the canal, where it will be used to pump the city water around the concrete section of the canal about to be built by the Virginia Railroad and Power Company.

A new intake screen has also been installed at the locks, providing five times as great a screen area as formerly.

LABORATORY. A complete chemical laboratory has been installed and its equipment is reported to be among the best in the state. Daily tests of the water are made and the application of the chemicals adjusted thereby. Frequent microscopic examinations are made of the water impounded in the reservoirs to determine prevalence of algae and the amount of chemical to be applied to remove it.

In addition to the routine tests full co-operation is given to the State Board of Health in research and experimental work to better the operating conditions throughout the State.

The laboratory also from time to time renders gratuitous assistance to other towns, manufacturing interests and individuals in determining the proper chemical treatment of water.

There are few people in the city who realize the many processes of purification through which the water has passed that they draw so freely from the spigot. In order that the younger generation especially may be better informed, invitations were sent to all the schools to send their classes to inspect the filtration plant. While many have visited the plant during the last two years, the attendance is not as great as is desired.

RESERVOIRS. The three million gallon reservoir at Walnut Hill has been thoroughly scrubbed and cleaned out each year. A special water connection has been provided for this purpose, as it was formerly impossible to flush the reservoir out while cleaning.

Each of our steel tanks is being thoroughly scraped and painted this year. The quality of the water is greatly improved by keeping these tanks and the reservoir in first class condition.

METER AND REPAIR SHOP. The scope of the repair department has been greatly increased. The plumbing and roofing work for all departments of the city are now taken care of by it. The machine shop is gradually being improved and necessary equipment is being added from time to time. Among other odd jobs this department has improvised a street sprinkler and also a road oiler for the street department.

In the last few months a meter tester has been installed in the shop. All meters after being repaired are now carefully tested and must register accurately before being installed again. It has been surprising to find how many meters show 8 to 10% under registration, and we have yet to find one that over registers.

Considerable attention has been given to systematizing the records of the meter and repair department. The stock is carefully sorted and inventoried, reports are made of all leaks repaired, and each man makes his own daily report of all work done.

The amount of this work is presented in the following table:

DISTRIBUTION SYSTEM REPORT

	1921-1922	1922-1923
Number of taps made.....	302	536
Number meters installed	253	520
Number of meters repaired.....	535	318
Number of leaks repaired.....	272	216

DISTRIBUTION SYSTEM. It has been the policy of this department to take advantage of all street openings for the repair of water mains and sewer lines

and to precede all permanent paving construction with the addition of new cut-off valves. Particularly on Washington and Sycamore streets and in Walnut Hill has considerable of this work been done. Now only a small section at a time will be disturbed when repairs become necessary. Previously on two occasions it was necessary to cut off the whole of the Walnut Hill section because of repairs to the main. With the additional valves such a necessity is very improbable.

Under the supervision of the engineering department 50 new fire hydrants and 8 miles of new water main have been installed. This large extension in water services has paralleled the development of the sewer system and was a part of the same improvement program. The detail of this water main extension is tabulated below.

WATER MAIN EXTENSION—1920-1923

1920-1921

STREET	FROM	TO	SIZE LENGTH	
			Inches	Feet
Arlington	Arlington	Halifax	6	970
Mercury	Sycamore	Jefferson	6	816
Clinton	Mars	Mercury	8	551
Dunlop	Lee Ave.	Willcox	6	875
Fleet	Grove Ave.	River	10	830
Custer and Hamilton.....	Hawk	Savage	6	1010

1921-1922

McKenzie	Boisseau	West end of street ...	6	450
St. Andrews	Terrace	Cemetery	6	483
Bolling	St. Marks	Walnut	6	950
Terrace Ave.	Mingea	St. Andrews	6	270
Cameron	Terrace	Clayton	6	350
Park Ave.	Terrace	Earl Douglas	6	300
Farmer	South	West	10	1700
Stainback	Dunlop	West	6	980
Mt. Airy	Union	Gladstone	6	550
Gladstone	Mt. Airy	Jones	6	540
Union Ave.	Mt. Airy	Jones	6	1000
Mercury	Clinton	Jefferson	2	210
Cuthbert's Alley	Bank	Old	2	250
Elm	Boisseau	To end	2	369
Hannon	Reservoir	To end	2	761
Cameron	Terrace	Reservoir Drive	2	437
Park Ave.	Earl Douglas	Terrace	2	448
Park Ave. for swimming pool.....	East View Pool.....	Terrace	4	460

1922-1923

South	West High	McKenzie	2	275
Plum	Hurt	Canal	6	212
Battersea Ave.	N. & W. R. R.....	McKenzie	6	400
Hurt	Plum	High	6	650
Pig Alley	Plum	Grove Ave.	2	260

STREET	FROM	TO	SIZE LENGTH	
			Inches	Feet
Gilliam	Hurt	Eastwardly.....	6	350
Brown's Alley	Low	Grove Ave.	2	250
Commerce	Lafayette	Davis	6	350
Davis	High	Hinton	6	730
West Brown	Brickhouse Run ..	Guarantee	6	550
Lavendar Lane	Gill	Catawba	6	430
Catawba	Carter	Federal	6	550
Wallace	Carter	Federal	6	550
Ennis	Carter	Federal	6	530
Gracie	Lee	Brickhouse Run ..	6	600
Gracie	6-inch Sewer	Incinerator	2	200
Savage	Hawk	Hamilton	6	700
Paul	Savage	Custer	2	350
Bland	Savage	Custer	2	350
Virginia Ave.	Melville	Bolling	6	730
Shore	Harding	Chinquepin	6	1100
Chinquepin Alley	Shore	St. Mathews	6	300
Sterling and Stark	Mistletoe	Shore	2	600
High Pearl	Virginia Ave.	St. Luke	6	1050
Virginia Avenue	Diamond	Gates Lane	6	600
Harding, extended	St. Mathews	Virginia Ave.	6	300
Poplar Alley	Harding	Halifax	2	530
Gates' Lane	St. Mathews	Virginia Ave.	6	300
Gates' Lane	St. Mathews	Shore	2	200
St. Mathews	Harding	Gates' Lane	6	1100
Orange Alley	Harding	Harrison	6	830
Blake's Lane	Harding	Orange Alley	2	500
Rose Alley	Madison	Jefferson	2	600
St. Andrews	Terrace Ave.	West	1½	150
Shore	Chinquepin	West	1	100
Marks' Alley	Old Church	Main	2	300
Cameron, Blank Alley and Main....	Old Church	Wythe	3	975
Watson	Main	Burch	6	900
Foley	Wythe	Watson	2	1050
Taylor	Foley	Burch	2	240
Burch	Wythe	East Bank	6	1560
East Bank	Old Church	East	6	750
East Bank	Old Church	East	2	750
Irving	Bollingbrook	Miller	6	460
Main to Colonial Heights.....			10	1720
Canal	Grove	High	10	1000
Tabb	Adams	Sycamore	8	620
South Main	Mingea	Cemetery	2	1400
Varina Ave.	Bermuda	Johnson Rd.	4	1100
Watson	Foley	Burch	2	240
Watson	Lit. Church	West end of street ...	2	300
Watson	Main	Lit. Church	6	360

DEPARTMENT OF PUBLIC SAFETY

POLICE DEPARTMENT

In undertaking the reorganization of the work of this department it was clearly evident that the first step was the development of a police organization which would be efficient and courageous in the performance of its duties, which would have among its members a strong esprit de corps, and which would merit the complete confidence and respect of the citizens of Petersburg.

When the present director took office there were 48 persons engaged in the police work of the city. Shortly after his arrival the Council authorized the appointment of 12 additional men. Of this number 7 were appointed, making a total of 55 as of June, 1921. Since that date there have been some resignations, some discharges and four releases this last year because of the urgent need of reducing the municipal budget. There are now 38 members on the force with the following assignments:

1 Chief of Detectives	18 Patrolmen
3 Patrol Sergeants	3 Station Keepers and Switch-Operators
1 Sergeant Policewoman	2 Patrol Drivers
4 Detectives	1 Policewoman (colored)
5 Traffic Officers	

In order that proper discipline might exist and that the members of the force might clearly understand their duties the first general order definitely stated what would be expected in the matter of appearance, the care of equipment, the relations with their senior officers, and their conduct on patrol.

Men were to be clean and neat in their personal appearance and were to be inspected when reporting for duty by the commanding officer. Blouses and overcoats were to be buttoned or hooked throughout. Caps were to be worn straight on the head and not at an angle. Equipment was to be kept clean and in good working order. Men on post were to patrol at all times and not to converse with civilians except in line of duty. Men on post were to be constantly alert and to enforce the law without favor. Daily reports were to be furnished of their observations. Before taking their posts the men were to stand at attention for roll call and receive instructions from the officer in charge. Men were to salute all officers when meeting and when making reports. Stationkeepers were to be responsible for the condition of the stationhouse and no loitering therein was to be permitted. These and subsequent regulations have been consistently and impartially enforced.

A second general order advised the men that their primary duty was the apprehension and conviction of persons guilty of violating the municipal, state and federal laws. In accomplishing this, complete co-operation must exist. Although good procedure required the assignment of particular cases to individual officers this by no means relieved the other officers of rendering every possible assistance. On the other hand the final report of the case should include complete credit for such assistance. Professional jealousy was strongly discounted and those who continued to display it were to be considered undesirable members of the organization.

The development of a better personnel policy also called for the adoption of some definite plan of leave periods. It was decided that all members of the

department should have fifteen days leave every year. The men were permitted to use this leave at such times as they desired, provided that not more than ten percent of the men should be absent at any one time, and that it be approved by the director. Men would continue to be paid for time off on account of sickness but they must present a certificate from their attending physician. When not attended by a physician they were permitted to charge off this time against their leave period.

Other important employment policies were incorporated in an ordinance providing for the appointment of police and firemen and creating a police and fire reserve. No person is to be appointed to the police force who is more than 35 years old. No person shall be appointed who is not able to read and write and to pass such other mental examinations as may be required. No person who has a criminal record or who has been discharged from the department is eligible to appointment or reappointment. Any member of the police force who has served 25 consecutive years, and whose service has been honest and faithful may, on reaching 60 years of age, be transferred on his own application to the police and fire reserve. Any member who has been wounded or injured in line of duty and who shall be certified as permanently disabled shall be transferred to the police and fire reserve. The compensation of the members of the reserve shall be one-half of the average annual base pay for the five years immediately preceding transfer. This retirement policy fulfills an obligation that the city owes to those employees who have served long and faithfully and raises the efficiency of the force by retiring those who are no longer physically able to perform the rigorous duties demanded of a police officer.

That this organization might properly function it was essential that there be adequate information on which to base intelligent action. The whole system of records was revised and considerably amplified. There are now complete daily reports of arrests, accidents, observations of the officers on beats, complaints and police court activities, complete identification records and files of property lost and found. These records have been of particular value as a means of administrative control indicating as they do the activities of the individual officers. Also it is now possible to determine with some degree of certainty the status of crime conditions in the city.

While the importance of discipline and co-operation in the apprehension and conviction phase of police work has been emphasized the preventative side has not been overlooked. The work of the women's bureau is sufficient evidence of this. The development in the officers of a social attitude towards their work and the application of case methods to the study of individual delinquents is a goal to work towards but must proceed conservatively.

Another innovation has been the distribution of mimeographed copies of important ordinances by the police officers. This has had a twofold purpose—first the familiarization of the public with the city ordinances and second the establishment of courteous and understanding relationships between the officers and the public.

It is evident from the above that considerable thought has been given to the building up of a satisfactory personnel policy. It is pleasing to note the willingness with which the men have co-operated in these efforts. The improvement both in appearance and in results accomplished clearly indicates that the men realize that the tenancy of their position is not dependent upon political fancy,

that they render service to no individual but to the city as a whole and that finally, in the eyes of the public, police work is being elevated to that position which it rightly deserves.

Foot and Motor Patrol

It often appears that there is not clear understanding of the many different kinds of service a police department is called upon to render and what a relatively small proportion of the force is available for street patrol. It is not generally realized that men must be assigned to detective duty, to the operation of the telephone and police call system, to the driving of the patrol wagon, that the important work of the women's bureau must go on, and that traffic regulation is demanding ever increasing attention. These are all important services and ones that every police department must perform. Of the 39 men on the Petersburg force only 18 of this number are available for street patrol. Moreover each man is on active duty only eight hours so that this number must be divided by three to determine the



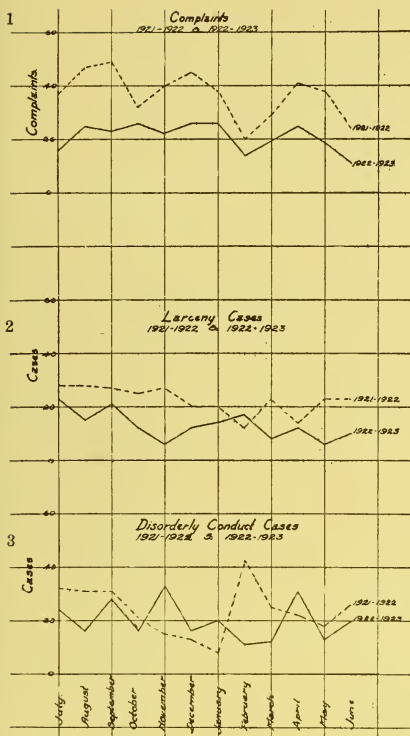
Police Motor Patrol.

number patrolling the city at any one time. Clearly is it evident that each officer must cover a large area if the whole city is to be patrolled.

Under the old plan of foot patrol the whole city was not patrolled. Pocahontas, Blandford and that part of the city west of West street never saw a police officer unless he was called for some specific case. This condition was not satisfactory and the only solution was the adoption of the motor patrol. In 1922 six automobiles were purchased and the beat lines extended and rearranged so as to include the whole city. The foot patrol was retained for the high value retail section.

The result has been entirely satisfactory. In fact it is the only plan by which the department has been able to maintain an adequate patrol service in the light of forced budget reductions from \$80,373.00 for 1921-1922 to \$70,250.00 for 1923-1924. Perhaps those who live in sections formerly patrolled wonder why they do not see an officer as often as heretofore. The reason is apparent. The policeman no longer lingers fifteen minutes on the corner and then leisurely continues on his beat. He is still passing by, observing as much as he ever did, but he is doing it on an average of twenty-four times a day instead of perhaps once or twice. The improvement in results has been more than an impression—it is evidenced by the records of the department.

Undoubtedly the most accurate measure of the crime conditions in a community is not the number of arrests—but rather the number of complaints reported by its citizens. The relation of arrests to complaints on the other hand is a measure of the efficiency of the police service. It is therefore encouraging to note in the accompanying chart that the number of complaints has shown a decided reduction since the adoption of the motor patrol.



These complaints do not include thefts from autos or the stealing of chickens which are now relatively small in number and of such a nature as to warrant separate consideration, but consists largely of larceny cases. That the department has been reasonably efficient in the following up of these complaints is evident from a comparison of plate 2, showing arrests for larceny, with plate 1, showing complaints.

Four other charts are presented showing the trend in the number of arrests for disorderly conduct, sex cases, drunkenness and prohibition. These cases are of their nature not so much the matter of complaint by citizens. The initiative is usually taken by the department. Assuming uniform vigilance on the part of the officers the varying prevalence of these cases is indicated in a general way by the number of arrests. These charts show that disorderly conduct and sex cases have been falling off. Arrests for drunkenness have increased but drunkenness has not. This is accounted for by the fee established by the last legislature for police officers making prohibition case arrests. A person who formerly was not drunk enough to arrest for drunkenness is now an excellent prospect as a violator of the prohibition law. When arraigned in court he may also be charged with drunkenness. Hence the increase.

The patrolling officers are also charged with the observation of and the filing of reports on the condition of the various street services, the violation of city

permits, electric lights out, accidents and other miscellaneous events of their patrol. The nature and extent of this work is tabulated below for the last two years.

	1921-1922	1922-1923
Accidents reported	95	154
Automobiles recovered	30	3
Defective water pipes.....	13	6
Defective sewer	2	0
Defective drains	0	1
Defective fire alarms.....	0	0
Defective sidewalks.....	42	5
Defective streets.....	6	4
Electricians reported.....	1	5
Plumbers reported	2	2
Contractors reported.....	3	0
Traffic cautions	346	78
Notices served	0	0
Fire alarms given.....	134	163
Fires extinguished	0	0
Injured and sick assistance.....	0	0
Lost children restored.....	1	0
Stray animals	0	0
Electric lights out.....	194	254
Water running	5	0
Wires down	0	0

Detective Bureau

The development of this division of the police service has been largely along the lines of systematic procedure and adequate records. The necessity of a scientific approach to crime detection has been emphasized.

In all cases which are of any consequence, a complete record is kept of the progress of the case and this record is not filed until the chief of detectives is satisfied that everything possible has been done, or until the case has been successfully closed.

Particular attention has been paid to the building up of criminal identification records. We are now accumulating a large number of finger print records and photographs of persons committing crimes in this section, and as these increase in number they will serve as a valuable means for the apprehension of criminals. At the present time we are sending to the National Bureau of Criminal Identification two copies of each finger print. They in turn furnish us the criminal record, if any, of the parties finger-printed.

Among other records maintained are those of automobiles stolen from other places and likely to appear in this city, a complete record of goods sold or pledged to junk dealers and pawn shops, a record of jewelry and watches stolen, and a record of deadly weapons pawned or sold. Many cases of property recovery have resulted from the use of this system.

Since the establishment of this system in April, 1921, 35 automobiles have been stolen, all but two of which have been recovered. Until the Seward robbery the record for the recovery of stolen property has been very creditable. Of the property to the value of \$49,905.00 that has been stolen, \$27,247.00 has been recovered.

Women's Bureau

The establishment of this bureau is one way the administration has been able to demonstrate its appreciation of the value of preventative work. Recognition was given to the peculiar need of work among women and girls by the appointment of two policewomen—a sergeant and a private (colored)—both of whom had been employed as welfare workers but as such lacked the effectiveness that goes with the possession of police authority.

There can be no question but that the diligent and industrious work of these two policewomen has greatly improved the moral condition of the city. During the last two years 759 cases have been handled with but a small percentage of them brought to court. The handling of these cases has involved on an average of 200 visits and interviews per month. These cases have been from one end of the city to the other and do not represent the other activities of these women, in the streets, in picture shows, storework and the keeping of the case records. These women are overworked, but their faithfulness to their job is a credit to themselves and a blessing to the city.

A detailed record of the activities for the last two years is given below.

WOMEN'S BUREAU ACTIVITIES

	1921-1922		1922-1923	
	W	C	W	C
New cases	142	214	130	141
Cases closed	59	62	46	34
Visits	624	730	914	952
Interviews	188	193	389	452
Conferences	11	15	13	9
Referred to police.....	10	27	9	23
Referred by—				
Police	45	99	25	28
Relatives	34	37	33	55
Private Individuals.....	53	47	38	45
Red Cross	0	0	2	3
Travelers Aid	3	4	4	0
Other cities	3	1	1	1
Other agencies	7	9	23	11
Held for—				
Witness	2	0	1	13
Investigation	60	76	17	31
Physical examination....	24	59	18	31
Prostitute	26	57	9	16
Other reasons.....	6	4	0	0
Missing girls reported.....	14	16	18	23
Missing girls found.....	7	15	9	12
Sent home	22	14	29	3
Sent institutions	24	5	30	5
Sent to jail.....	3	5	2	0
Sent to V. D. Clinic.....	23	53	22	31
Placed on probation.....	34	65	3	26
Jobs found	6	14	5	17
Boarding places found....	1	1	0	0

Traffic Bureau

With the increasing use of the automobile there has developed a science of traffic regulation. One way streets, rotary traffic, painted lanes, arterial streets,



Petersburg's smiling traffic officer.

parking schemes and innumerable types of traffic standards are all efforts to solve the problem of traffic regulation. These devices can all be applied with a considerable degree of success but complete solution involves more drastic steps—the alteration of the city plan.

This old city of Petersburg has as its heritage an interesting street layout but one at many points ill-adapted to the demands of modern traffic conditions. Much has been done and considerably more can be done to better these conditions, by the use of such methods as those mentioned above. Their intelligent application however should be based on the results of a comprehensive traffic study. This can not be attempted until our main traffic arteries are in complete repair and conditions are again normal.

Considerable improvement has resulted from the adoption of a new traffic ordinance. This ordinance has been widely distributed and strictly enforced. The old bulky semaphore booths were early removed from the street intersections. These have been replaced with trained traffic officers who have already achieved a high reputation among the tourists on the National Highway for their smiling faces, courteous attention and efficient regulation.

The use of the auto patrol has also demonstrated its value in this phase of the police work. During the six months prior to the automobile patrol there were 48 arrests for speeding and reckless driving: for the six months following its adoption there have been 76 arrests for the same offenses.

For the past two years the police department has also handled the issuance of city and state licenses for automobiles. This has been a great service, not only to the people of Petersburg but also to the surrounding country. It furnishes a set of records which are of value not only in the police work but also as a source of information to the citizens. It also brings people to our city who might not otherwise have occasion to come.

Police Court

This is the place where the results of the work of the agencies described above finally center. That it is of considerable volume and of great variety may be seen from the accompanying classification of offenses.

TABLE OF OFFENSES

	1921		1922			1921		1922	
	W	C	W	C		W	C	W	C
Abduction	—	3	—	—	Soliciting Aid.....	—	—	—	—
Adultery	14	29	2	23	Seduction	—	1	1	1
Arrested on Suspicion...	3	23	4	4	Sodomy	—	—	—	—
Arson	—	1	—	—	Trespass	36	52	31	17
Assault	49	134	49	176	Vagrancy	5	16	38	8
Bigamy	—	1	—	—	Violating Traffic Rules..	319	121	200	94
Blackmail	—	—	—	—	Viol. Jitney Law.....	6	—	3	4
Burglary	4	21	8	20	Viol. Auto Law.....	5	7	21	21
Carrying Con. Weapons.	5	23	2	12	Viol. Junk Law.....	—	—	—	—
Counterfeiting	—	—	—	—	Viol. Prohibition.....	41	36	43	65
Cruelty to animals.....	3	8	2	3	Viol. City Liquor Ord..	72	50	97	66
Contributing to Delinq..	1	1	5	1	Viol. Parole.....	—	—	—	—
Defrauding Landlord....	2	—	—	—	Viol. School Law.....	—	—	—	—
Disorderly Conduct.....	127	158	94	147	Viol. Building Code....	10	1	12	—
Distur. Relig. Meets....	6	1	—	—	Viol. Game Law.....	7	—	1	3
Drunkenness	344	175	377	224	Viol. License.....	18	27	7	6
Deserting U. S. A.....	4	—	2	—	Non Support.....	8	3	7	7
Deserting U. S. N.....	—	—	3	—	Wts. and Meas.....	—	1	—	—
Embezzlement	—	1	—	—	Rec. Stolen Goods.....	2	10	—	—
Escaped Prisoners.....	70	54	53	31	Pure Food Law.....	4	—	—	—
Forgery	8	7	6	2	Resisting Officer.....	2	4	7	17
Gambling	31	195	9	120	Sanitary Ord.....	7	1	10	5
Gambling House.....	1	6	1	4	Sunday Ord.....	2	1	1	—
Grand Larceny.....	22	18	9	12	Moving Ord.....	—	1	—	—
Indecent Exposure.....	—	—	1	—	Aiding Escape.....	1	—	—	—
Insanity	4	16	2	18	Ill Fame.....	5	5	6	—
Keeping House of Pros...	1	7	—	4	Sewer Ord.....	—	13	4	11
Incorrigible	7	4	—	10	Pool Room.....	1	—	—	—
Larceny from Person....	—	8	—	2	Snow Ord.....	12	3	—	—
Malicious Destr. Prop...	5	2	11	3	Fraud	1	1	1	—
Malicious Mischief.....	—	—	—	—	Cruelty to Child.....	—	—	—	1
Mayhem	—	—	—	—	Drug Addict.....	—	—	1	—
Murder	1	6	1	1	Unlawful Assembly.....	—	—	3	7
Petit Larceny.....	35	133	33	72	Pandering	—	—	1	—
Perjury	—	1	—	2	Moving Picture.....	—	—	1	—
Prostitution	8	9	4	5	Fornication	—	—	—	4
Peace Warrant.....	3	9	7	6	Labor Law.....	—	—	3	—
Rape	—	1	1	3	Invol. Manslaughter....	—	—	—	1
Robbery	—	—	—	—	Misc. City Ordinances...	—	—	2	—
Robbery, Highway.....	4	—	—	1	Election of Directors....	—	—	—	1
Street Soliciting.....	—	5	—	—					

Since July 1, 1921, the police court has handled 5,240 cases and collected \$21,061.84 in fines. That June 30, 1923, found only 10 cases carried over indicates clearly that cases have not been permitted to drag but that justice has been quickly meted out. The needs of the individual delinquent have been diagnosed with varying results as the following disposition of prisoners will show:

DISPOSITION OF PRISONERS

	1921-1922		1922-1923	
	W	C	W	C
Charges withdrawn	4	2	2	0
Discharged	487	533	343	395
Under bond	6	0	7	4
Held for grand jury.....	68	86	66	76
Paid fines	492	390	526	415
Not disposed of, police court	360	541	168	132
Not disposed of, Hustings court	360	541	168	132
Sent to jail.....	133	341	93	233
Sent to penitentiary.....	1	45	1	22
Sent to State asylum.....	7	14	4	19
Sent to Industrial School..	9	9	1	2
Sentence suspended	81	51	109	50
To other cities.....	64	54	45	29
State Bd. of Pub. Welfare	12	0	0	4
Whipped by parents.....	2	17	1	1
Probation	5	0	6	4
Turned over to Juvenile and Domestic Rel. Court	0	0	13	28
Ordered from city.....	0	0	11	8
Turned over to Federal authorities	1	0	9	0
Forfeited bond	0	0	0	3
Sent to electric chair.....	0	0	0	1

DEPARTMENT OF PUBLIC SAFETY

FIRE DEPARTMENT

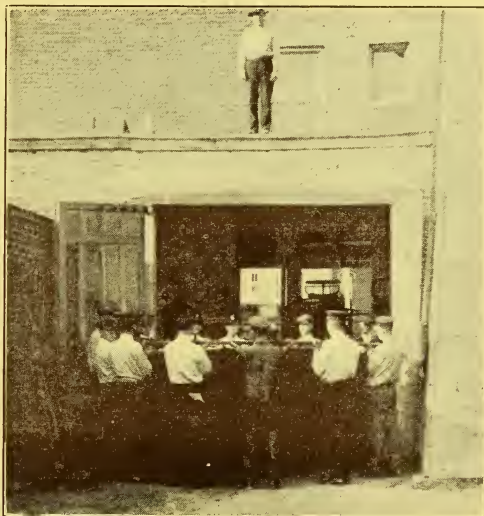
Efficient fire fighting is essentially the immediate application of trained men and adequate apparatus at the scene of the conflagration. Efficient fire prevention is the elimination of fire hazards through continuous inspection and education. These have been the guiding principles in the reorganization of our fire department.

Personnel

As was the case in the police department the first thought was the development of a fire fighting personnel that would be efficient and courageous in the performance of its duties. It was desired to have a unit that would function under definite and fair employment policies, that would be in good physical condition and well disciplined, and that would be interested and skilled in the science of fire fighting.

On taking over the administration of this department the director found a personnel which he considered exceptionally good. The men were all comparatively young and interested in their work. At that time the department consisted of 51 men. An effort has been made to keep and develop this old personnel, however there have been some few resignations and a forced reduction of three men because of the absolute necessity of economizing in the 1923-1924 budget. The force of 46 men as of June 30, 1923, was assigned as follows:

- Chief engineer
- Assistant chief engineer
- Auto engineer and inspector
- 8 auto engineers
- 3 captains
- 32 privates



Systematic fire drills are part of the daily program.

Orders stating what would be expected in the matter of appearance and in the care of equipment were immediately issued. The plan of leave periods adopted for the police department was also made to apply to the firemen. The policies to be followed in employing firemen and in retiring them from active service were outlined in an ordinance providing for the police and firemen and creating a police and fire reserve, which has already been described.

Apparatus and physical drill is carried on daily at each of the houses of the department except on Saturday, which is inspection day, Sundays, and days on which a fire occurs at or prior to the drill period.

The hours of duty were reorganized so as to give each member of the department every fourth day off instead of every seventh day. This improvement in the working conditions of the men was effected without diminishing the efficiency of the department.

Equipment

The city is now provided with the following fire apparatus:

Co. No. 1—Halifax street:

- 1 Seagrave triple combination—1,000 gal. pumper.
- 1 American La France aerial truck—Fordson tractor.
- 1 Seagrave service truck.

Co. No. 2—Bank street:

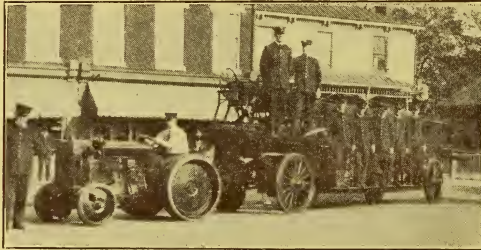
- 1 American La France triple combination—1,000 gal. pumper.
- 1 Five passenger Dodge car—service of chief.

Co. No. 3—South street:

- 1 American La France triple combination—1,000 gal. pumper.
- 1 Brockway hose and chemical combination.
- 1 Lippard Stewart supply car.
- 1 American La France steamer in reserve (second size).
- 1 American La France steamer in reserve (third size).
- 1 Metropolitan steamer in reserve (second size).

Early in 1921 trouble began to develop in the American La France engine at the South street station. This engine had been in use for eight years and it

was decided that it needed a complete over-hauling. This was done by a man from the factory at a cost of \$600.00. The old police patrol wagon has been converted into a much needed supply wagon. One large motor pump engine and one combination hose wagon and chemical engine were purchased. The last horse-drawn steamer was withdrawn from service and assigned to the reserve service. The three

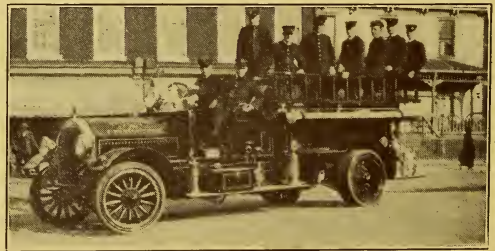


Fordson Tractor replaces city horses.

reserve steamers have all been equipped so that they can be hauled to a fire when necessary. The maintenance of each piece of apparatus is definitely delegated and a monthly detailed report required of each man in charge of a piece of equipment.

Our alarm system is undoubtedly the weakest point in our fire organization. It is a single over-head wire circuit and is frequently out of order. Recently our new city electrician has gone over the entire system and has put it into as good condition as can be obtained without considerable additional expenditures. Boxes are badly needed in Walnut Hill, Pocahontas and eventually in Colonial Heights should this area ever be annexed. An appropriation for a complete new system is strongly recommended.

Considerable improvement has been made in street services. On Sycamore and Washington streets each fire hydrant has been provided with an individual valve so that if any hydrant is broken or otherwise injured, especially in time of fire, it can immediately be cut off without in any way disturbing the rest of the system. Fifty new hydrants have been installed in places considered dangerous by the fire chief. All fire plugs are being tested at regular periods to insure their being in operation when needed.



Modern fire apparatus—Seagrave Triple Combination Pumper.

By the purchase of a few hundred dollars worth of tools and some slight increases in compensation an automobile repair shop has been established at the Halifax street station. First class mechanics were available from the ranks of the department and the work does not in any degree interfere with their immediate availability for service. All city motor equipment is repaired at this shop, with a considerable saving.

Statistics of Operation and Fire Losses

The reorganization of the department included the setting up of a complete set of records and reports. Each morning there is received from each house a morning report covering the general conditions of the men and their activities. A complete detailed report is received monthly from the captain of each house. These reports are filed in the chief's office and he in turn files a brief monthly summary with the director. Such comparative information as is obtained from these reports is the only possible basis on which the effectiveness of administrative measures can be judged.

The fire fighting activities of the department are summarized in the following report:

DEPARTMENT REPORT

	1921-1922	1922-1923
Number of bell alarms.....	78	67
Number still alarms.....	46	59
Number telephone alarms.....	79	75
Number false alarms.....	7	10
Fires extinguished without alarms.....	3	7
Number feet of 2½ inch hose laid.....	54,725	54,400
Number feet of chemical hose laid.....	4,990	4,850
Gallons of chemical used.....	1,804	1,838
Number feet of ladders used.....	2,664	1,348
Number of extinguishers used.....	88	86
Total hours pumping.....	95.8	67.5
Gallons of gas used.....	1,814	1,307
Quarts of oil used.....	712	460

Of course the final measure of the efficiency of the department is the actual fire loss as it varies from year to year. Two customary ways of presenting this information are as a per capita loss and as a percentage of the property attacked. Each figure has its own significance and they should not be confused or interchanged as is sometimes done when comparisons are made with other cities. The fire losses in Petersburg for the last two fiscal years are presented below.

FIRE LOSSES IN PETERSBURG

Buildings:	1921-1922	1922-1923
Value	\$687,869.00	\$493,667.50
Insurance	429,952.00	304,723.03
Loss	64,064.21	16,681.41
Contents:		
Value	777,606.32	238,965.10
Insurance	680,965.00	169,075.00
Loss	136,770.59	17,537.46
Total:		
Value	1,465,475.32	732,632.60
Insurance	1,110,917.00	473,798.03
Loss	200,834.70	34,218.87
Loss:		
Percentage of property attacked..	13.7	4.7
Per capita (33,000).....	\$6.086	\$1.037

REPORT OF THE CITY OF PETERSBURG

It should be pointed out that these figures are for the city fiscal year. In order that comparisons may readily be made with other cities the following statement is quoted from a report of the National Board of Fire Underwriters giving the per capita losses for the calendar years:

Year	Population	Total Loss	Per Capita Loss
1920	31,000	\$252,263.00	\$8.14
1921	32,000	325,605.00	10.17
1922	33,000	85,939.00	2.60

While a big fire may break out at any time and may swell these unit losses it is significant that immediately upon the adoption of the regular drills and inspection of property they began to show a sharp decline, and have since continued at this low level. Petersburg in 1920 and 1921 was on what is known as the "Blue list", which contains the names of those cities whose per capita loss exceeds \$5.00. Had this condition kept up, your fire insurance rates would probably have been increased.

In considering the city's fire losses and in outlining preventative measures it is of value to know the fire causes and the number of each. These are tabulated for the last two fiscal years.

REPORT OF FIRE CAUSES

CAUSE	1921-1922	1922-1923
Unknown	71	45
Sparks	16	7
Defective flue	10	17
Chimney	7	18
Trash pile	4	4
Adjoining building	8	3
Lightning	1	0
Grass	1	8
Set fire	2	1
Lighted cigarette	1	0
Oil stove	6	6
Gas stove	1	2
Coal stove	3	2
Auto rim heater.....	1	0
Defective grate	1	3
Hot grease	3	0
Hot ashes	1	4
Matches	8	2
Kerosene lamp	4	1
Gasoline torch	1	3
Gasoline explosion	4	3
Tar barrel	1	0
Electric heating iron	1	2
Short circuit	16	20
Electric wire	3	0
High tension wire	1	0
Smoke	11	4
False alarm	9	4
Moving picture machine	0	1
Heat from exhaust pipe.....	0	1
Fire works	0	3
Spontaneous combustion	0	1
Burning Grease	1	1
Total fires inside of city.....	196	166
Total fires outside of city.....	7	11
Total all fires.....	177	203

Fire Prevention

The existence of this activity has already been mentioned. It is a very important one and probably largely responsible for the decline in fire losses.

The program of this work includes the inspection of every building in the city once a year and those structures in the high value area once a month. These inspections are made by the fire chief and firemen detailed to assist him. The buildings are examined carefully as to contents and structure for fire hazards. Recommendations for improvements are immediately sent out and carefully followed up. The office of the building inspector co-operates closely in this work.

In addition to the preventative value of this work it affords an excellent opportunity for the men to familiarize themselves with different types of construction and the problems to be met in fighting a fire in each type. Frequently in the progress of inspection a particular structure becomes the object of discussion as to how a fire would be combated should it break out in that building. This can not but result in more intelligent fire fighting.

The volume of this work is considerable and is summarized in the following table:

	1921-1922	1922-1923
Number of mercantile inspections.....	2,110	3,766
Number of residential inspections.....	1,911	791
Number of notices given.....	502	520

BUILDING INSPECTION

This office is responsible for the inspection of building construction, and plumbing and electrical installations and the enforcement of the respective sections of the codes regulating them. The building, plumbing and electrical codes are designed to prevent and eliminate accident, health and fire hazards incidental to building improvements.

Administration

Before a building improvement is undertaken a detailed application outlining the work must be filed. This application and the accompanying plans are examined in the light of the particular code applying and if approved a permit is issued on the payment of a fee. During the progress of the work frequent inspections are made and before the work is approved there is a final inspection.

The large amount of office and inspection work that must be attended to by a small office force makes necessary the complete co-operation of the various contractors. As a result of the strict and uniform adherence to the code the building inspector is pleased to report that this co-operation has been obtained to a high degree. In some few cases of persistent violations it has been necessary to take court action. In all such cases the recommendations of the building inspector have been sustained. It is unfortunate that such measures are occasionally necessary but as a protection to the public and out of fairness to the other contractors who conform to the codes, such action is desirable.

The building inspector is directly responsible for the enforcement of the building and plumbing codes. The provisions of the electrical code in the past have been enforced by an electrician delegated from the fire department. In May, 1923, a city electrician was appointed as an assistant to the building inspector. The city electrician continues to supervise the maintenance of the police and fire alarm systems. In addition to the regular duties of their offices both of these officials have been of material assistance in the design and supervision of repairs and alterations to the city buildings.

In reorganizing the work of this office it was particularly essential that the system of records be enlarged and revised. It is felt that this has been accomplished in a considerable measure and that the necessary data relative to building improvements is readily available to those who are interested. This allows Petersburg to be included in general statistics regarding building activities.

Condemnations

In carrying out the provisions of the building, plumbing and electrical codes it has been necessary to condemn dangerous buildings and defective plumbing and

wiring. In the first six months of 1921 there were 30 such condemnations, in the year 1921 to 1922 there were 22, and in the year 1922 to 1923 there were 73.

It has been the policy of this department to require all such condemned work to be properly repaired or removed from the premises within a stated time. This strict adherence to a time limit has been necessary and the results have justified its adoption. There still remains a great amount of this work to be done.



Unsafe building condemned by building inspector.

Extent of the Work

Some impression of the activities of this office may be gathered from the following table covering the period from January 1, 1921, to June 30, 1923.

REPORT OF THE BUILDING INSPECTOR

	Permits Issued	Inspection	Cost of Work	Fees Collected
New Buildings:				
1920-1921*	61	202	\$420,026.00	\$ 209.34
1921-1922	151	252	371,447.75	609.53
1922-1923	182	379	433,189.00	649.61
Alteration and Repairs:				
1920-1921*	34	85	16,868.00	52.76
1921-1922	108	148	58,491.45	170.31
1922-1923	141	126	108,570.00	261.54
Plumbing Installations:				
1920-1921*	170	385	27,356.00	215.99
1921-1922	383	903	56,951.67	468.69
1922-1923	415	572	76,708.00	611.32
Electrical Wiring and Motors:				
1920-1921*	177	261	.....	120.50
1921-1922	565	654	.....	651.00
1922-1923	611	631	.....	768.75
Licenses Issued:				
1920-1921* .....	.....	.....	.....	54.50
1921-1922 .....	.....	.....	.....	23.00
1922-1923 .....	.....	.....	.....	58.00
Totals:				
1920-1921*	442	963	\$464,250.00	\$ 653.09
1921-1922	1,267	1,957	486,890.87	1,922.53
1922-1923	1,349	1,708	618,467.00	2,349.22

* First six months of 1921.

Examinations and the Issuance of Licenses

As a measure of protection against incompetent workmanship and lack of knowledge of the codes, this office is charged with the examination and issuance of licenses to electrical contractors, electrical journeymen, motion picture operators and journeymen plumbers.

In April, 1921, a plumbers' examining board was appointed and examined and granted cards to nine journeymen plumbers. Later in April the electrical examining board examined and granted certificates of competency to six contractors and eight journeymen. In addition eighteen applicants to operate motion picture machines were given written and practical examinations and granted certificates.

In the year 1921-1922 seven electrical permits were issued and in the period 1922-1923 sixteen examinations were given.

Changes in the Codes

From time to time it has been found advisable to revise or supplement the building and plumbing codes and six ordinances to that effect have been passed.

There are still many other changes that must be made before our codes will be entirely in accordance with modern practice. To this end the complete revision of our plumbing and building codes is anticipated at some early date. A new ordinance regulating the construction and maintenance of garages is also advisable.

HEALTH DEPARTMENT

The health department, as formerly organized, was under the administrative control of a board of health with the health officer as the executive officer and under the general supervision of a committee on health, consisting of two aldermen and three councilmen. With the advent of the council-manager plan the board and committee were dissolved and the health officer continued in supervision of the health department reporting direct to the city manager.

The system of records and reports in this department were excellent and required no revision. Its activities, however, were scattered, and the department itself inadequately housed. With the close co-operation of the health officer the work of reorganization was undertaken.

The health officer was made a full time officer and authorized to appoint all subordinate officials and employees who, under the old plan, were elected by the city council or appointed by the health committee. The supervision of the collection of garbage and trash and the operation of the incinerator were assigned to the highways department. Sanitary and health ordinances and regulations were revised, added to and published in pamphlet form. A health center at 21 N. Union street was established in which all activities of the department were centralized in a separate building on property acquired by lease.



Petersburg Health Center

In this health center are now located the offices of health officer, the registrar of vital statistics, the contagious disease nursing service, the child welfare station, maintained by the Petersburg chapter of the American Red Cross, the tuberculosis nursing service and clinic, the venereal disease clinic, the sanitary

inspection service, the food inspection service, and the bacteriological laboratory. Quarters are provided for the meetings of health clubs, mother's clubs and the Red Cross chapter. This health center has been established to carry out the purposes of public health agencies—the conservation of life and the prevention of disease and death. Its chief aim is to become a place from which health radiates, not one to which disease gravitates.

That considerable progress has been made is evidenced to by the following statement from the last annual report of the health officer: “. . . I seriously doubt whether in the entire South in a city of corresponding size there is a better planned, arranged and equipped health center than Petersburg possesses. If poor work is done no laborer can attribute it to lack of proper tools. My opinion of the qualifications of the building is not prejudiced nor solitary and alone, but is shared by the leading health workers of the State as well as by some of the leading men of the United States Public Health Service who have visited us.”

Vital Statistics

The registrar of vital statistics, in his former capacity as assistant to the clerk of the health board and in his present capacity as registrar and clerk of the health department, has developed and maintained an excellent file of vital statistics. That this has been possible can be in a large share attributed to the excellent co-operation of the medical profession in reporting. This office is also charged with the issuance of death certificates and burial permits, and the filing of records and the carrying on of correspondence for all the subdivisions of the department.

To permit of ready comparison with the statistics of other cities the statistics of the health department are compiled for periods covering the calendar year rather than the city fiscal year.

MORTALITY STATISTICS. Since the reorganization plan has been put into effect the death rate of Petersburg has progressively declined until last year, 1922, witnessed the lowest death rate in the history of the city. And the decrease continues up to June 1st, 1923, when compared with the record of the corresponding period of the previous and lowest year.

COMPARATIVE MORTALITY TABLE

Year	Deaths	Death Rate (Non-residents included)		
		Total	White	Colored
1920	600	19.12	14.07	25.60
1921	575	17.61	13.51	23.61
1922	564	16.79	13.51	21.11

This reduction is gratifying. The inference is now inescapable that the laws of sanitation and hygiene have been more generally observed and that the agencies that concern themselves in disease and death prevention have reason for encouragement in their hope for better things. Largely contributing to this reduction in the death rate and especially with reference to the decreased mortality among the colored population is the diminished infantile death rate among the negroes. The death rate now is appreciably less among our colored population than the general death rate was ten years ago.

The causes of death classified according to the International Classification of Causes of Deaths, is presented in the following table:

COMPARATIVE MORTUARY TABLE

DISEASES	1920	1921	1922
Section 1—General Diseases.			
1 Typhoid Fever	3	8	4
6 Measles	2	....	....
7 Scarlet Fever	2	....	1
8 Whooping Cough	7	10	1
9 Diphtheria	1	5	6
10 Influenza	25	4	7
14 Dysentery	3	3	....
20 Septicemia	3	10	7
24 Tetanus	1	2	4
26 Pellagra	5	3	5
28 Tuberculosis of Lungs.....	61	60	54
30 Tuberculosis Meningitis	3	3	....
31 Abdominal Tuberculosis	2	2	3
37 Syphilis	3	5	8
42 Cancer	16	23	20
47 Rheumatism .....	....	....	1
50 Diabetes	6	4	5
53 Leuchaemia .....	....	....	1
54 Pernicious Anaemia .....	....	....	1
55 Purpura Hemorrhagica .....	....	1	....
56 Alcoholism	2	1	2
Section 2—Diseases of the Nervous System.			
60 Encephalitis .....	....	....	1
61 Simple Meningitis	1	3	4
61a Cerebrospinal Meningitis .....	....	1	....
63 Other Diseases of Spinal Cord.....	2	1	2
64 Cerebral Hemorrhage	51	45	58
65 Softening of Brain.....	....	1	2
68 Acute Mania	1	....	....
69 Epilepsy .....	....	1	....
71 Infantile Convulsions	2	6	5
74 Tumor of Brain .....	....	....	2
Section 3—Diseases of Circulatory System.			
79 Organic Heart Disease.....	53	62	67
80 Angina Pectoris	4	2	....
81 Arterio Sclerosis	5	4	4
82 Cerebral Trombosis .....	....	1	1
Section 4—Diseases of Respiratory System.			
89 Acute Bronchitis	3	1	3
90 Chronic Bronchitis .....	....	....	1
91 Broncho Pneumonia	12	15	13
92 Pneumonia	31	17	33
93 Pleurisy .....	....	1	1
94 Pulmonary Congestion .....	....	1	1
96 Asthma	1	....	....

Section 5—Diseases of the Digestive System.

102 Ulcer of Stomach	1	2	1
103 Acute Gastritis	3	1	4
104 Diarrhoea and Enteritis (under 2 yrs.)	48	50	24
105 Diarrhoea and Enteritis (over 2 yrs.)..	9	4	2
108 Appendicitis	8	5	8
109 Intestinal Obstruction	7	10	3
110 Hemorrhage of Intestines.....	....	....	1
111 Acute Yellow Atrophy.....	....	....	1
113 Cirrhosis of Liver.....	2	9	3
114 Biliary Calculi .....	....	1	....
115 Other Diseases of Liver.....	3	1	5
117 Peritonitis	4	6	3

Section 6—Non-Veneral of the Genito-Urinary System and its Annexa.

119 Acute Nephritis	14	15	16
120 Brights Disease	71	59	72
122 Pyelitis .....	....	1	....
124 Cystitis .....	....	2	....
126 Prostatitis .....	....	3	....
132 Salpingitis .....	....	1	....

Section 7—Diseases of the Puerperal State.

135 Puerperal Hemorrhage .....	....	1	....
137 Puerperal Septicemia	5	....	2
138 Puerperal Eclampsia	2	3	5

Section 8—Diseases of the Skin and of the Cellular Tissue.

142 Gangrene .....	....	1	....
144 Phlegmonous Cellulitis .....	....	....	1
145 Cellulitis .....	....	1	....
146 Mastoiditis	1	3

Section 10—Malformations.

150 Congenital Malformations	6	1	1
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Section 11—Early Infancy.

151 Congenital Debility, Icterus and Prema- ture Birth	52	10	28
152 Other Diseases peculiar to Early In- fancy	15	40	16

Section 12—Old Age.

154 Senility	1	1	1
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Section 13—External Causes.

155 Suicide by Poison	2	2
156 Suicide by Asphyxia	1
159 Suicide by Firearms	3	2	5
160 Suicide by cutting or piercing instru- ments .....	....	1	....
165 Other Acute Poisonings.....	....	....	1
167 Burns, Accidental	4	2	3
168 Suffocation, Accidental	2	4	2
169 Drowning, Accidental	2	....	....
170 Traumatism by Firearms.....	1	....	....

171 Traumatism by cutting or piercing instruments	1	....	....
172 Traumatism by fall	1	2	1
175 Traumatism by crushing.....	5	7	8
181 Electricity	1	....	....
182 Homicide by Firearms.....	6	10	8
183 Homicide by cutting or piercing instruments	1	....	....
184 Homicide by other means.....	....	....	1
185 Fractures	8	....	1
Section 14—			
189 Unknown .....	....	13	4
	600	575	564

In the three following tables the deaths are classified according to age, according to sex and color and according to civil conditions.

DEATHS BY AGES

	1920	1921	1922
Under 1 month	71	69	47
1 month and under 1 year.....	58	61	38
1 year and under 5 years.....	47	42	33
5 years and under 20 years.....	43	42	54
20 years and under 40 years.....	125	115	114
40 years and under 60 years.....	116	103	110
60 years and under 80 years.....	140	108	145
80 years and under 100 years.....	....	30	23
Total.....	600	575	564

DEATHS BY COLOR AND SEX

	1920	1921	1922
White—			
Males	140	134	119
Females	108	110	137
Colored—			
Males	171	147	152
Females	181	184	156
Total.....	600	575	564

CIVIL CONDITION

	1920	1921	1922
Single	281	287	222
Married	201	185	204
Widowed	117	98	128
Not stated	1	5	3
Divorced .....	....	....	7
Total.....	600	575	564

BIRTH REGISTRATION. The statistics of birth registration are presented in the following table for the years 1920, 1921 and 1922.

BIRTH REGISTRATION

	1920	1921	1922
White—			
Male	267	249	199
Female	223	224	243
Colored—			
Male	211	201	176
Female	185	203	188
Total.....	886	877	806

Contagious Disease—Nursing Service

Cases of contagious disease are reported to the health officer by the physicians of the city. The visiting nurse is notified and a visit is made to each case for the purpose of giving instructions and for seeing that the quarantine regulations are properly observed. An individual record is kept of each case. In the last three years the following cases of communicable diseases have been reported.

COMMUNICABLE DISEASES REPORTED

	1920	1921	1922
Tuberculosis	91	172	99
Typhoid Fever	25	58	18
Diphtheria	111	69	101
Scarlet Fever	30	65	74
Measles	119	351	10
Influenza	827	13	118

During the last three years there have been no serious epidemics. Late in the winter of 1922 and early in the spring of 1923 a sharp epidemic of influenza occurred—100 cases were reported with 6 deaths. In June and July of 1923 there was a mild measles epidemic.

Among sanitarians it is arbitrarily assumed that the existence of typhoid fever is an index to the efficiency of a health organization. While this assumption may not be altogether true it is reassuring to note the great reduction that occurred in the number of typhoid fever cases.

Up to June 30, 1923, the date of this report, a period of nine consecutive months, there has not been a single case of this disease. Analysis of the figures of 1922 will show that only nine cases of typhoid with one death could be attributed to local causes. The other three deaths and nine cases, as shown in the record, occurred among imported patients. When it is recalled that fifteen or twenty years ago that it was not remarkable to have between three hundred and four hundred cases of this disease annually with twenty-five to thirty deaths, the improvement that has been made is strikingly illustrated. The great reduction in the number of cases in the last three years is only incidental to and only a reflection of the rapid extension of the sewer system with the con-

sequent elimination of 1,400 surface privies. Sewers and pure water are fundamental.

In this connection it should be noted that antityphoid vaccine is given at the health center free of charge every afternoon in the week except Saturday. It is regrettable that this preventative measure is not more freely used. Were our citizens as thoroughly vaccinated against typhoid as they are against small pox (of which latter disease there has not been a case of local origin for several years) the outlook would be more reassuring. The giving of typhoid, small-pox and diphtheria vaccinations is also part of the work of the visiting nurse.

VACCINATIONS ADMINISTERED

	1920	1921	1922
Typhoid fever vaccinations.....	171	677	294
Small-pox vaccinations	513	930	770
Diphtheria vaccinations .....	.....	.....	2
Total.....	684	1,607	1,066

Child Welfare Station

The important contribution that has been made to the reduction of the general death rate by the diminished infantile death rate among negroes has already been stated. From the following table you will note that in 1922 the general infant mortality was reduced to 104 deaths per thousand births as compared with 149 for the preceding year. The reduction among the colored race was from 210 in 1921, to 126 in 1922. In other words only a little over half as many colored babies died last year as did the year before.

INFANT MORTALITY

Deaths Per Thousand Births

Year	Total Rate	White Rate	Colored Rate
1920	144	77	214
1921	149	97	210
1922	104	85	126

This reduction in the infant mortality rate has been a distinct achievement and it must be stated that it could not have been accomplished without the assistance of the local chapter of the Red Cross. Their offer to establish a child welfare station in the health center was gladly accepted by the city. On September 1, 1921, this clinic was opened with a nurse, trained in child welfare, in charge. Regular conferences and public clinics are held twice during the week from 3 o'clock to 5—on Tuesday for white, and Friday for colored.

In February, 1922, an ordinance regulating the practice of midwifery became effective. Under its provisions only those midwives who comply with the requirements as to methods and equipment are permitted to practice. Classes for midwives have been held on Monday and Friday from four to five o'clock, at the welfare station.

In addition to the clinic work the nurse does a considerable amount of visiting. The extent of her work and that of the physicians is tabulated below.

REPORT OF RED CROSS BABY WELFARE STATION, 1922
(Established September 1, 1921)

	1922
New babies visited	613
Visits to children	471
Expectant mothers on list	292
Attendance at clinic	1,543

Tuberculosis Clinic

This clinic was started by the Virginia Tuberculosis Association, in conjunction with the State Board of Health and the local health department. The expense of its operation at the time of starting was borne proportionately by these three organizations.

A week previous to the opening of the clinic nearly every house in the city where there had been a death for the past five years was visited—the number of



Volunteer attendance and volunteer diagnosticians are important factors in the fight against tuberculosis.

deaths being obtained from the bureau of vital statistics. All contacts were advised to attend. The people became interested. It brought tuberculosis to their notice and they began to discuss it and not pass it by as something that could not be helped, hopeless for those who had it and of no concern to those who had escaped it.

The demonstration was very enthusiastic—1,127 people came for examination. A quantity of health literature was distributed and to prevent it being a passing interest

the permanent clinic was started immediately with good results. A larger share of the credit for its success is due to several of our leading physicians who have voluntarily contributed many hours of their time.

The clinics are held semi-weekly from 12 to 1, Tuesday for white, and Friday for colored. These clinics have resulted in the discovery of many cases of tuberculosis not hitherto suspected and has greatly increased the work of the tuberculosis nurse who was formerly under the direction of the King's Daughters, although her salary was paid by the city. She now reports directly to the health officer and is a city employee. Like the contagious disease nurse she also does considerable visiting. In the following report of the activities of the tuberculosis clinic the visits of both of these nurses is included as a single total.

TUBERCULOSIS CLINIC REPORT

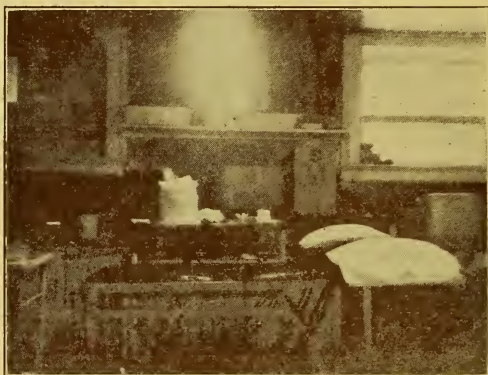
	1920	1921	1922
Total number visits.....	3,874	4,352	4,146

The results of these clinics indicate a woeful need of proper facilities for the care of tubercular patients in Petersburg.

Venereal Clinic

At the beginning of the fiscal year 1921 the city took over the full expense of the venereal clinic, which heretofore had been largely supported by the Federal and state governments and the Petersburg chapter of the American Red Cross. The work is carried on by a physician and a nurse in quarters provided at the health center.

Clinics are held semi-weekly, and a small fee is paid by the patient when he is able to do so. This clinic is continually expanding its work and the decline in new cases would indicate that the work is effective.



General Clinic.

REPORT OF THE VENEREAL CLINIC

	1920	1921	1922
Patients admitted	506	403	288
Syphilis	175	206	199
Gonorrhoea	167	195	89
Chancroid	8	2	....
Wasserman tests	432	483	639
Microscopic examinations for gonococcus....	638	445	210
Doses of arsphenamine administered.....	717	1,380	1,494
Visits for treatment, examination or advice	4,375	5,122	3,372
Committed to jail and held for medical examination	73	96	24

Food and Milk Inspection

Another important activity of the health department is the inspection of the food handling agencies. The force consists of two inspectors. Each place visited is rated according to a standard schedule and an individual record is kept of the results of the inspection for the purpose of later inspection. Each food handling agency is required to renew its license annually at the office of the registrar.

A new milk ordinance was put into effect in July, 1922, which effectually regulates the quality of the milk sold in the city. The herds are regularly tuberculin tested, and all reacting animals excluded. All herds whose milk is sold in the city are now tested every six months. Another feature of the ordinance requires periodical examinations by a physician of all persons connected with the production of the milk.

REPORT OF THE MILK AND FOOD INSPECTORS

	1920	1921	1922
Dairies under inspection.....	28	28	31
Milk depots under inspection.....	1	2	2
Markets under inspection.....	2	2	2
Hotels and restaurants under inspection.....	36	28	28
Cook shops under inspection.....	18	18	18
Bakeries under inspection.....	11	11	11
Soda fountains under inspection.....	50	50	50
Soft drink places under inspection.....	34	34	34
Grocery stores under inspection.....	215	215	215
Meat shops under inspection.....	26	26	26
Fish houses under inspection.....	17	17	17
Bottling plants under inspection.....	5	5	5
Ice cream plants under inspection.....	4	4	4
Fruit stands under inspection.....	17	17	17
Confectionery stores under inspection.....	28	28	28
Inspections made	8,087	8,990	7,862
Complaints received and attended to.....	.....	.....	42
Permits suspended	4	4	25
Permits reinstated .....	.....	.....	14
Arrests for violating food ordinance.....	3	4	22
Milk and food permits issued during the year....	524	.....	430
Collections during the year.....	\$1,084	.....	\$860
Fines paid	\$ 25	\$15	\$151
Peddling wagons under inspection.....	5	.....	.....
Tubercular cows slaughtered.....	31	54	.....

Sanitary Inspection

Two inspectors assigned to this work are responsible for the investigation of the sanitary conditions on private premises and the placarding and fumigating of residences under quarantine. The work calls for continual vigilance and strict follow-up of recommendations.

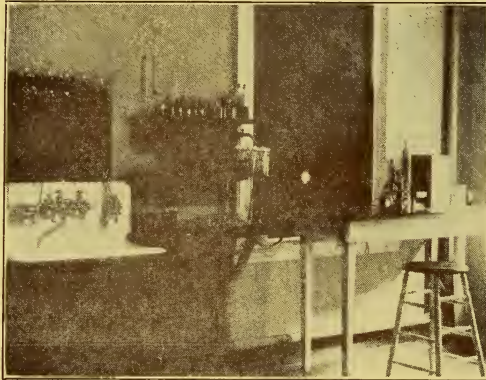
SANITARY INSPECTORS' REPORT

	1920	1921	1922
Premises inspected	20,447	21,293	19,351
Premises revisited	465	650	1,121
Miscellaneous visits	5	17	.....
Summons served .....	.....	.....	38
Privies inspected	14,685	13,590	12,582
Privies cleaned	22,145	26,116	14,327
Privies found to comply with sanitary regulations	14,064	12,211	11,270
Privies disinfected to prevent typhoid fever.....	.....	.....	82
Notices served to reconstruct privies.....	575	534	787
Lots found insanitary and notices served to clean same	3,994	3,845	4,272
Insanitary sewer closets ordered put in a sanitary condition	200	215	343
Sewer connections ordered made.....	235	208	397
Complaints received and attended to.....	1,250	1,354	1,087
Mosquito-breeding pools oiled.....	47	5	3
Nuisances ordered abated.....	3,081	3,250	3,707
Stables inspected	524	640	482
Houses placarded	225	278	156
Placards removed	217	274	147
Rooms fumigated	224	304	223
Notices served to remove hogs out of the city limits	3	.....	6

Bacteriological Laboratory

Many of the city activities are dependent on the examinations of the laboratory for intelligent action in carrying out their respective duties. The bacteriologist and her assistant co-operate closely with the quarantine work of the sanitary inspectors, the milk ordinance enforcement of the food inspectors, with the tuberculosis clinic, with the venereal clinic, with the water department and finally with the city physician in the control of infectious diseases.

MILK EXAMINATIONS. The milk ordinance of July, 1922, in addition to regulating the sanitary conditions under which the milk shall be produced, if it is to



Bacteriological Laboratory.

be sold in the city, also set certain bacteriological standards and certain standards for fat and solid content. Raw milk as delivered to the consumer must not develop more than 100,000 bacteria per cubic centimeter when counted by direct observation under a microscope. The count for pasteurized milk shall not exceed 25,000. Milk shall not be sold that contains less than 3¼ % of butter fat and less than 12% of milk solids. No cream shall be sold that contains less than 18% of butter fat.

One can not tell the quality of milk by looking at it and it is for this reason that these standards have been laid down and the tests made a part of the routine work of the laboratory. These tests are made weekly on samples obtained directly from the delivery wagons. The samples of twenty-eight dairies and two pasteurizing plants are included.

The results have been encouraging and the quality of the milk has improved considerably. The bacteriological index which is a measure of the quality of the milk has increased from 75.68 in 1920, to 80.43 in 1921, and to 87.94 in 1922. The distribution of the samples tested according to the bacterial count is given in the following table:

BACTERIAL COUNTS PER C. C. STANDARD AGAR, 37C

	1920	1921	1922
Below 10,000	49	150	248
Below 50,000	53	168	175
Below 100,000	17	40	41
Below 250,000	20	51	35
Below 500,000	12	17	9
Below 1,000,000	7	7	6
Above 1,000,000	3	6	4
Total.....	212	439	518

In doing this work the laboratory has made the following number of examinations:

	1920	1921	1922
Samples of milk and cream examined for fats and solids .....	.....	252	374
Samples of milk and cream examined bacteriologically	212	439	518

WATER EXAMINATIONS. Daily tests are made of the raw, applied, filtered, sterilized and tap water and the water superintendent promptly notified of the results. Similarly the product of the dealers in spring water are subject to periodic examinations. Among other miscellaneous samples is a weekly test of the water at the bathing beach at Willcox Lake. Every effort is being made to exercise an effective control over the sanitary standard of our water supply.

WATER SUPPLY TESTS

	1920	1921	1922
Number of samples of water from city supply examined bacteriologically	306	819	1,187
Camp Lee supply	225	.....	.....
Number of miscellaneous samples examined bacteriologically	100	359	382
Total.....	631	1,178	1,569

Diagnosis

An important service is that offered to the physicians of the city for the control and diagnosis of infectious diseases. This service permits of the diagnosis of doubtful cases and makes possible the more timely release from quarantine.

Diphtheria, typhoid fever, tuberculosis and the venereal diseases are those for which tests are most frequently made.

MICROSCOPICAL EXAMINATION OF SPECIMENS FOR DIAGNOSTIC PURPOSES

NATURE

	1920		1921		1922	
	Pos.	Neg.	Pos.	Neg.	Pos.	Neg.
Diphtheria release	332	792	126	424	96	515
Diphtheria diagnosis	104	314	73	221	82	313
Malaria	5	243	2	123	1	94
Typhoid fever (widal reaction).....	31	97	61	105	17	106
Tuberculosis	62	212	60	221	34	169
Wasserman test for syphilis.....	133	171	278	335	248	554
Neisserean infection	252	547	281	659	111	257
Spinal fluid (meningococci).....	0	1	0	3	0	9
Spinal fluid	0	0	0	0	0	0
Blood cultures for typhoid.....	0	1	0	0	0	2
Contacts examined for typhoid carriers	0	0	0	0	0	8
Intestinal parasites	7	65	5	64	10	69
Animals examined for rabies.....	0	1	0	0	0	0
Examinations not classified.....	332		663		751	

Medical Relief

The city council appropriates every year \$3,840.00 for medical relief. This work is under the supervision of two city physicians whose work is concerned with the care of the charitable cases, the cases at the city home and cases referred to it by the police department.

During the last three years the following work has been performed.

SUMMARIZED REPORT OF THE CITY PHYSICIANS—1922

Total number of patients.....	1,072
Total number of visits paid.....	4,146

Child Labor

Under the act regulating the employment of children in industry it has devolved upon this office to examine and certify as to their physical fitness.

Through this means cases of physical defects are discovered and many of them have been and are being removed. Those children whose health render it inadvisable to engage in certain occupations are refused certification.

PUBLIC WELFARE

Early in 1922 at the instance of the Virginia League of Women Voters, Governor Westmoreland Davis appointed a children's code commission. This commission undertook the study of the child welfare laws of the State and as a result of their labors submitted seventeen bills to the General Assembly. In general these bills provided for a State Board of Public Welfare, for county and city superintendents of public welfare, provided for the supervision of all State, county, municipal and private institutions of an eleemosynary, charitable, correctional or reformatory nature, regulated child placing and child labor and established juvenile and domestic relations courts with adequate legislation for their intelligent operation.

These additions have given Virginia a set of juvenile and welfare laws which place her in the first rank and which have been frequently referred to as standards by other States undertaking similar legislation. In Petersburg steps were taken as soon as possible to put these much needed provisions into operation.

Director of Public Welfare

Acting under the authority of this new legislation the council appointed the city manager as director of public welfare, ex-officio, without additional compensation. This appointment gave the city manager general supervision over the public welfare activities of the city. The extent of his responsibilities may be gathered from the outline of his duties as provided in the statutes.

1. To have the care and supervision of the poor and to administer the funds now administered by the overseers of the poor.
2. To administer mother's aid funds, if any.
3. Under the direction of the State Board of Public Welfare to look after and supervise the conditions of persons paroled from hospitals for the insane and colonies for the epileptic and feeble-minded, and from other State institutions.
4. To act as the agent of the State board in relation to any work to be done by said board in the city.
5. To have oversight of persons in the city released on probation or on parole from the penitentiary, reformatories, industrial schools, an all paroled prisoners in the city.
6. Under direction of the State board, to have supervision of dependent children placed in the city by the State board.
7. To assist the State board in finding employment for the unemployed.
8. To investigate the causes of distress, under the direction of the State board, and to make such other investigations as the State board may direct.
9. To act as chief probation officer for the city and, as such, to enforce and administer the probation laws within the city.
10. To foster co-operation and intelligent division of work between all public and private charitable and social agencies in the city to the end that public resources and charitable donations may be conserved and the needs of the city adequately cared for.

This is a comprehensive assignment but the director of public welfare has attempted to carry out these duties conscientiously. The city almshouse has changed its name to the city home and its humane administration has been an effort to reflect the same motive that inspired the change in name. The State board has been co-operated with and many miscellaneous cases satisfactorily disposed of. A juvenile and domestic relations court has been established and a probation officer appointed. Close relationships between the city departments and the private charitable and social organizations have been established and every possible assistance and encouragement was given to the development of the associated charities and the community chest.

Juvenile and Domestic Relations Court

Acting under the authority of the juvenile and welfare laws the council appointed the civil and police justice as judge of the juvenile and domestic relations court. In December, 1922, a probation officer was appointed. This court immediately organized and proceeded to function.

As applied to juveniles it set up a scientific, humane and preventative method for solving the problem of delinquency. It involves the case study of the causes of the child's delinquency, a hearing which takes the nature of a private talk with the judge rather than a criminal court procedure and finally probationary supervision whenever possible. A similar procedure is followed in the case of dependent and neglected children. The success of this court is almost entirely dependent upon the completeness and accuracy of the information on which the disposition is based and upon the nature of the probation supervision that is applied. It is evident that a large share of the responsibility rests upon the probation officer.

The extent of the juvenile work of this court since its establishment in November, 1922, is indicated in the following summarized report:

PROBATION OFFICER'S REPORT

Six Months, January 1, 1923, to July 1, 1923

	W	C
Number of juveniles placed on probation by the court..	27	9
Number of adults placed on probation by the court....	3	5
Probationers released with improvement.....	2	....
Probationers committed for violation of probation.....	2	....
Probationers committed for new offense.....	....	1
Transferred to other probation officers.....	1	....
Absconded or lost from oversight.....	1	1
Cases investigated officially	27	46
Cases investigated unofficially	24	17
Visits paid to homes of probationers.....	32	25
Visits paid to school, places of employment, etc., in behalf of probationers.....	15	1
Helped to secure employment for probationers.... ..:	3	....
Helped to reinstate probationers in school.....	3	....
Sums collected from probationers:		
Fines		\$10.00

The other phase of the work—one closely related—is that of domestic relations. The procedure of this court is designed to deal with and prevent desertion, non-support and other family difficulties.

Considering the short time the court has been in operation a large volume of cases has been handled. From January 1st, 1922, to June 30, 1923, 124 cases have been heard and disposed of; \$574.00 has been received and paid over for the support of wives in non-support cases.

This is a work, which by its preventative and corrective application of probation to those who are to be Petersburg's future citizens, has great significance for the future of the city. The work has but started and the co-operation of every individual and organization is necessary for its complete fruition.

Recreation

The last three years has witnessed the development of a new activity—that of recreation. To be sure the good citizens of Petersburg have always had an innate desire to play but heretofore little encouragement has been given either in the way of facilities or leadership. That condition has changed, however, for today finds our city with six playgrounds, each equipped with play apparatus, provided with baseball diamonds, volley ball courts, swimming pools, and supervised by competent directresses. All this has been accomplished through the co-operative efforts of the city manager and the superintendent of schools, at a ridiculously small expenditure—less than \$3,000 a year—until now it is considered one of our city's strongest assets.

PURPOSE. The attendance records, the enrollment schedules of the many games, and the lists of visitors, leaves little doubt as to the popularity of the playground work. But even this testimony of interest leaves some question as



A Varied Program of Playground Activities

to whether or not the full significance of the work is appreciated. It is not just an attempt to bring the children off the streets and afford them amusement. It is more visionary and has a deeper significance than that. Supervised play builds strong bodies through the use of apparatus, the playing of games and swimming; it fosters and affords an outlet for the child's creative instincts through sewing, using tools and the sand-pile; it teaches rhythm and the power of self-expression through dancing, games played to music and dramatics; and finally it teaches fair play, leadership and co-operative effort through group games and competitive sports. It does all these things not only for children but for grown folks, too; teaches them how to play again. In short it is a citizen building program and a long step towards the development of a strong community spirit. With these playgrounds as a nucleus it is no difficult nor unlikely step that each will develop into a community center with a still more ambitious program. It is such motives as these that have inspired the development of municipal recreation.

ACTIVITIES. In organizing activities the individual requirements of the different ages and sexes have been carefully considered. The girls are taught sewing, modeling, basketry, join in the folk games and play tennis. Lawn ball and volley ball have been enthusiastically taken up.

Among the older boys baseball has been the center of activity. The younger boys join in the group games, have their own baseball teams, play tennis and take considerable interest in the manual work. This work has been well received and the products are many and varied.

For the younger children there has been story telling, sand piles, singing games and the play apparatus.

Now another group is to be provided for—the older folks. The first step in this direction has been the provisions made for horseshoe pitching. This is an old familiar game and already is making a strong bid for popularity. At A. P. Hill and East View playgrounds the swimming pools have been so constructed as to permit of night bathing for the adults. Later it is planned to have occasional nights of group games and folk dancing.

Swimming is provided at all the playgrounds. In the warm weather it is by far the most popular activity—averaging well over 100 children a day for each swimming pool. The pools are carefully supervised and the time of staying in is regulated. Life guards are appointed and swimming lessons are given. The water is continually circulating and the pools are emptied daily.

Some idea of the extent of the playground work may be gathered from a summary report of the activities of all five playgrounds for the first three months of the 1923 season:

Total attendance (morning and afternoon).....	67,083
Hours open	1,431
Visits of citizens	6,517
Number of games played.....	3,011
Number stories told.....	537



A Swimming Pool for Each Playground

INTERPLAYGROUND ACTIVITIES. In this way each playground has individually prospered. But there has been another motive behind it all. And that has been the breaking down of strong sectional feelings and the replacing of it with a community spirit, the re-routing of the gang enthusiasms along the lines of fair play and impartial recognition of athletic skill no matter from what part of the city it may arise. This idea has pressed itself through the development of inter-playground activities. A baseball league was the logical development. This was so well taken that it was necessary to organize three boys' leagues and a girls' lawn ball league. The West End boys carried off the honors in this activity with Central Park a close second.

Along the same line a marble tournament was arranged each playground sending its champion to the finals. This was so successful in developing championship material that our representative—an East View boy—carried away the honors of an inter-city tournament with Lynchburg.

After the playgrounds had been given an opportunity to train their athletes a general field day was held at East View. This brought a large group of children as visitors to another part of the city. The sportsmanship displayed was excellent.

Finally the playgrounds have been given an opportunity to demonstrate their respective skill in pitching horseshoes. The singles tournament was won by

West End and the doubles by Central Park. A surprisingly high grade of skill has been unearthed and the city feels confident of the favorable outcome of the intercity tournaments which are contemplated.

In all cases the desire to get the citizens of different parts of the city acquainted has been foremost and it is with this idea in mind that the various meets have alternated from one playground to another. The honors have been remarkably uniformly distributed.

ADMINISTRATION. An important feature of the playground administration this last year has been the co-ordination of the work by the appointment of a general director. This has insured complete programs of activities at each playground, permitted of special supervision of boys' games and made possible the inter-playground sports.

By far the larger share of the responsibility and quite justly a larger share of the credit reflects directly upon the directresses. They have been indefatigable in their work and an inspiration to their children. They have given liberally of their time and often of their property to this work. They have cordially welcomed visitors and generally have been very potent community forces in their playground area.

PUBLIC PARKS

The extent of the park and recreational development is one measure of a city's progress, and one question about which prospective residents and industrial concerns usually inquire. Playgrounds we have in large measure but these have been possible only because we have provided generously of park lands.

Our city is now the fortunate possessor of four large parks. They are Central, East View, West End and Lee Memorial. These parks have a total acreage of 600 made up as follows:

Central	11
East View	4
West End	21
Lee Memorial	564



Pocahontas Basin—an historical feature of Central Park.

Petersburg now compares favorably with many larger cities. This has been brought about through the development of the two new parks—East View and Lee.

In administering these parks the sole object has been realization of their full possibilities and that realization included the preservation of their natural beauty, shady walks for strolling, quiet places for resting and reading, and ample space for recreation. At Central, East View and West End large portions have been devoted to playground activities. Swimming pools and comfort stations have been erected. At East View a large pavilion has been erected which bids fair to become the community recreation center.



Hillside approach to East View Park.

are actually being used for that purpose for which they were intended and heretofore were never permitted to realize.

Formal parks are a luxury and keep-off-the-grass signs a relic of other days. The removal of our warning signs was the first step taken and it can not be claimed that the beauty of our parks has suffered from this step. Rather as the result of more frequent inspection—closer follow-up of park administration by the executive secretary—is there a marked improvement in the appearance of our parks. And with it all the parks



West End Park adjoins municipal fair grounds and tourist camping grounds.

Lee Memorial Park

The definite abandonment of the Willcox reservoir as a part of our water supply system made it possible to plan the development of this large tract of land as a natural park. With its rugged contours, natural lake and historical battlefields it was admirably adapted for such a purpose. The raw materials were at hand—what was needed was a plan of development and the means of financing it.

The council entered enthusiastically into the project and early in 1921 definite steps were taken to make it a reality. Quite appropriately it was decided that this wild park, abounding as it does in evidence of the War between the States, should be known as Lee Memorial Park.

Fortunately this area was in a position to finance its own development and it has not been necessary to spend one cent from current taxes. The sale of 53 acres of land to the Country Club yielded \$8,000.00 and the sale of timber on the south side of the Norfolk and Western belt line brought \$12,600.00. With this money it was possible to go ahead with the opening of this park.

The whole area has been made accessible by the building of four and a half miles of park drive. Here again the raw materials were at hand for the

park had its own gravel beds. Along the shores of the lake and through the hills three miles of trail have been cut. Picnic tables and benches have been built, and six baseball diamonds provided.

Willcox Lake, the old reservoir, was found to be admirably suited for bathing purposes. Bathing houses and other improvements were made at a cost of \$4,000



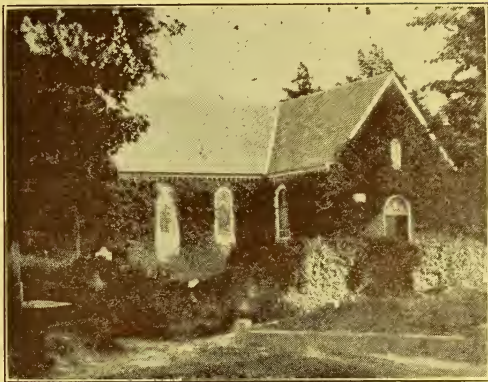
Lee Park—864 Acres, Containing Earthworks of the War Between The States

through the concession given for bathing privileges at a rental of 5% of the gross receipts. The bathing pavilion is now the center of Park activities. Shallow wading places have been provided for the little children, deeper places for the older ones, and a diving tower for those more venturesome. Searchlights have been provided for night bathing. That a warm day finds this beach attended by thousands of patrons is ample evidence to the sore need of some such facilities for water sports.

Lee Park has still greater possibilities. Much can yet be done to make this a great city playground—a place for picnics, a place for large open-air gatherings, for hiking, and for camping. The bare opening up of the park and the building of the road system is a long step toward the realization of these things.

BLANDFORD CEMETERY

Petersburg treasures its heritage of an old, historic and beautiful cemetery. The city has come into its ownership as the direct successor of the parish, when the Church of England was dis-established in Virginia. The oldest gravestone is that of a man who was born in 1615, and who was buried at the age of 87 in the year 1702. The church, which is now the city mortuary chapel, was built in 1735 and it proudly bears its scars of the Revolutionary War and the War between the States. More people lie buried there than now live in Petersburg, for it is well into its third century, and more than 25,000 Confederate dead lie buried there.



The oldest church in Petersburg—1735.

Improvements

Certain improvements have been necessary to this beautiful old cemetery in order that its beauty might be preserved and that it might conveniently function as a municipal burial ground. In undertaking these improvements great care has been taken to insure that they are consistent with its best traditions.

Particular attention has been paid to the improvement of the cemetery roadways. Virginia and Venable, the main avenues, and a number of the cross-roads have been regraded. Considerable time and money has been saved through the use of a tractor for this work. The alley between Virginia avenue and the old part of the cemetery has had a change for the better by the removal of the tool houses to the north side of the cemetery, the laying of drain pipe and the cutting of new roads and walks. Lights have been installed in the old church and a new floor is being planned. An Arcola heating system and toilets have been installed in the office.

The system of records has been revised and new charts of all the wards have been prepared.

These are some of the changes that have been made in the cemetery. More difficult to describe, but of equal importance has been the decided improvement in the general appearance as a result of the greater attention to the details of maintenance under the new superintendent.



Blandford—a municipal cemetery.

Additions

Threatened with the early exhaustion of available plots the city in the fall of 1922 purchased forty acres adjoining the cemetery on the east for which it paid approximately \$12,000.00. This new section was surveyed by the city engineer and the roads, curb lines and plots laid out in accordance with a systematic plan.

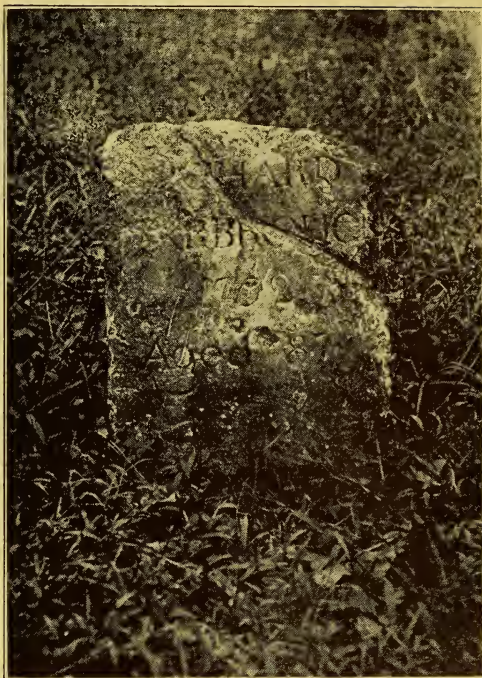
Time has shown that the purchase of this new addition was a wise action for all the available squares in the older sections have been sold for some months past.

Cemetery Charges

The charges for services at the cemetery had not been revised for many years and the cemetery was operating at a loss. An ordinance was passed fixing charges which were more commensurate with services being rendered and which would permit of keeping the property in the desired condition of appearance.

For the further purpose of improving the appearance of the cemetery in September, 1921, an ordinance was passed providing for "the perpetual maintenance in good order, by the city, or any burial lot in the Blandford cemetery, on application of any person interested therein or of any fiduciary holding funds for the purpose." This ordinance provided that the city would, upon the payment of a maintenance charge and upon assurance that the plot was initially in good repair, assume in perpetuity the maintenance of the lot in proper condition and the curbing, mausoleum and vault thereon in good repair. The maintenance charges are deposited by the sinking fund commission and the interest thereon used for the above purposes.

These two measures place the cemetery on a proper financial basis and insure its remaining so.



The oldest grave in Blandford Cemetery
1615-1702.

CITY HOME

This worthy activity of the city government was formerly known as the city almshouse and was under the supervision of the overseers of the poor. Under the new form of government this duty passed to the city manager with the overseers retained as a board of visitors. This plan was continued until July 1, 1922, when, under new State legislation, the city manager was appointed director of public welfare, and as such in direct charge of the almshouse. By this same act the board of visitors was retired. This board labored faithfully and intelligently and many of the improvements that have since been made found their inspiration in their recommendations.

One of the first steps of the new administration was the change of the name from the "City Almshouse" to the one more in line with the motives and methods of administration that were to be applied. It was called the "City Home."

Welfare of the Patients

On June 30, 1923, there were at the city home 44 patients—22 white and the same number of colored. This represents a fair average of the number for the last two years. In 1921 the average number of patients was somewhat higher.



City Home.

Before a patient is received every source of information is exhausted in search of some method by which the patient can be kept in his home or that of relatives or by which his health can be restored so that he may be self-supporting. Once admitted, he is provided with clean quarters and wholesome food. Foodstuffs are well prepared and all groceries are standard. Every

effort is made to eliminate any atmosphere of pauperization.

Many of the patients are able to assist in a small way in the cleaning work and the feeding of the stock. Some few are able to assist in a more material way in the running of the farm. They are all permitted to have their own little personal effects and to keep them in their rooms. Smoking and chewing tobacco are furnished regularly. Such things as these seem small matters and they are small matters so far as cost goes but to these unfortunate people they loom up as larger things and make life a whole lot more bearable.

Wherever possible this stay at the City Home is made a convalescent period where a patient may fit himself to again live independently. It is some testimony to the care that is given them at the City Home that several "cures" have been effected.

In short the same spirit that prompted the change of name has guided the administration. The effort has been to humanize this City Home and remove the taint of institutional pauperization.



Ward Used by The White Patients

Improvements in the Plant

That such a purpose might be carried out certain repairs and additions have been necessary. The superintendent's house was rebuilt and a steam laundry, obtained from Camp Lee, installed at nominal expense.

Probably it is not generally realized what an important part of the home the city farm is. Yet from this farm comes the major portion of the foodstuffs consumed at the home. During the last fiscal year the value of milk, butter, eggs, vegetables and fresh meats produced totaled approximately \$3,700.00. This activity is so much along the lines of the patient's welfare and so conducive to economy of operation that it has been developed as much as possible. During the last two years an implement shed, new hog houses, chicken houses and barns have been added. There is still much that can be done to develop this farm when the funds are available. Such things as fencing, ditching, the building of a silo, and the planting of additional acreage will all work towards the more economical and humane operation of this city home.

W. R. McKENNEY FREE LIBRARY

Early in the year 1922 the council was virtually besieged by petitions from practically every organization in Petersburg advocating the establishment of a public library. The need of a library in this city of 33,000 had long been realized but the active interest in the project had heretofore been intermittent and unorganized. Such a demonstration as this one impressed the council deeply and they were sympathetically inclined. Where to find the funds required for the purchase of the land and the erection of a library was the problem, however.

Gift of Clara J. McKenney

To Mrs. Clara J. McKenney the people of this city should be deeply grateful for the solution of this problem. On May 10th of this year, there was deeded to the city the handsome residence at the corner of Sycamore and Marshall streets to be used for a free public library and museum. This library is established as a memorial to William Robertson McKenney, who was a life long resident of Petersburg and was always deeply interested in its welfare and development. It will be known as the W. R. McKenney Free Library.



A recent gift to the city to be known as the W. R. McKenney Free Library.

Conditions of the Gift

In accepting this gift the city has agreed to make an initial expenditure of \$10,000.00 for the purchase of equipment and books and to expend annually \$7,500.00 for equipment and maintenance.

The library is to be maintained for both white and colored persons; all of the building including the first floor and above is to be for the exclusive use of white persons and the basement is to be kept for the exclusive use of colored persons with a separate entrance and exit.

In addition to the library the city is to maintain a museum in which shall be collected and preserved relics and matters of historical interest in connection with the city of Petersburg and the territory adjacent.

The deed will become effective the first of January, 1924, and the library will then be opened.

Administration

It is absolutely essential that the library be administered with the utmost economy and to that end the most experienced librarian that can be obtained for the salary available will be employed.

With the Mechanics Association's library of 12,000 volumes as a nucleus and a building that is admirable situated geographically and admirably adopted structurally, Petersburg is well along the way to realization of a municipal library. Probably nothing that has been done heretofore has greater significance for the future of the people of this city than the establishment of this properly equipped and properly administered free library.

IN MEMORIAM

THOMAS JEFFERSON MEREDITH

1861--1921

MEMBER OF THE COUNCIL

GERMAN BURTON GILL

1845--1922

CLERK OF THE COUNCIL

FORREST WILEY TUCKER

1875--1923

AUDITOR AND CLERK OF THE COUNCIL

THE LIBRARY OF THE
APR 11 1924
UNIVERSITY OF ILLINOIS.

UNIVERSITY OF ILLINOIS-URBANA



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