

1953

Annual Report, Bangor, Maine: 1953

City of Bangor, Maine

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BANGOR ANNUAL REPORT 1953

City Council Has One Of Its Busiest Years

During the 1953 year, the City Council as the legislative governing body of the city had many policy decisions to make. All official council action must be done by an ordinance, order or resolve. During the year, the council passed 18 ordinances, and 146 orders and resolves.

One of the first actions of the City Council and also one of the most important was the acceptance of three of the four changes recommended by the special charter study committee and their approval for submission to the state legislature. Another matter approved by the council for submission to the legislature involved a change in the city pension plan for firemen to provide for their voluntary retirement at age 60 under the same terms and circumstances as prevail in the police department.

At the first meeting in February, an ordinance was passed amending the building code to permit the use of metal smoke stacks under certain conditions and providing that approved safety measures had been taken. By the second meeting in February, the annual budget was finally approved and passed. Other action taken at this meeting included the amendment of the personnel rules to provide for 52 weeks of full pay to any employee sustaining a personal injury from accident arising out of his employment and also to provide special leave not in excess of three days to any employee whose absence is caused by a death in the immediate family. The bicycle ordinance was repealed at this meeting when it appeared that the problems involved in enforcement had largely nullified the original purpose of the ordinance.

In March, the City Council gave tentative approval to the develop-



JOHN J. FLAHERTY SR.
(Chairman)

ment of a housing project on the Strickland Road and authorized an application to the federal government for financial assistance in the construction of the necessary utilities. Also a first reading was given to an ordinance which was later passed in April regulating and licensing public dances and dance halls in order to clarify the police responsibility and to eliminate ambiguities which were present in the old ordinance. At this same meeting, the establishment of a 40 hour

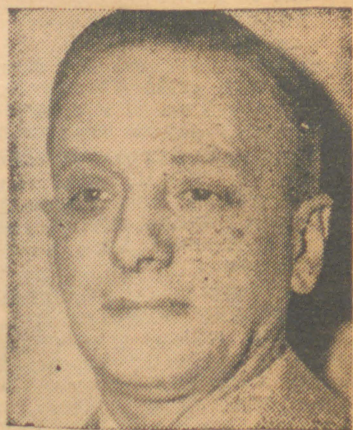
week at the city hospital and home was approved and the necessary funds provided from the contingent account. Other ordinances passed in April gave the city auditor the power to destroy old bonds and bond coupons under certain regulations, modified the requirements for permits to hang signs over the sidewalks and established qualifications for the position of superintendent of the city hospital and home.

At the first meeting in May the necessary borrowing measures were passed authorizing the borrowing of \$540,000 for the construction of a new East side school. Parking regulations were amended to prohibit parking on the south side of Garland street from Center



COUNCILOR
JAMES S. STANLEY

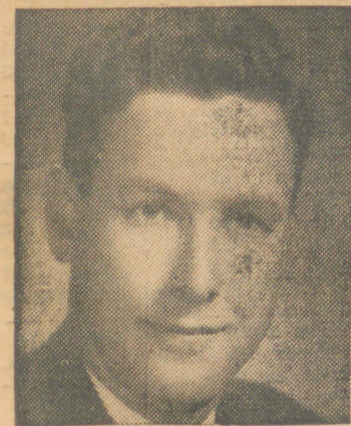
street to Essex street. In June an ordinance was passed to revise the provisions relative to parking meters to simplify the ordinance and make it easier to change the regulations governing the length of metered time in various areas. Also in June the council, having been informed that the Strickland Road site was impractical for housing, approved a revised plan for the housing project to be located be-



COUNCILOR
VICTOR A. VIOLA

tween Broadway and Kenduskeag avenue.

In July the council authorized the purchase of the Adler hotel site and took the necessary measures to provide for the financing of the purchase. The ordinances were amended to permit the erection of metal fire escapes extending over the sidewalk under certain circumstances with the approval of the chief of the fire department and the building inspector. The city manager was authorized to proceed with the demolition of the Adler hotel building and the construction of new sewers in the new



COUNCILOR
JAMES A. HUGHES

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COUNCILOR
HILTON HUMPHREY

Charter Revised In 1953

Progress Toward New Auditorium

The Bangor Recreation Center made progress toward the construction of Bangor's new auditorium by eliminating legal obstacles to the choice of Bass Park as a site. Through a suit brought before the Supreme Court it was definitely established that the use of Bass Park for this purpose is clearly within the terms and restrictions under which the park was given to the city.

Upon the successful completion of this legal process a definite site plan was developed by the architect and test pits were dug. These pits disclosed a subsoil condition which required borings to be made before the foundation of the structure could be designed. All work preparatory to inviting bids was completed.

As work progressed on the physical plans, steps were taken to proceed with the necessary borrowing. It then developed that sound financial arrangements would be difficult unless the act creating the Bangor Recreation Center were tested for its legality. Acting upon competent legal advice the trustees of the recreation center then proceeded to bring a suit before the supreme court in order to test the act and clear the way for the sale of bonds. At the close of 1953 this suit had been filed and it was anticipated that an early decision would be forthcoming, following which the bonds could be sold and contracts let for construction to begin in the spring of 1954.

housing project was authorized. In August the council authorized the execution of a contract for the construction of the East side school in the total amount of \$637,950 and the borrowing measures which had been passed in the spring were



COUNCILOR
ARNOLD L. VEAGUE

amended to provide for borrowing \$660,000, the amount required to meet the increased cost of the new school. In October ordinances were adopted redefining the duties and responsibilities of the electrical department, establishing the position of an electrical inspector in the office building inspection, requiring permits for all electrical work with a fee of 25c per permit, and amend-



COUNCILOR
DEVEREAUX MCCARTHY

Large Vote In Municipal Election

The year 1953 saw an almost record number of voters turn out for the municipal election in December. The total number of votes cast was 5827 as compared with 2953 in 1952. It was the largest number of voters in a municipal election since 1940 when 5989 voters went to the polls.

Nevertheless the comparison of the vote with the 11,040 who voted in the presidential election in 1952 offered a rather sad commentary on the lack of citizen interest in municipal affairs. In spite of the fact that municipal government has a more direct effect on the average taxpayer's life and pocket-book than does the question of who shall be President of the United States, only half as many people are interested enough to ballot.

As is customary in an off year, the number of registered voters showed a decrease.

REGISTERED VOTERS		
	1952	1953
Number, Jan. 1	12,218	14,503
New Voters	2,650	197
Voters dropped	— 365	— 1,157
Number, Dec. 31	14,503	13,543
Net Change	+ 2,285	— 960



COUNCILOR
DORIS C. ROSEN

ing the qualifications for appointment to the police department to reduce the minimum age from 25 to 21 years. Other actions taken in October included the rejection of the city manager's recommendation for changing the base for the assessed valuation of property, the establishment of a public health and hospital advisory committee, and the appointment of its members.

In November, the council con-



COUNCILOR
JOHN T. BARRY SR.

firmed the appointment of the new health officer and passed an ordinance prohibiting the use of gasoline blow torches for the purpose of removing paint from wooden structures. In December, the council took a step of major importance in passing a new zoning ordinance. It also repealed the ordinance providing for a city physician, established the position of attending physician at the city hospital and home, and initiated an ordinance revising the requirements of the subdivider in submitting plats for new development to be approved by the council.

At the municipal election in December 1953, the voters approved by a wide margin three amendments to the city charter. In general these amendments can be described as a modernization of the charter with only one of them having any direct impact upon the voters.

The consideration of possible Charter changes was initiated early in 1952. At that time a special study committee made up of council members James A. Hughes, James S. Stanley, and Arnold L. Veague and three citizens, George D. Carlisle, C. Everett Page, and Miss Mary Quinn was appointed to review the twenty year old Bangor City Charter to see if any changes were in order.

The Special Charter Study Committee submitted four amendments to the City Council of which three were approved and submitted to the State Legislature in the 1953 session. The three amendments were passed by the legislature subject to the approval of the voters at the 1953 municipal election.

The first amendment changed the date of the municipal election from the first Monday in December to the second Monday in October. The newly elected Council members will take office on the first Monday in November rather than the first Monday in January as at present. This change also requires the city manager to file his recommended budget with the council on the date of the organization meeting, the first Monday in November rather than on the last day of November as the charter now requires.

The report of the special charter committee to the city council, in discussing this proposed change, stated that the primary reason for recommending the change was to permit the council to consider and adopt the annual budget prior to January 1, the beginning of the city's fiscal year. In the past, no formal consideration of the budget could begin until after the newly elected council members took office in January. As a result, it has been a practical impossibility to adopt the budget before the second month of the fiscal year and on some occasions it has been the fourth or fifth month of the year before the budget has been passed.

The report pointed out that the annual budget constitutes the financial plan for the city's operations during the year and that the effectiveness of the budget would be materially increased if it were possible for the council to review it and adopt it before the beginning of the fiscal year for which the budget was prepared. The committee report also pointed out that the probability of better weather for the municipal election day might result in a larger vote.

The proposed amendment also contained a more detailed statement of the contents of the annual budget document and provided that sufficient copies of the budget and the manager's budget message shall be printed for the use of the council and those members of the general public who may be interested. It required that the budget and budget message shall be a public record.

The only other change involved in this amendment provided that the wardens and ward clerks, who are the election officials in each

(Continued on Page 2)

In Memoriam — 1953

JOEL F. MANN
Water Department
JOHN K. MORRILL
Fire Department
WILLIAM SHAUGHNESSEY
Public Works Department
HOWARD A. THOMAS
Water Department

Charter Amendments

(Continued from Page 1)

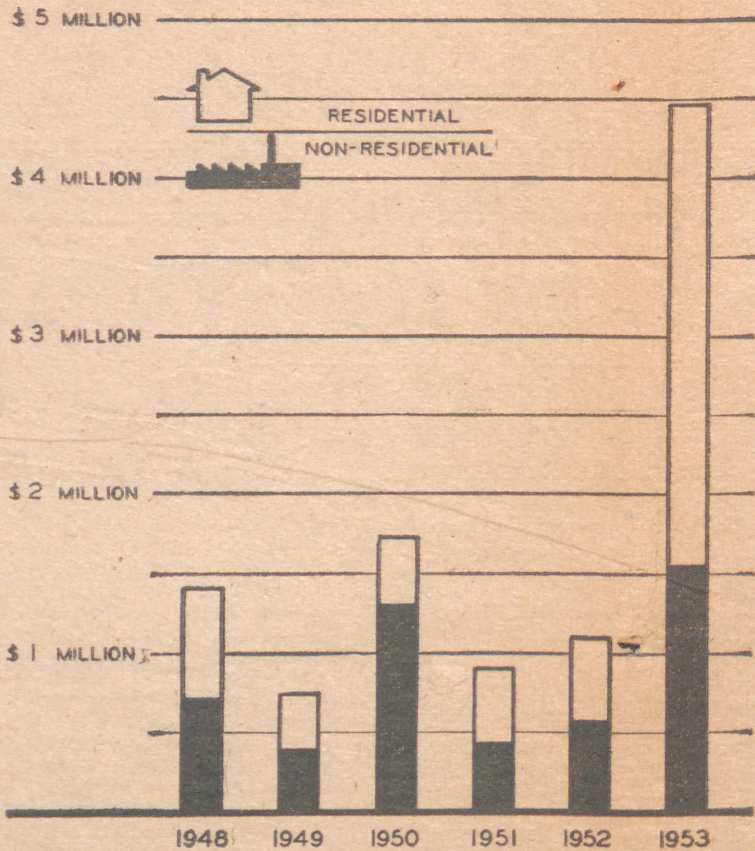
ward, shall be elected on alternate years for two year terms rather than having them elected each year for one year terms as at present.

The second amendment was primarily intended to eliminate certain obsolete offices and titles and to bring some of the wording of the charter in line with current usage and practice. This amendment eliminated from the charter any mention of the Harbormaster, a position abolished by the City Council in 1951, and the Board of Mother's Aid, an agency eliminated by the State Legislature in 1949. It also removed references to the Almshouse and substituted the current term, "City Hospital and Home." The provisions of the charter which establish the members of the City Council as the Overseers of the Poor were repealed and the powers and duties of the Overseers of the Poor were given to the Public Welfare Director.

This amendment also permits the school board to appoint the school superintendent for a period as long as five years if they wish. This eliminates the provision which limited the school board in appointing a school superintendent to giving a contract for only one year. According to the report of the Special Charter Study Committee, the current practice throughout the state as recognized in the general statutes is to give the school board authority to give contracts for as long as five years.

The third amendment changed the business and financial provisions. The amendment redefined the duties of the City Auditor to

CONSTRUCTION ACTIVITY
FOR WHICH BUILDING PERMITS WERE ISSUED: 1948-1953



fund until the project has either been completed or abandoned. The actual operation of this restriction has in the past led to some illogical arrangements where the city was forced to postpone an essential

Improvements
Made At City Hall

The program of improvements in City Hall was continued throughout the year. New asphalt tile flooring was laid in the first floor corridor, the recreation office, and the landing and anti-rooms off the auditorium. This completes the floor covering in the building with the exception of a few rooms where the wooden floor is adequate for the use.

An important safety measure was adopted in the installation of emergency lights in the auditorium and in the stair wells leading from the auditorium to the doors. These lights go on automatically if the regular current fails for any reason. They would provide adequate light for evacuating the building and therefore would have an important effect in preventing panic.

Another major improvement was the conversion of the heating system from coal to No. 6 fuel oil. The total cost of this conversion was \$5,644. The cost of the installation will be paid by the city in annual installments representing the annual savings in the cost of fuel. After a few years the installation will be paid for and the savings in fuel costs will then be reflected in the cost of operating the building.

Assets And Liabilities

Assets and Liabilities
December 31, 1953

Money in the bank		\$143,824.13
Less our liabilities		
Goods ordered but not paid for	\$21,313.75	
Next year's taxes collected in advance	13,318.03	
Funds held in reserve	9,308.10	43,939.88
Our Cash Surplus		\$99,884.25
Add loans of cash to other funds		
Purchase of Atler Hotel Site		10,000.00
Total 1953 Cash Surplus from Budget Operations		\$109,884.25
We also have Uncollected Surplus Items		
Taxes	\$54,251.63	
Sewer Assessments	5,930.76	
Cash in Working Funds	1,200.00	
Accounts Receivable	9,197.81	
		70,580.20
Total Surplus		\$180,464.45

A complete annual financial report has been published and is available to interested persons upon request to the city auditor.

establish his responsibility as the chief accounting officer of the city with responsibility for maintaining a general accounting system for the city government and supervising the disbursement of all funds. Under this amendment, the auditor is required to submit periodic statements of the city's financial condition to the City Council and to prepare a complete annual financial report. The auditor is also charged with the duty of approving all proposed expenditures and the change provides that no expenditure can be made unless he shall certify that funds are available.

A new provision contained in this amendment prohibits the city council from making additional appropriations once the budget has been adopted unless the Auditor certifies that funds are available to meet such additional appropriations. The Charter previously contained no such prohibition. A safeguard has been provided in the amendment to permit emergency appropriations in an amount not to exceed 4% of the current annual budget in the event of a public emergency threatening the lives, health or property of citizens, but requiring the concurrence of seven members of the council.

The section of the Charter governing the issuance of bonds and notes was amended incorporating the experience of the past twenty years to eliminate some of the difficulties which have arisen.

A new provision contained in this amendment permits the council to establish a capital reserve fund to provide for the construction of improvements on a pay-as-you-go basis. Actually the city has had authority to establish reserve funds but under the provisions of the general statute the specific improvement or specific type of improvement must be stated at the time the fund is established and thereafter the city cannot transfer any money from such a

project and to proceed with a less necessary item of construction because of the financial complications imposed by the general statutes. The amendment gives the Council more latitude in determining the areas of greatest need for the expenditure of capital improvement funds when the time comes to proceed with the improvements.

Directory Of City Officials

COUNCILMEN

Terms Expire November 1954
JAMES A. HUGHES, Chairman
ARNOLD L. VEAGUE
VICTOR A. VIOLA
Terms Expire November 1955
JOHN T. BARRY, JR.
HILTON HUMPHREY
DEVEREAUX MCCARTHY
Terms Expire November 1956
DONALD L. GRANT
JOHN E. HESS
EDWARD J. KELLEHER

STANDING COMMITTEES

Accounts and Finance—Veague, Barry, Hess; Public Works—McCarthy, Hughes, Kelleher; Public Safety—Viola, Humphrey, Grant; Engrossed Ordinances—Humphrey, Veague, Barry.

Officers elected by the Council for a stated term, expiring in the year indicated:

ASSESSORS

Alec M. Wescott, Chairman, January 1957; Harry E. Torrens 1956; William J. Largay, 1955.

SUPERINTENDING SCHOOL COMMITTEE

Members: John P. Vose, Chairman, January, 1955; Grace A. Overlock, 1955; Dr. Lawrence M. Cutler, 1956; Dr. Martyn A. Vickers, 1956; Charles F. Bragg, II, 1957.

Appointees: Superintendent, Roland J. Carpenter; School Agent, Lawrence H. Striley; Attendance Officer, Anne L. Fickett.

WATER BOARD

Members: Arnold Veague, Chair-

man, January, 1955; Earle M. Hillman, 1955; Charles C. Morris, 1956; Donald J. Eames, 1956; Frederick T. McEwen, 1956; John J. Flaherty, Jr., 1957; George Hawkes, Jr., 1957. Appointees: Superintendent, Donald P. Johnston; Assistant Superintendent, Paul G. Butler; Clerk and Collector, Harold L. Miller.

TRUSTEES OF THE HERSEY FUND

William P. Newman, January, 1955; Donald S. Higgins, 1957; John M. O'Connell, Jr., 1959; Boutelle Savage, 1959; Treasurer of the City of Bangor, ex-officio.

BANGOR PUBLIC LIBRARY BOARD

Consisting of the Trustees of the Hersey Fund and: Charles F. Bragg, II, George F. Eaton, Horace S. Stewart, Erwin S. Anderson. Appointed by Library Board, Librarian, L. Felix Ranlett.

TRUSTEES OF THE SOPHIA KIRSTEIN STUDENT LOAN FUND

Abraham M. Rudman, January, 1955; Arthur Smith, 1957; Margaret A. Bradbury, 1957; Robert N. Haskell, 1959; Superintendent of Schools, ex-officio.

CITY PLANNING BOARD

Walter F. Ulmer, Chairman, 1955; E. Richard Drummond, 1954; Francis A. Finnegan 1956; Simear F. Sawyer, 1958; Kent S. Hassen, 1959

RECREATION ADVISORY COMMITTEE

James F. O'Connor, Chairman,

1956; Betty Berger, 1955; Alden Lancaster, 1955; Helen Libby, 1955; James P. O'Loughlin, 1957; Victor A. Viola, ex-officio.

BOARD OF APPEALS—ZONING ORDINANCE

Arthur G. Eaton, Sr., Chairman, January, 1957; Albert Winchell, Jr., 1955; John R. Carney, 1956; Associate member—Ballard Keith, 1955.

BANGOR RECREATION CENTER
Robert N. Haskell, Chairman, January, 1957; W. Weldon Dunnett, 1955; Albert J. Schiro, 1956; Charles F. Bragg, II, 1958; Allan Woodcock, Jr., 1959.

PUBLIC HEALTH & HOSPITAL ADVISORY COMMITTEE
Robert O. Kellogg, M.D., Chairman, January, 1956; Eugene E. Brown, M.D., 1955; Thomas M. Hersey, 1955; Alfred C. Frawley, 1956; Mrs. Roland Dolley, 1957; James A. Elliott, D.V.M., 1957; Wm. A. Purington, M.D., 1957.

DENTAL HEALTH ADVISORY COMMITTEE

Milton S. Jellison, Chairman, January, 1957; Howard L. Kominisky, D.M.D., 1955; Carolyn Lombardi, 1955; Wilma Bradford, 1956; Edmond T. Laing, D.D.S., 1956; Jean Sweet, 1956; Samuel J. Rosen, D.M.D., 1957.

The following officers appointed by the City Council to hold office during the pleasure of the appointing power:

City Manager, Julian H. Orr; City Clerk & Auditor, Jay E. Alley; City Treas. & Tax Collector, Ralph L. Waymouth; City Solicitor, Abraham J. Stern.

CIVIL SERVICE COMMISSION
William R. Ballou, Chairman, Joseph H. Fleming, Gerald Rudman.

BOARD OF REGISTRATION

as provided for by Statutes
Erminie G. Kelly, Chairman, Hazel M. McNamara, Mildred M. Merrill.

SEALER OF WEIGHTS AND MEASURES

Bernard C. Constantine, 25 Autumn Street.

The following appointed by the City Manager and approved by the City Council:

City Engineer James L. MacLeod
Fire Chief John J. Nelligan
Police Chief John B. Toole
City Electrician Leon J. Cole
Director of Welfare Dept. Ruth S. Lord

Supt. City Hospital and Home Oscar L. Modesto
Recreation Director Bernard Campbell

Building Inspector Guy MacCrae
Purchasing Agent Virgie Kane
Health Officer William J. Carney
City Planner Warkentin Schroeter

CEMETERY BOARD

Wilnot I. Brookings, Chairman; Hazen A. Polk, Merrill R. Kirtledge.

SUPERINTENDENT OF BURIALS
Appointed by the Cemetery Board
Mount Hope, F. Stanley Howatt; Oak Grove (Finson Road), Edgar H. Lewis; Maple Grove (Pushaw Road), Harvey H. Garrison; Pine Grove (Hammond Street), Walter B. Allen.

When Are Taxes Too High?

Many people would say that taxes are too high because they are higher than they used to be. It is true that tax rates and tax bills have increased, but a careful examination shows that in terms of real value the average tax bill in Bangor was lower in 1953 than it was in 1930 or 1940.

A random sample of one hundred homes was selected from the Assessors records. A review of old records produced the following comparative figures for the 100 homes.

	1930	1940	1953
Average Assessment	\$3,471.	\$3,387.	\$3,660.
Tax rate	40.80	43.50	60.00
Average tax bill	\$ 141.61	\$ 147.33	\$ 219.60

At first glance it seems obvious that the tax bill has increased in going from \$141.61 to \$219.60 in 23 years. But has it? We all know that dollars are of no value except for what they may buy. And we all know that in 1930 a dollar would buy a lot more than in 1953. So if these figures are adjusted in terms of purchasing power (using the Consumers Price Index, Bureau of Labor Statistics) we get an entirely different picture.

	1930	1940	1953
Average tax bill adjusted to 1953 dollar values	\$ 227.48	\$ 282.10	\$ 219.60

These figures show, that in terms of the buying power of the dollar, Bangor's average taxpayer is paying lower taxes today than he was 23 years ago, and considerably lower than in 1940. In Bangor taxes are not high as compared with yesteryear.

Other people will say that Bangor's taxes are too high in comparison with other cities. This is a matter that is difficult to determine but a first class attempt to check the facts as they relate to Bangor has been made by a student from the University of Maine. Norris Stilphen, a public management student, with the help of the City Managers office, obtained comparative tax figures for Bangor and fourteen other New England cities of comparable size.

These tax figures were obtained by sending to the assessors of each of these cities a complete assessment record, including dimensions, description and picture of an average Bangor home assessed at \$3650. No information as to Bangor's assessment was included but the full current sales value of the land was given as a guide. The assessors in each city were asked to place their assessed valuation on this home and to report all property taxes assessed against it. The resulting information shows that the owner of an average home in Bangor pays a lower tax than in twelve of the fourteen cities.

	1953 Tax Bill
Lewiston, Maine	\$123.73
Newport, R. I.	179.30
Bangor, Maine	\$219.60
Bristol, Connecticut	227.00
Gardner, Massachusetts	230.00
Attleboro, Massachusetts	232.65
Middletown, Connecticut	259.66
Salem, Massachusetts	264.00
Northampton, Massachusetts	276.00
Framingham, Massachusetts	290.60
Concord, N. H.	285.96
Beverly, Massachusetts	290.00
North Adams, Massachusetts	299.37
Gloucester, Massachusetts	328.93
Fitchburg, Massachusetts	349.68

Allowing for the possibility of some error in computation of assessment, it nevertheless seems a valid conclusion that the average Bangor homeowner would be paying a higher tax if he lived in most other New England cities of comparable size. In Bangor taxes are not high as compared with other cities.

Permits For Building Construction

	1950-1951-1952-1953				
	1950	1951	1952	1953	
New Dwellings erected	65	52	54	334	
New dwelling units from alterations	13	21	9	3	
	<hr/>	<hr/>	<hr/>	<hr/>	
Total new dwelling units	78	73	63	337	
Dwelling units demolished	25	5	2	15	
	<hr/>	<hr/>	<hr/>	<hr/>	
Net additional dwelling units	53	68	61	322	
Other new buildings	69	37	44	84	
Other buildings demolished	11	10	6	18	
Structures other than buildings	24	21	20	51	
Alterations and additions	87	99	117	142	
Total value of permits	\$1,723,327	\$896,311	\$1,096,707	\$4,466,455	

MORE FOR YOUR \$\$

YOUR CITY GOVERNMENT GIVES YOU MORE FOR YOUR TAX DOLLARS

DON'T BUY A SNOW SHOVEL. BUY THE CITY SIDE WALK SERVICE. YOUR WALK SHOVELED AND SANDED ALL WINTER


36¢



SAVE ON FIRE INSURANCE

BY PAYING \$1.76 PER MONTH FOR CITY FIRE PROTECTION YOU CUT YOUR FIRE INSURANCE COSTS BY


75%



FREE PUBLIC EDUCATION

OUR MOST EXPENSIVE SERVICE BUT WE KNOW YOU WILL AGREE IT IS WORTH \$1.60 PER WEEK - LESS THAN THE COST OF A CARTON OF CIGARETTES.

TOMORROWS - CITIZENS -



RECREATION

4¢ WEEK

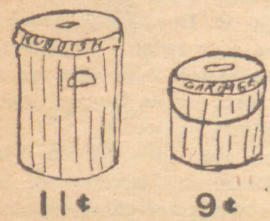
BASEBALL
SOFTBALL
SWIMMING
CRAFTS
ARTS
PLAY



REFUSE COLLECTION

20¢ PER MONTH

RUBBISH EVERY 3 WKS
GARBAGE WEEKLY - TWICE A WEEK IN SUMMER. YOU CAN'T BEAT THIS SERVICE. LOW COST



BOOKS TO READ

ALL YOU WANT FOR ONLY

PUBLIC LIBRARY SERVICE **5¢ PER WEEK**

16¢ PER MONTH FOR REMOVING WASTE AND RAIN WATER. SEWERS ARE A BARGAIN

WHY PUT UP WITH STREETS LIKE THIS

LIGHTED STREETS A PENNY A DAY

1¢



NEED STREETS FOR ONLY 10¢

A WEEK WE WILL KEEP 112 MILES OF PAVED STREETS PATCHED AND TARRED FOR YOUR USE

83 ACRES

FOR \$1.67 A YEAR

83 ACRES OF LOVELY PARKS MAINTAINED FOR YOUR PLEASURE AND ENJOYMENT. YOUR COST ONLY **3¢ PER WEEK**

THESE ARE ONLY A FEW OF THE MANY CITY SERVICE BARGAINS

City Employees Gain Shorter Hours

The employees of the police and fire departments and the city hospital and home were all granted reductions in working hours in 1953. The hours were shortened from 72 to 63 in the fire department, 48 to 44 in the police department, and from 48 to 40 in the hospital and home.

In order to spread the financial impact of these changes over two years, the reduction in hours went into effect in the middle of the year. The added cost in the 1953 budget amounted to \$1400 for the hospital and home, \$6804 in the police department and \$17,200 in the fire department, or a total of \$25,404. The added cost for a full year of operation under the new schedules would be double the above amounts.

In order to achieve these reductions in hours, it was necessary to add 4 patrolmen and 13 firefighters

to the city payroll. The addition of so many new men in the fire department created a training problem which was met by conducting full time training exercises for the new men for more than a month after they were hired. Not until this training had been completed were the men assigned to duty and the hours actually reduced.

Under the new schedule in the fire department the men continue to work 10 hours per day on the day shift and 14 hours on the night shift. A typical schedule of work calls for a man to work 3 days on the day shift after which he has 24 hours off before going on the night shift the following day. He then works 3 nights and has 48 hours off before reporting back on the day shift.

According to the U. S. Bureau of the Census report for 1952 the per capita city debt of Bangor was \$42.59 as compared with an average of \$88.54 for all cities in our population class.

The chief cause of fires in Bangor is flooded oil burners. There were 134 oil burner fires in 1953 compared with 96 in 1950 and 60 in 1946.

Position Of City Physician Abolished

With the resignation of Dr. Edward Curran, M.D., who had served as city physician since 1949, it became apparent that some change would be required in order to continue the services which he had performed. The city physician had been charged with responsibility for caring for all patients at the city hospital and home, and also with providing medical care for welfare clients and in police emergencies. For these duties the city physician was paid \$2060 per year plus \$300 which the city received from the state for medical care given to state charges.

After failing to interest any of the local physicians in accepting this post, it was decided to divide the job and to seek a physician who would be interested in serving as attending physician at the city hospital and home. The city was very fortunate in securing the services of Dr. Joseph Lezberg, M.D., for this portion of the job. By narrowing the assignment to include only responsibility for the hospital and home it has been possible to increase the amount of time given to medical care at that institution.

It soon developed that the city could not find a physician who was willing to accept the other portion of the job, that of giving care to welfare clients and handling police emergency calls. It was decided to meet these needs through the use of the private physicians in the city on a fee basis. Although at the close of the year the new arrangement had only been in operation one month, it appeared that it had every chance of success and that it might prove more economical.

Maine had a total of 117 places with the Council-manager form of government as of March 1, 1953, leading all the other states. California and Texas are close behind with 106 and 94 respectively.

In the past two years 75 automobiles have been reported stolen in Bangor and everyone of them has been recovered for the owner.



TRAINING NEW FIREMEN—With the advent of the shorter work week for the fire department, thirteen new men had to be trained as firefighters. In the picture above a group go through their paces before being assigned to regular firefighting duty.

Leaflets Accompany 1953 Tax Bills

With the 1953 tax bills, the city distributed a tax leaflet, one side of which is reproduced at left. The remainder of the leaflet explained the reasons for a tax rate increase and compared the increases in taxes with the increased cost of other necessities. The amounts shown as the cost of the various services illustrated at left represent the cost to the average home owner.

In the 1953 budget the appropriations to the school department totaled \$210 per pupil. If this is compared with the average home owner's city tax bill of \$215.39, it will be seen that the taxes on the average home did not even pay for the education of the children it sent to the public schools. Taxes on business and industrial property took up the slack here and elsewhere.

Teachers Get Pay Increases

The major achievement in the school system in 1953 was the formulation of an improved salary schedule for teachers which will become fully effective on January 1, 1954.

This schedule was prepared by a committee from the Bangor Teacher's Club. It was presented to the School Committee and with some changes approved by this group. It was then presented to the City Council in connection with the 1953 budget request. The Council approved the schedule with the understanding that enough money would be appropriated in 1953 to go half way toward its implementation with the balance to be planned for in the 1954 budget. A law passed by the 1951 Legislature requires equal pay for men and women by January 1, 1954. This has been planned for in the schedule. As of January 1, there will be no difference between the salaries of men and women with the same training and experience. The new schedule guarantees a minimum of \$2200 for teachers with three years of post high school training and no experience. This will increase \$100 with each year of teaching experience to a maximum of \$3200.

Teachers with a Bachelor's Degree and no experience will start at a salary of \$2700 and increase by \$100 yearly increments to a maximum of \$3700.

Teachers with a Master's Degree and no experience will start at a salary of \$2900 and increase by \$100 yearly increments to a maximum of \$3900.

The salary schedule proposes further \$100 yearly increments with maximum for teachers with Bachelors' Degrees \$4200 and with Masters' Degrees \$4500. These latter maximums have not been approved as yet but are in the schedule for future consideration whenever finances permit.

A comparison of teachers' salaries in Maine made in September 1953 showed Bangor in fifth place in average salaries. The average in Bangor at that time was \$3298. However, with increases effective January 1, 1954, the average will be approximately \$3525. The highest average of any community in the state was \$3677 in September. According to these figures the present schedule places Bangor teachers on a scale comparable with the best in the state.

The area of Bangor is 32.9 square miles. In this area the city provides 84 acres of parks and cares for 121 miles of streets and roads and 103 miles of sidewalks.

Three Key Position Filled

During the year vacancies occurred in the positions of health officer, electrical inspector and purchasing agent.

William J. Carney of Arlington, Massachusetts was appointed as health officer to fill the position vacated by the retirement of Harry D. McNeil. In order to evaluate the city's needs, the council created the Public Health and Hospital Advisory Committee to which were appointed Robert O. Kellogg, M.D., who was subsequently chosen as Chairman, Eugene E. Brown, M.D., Mrs. Roland Dolley, James A. Elliott, D.V.M., Alfred C. Frawley, Sr., Thomas M. Hersey, and William A. Purinton, M.D. This committee unanimously recommended that a lay person trained and experienced in public health work should be selected for the post. After an interview with Mr. Carney, the committee also unanimously recommended that the council confirm his appointment by the city manager. The committee has been established as a permanent advisory group and has met once a month to review and discuss the public health program and to make recommendations concerning it.

Mr. Carney, a graduate of Boston University, holds a masters degree in public health from the University of Massachusetts. He had previously served for more than two years doing public health work in the air force.

The vacancy of electrical inspector caused by the retirement of William J. Walsh was filled by the appointment of Carl G. McLaughlin. Mr. McLaughlin had worked for the city in the electrical department since 1936 and had worked as a station operator and with the line crew. Soon after his appointment as electrical inspector the duties of this office were assigned to the newly created department of building inspection and he was assigned to that department.

Miss Virgie Kane was appointed purchasing agent to fill the position vacated by the resignation of Stanley Yonkausk. Miss Kane had worked for the city since 1933 and most of this service had been in the purchasing office. During these years she had initiated several new purchasing agents into the intricacies of the system. In 1953 she was rewarded for her services by promotion to the top job.

The first council-manager charter was adopted by vote of the people of Sumter, So. Carolina in 1912. The first large city to adopt the plan was Dayton, Ohio in 1914.

City-Federal Relations Improved In Federal Housing Problem

A long standing dispute between the city and the federal government over payments for services rendered to the Fairmount Terrace Housing project neared settlement in 1953. In the previous year, after the U. S. Comptroller General had ruled a previous contract for these services illegal, the city had suspended all services except police and fire protection and garbage collection. Shortly after this ruling the city was advised that the sum of \$13,397 which it had received in 1949 and 1950 would have to be paid back to the federal government.

The city refused to admit that the contract had been illegal and refused to make any repayments. A new contract was drawn up and submitted to the Comptroller General for his decision.

In March 1953, the city was advised that the ruling had been favorable and consequently the city and the air force executed the new agreement to take effect August 1. At the same time the city filed a claim for \$5,003 for services rendered during the period when the contract was in dispute. In October 1953 the city was advised that the U. S. Comptroller General had revised his decision under which the city was requested to pay back \$13,397 and that the exceptions had been reduced to \$7,397. The city replied that it would refuse to pay this amount for the same reason that it had refused the larger amount. The city argued that the contract had been entered into in good faith on both sides and that in the later ruling of the federal government, a contract for services had been deemed a legal contract.

As matters stood at the close of the year, the city was rendering services to the project under a contract which had been upheld. The city had filed claims, totaling \$5,003 against the federal government and in turn had refused to pay claims of \$7,397. Although far from settled at the close of 1953 this constituted a distinct gain for the year, which had begun with no contract and with claims of \$13,397 on file against the city.

According to the 1950 census more than 23,000,000 live in places governed by the council-manager form of government.



NEW SCHOOL BEGUN—The construction of the new East side school began in the fall of 1953. The building is being erected at the corner of Fruit Street and Mt. Hope Avenue next to the Garland Street Junior High School athletic field. The total cost including land and equipment is estimated to be \$745,000. The lower picture is an aerial view of an early stage in the construction. The top picture shows a model constructed by the architect, Eaton Tarbell and Associates.

Construction Begins On New Eastside Elementary School

Construction of a new elementary school located at Fruit Street and Mt. Hope Avenue began in the fall of 1953. This school designed by Eaton Tarbell and Associates will resemble in many ways the prize winning Vine Street School completed in 1951.

The new twenty room school includes a cafeteria and a combination gymnasium and auditorium. The total estimated cost including the cost of the site, landscaping and equipment is \$745,000. Of this amount \$660,000 is to be borrowed, the balance having been paid from appropriations during the years 1951-1954. Temporary notes were sold for one year in October at an interest rate of 1.85%. These notes will be retired next fall when 20 year serial bonds are to be sold for the permanent financing of the school. This procedure permits the amount of bonds sold to be based on final costs and it is also believed that there is a good possibility that interest rates in the fall of 1954 may be lower than they were in

1953.

Although the new school will be quite similar in general appearance to the Vine Street School a number of important improvements have been incorporated. The partitions of the new school are being made of fire resistant materials, the building will be heated by two boilers rather than one, and the building will have sprinkler equipment. The latter, in addition to providing greater safety, will so reduce the insurance rate on the building as to pay for itself in a period of about 16 years, or less than the duration of the proposed bond issue.

It is partially as a result of these improvements that the cost of the new school exceeds that of the Vine Street school. A comparison of the costs for the two buildings follows:

	New School	Vine St. School
Land	\$ 29,411	\$ 35,450
Architect's fee	38,277	28,525
Building and landscaping	637,950	467,336

Equipment	25,000	25,102
Miscellaneous	-	3,110
Contingent	14,362	
	\$745,000	\$559,523

Other factors influencing the increased cost were increases in wages and materials cost and the fact that two local contractors who had been substantially below other bidders on the Vine Street school were unable to bid on the new school.

The financing of the new school was planned on the basis of a substantial "down payment" from current appropriations with the balance to be borrowed. The following table shows the manner in which the school is being financed.

1951 appropriation	\$ 10,000
1952 appropriation	10,000
1953 appropriation	30,000
1954 appropriation	35,000
Total "down payment"	\$85,000
Bonds to be sold	660,000
Total	\$745,000

... For A Better Place In Which To Live

A city is more than merely a combination of buildings and streets, more also than a location on the countryside or a variation in the landscape. The city is the people gathered together to make for themselves a life which is better than that which any of them could achieve individually. The city has a purpose—to serve the people in their individual pursuits where those pursuits are not in conflict.

The city's greatest weakness in the past and its foremost problem today is: how can the city, with its thousands of individuals, have a healthy vitality without the surrender of its people's individual liberties. Cities which have consistently failed to face up to this problem are undergoing a slow death for lack of purpose, or are suffering from excessive personal regulation.

Some cities, on the other hand, have undergone drastic changes during recent decades in their at-

tack on this problem. While there was a time when unstable land values, traffic congestion, the existence of slums, corrupt government, etc., were thought to be signs of prosperity and greatness, we know today that these conditions are signs of rot which could eventually strangle the city and force the evacuation of its people.

The community organizers—the City Planning Board, the Superintending School Committee, the Recreation Advisory Committee, Civil Defense, and others — are waging a constant battle against the forces of community deterioration. Their objective is to promote the highest possible degree of freedom of action in city life, by orderly development of the city.

Only through the recognition and the efficient resolution of common and conflicting interests can a city carry out the purpose for which it was intended, and thereby win out in the competition for a better way of life.



CIVIL DEFENSE TEST—The Civil Defense control center in action during a drill. Included in the group were left to right: Police Chief John B. Toole, Daniel McCay, Public Works Director James L. MacLeod, Assistant Fire Chief Paul Clark, George W. Hawkes Jr., Mrs. Elizabeth Hawkes, Mrs. Aubigne Smith, Frederick Newman, City Manager Julian H. Orr, City Clerk Jay E. Alley and Director James F. White.

Civil Defense Has Top Rating

Civil Defense in an age of atomic warfare is vastly different from that of previous years. Supersonic jet war planes have all but replaced the older propeller driven craft. Full size and "baby" atomic bombs have come into the picture previously occupied merely by fire bombs and high explosives. A high degree of preparedness for any emergency was the keynote of Civil Defense planning in Bangor during 1953.

Under the direction of James F. White, the Bangor Civil Defense organization has achieved the status of being "outstanding" among the communities in the state. Upwards of 1000 private citizens in Bangor and adjoining towns are capable of being brought quickly into play as a team to cope with any possible enemy action, including a surprise air attack.

More than a score of auxiliary firemen and an equal number of auxiliary police are ready at all times to augment the "regulars" in fighting fires, controlling traffic, and maintaining law and order in the city in the event of a CD emergency.

First-aid stations, strategically located throughout all parts of the city, are prepared to be manned by local doctors, nurses, nurses' aids, first-aiders, stretcher bearers, and ambulance personnel. If an attack should come, the CD welfare service would gather and pass on news of people who are separated from their families, and register those who would need individual care.

All heavy contracting equipment in Bangor and surrounding areas is tabulated in the CD files, and local construction workers and utilities personnel are ready to restore damaged facilities and clear away debris after an attack. Rescue service and evacuation equipment has been assigned to CD needs, in the event of an emergency, by all transportation companies operating in Bangor.

The nerve center of Bangor's Civil Defense is the communication service operating from the recently developed control center in City Hall, or one or the other of two alternate control centers at the Junior High Schools. A highly organized system of radio communications is provided by the Bangor Amateur Radio operators with many fixed and mobile radio units located throughout the city. Direct radio contact can be made with any part of the city and with state Civil Defense headquarters in Augusta.

Two local radio stations have installed Conelrad equipment to permit continued broadcasting during an emergency without being an aid to approaching enemy aircraft in seeking out their target.

Civil Defense tests during 1953 involved only CD personnel and not the public. Most of the problems worked out by the organization under realistically imposed circumstances were geared to the use of Civil Defense in the event of civil disasters rather than war-time enemy attacks. Bangor people have recognized the importance of "being prepared" and have actually done something about it.

250 Housing Units Started

After two years of discussion and consideration of various housing proposals, 1953 saw a specific project proposed and brought into being. The project, which is being built by the Bangor Garden Homes, Inc., is located between Broadway and Kenduskeag Avenue at the edge of the built-up portion of the city. It will contain 250 single family dwellings of two and three bedroom size.

This housing project was authorized by the Federal Housing Administration as a part of the federal program for encouraging the construction of housing needed in defense areas through the use of private capital. The FHA shares the risk of the project through insurance of the financial arrangements. Of the 250 houses, 75 can be offered for sale while the remaining 175 must be rented for at least two years after their construction. In both sales and rentals the houses must first be made available to Dow Field personnel and can only be sold or rented to others if after a 90 day waiting period there are no "takers" among the military personnel.

Action was taken by the Planning Board to approve the proposed site on June 20 after holding a public hearing on the matter. The approval by the board was contingent upon the establishment of a 60 foot minimum width for the lots, the rearrangement of the street pattern to provide better drainage and future street openings to surrounding areas, and the dedication of portion of the land for future highway needs and also for recreational purposes. The City Council approved the plan and the financial arrangements for the installation of streets and utilities on June 22, 1953.

The estimated cost to the city for the new development, exclusive of water installation costs, is \$69,892. This can be broken down as follows:

	Total Cost	City's Share
Sewers	\$ 54,907	\$ 19,092
Streets	43,000	23,500
Sidewalks	25,100	23,700
Fire Alarm & Street Lighting	3,600	3,600
	\$126,607	\$ 69,892

Of this amount the sewer cost was paid during 1953 and the balance scheduled for 1954. In addition to these costs the Water Department estimated that it would spend approximately \$57,000 for the installation of water mains and services.

As construction proceeded the city maintained careful inspection of all features of construction. The building inspector reported that the new houses complied with the code in every way and that they were of sound construction.

At the close of the year, as many of the units neared completion, it was planned to have the entire development ready for occupancy by spring. Discussion was also beginning about the possibility of adding 100 units to this development on the side toward Kenduskeag Avenue to make a total of 350 units by the same developer.

Bangor Zoning Ordinance Revised

The major project during 1952 and 1953 for the City Planning Board has been the complete revision of Bangor's outmoded zoning ordinance. This work was carried out by the board, and the new zoning ordinance was enacted by the City Council on December 28, 1953, to become effective on January 7, 1954.

A number of sweeping changes were incorporated in the new zoning ordinance, all of which are expected to take their part in promoting a more logical and orderly pattern of land development for the "Bangor of the future".

An open development zone was established in the rural sections of the city to provide for a minimum lot size of one acre.

Recently Bangor has been faced with rising costs of supplying uneconomical municipal services and facilities to scattered residential developments in outlying areas. In other instances, hazardous health conditions have been on the increase where such services and facilities could not be provided. To combat these problems a minimum lot size of one acre was established in the open development zones. Lots of this size will permit the installation of water and sanitary facilities on each lot by the owner without endangering the health and safety of the inhabitants of the area and without an otherwise disproportionate cost to the taxpayers in the community. The open development zones encompass approximately three-quarters of the area of the city, including the airport runway approach zones.

Density standards in residence zones were up-graded to encourage housing development conducive to better family living.

A study of the residential provisions of the old zoning ordinance revealed that Bangor was zoned

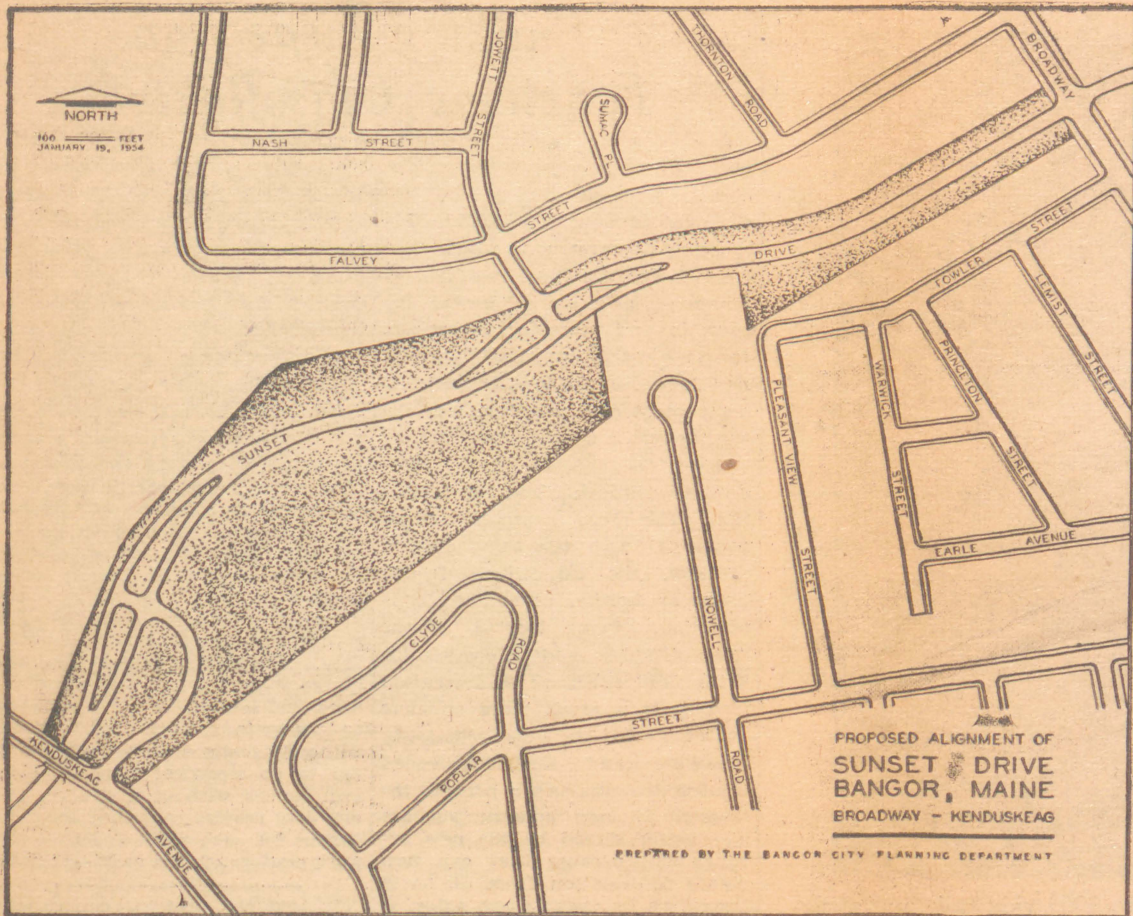
for over 300,000 people, if all the residential areas were to be used to their maximum capacity. This figure is far beyond any foreseeable population for the city. Also, an almost inconceivable density of 121 families per acre (about 500 persons) was permitted in the apartment house zones, with a minimum lot size of 360 square feet per family—an invitation to squalor.

Other studies showed that, except where slum conditions had already set in, the actual population settlement pattern in Bangor's apartment house zones was nearer to ten or twenty families per acre, and that assessed valuations of land in these areas were only about double those in the single-family districts of the city. The new zoning ordinance therefore permits maximum densities of six, sixteen, and twenty-six families per acre in the residence zones instead of the unrealistic densities of seventeen and 121 families per acre as per the old zoning ordinance.

Industry zones were accorded overdue recognition and were placed on an equal footing with other zones in the city.

The industry zones of the old zoning ordinance were traditionally the stepchild of the city's zones. There was protection for residences against careless industrial development, but no protection for industries against careless residential development. Not only were residences permitted in all the commercial zones, there was also no limit on family density in these zones.

The new ordinance, on the other hand, first provides that the areas which are most desirable for industry are zoned for industry, and then sets certain restrictions on residential construction in the standard industry zones and prohibits it except on appeal in the unrestricted industry zones. Bangor's economic future may depend on these provisions.



OUTER DRIVE PLANNED—When the plans for the new 250 unit housing development were submitted, of particular interest to the City Planning Board was the fact that an important section of a recently conceived circumferential neighborhood access drive lay entirely within the area of land being subdivided. Following conferences with the Board, the developer agreed to dedicate to the city an appropriate strip of land from Kenduskeag Avenue to Broadway having a right-of-way width of 100 feet and sufficient additional park strips on either side in order to provide for the control of access and a grade separation intersection at Kenduskeag Avenue. The plan pictured above illustrates the section between Broadway and Kenduskeag Avenue. This one-half mile stretch, when built, will be the first section of a much needed route encircling the city and serving to connect the various residential and industrial neighborhoods, as well as the principal radiating highways. One of the purposes of the City Planning Board is to anticipate the city's needs of the future and to provide for them now at little or no cost to the city.

Truck By-Pass Postponed Again

Because of continued uncertainty concerning the plans for the expansion of Dow Air Force Base, the proposed Hammond Street to Main Street truck by-pass, which was originally scheduled for construction beginning in the fall of 1951, was again postponed in 1953. The plans for the expansion of the base, which had seemed so definite in the statements of Air Force officers in the fall of 1952, became indefinite after the change of administration in Washington and resulted in a postponement of planned construction so that it could be reviewed. As the year passed, however, it became evident that some of the items of expansion and improvement for the base had received authorization and contracts were being advertised and let.

From the information available to the city, however, it appeared that the only runway extension planned at this time for the summer of 1954 was the extension of the northwest-southeast runway in a northwesterly direction. It became apparent that the plans for the extension of the southwest-northeast runway, which would have cut Hammond Street, had either been abandoned or were being held in abeyance. It therefore seemed that there was little probability of any relocation of Hammond Street in the immediate future, and the city's position with

respect to the truck by-pass from Hammond Street to Main Street was almost identical to that of three years ago before the first advice was received of the proposed expansion of the air base. A major change had occurred, however, in the city's ability to finance such construction because the high cost of school construction had reduced the city's available borrowing capacity to an absolute minimum.

At the close of 1953, citizen pressure was beginning to develop in the south end of the city to eliminate the truck traffic through the residential streets. A petition to this effect was presented to the council and referred to the planning board for their consideration. If it had not been for the advice of the Air Force concerning their expansion plans, the construction of the proposed by-pass in 1951-52 would have eliminated this serious problem.



VALLEY AVENUE BRIDGE—The old covered bridge on Valley Avenue is the last remnant of an important chapter in Bangor's transportation history. Attractively situated in a beautiful park-like setting, the locally-engineered structure stands as a monument to the practical bridge builders of Bangor's early days.

Bangor Looks At Its Bridges

Construction activity on the approaches to the new \$2,500,000 Bangor-Brewer toll bridge has turned attention of local bridge enthusiasts during the past year to others of Bangor's several bridges.

The most interesting among these is the old covered bridge which carries Valley Avenue traffic across the Kenduskeag at the site of old Morse's mill. The bridge that was constructed in 1873 (damaged and rebuilt in 1884) has borne up under eight decades of transportation progress and development.

Bangor's motorless traffic needs were served during her most colorful era by this imposing wood and granite structure in its youth. At the present time, Valley Avenue

provides an awkward, but necessary auxiliary link between the east and west sides of the city, which places an unduly heavy volume of motor traffic on the failing covered bridge, one of eleven remaining in the state.

Present and future city wide traffic needs dictate that a new route circumvent the difficult and inconvenient valley passageway. Such a route is the contemplated Sunset Drive.

Suggestions have been forwarded during the past year to the effect that, as the proposed modern route is realized, the old covered bridge could be repaired to handle light traffic, and Valley Avenue could then be maintained as a leisure park-like drive for the continued enjoyment of present and future generations.

Under this arrangement the city advertised for bids as soon as the agreement was secured and awarded the demolition contract to a well-known local contractor who gave the city the second lowest bid.

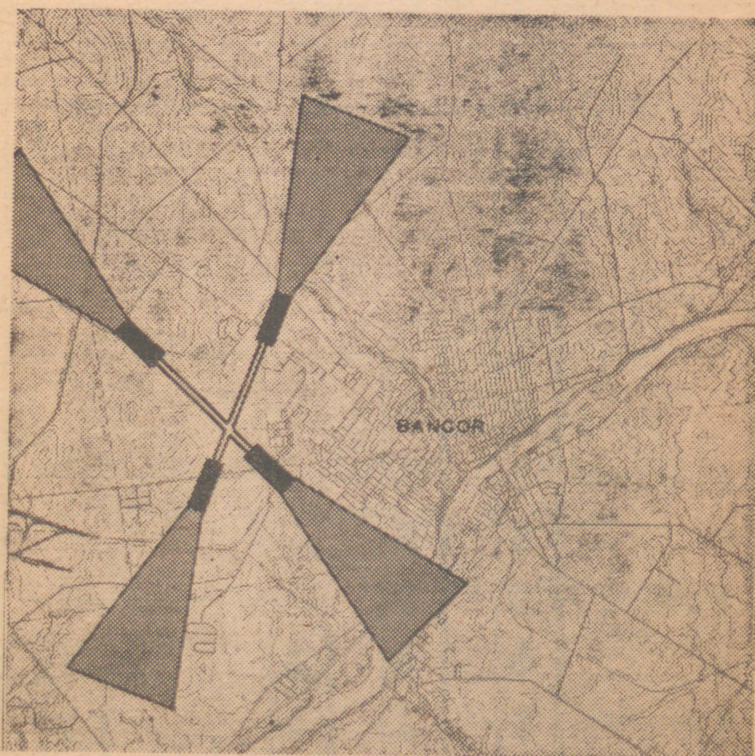
The lowest bid was rejected by the Finance Committee of the City Council on the grounds that the bidder was not qualified by experience and did not have the necessary equipment. The successful contractor proceeded at once to tear the building down and the site was cleared by September 3. The city did not receive a deed

to the property until October 14 and because of the delay in securing title to the property it was not possible to do any work on the site in 1953. The city plans to grade the lot for off-street parking. The lot will hold approximately 58 cars and thus will serve a useful purpose until such time as the city can afford to construct a gymnasium on it. It has been suggested that as soon as this lot is available for all day parkers, an equal number of parking spaces in Abbott Square should be metered for shoppers' parking.

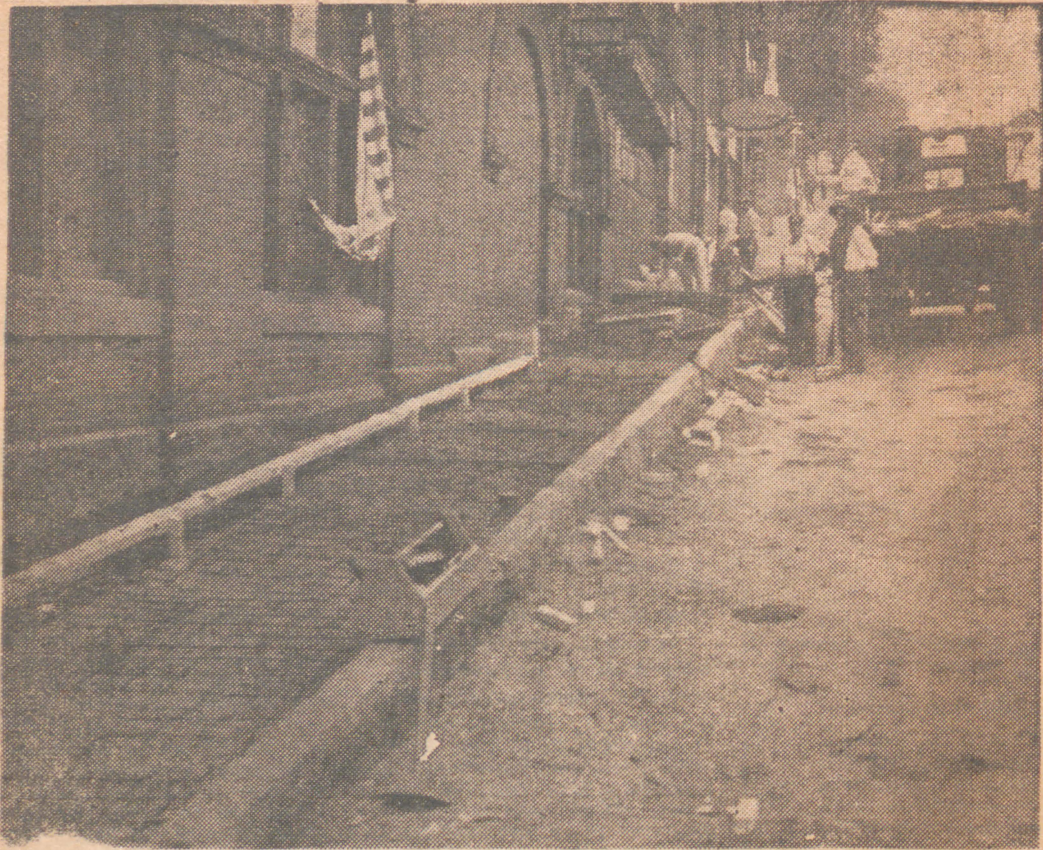
City Buys Atler Hotel Site

In 1953 the city purchased the site of the old Atler Hotel, which burned in December 1952, as a future site for a high school gymnasium. This site which contains 17,700 square feet, the main portion of which is 95'x167', was purchased for \$20,000.

In June the city's offer was accepted and although the city was unable to secure a deed to the property until October, steps were taken immediately to have the remains of the old building demolished and removed. An agreement was secured whereby the owners promised to repay the city the cost of the demolition if, for any reason, the transfer was not completed.



AIRPORT APPROACH ZONES—The city is virtually dwarfed in comparison with the Dow Field runway approach zones. The planning board has recognized the approach zones as having a determining influence on the future development of certain parts of the city.



SIDEWALK CONSTRUCTION—A major part of the 1953 sidewalk appropriation was spent in the downtown area. A crew is shown above rebuilding a section on York Street which replaced an old brick sidewalk.

City's Sidewalks Rebuilt And Resurfaced

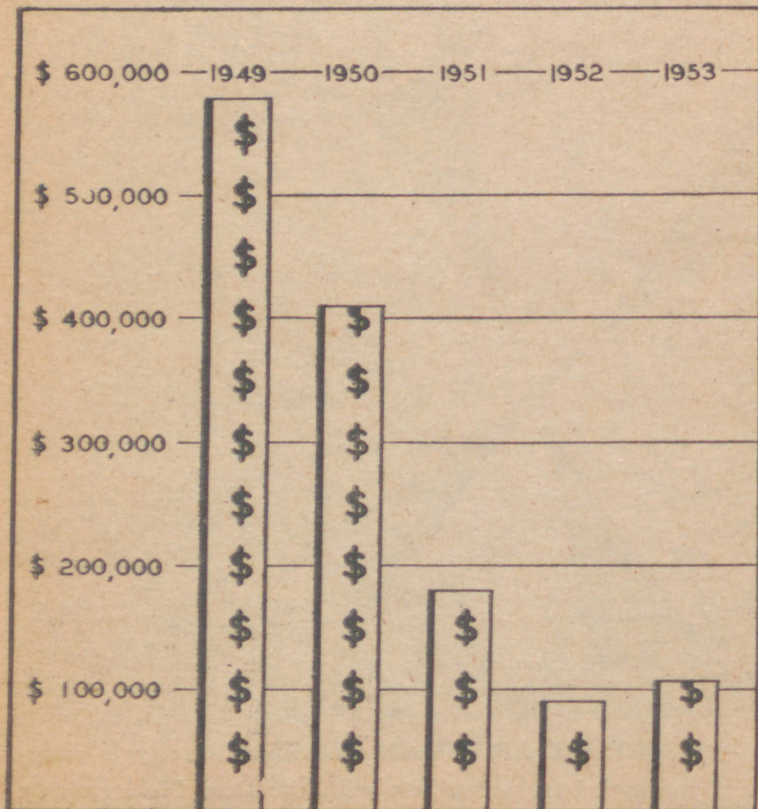
A major effort was made to improve the sidewalks in the downtown business district by spending most of the 1953 sidewalk appropriation in that area. It was felt that the large amount of pedestrian traffic in the downtown area plus the fact that such improvements could be of benefit to the retail merchants more than justified this policy.

As a result 947 feet of old brick and concrete sidewalks were removed and new concrete sidewalks relaid. A new bituminous surface was placed on 8300 feet of downtown sidewalks where the existing sidewalk was sound but rough. The asphalt mix used was of a finer grade than that used on residential sidewalks and a very smooth surface resulted.

In addition to the work done in the business district 6,470 feet of sidewalk was constructed or reconstructed in the residential section of the city.

Bangor's population in 1950 was 31,558. This is an increase of 5.8% over the 1940 census figure of 29,822. The percent of increase for the whole state was 7.9% and for the whole nation 14.5%.

Bangor had one death from fire in 1953, two in 1952. Fire safety measures save lives.



FIRE STATISTICS
TOTAL ANNUAL LOSSES 1949-53

Broadway Rebuilt

Broadway between State street and South Park Street was greatly improved in the 1953 construction program with the use of State Aid funds. The East side of the boulevard section from State street to Somerset street was an old tar gravel surface with no adequate base. This section was subject to frequent break up and required constant maintenance. During 1953 this section of the street was excavated, a heavy gravel base installed, granite curbs laid and the surface paved with bituminous concrete. The total cost of this construction was \$17,801.

The surface of the other side of the boulevard section and of the section between Somerset street and South Park street had deteriorated badly and was resurfaced with bituminous concrete. In places where the concrete curbing had deteriorated new curbing was installed. The total cost of this resurfacing was \$9026 making the total cost of the work done on Broadway \$26,827. Of this amount \$15,181 was received from the state under the state aid program making Bangor's total cost \$11,646. As a result of this work, there is now a first class pavement from State street to South Park street.

Of the nine pumpers and ladder trucks in active service in the fire department, only the 85' aerial ladder truck and one 1000 GPM pumper are over twenty years. The rest of the equipment is less than 15 years old.



BROADWAY REBUILT—Excavation proceeds in the rebuilding of Broadway on the East side of the mall between State Street and Somerset.

Cost Accounting Initiated In Public Works Department

An important step was taken in the development of a cost accounting system for the Public Works Department in 1953. This department, with an annual budget of more than half a million dollars, is the largest city department other than the School Department. It has such a varied and complex program that budgeting, budget control and cost control have always presented a major problem.

An earlier step had been taken in this direction in 1952 when the budget had been established on the basis of functional subdivisions. In creating the cost accounting system, subordinate cost centers were established in each of the functional budget divisions. Each of these cost centers represents a specific operation of the department. Actually 87 cost centers were established. In addition provision was made for keeping the cost records for individual construction projects.

For cost purposes, daily reports of labor, equipment, time and materials are distributed to the various cost centers. These distributions are accumulated and a weekly report is prepared showing the distribution of the cost of the week's activities and also the cost for the year to date.

In order to make the cost system of direct value for budget control purposes, the appropriation is allocated to the cost centers on the basis of the work program planned for each activity. Although no attempt is made to reconcile cost figures with the appropriation ledger, a cross check is made periodically which is accurate enough to determine that the cost figures are safe for purposes of budgetary control by activity.

The weekly reports are submitted to the city manager and a

summary is made every four weeks which will be useful for planning and control purposes. In the next budget it is planned to make the public works budget a true performance budget by starting with the work to be done under each activity and building up to the amounts required under each appropriation account.

Garbage Must Now Be Cooked Before Feeding To Swine

In the spring of 1953, an outbreak of vesicular exanthema, a disease of pigs which can be transmitted through the feeding of uncooked garbage, forced a change in the method of disposing of the city's garbage. Up until that time the garbage, which is collected by a private contractor who is chosen by competitive bid, was fed to the contractor's pigs without being cooked.

The 1953 state legislature acting quickly to meet the emergency situation passed an act which prohibited the feeding of uncooked garbage after June 1. The three year contract for garbage collection expired in June so the specifications for the contract for the next three years required the contractor to comply with the state law in cooking the garbage before feeding it. In spite of this added expense the city was fortunate in obtaining a low bid of \$14,352 per year as compared with the \$15,150 which the city had been paying. Based on an estimate of 7000 families served the cost of garbage collection per household is only about \$2.00 per year.

Building Inspection Functions Consolidated

One of the most important changes in the organization of the city government during 1953 was the establishment of a Building Inspection Department in which were consolidated the three functions of building inspection, electrical inspection and plumbing inspection. Previously the electrical inspector had been located in the electrical department and the plumbing inspector in the health department.

Many advantages have been realized through this reorganization. The three inspectors are all concerned with the same general problem, the inspection of one phase or another of building construction. Being located in the same office has made it possible for them to exchange information leading to a much more effective enforcement of the building, plumbing and electrical codes. Contractors and other persons interested in new construction are also better served by the new arrangement because they can now obtain information from all three inspectors by visiting one office. It has been found that one secretary can adequately serve all three inspectors and through the establish-

ment of a definite schedule of office hours, the amount of time spent on actual field inspections has been greatly increased. A new system of records and reports has been established, which will accurately portray the activity in each of these fields.

The ordinance governing the electrical inspectors duties was revised. The 1953 state legislature passed a new act setting up a state licensing system for electricians. This relieved the local inspector of the job of determining whether an applicant is qualified to do electrical work, but the city has retained its system of city licenses for electricians to permit better enforcement through knowledge of what contractors are operating in the area. The new ordinance also requires a permit for any electrical work and establishes a fee of twenty-five cents for each permit issued. Although home owners are permitted to do electrical work in their own homes without a license, the law does require that they secure a permit for such work and that the work conform to the electrical code.

In 1953, the electrical department purchased 3,686,700 KWH of power of which two thirds was generated by the Water Department.

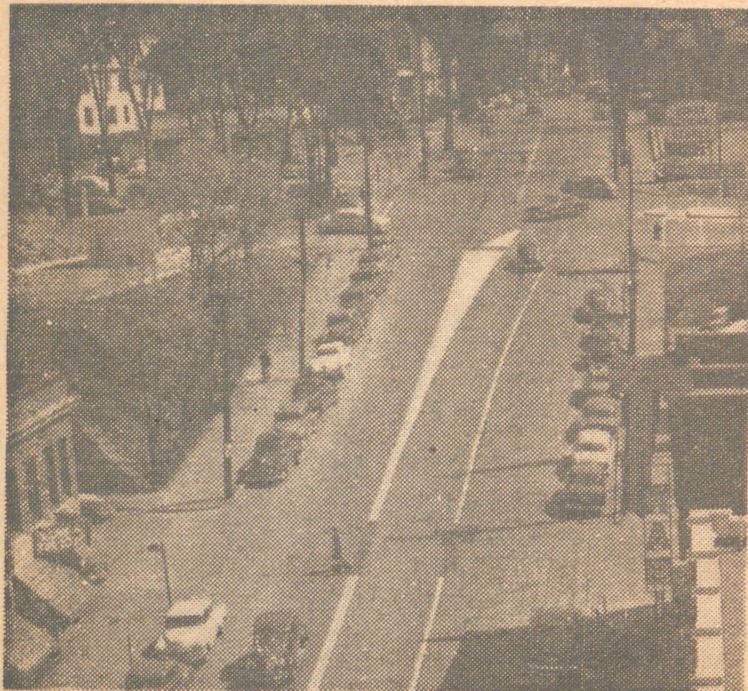
14th Street Rebuilt ... Construction Brings Criticism

In the fall of 1952, work was begun on excavating 14th Street and laying a new base. This street was typical of the older type of construction and consisted of a relatively thin layer of gravel and tar with no proper base. With the increase in vehicle weights and the increase in traffic the surface was constantly broken up.

In the summer of 1953 the balance of the excavation was completed and a 24" gravel base laid. The surface gravel was treated by asphalt penetration. The weather at the time of treatment was cooler than it should have been for best results and the street was opened to traffic too soon.

As a result the surface of gravel and asphalt broke up and many citizens have complained about the roughness of the street. Actually it will take some time to build up an adequate mat of asphalt and gravel as a surface. The only other alternative would be to pave the street with bituminous concrete. As it is, 2500 feet of street was rebuilt at a cost of \$11,841. There were not sufficient funds to build or sufficient traffic to justify a high type pavement such as on Broadway where it cost \$17,801 to reconstruct 900 feet. Actually the important accomplishment of the 14th Street job was the construction of an adequate base. It is planned to surface treat the street twice in the 1954 season and it is hoped that in this way a good surface can be built up. Once the surface has been built up the street will be more than adequate.

In the United States, 36% of the cities with a population of 10,000 and over have the council-manager form of government.



TRAFFIC PAINTING REDESIGNED—The joint efforts of the police department, public works department and city planner resulted in a new approach to traffic painting designed to meet specific intersection problems. The picture shows traffic painting at the top of State Street hill where the painted "island" greatly relieved a difficult problem caused by changing street widths and opposing streams of traffic.



POLICE OFFICERS RECEIVE TRAINING CERTIFICATES—Graduates of the special police training course were presented with certificates by City Manager Julian Orr of Bangor and City Manager Lloyd Allen of Old Town. Seated are Detective Captain John F. Hayes, Chief Robert Lee of Old Town, Captain William E. Bridges, Allen, Orr, and Bangor Police Chief John B. Toole; standing: Safety Captain Maurice Small, Sergeant John Meade, Detective Neal A. Ryder, Sergeant Harry Bridgham, Identification and Records Officer, Francis Duddy, Sergeant Edward Short, Captain Thomas Crowley and Police Secretary Preston Rand.

New Traffic Signal At State And Broadway

After a considerable delay in obtaining equipment and the necessary authorization from the state, a new traffic signal was installed at State Street and Broadway. After some initial confusion, drivers quickly became accustomed to the new signal and traffic movement through this intersection was considerably improved. It was necessary to synchronize the signal with the one at the foot of the hill to eliminate the pile-up of traffic on the hill. The synchronization tends to fail after a time because the signals are not inter-connected but by frequent check and adjustment it has been kept functioning satisfactorily.

With the signalization of the intersection, new attention was paid to the traffic painting. The problem is complicated because State Street gets narrower at the top of the hill. Finally, after one false start, it was decided to use a painted "traffic island" to direct the flow of uphill traffic to the right and to channelize the traffic in the intersection. Observation of the traffic after the new painting indicated that it was very effective. The success of this painting led to experimentation with new

patterns for painting other intersections. By trying to use the traffic painting to guide the driver in going through the intersection rather than simply defining the center lines and the cross walks, the traffic painting program has taken on greater importance as a traffic control measure.

New Dump Site Development Under Way

Title was secured to approximately half of the new dump site located at the end of the Kittredge road and the reconstruction of the road was well under way by the end of the year. Negotiations were still under way for the other half of the proposed site although the approximately 60 acres already secured by the city is ample to begin operations. The acquisition of the remaining 60 acres was greatly complicated by illness and death in the family owning the property but there seemed to be little doubt that it could ultimately be acquired.

A large portion of the site was cleared in 1953 and a start made on the clearing of a 100 foot fire lane around the perimeter of the

New Equipment Purchased In 1953

The largest item of equipment purchased in 1953 was a new rubbish truck with a Gar Wood "Load-Packer" body for \$8905. This truck will be delivered in 1954 and put into regular service when the new dump is opened and the collection service expanded.

Other equipment purchased as replacements for the Public Works Department included one pickup truck and three dump trucks. One additional pick-up truck was purchased and was assigned to a newly established full time patching crew. This crew has operated on a continuous patrol of the streets and has greatly reduced the number of complaints about unpatched holes. Another additional piece of equipment was a rubber tired tow-type roller costing \$1630 which has greatly improved our ability to obtain compaction of new gravel road construction.

Three new cruisers were purchased as replacements in the Police Department, and new cars were purchased as replacements for the city electrician and fire chief. A new ambulance built by Siebert on a Ford chassis was purchased to replace the old Cadillac ambulance used by the Fire Department. For the type of emergency ambulance service which we render, the smaller ambulance has proven very adequate.

property.

The Kittredge Road was entirely inadequate to carry the amount of traffic which will be going to the dump and reconstruction of its 6000 foot length was begun in 1953. By the end of the year 4652 cubic yards of base gravel had been put in place on 2400 feet of road and a major part of the excavation completed.

The completion of the road and the balance of the clearing were scheduled for the spring of 1954, depending to a great extent upon working conditions during the winter months. An order was placed during the year for a new rubbish truck to be ready for use when the dump operation began. At that time two full time crews will be required and plans have been made to extend the rubbish collection service to some of the areas on the border of the built up portion of the city which have not received this service in the past.

In the 1953 budget the appropriation to the school department provided \$181.83 for each pupil. If insurance and debt service for schools are added, the cost of education was \$210 per pupil. If this is compared with the average home owners city tax bill of \$215.39 it will be seen that the taxes on the average home will not even pay for the education of the children it sends to the public schools. Taxes on business and industrial property take up the slack.

The police department is using brighter safety belts and red flashlight batons for protection of traffic officers after dark.

New Training Course For Police Officers

A new training course has been given to all officers of the police department with the rank of sergeant or above. This course in Police Administration is one developed by the Institute for Training in Municipal Administration, a part of the International City Manager's Association. The course was conducted by Associate Professor Richard Hill of the University of Maine as group leader. Police officers from some of the surrounding communities were invited to attend and several of them completed the course.

The group operated on an open discussion basis, seeking the answers to key questions posed by the course. As each question was decided, the secretary of the group prepared a resume of the discussion and the conclusions. These answer papers were forwarded to the instructor provided by the Institute, who was a police officer in a western city. His comments on each answer were in turn circulated among the group and discussed at subsequent sessions. At the conclusion of the course each participant took a final written examination and received a certificate of training.

Among the subjects included in the course were police organization, personnel management, training, prevention of delinquency, patrol, crime investigation, vice control, traffic supervision, communications, records, property and equipment, and public relations.

The course was enthusiastically received by the officers who expressed the opinion that the group discussion method gave them a unique opportunity to explore new methods and ideas. As a result of the course several changes in records management, headquarters layout, and organization have been brought forward. Some of these changes have been accomplished and others are awaiting budgetary approval.

Of a total of 335 offenses by juveniles reported to the police in 1953, 51 cases were taken to court.

New Police Radio Transmitter Purchased

A new main transmitter was purchased for the police and fire radio system and was on order at the end of the year. The transmitter is located on top of the standpipe in Summit Park. In the past during storms a power loss has been experienced from time to time. When this occurs it has been necessary to hold one of the police cruisers at headquarters to serve as an auxiliary transmitter. Because of the limited range of the mobile transmitters this arrangement has not been entirely satisfactory.

When the new transmitter is delivered it will be installed in place of the older one which will then be installed at the police headquarters building. The old transmitter can then serve as an auxiliary unit, making it unnecessary to hold a cruiser at headquarters during power failures at the standpipe and also providing greater power. An added advantage of this location results from the fact that the building has an auxiliary gasoline powered generator which provides power for the entire police and public works building. This auxiliary generator will provide power for the auxiliary transmitter as well.

Because the establishment of an auxiliary transmitter with an independent power supply is of great value to the civil defense organization, the civil defense appropriation was used to purchase the new transmitter. This was in keeping with the policy which has been followed in expending civil defense funds to restrict the purchases, as far as possible, to equipment which would be of permanent usefulness to the city. In this instance application has been made to obtain matching state-federal civil defense funds to help meet the cost of the equipment.

At the end of 1953, a total of 1217 places in the United States had adopted the council-manager form of local government, more than double the 517 places with this form of government in 1940.



MAP OF NEW DUMP LOCATION—The new dump site at the end of the Kittredge Road is shown in comparison with the location of the present dump on Essex Street. The new site is approximately 3 1/2 miles from the intersection of Stillwater Avenue and Essex Street.

Police Report Shows Crime Drop

Number and Disposition Of Offenses Known to Police

	1950	1951	1952	1953	1953 Offenses Cleared by Arrest Number P. C.	
Murder and Non-Negligent						
Manslaughter	0	0	1	1	1	100
Manslaughter by Negligence	2	0	1	0	-	-
Rape	0	1	0	2	2	100
Robbery	0	0	5	8	5	63
Aggravated Assault	0	0	5	4	4	100
Burglary						
Breaking or Entering	120	60	70	48	7	14
Larceny, Theft						
\$50 and Over	57	41	46	42	16	38
Larceny, Theft						
Under \$50	233	213	245	208	19	9
Auto Theft	59	49	27	48	9	18
Total	471	364	400	361	63	17



CANVAS WADING POOL DEVELOPED—An inexpensive wading pool designed and built by Bangor's recreation and public works departments provided a popular weapon against summer heat.

New Canvas Wading Pool Built At Low Cost

With the abandonment of the Bass Park playground because of the increased use of the park for other purposes, the recreation department lost the only wading pool on the West side of the city. There are three concrete pools in use in the parks on the other side of the city and ways and means were sought to construct a pool for the West side. The cost of concrete pools seemed so large that the recreation department and the public works department went to work designing a knock-down wood and canvas pool.

The pool, 20 by 30 feet, has a custom built heavy canvas liner which is waterproof. The wooden frame is built in sections and bolted together so that it can be stored under cover in the winter. The total cost of the pool was \$900, including the cost of installation.

The pool was erected in the Fifth Street playground and the necessary water and sewer connections were made. It was an instant success and playground attendance mounted during the hot weather as the children flocked to the pool. Some fears had been entertained that the canvas pool might be an object of vandalism but it proved to be of such sturdy construction that it survived the season with very few signs of wear and tear. A new pool of the same type was included in the budget for 1954 and it was planned to install this pool on another West side playground.

The general property tax is the major source of income for Bangor. It provided 79% of the revenue for the 1953 budget. This percentage indicates a greater reliance on this tax than is general throughout the country. In 1952 the figures for all cities in the United States in the 25,000 to 50,000 population bracket showed that the amount of revenue secured from the property tax was only 53% of the total revenue of these cities.

"Municipal institutions constitute the strength of free nations. A nation may establish a system of free government, but without municipal institutions it cannot have the spirit of liberty."—Alexis de Tocqueville.

Recreation Program In Full Swing

A major improvement was made at the Second Street playground which was enlarged in 1952 by the gift of adjoining property by Mr. J. A. Taylor. The entire playground was fenced in with chain link fence, a brushy and precipitous corner was cleared and graded, shade trees were planted, the playground filled in and leveled off and new grass sown. The playground which a few years ago was nothing more than a vacant lot is rapidly becoming a recreational area of real utility and beauty as well.

Other improvements of the year were the installation of drinking fountains at all city owned playgrounds and the grading of Dakin Park for an archery range. Mention has been made elsewhere of the new skating rink at Chapin Park and the new portable wading pool.

The activities of the year as listed by Bernard Campbell, the Recreation Director, show the diverse nature of the program and many people served by it.

Playgrounds—Eight in operation for nine weeks—Record attendance of 114,103.

Baseball—Rotary league, ages 12-14, 12 teams with 180 boys — Lions league, ages 15-17, 8 teams with 120 boys.

Softball—3 leagues, 20 teams, 350 players.

Outdoor dances—eight with total attendance of 6800.

Swimming at Green Lake — 30 bus trips, 759 attendance — 42 learned to swim.

Basketball—24 teams—330 young men and boys.

Dart baseball—20 teams, 300 men.

Girls bowling—12 teams, 90 girls.

In the 40 years since the council-manager plan was first adopted only 46 places have abandoned the plan as compared with more than 1100 now operating under it.

New Chapin Park Skating Rink Completed

The permanent skating rink in Chapin Park was finished in 1953. Preliminary grading had been done in the previous year and the area was very unsightly for a period in the spring. The grading was completed however and the banks and skating area successfully seeded. By the end of the summer, the area served as a useful play area because of its level surface and at the same time, did not detract in any way from the beauty of the park.

A drain was installed in one corner of the rink and the whole area is graded to drain in that direction. The drain is connected with the sewer and when the skating season is over, the rink can be easily drained.

The cost of constructing this rink was paid from the accumulated income of the Chapin Park

Trust fund, a fund which can only be used for improvement and beautification of the park. The total cost of the project was \$905.00.

The citizens of Athens were accustomed to publicly repeat the following pledge "We will never bring disgrace to our city by any act of dishonesty or cowardice, nor ever desert our comrades; we will fight for the ideals and sacred things of the city, both alone and with many; we will revere and obey the City Laws and do our best to incite a like respect and reverence in others; we will strive unceasingly to quicken the public's sense of civic duty, and thus in all these ways we may transmit our city, greater, better and more beautiful than it was transmitted to us."

1953 was a bad year for traffic safety with five traffic fatalities. These accidents occurred at high speeds outside the built-up section of the city.

In 1953 the police department issued 27,974 parking tickets and 1553 summons for other traffic violations involving hazardous behavior or conditions.

General Fund Revenue — 1953

	Estimated Cash Receipts	Total Cash Receipts
GENERAL PROPERTY TAXES		
Current years levy	2,201,691.00	2,211,539.94
Prior years levies	40,400.00	45,732.96
OTHER LOCAL TAXES		
Auto Excise	143,000.00	160,335.33
Poll Taxes	19,500.00	22,820.50
LICENSES AND PERMITS		
For Street Use	53,000.00	55,814.84
Street Privileges and Permits	540.00	1,095.00
Business Licenses	1,750.00	1,730.00
Police and Protective	1,975.00	2,003.00
Amusements	1,350.00	1,373.00
Professional and Occupational	220.00	240.00
Non Business Licenses and Permits	2,150.00	5,047.61
FINES, FORFEITS AND PENALTIES		
Fines and Court Fees	17,500.00	20,446.66
USE OF MONEY AND PROPERTY		
Miscellaneous Rents and Concessions	300.00	227.54
Interest on Investments		2,050.00
FROM OTHER AGENCIES		
State Shared Taxes	43,000.00	42,223.04
State Grants in Aid	130,200.00	137,616.41
Federal Grants in Aid	11,000.00	17,959.37
Miscellaneous Donations to City		277.50
SERVICE CHARGES FOR CURRENT SERVICES		
General Government	7,380.00	8,022.73
Safety	2,700.00	2,378.96
Highway	1,000.00	180.17
Sanitation	7,800.00	1,941.72
Health	1,825.00	2,181.00
Welfare	6,500.00	4,704.62
Cemeteries	1,800.00	2,147.52
Public Buildings	21,925.00	21,434.14
Schools	28,000.00	28,672.17
TRANSFERS FROM OTHER FUNDS		
Transfers from Other Funds	56,118.00	55,797.38
REIMBURSEMENTS		
General Government	1,300.00	1,357.34
Welfare	24,330.00	24,409.62
GRAND TOTALS—ESTIMATED REVENUE	2,828,304.00	2,882,259.47
PROPERTY AND POLL TAXES—1953		
Total Valuation of Property		38,493,960.00
Tax rate, per thousand—	City 58.85	
	Auditorium 1.15	
	Total 60.00	2,309,637.00
Taxable polls—7612 @ 3.00		22,836.00
Total property and poll tax		2,332,473.00
Less overlayings (reserve for uncollected taxes)		14,675.00
Total tax less overlayings		2,317,798.00

General Fund Expenditures — 1953

DEPARTMENT or APPROPRIATION TITLE

	Available Appro.	Expended
Legislative	6,975.00	6,969.07
Executive	17,805.00	17,162.40
City Clerk	15,136.00	14,079.50
Finance	65,971.00	65,652.43
Registration of Voters	7,613.00	7,545.70
Assessment	19,326.00	19,099.75
Treasury	18,910.00	18,005.32
Purchasing	7,668.00	7,121.67
Planning	6,561.00	6,517.46
City Solicitor	5,567.00	5,089.56
Police	220,772.00	216,642.17
Fire	277,052.00	265,778.57
Electrical	81,584.00	80,332.15
Civil Service Commission	210.00	93.80
Building Inspection	7,734.00	7,725.44
Public Buildings	34,006.00	31,975.12
Public Works	500,541.00	499,552.46
City Home and Hospital	71,989.00	71,738.50
Health	43,586.00	41,095.88
Welfare	59,071.00	56,718.29
City Physician	2,438.00	2,377.06
Sealer of Weights and Measures	50.00	
Recreation	28,321.00	27,126.38
Pensions	57,300.00	56,240.30
Tax Paid to County	78,712.90	78,712.90
Debt Service	183,715.00	180,165.09
Outlay Account	30,000.00	30,000.00
Contingent	20,589.10	17,700.00
Education	918,285.00	917,708.59
Public Library	30,516.00	30,516.00
Civil Defense	2,500.00	1,431.90
Cemeteries	8,000.00	7,471.92
TOTAL GENERAL FUND	2,828,304.00	2,788,345.38
WATER FUND		
	Estimated	Actual
Revenues	293,700.00	364,963.04
Expenditures	293,700.00	342,149.24