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(1975)



**NEWARK'S  
1975  
URBAN  
AID  
REPORT  
\$11,153,000**

Servicing  
the  
Following  
City  
Departments

**FIRE SANITATION POLICE**

NEWARK'S  
1975  
URBAN  
AID  
REPORT

KENNETH A. GIBSON, Mayor

# 1975 City of Urban Newark Aid New Report Jersey

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Mr. Fleming Jones, Jr., City Comptroller  
John Grexa, Finance Director  
Mr. Hubert Williams, Police Director  
Mr. John Caufield, Fire Director  
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# INTRODUCTION

The 1975 municipal budget for the City of Newark, excluding federal grants, was \$157,798,595.19. The City received \$11,152,639.48 in state urban aid, which amounts to 7.1% of the municipal budget. This money was allocated to the Police and Fire Departments and to the Division of Sanitation of the Department of Public Works. The chart below shows a breakdown of the funds:

Department Division	Total 1975 Budget	Urban Aid Portion	Percentage of Budget Net by Urban Aid
Sanitation	\$ 6,531,729	\$4,914,885	75.2%
Police	28,666,701	2,912,544	10.2%
Fire	18,083,910	3,325,210.48	18.4%

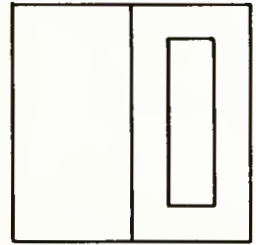
Within the Division of Sanitation the money was used to support the salaries of fifty motor broom laborers, fifty light laborers, 202 refuse collection laborers, forty-five motor broom drivers, forty-two foremen, and eighty-eight truck drivers. Within the Police Department the money was used to support the salaries plus longevity of seventy nine sergeants and eighty-six lieutenants. Within the Fire Department the money was used to support the salaries plus longevity of fourteen deputy chiefs, sixteen battalion chiefs, and 144 captains.

The city's ability to raise money by means

of property taxes has decreased in recent years, making it difficult for the city to support its basic municipal services. Public safety from Fire and crime and the collection and disposal of solid waste are the minimum services a municipality should provide. Urban aid helps ease the city's dependence on property taxes for the provision of these basic services. Despite urban aid, property taxes in Newark rose substantially in 1975, due to inflation. Had the city not received urban aid, property taxes would have risen another \$1.10 per \$100 of assessed value. Urban aid provides significant relief from dependence on property taxes and guarantees that the city can maintain its basic municipal services.

This report details the activities of the Sanitation Division and the Police and Fire Departments during the past year. Each section contains an outline of the responsibilities of each department or division, a summary of the means by which each meets its responsibilities, and a look at the efficiency and effectiveness of each. In addition, plans the department or division has for the immediate future are discussed. Relevant statistics have been summarized in graphs at various points in the text. Statistics for all twelve months of 1975 are not yet available. Instead, to produce year-end totals, we have projected the first six months to twelve months.

# Division of **SANI- TATION**



The Division of Sanitation is responsible for solid waste collection, street-cleaning, solid waste disposal, and street-clearing during snowstorms. During 1975 the division continued all four activities at the same or improved levels.



### Solid Waste Collection:

Solid waste collection is divided into two types of service:

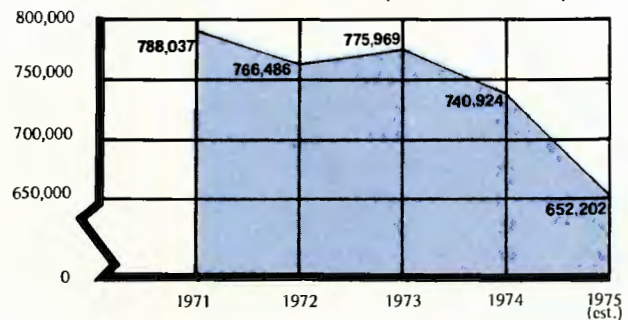
- 1) regular refuse collection at homes, stores, businesses, etc.;
- 2) bulk pick-up on a request basis.

Regular refuse collection continues to be twice per week, and bulk collection is done promptly upon request. The division this year took several steps to improve its solid waste collection services. First, elimination of "pulling" made regular refuse collection far more efficient. Instead of entering each resident's property to remove garbage from containers located somewhere on the property, collectors now remove the garbage from cans which residents place at the curb twice each week on the appointed days. This change has drastically reduced the number of complaints the division receives. In the past each resident kept his/her garbage in a different place and had a different route of entry onto the property he/she wanted the sanitationmen to use. It was impossible for the sanitationmen to respect each resident's requirements regarding entrance onto the property, and residents regularly complained when their wishes were ignored. Now residents cannot complain to the division that their privacy has been invaded, that their flowers have been stepped on, or that garbage has been spilled on their property. Although there was initially a flurry of calls complaining that pulling had been eliminated, most residents are now accustomed to the new procedure and few complaints are received. In addition, this streamlining speeded up regular refuse collection by cutting out the time needed to reach the cans and return to the truck. Also, this new system means that the truck is not left standing in the street while the men get the garbage. Refuse trucks now move along the streets more quickly, causing fewer traffic tie-ups.

Two further improvements in solid waste collection took place this year. The division began providing regular refuse collection and bulk pick-up to apartment buildings, which have not been served in prior years. The division also eliminated the use of "dumpsters" throughout the city. These large containers, used at businesses, restaurants, etc., had to be picked up by special truck, carried to the dump, and emptied there. All dumpsters have been replaced with four-six-cubic-yard containers which refuse collectors can empty into the truck at the point of collection and which therefore do not require the special equipment nor the additional hauling.

Despite this efficient solid waste collection service, the actual amount of solid waste collected has decreased substantially in 1975, as shown in Graph No.1.

GRAPH NO.1  
SOLID WASTE COLLECTED (CUBIC YARDS)

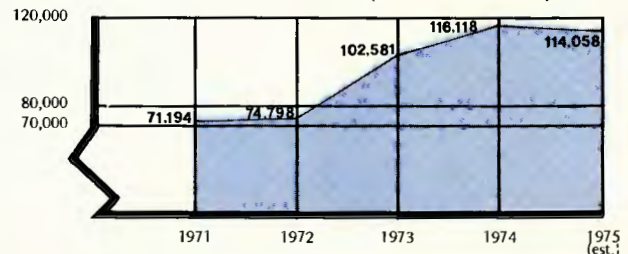


This decrease is most likely due to the current economic recession, which reached its worst levels during the early months of this year. During time of recession people are generally less wasteful. Because people are more cautious about throwing away food, clothing, etc., there is less garbage to be picked up. Hence, the lower amount of solid waste collected is probably attributable to the recession and not to a less efficient refuse collection service.

### Street Cleaning:

In 1975 the division's alternate side of the street cleaning program was in full effect for the first time. Sixty-six percent of the city's streets were posted with alternate side parking regulations in fourteen months, and now the division cleans every street in town at least once per week. In addition, the business district is swept manually every night. The division's street-cleaning efforts have become more effective as a result of the alternate side program. The amount of street dirt collected in 1975 remained stable, as shown in Graph No.2.

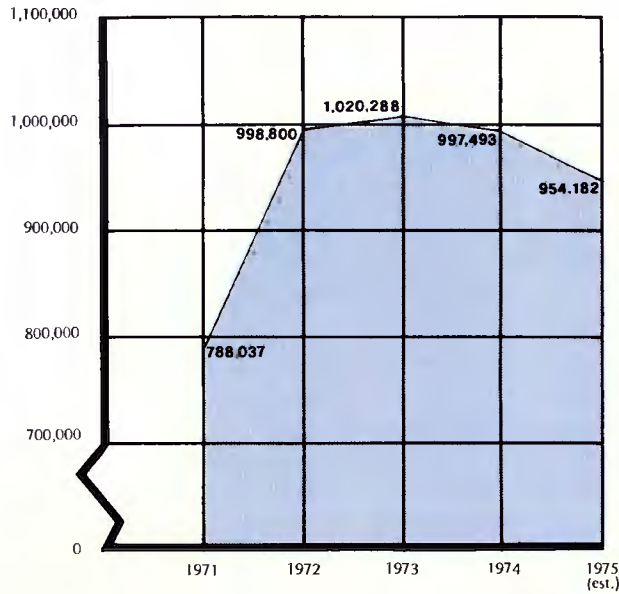
GRAPH NO. 2  
STREET DIRT COLLECTED (CUBIC YARDS)



### Solid Waste Disposal:

The final step in both solid waste collection and street cleaning is the disposal of dirt and garbage. The division continues to utilize a sanitary landfill site which is expected to last until 1979. The division complies with all State Department of Environmental Protection requirements at this site, including covering and wetting down the garbage every day. The city's total disposal in the past five years, including dumping of miscellaneous materials, is shown in Graph No.3.

**TOTAL DISPOSAL (CUBIC YARDS)**  
**GRAPH NO.3**



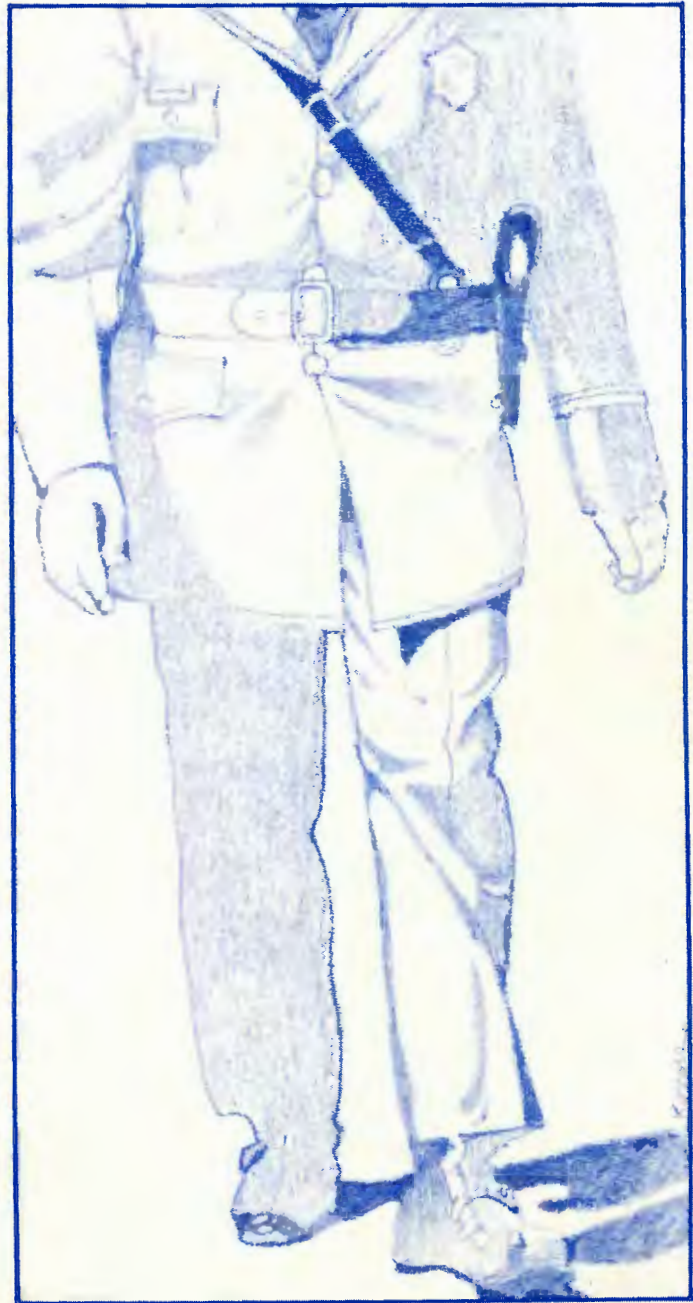
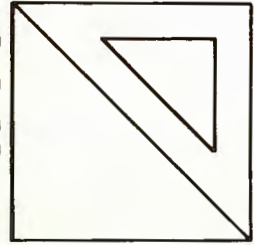
**Winter Street Clearing:**

During the winter the division utilizes its equipment for salt-spreading and snow removal. When snow falls the workers normally assigned to street cleaning are reassigned to salt-spreading and snow removal. Snow equipment is attached to the regular trucks, and division personnel work around-the-clock. In the first half of 1975, 15.2 inches of snow fell on the city. The division spread over 4,500 tons of salt and other materials to keep the snow off the streets.

Because equipment is crucial to the division's activities, it is essential that a regular purchasing program be followed. The life expectancy of most division vehicles is five years. During 1973 and 1974 the division was not able to purchase sufficient vehicles to maintain a regular five-year replacement program. In 1975, however, the division ordered thirty-eight new pieces of equipment, and these orders will enable the division to return to a program of five-year replacement. This year the division has ordered several vehicles with diesel engines in order to determine whether diesel engines will prove more economical to operate than gas-fueled engines. If they can in fact be operated more cheaply, the division will order more diesel engines in the future.

The division is continuing its effort to provide efficient and effective service to residents of Newark. Solid waste collection continues twice a week and on request for bulk. Regular street cleaning is now a city-wide operation for the first time. Division equipment and personnel are used to keep streets clear of snow during the winter. The division is a labor intense function of the city for which \$4.9 million in urban air funds are allocated.

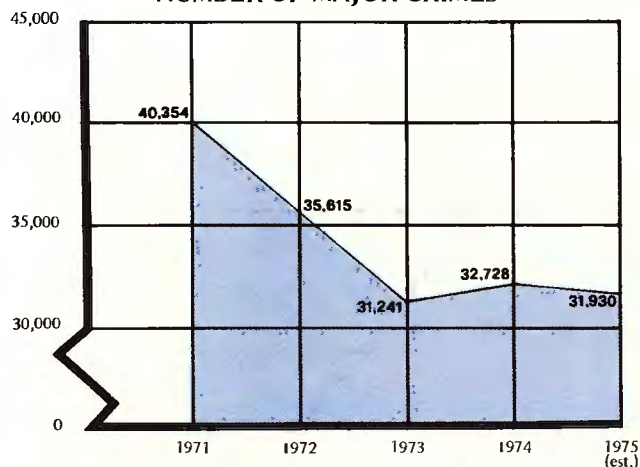
# POLICE DEPARTMENT



The overriding goal of the Newark Police Department is to maintain and improve public safety. During the first six months of 1975, the number of major crimes reported in the city decreased over the 1974 level and remained substantially below the high level of 1971 and 1972. Fluctuation in the number of major crimes reported in the past five years is shown in Graph No.4.

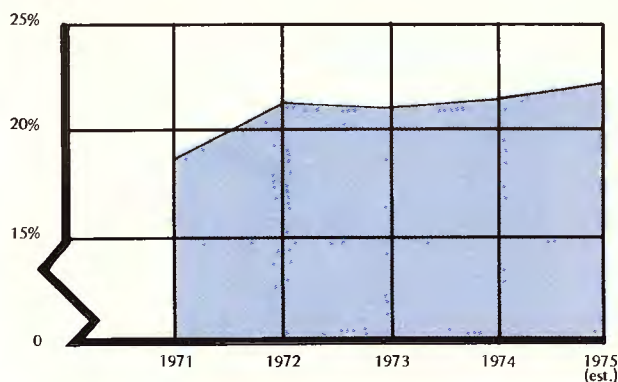


**GRAPH NO.4**  
**NUMBER OF MAJOR CRIMES**



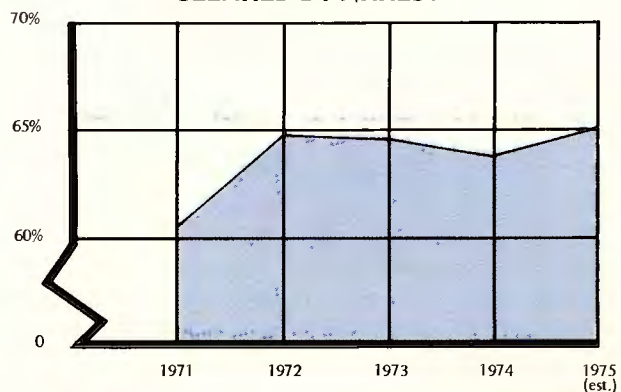
Meanwhile, the percentage of major crimes cleared by arrest has increased slightly, as shown in Graph No.5.

**GRAPH NO.5**  
**PERCENTAGE OF MAJOR CRIMES CLEARED BY ARREST**



Furthermore, the class of major crimes includes such crimes as auto thefts, which are nearly impossible to solve. When it comes to major crimes of personal violence (i.e. criminal homicide, forcible rape, and aggravated assault), the Police Department maintains a clearance rate of approximately sixty-five percent, as shown in Graph No.6.

**PERCENTAGE OF MAJOR CRIMES OF PERSONAL VIOLENCE CLEARED BY ARREST**



The Police Department, unlike the Division of Sanitation, cannot achieve its goal directly. The Division of Sanitation can make the city cleaner by collecting garbage and cleaning streets more efficiently and effectively. Crime, however, is largely a function of social factors, and cannot be carted away physically. The Police Department can only create an environment in which criminals are punished and crime is deterred. The department seeks to create such an environment in a variety of ways.

Perhaps the most important function of any police department is its patrol activity. The Newark Police Department's Patrol Division is the largest of the Department's seven divisions and contains the bulk of the sergeants and lieutenants whose salaries are supported by urban aid. The Patrol Division is divided into four district squads, each of which operates in one geographical section of the City. Patrolmen in each squad are assigned to foot patrol beats or car patrol beats in their district. Each squad has patrolmen on duty twenty-four hours per day. Assignments are made to these patrolmen as calls from citizens are received. They are responsible for investigating the calls and making arrests when required. The sergeants and lieutenants assigned to the Patrol Division monitor the activities of the patrolmen and assist in investigations and arrests. In addition, the sergeants conduct roll-call training at the beginning of each patrol shift. Roll-call training consists of a brief period of instruction on some new point of law enforcement or a review of prior training. For example, the sergeant may summarize for his patrolmen the law enforcement implications of a recent court ruling. Or, he may review proper procedures for rounding a corner in a chase situation. In short, roll-call training is a means by which the department's superiors refresh and update the training of patrolmen. The Patrol Division continues to receive patrol force assignments at the rate of 250,000 per year.

The area to which the second largest number of sergeants and lieutenants are assigned is the Detective Division, which is responsible for follow-up investigation of crimes. The division is broken down into separate units to deal with various types of crime. As an example of the division's functions, the Youth Aid Bureau, to which one lieutenant and three sergeants are assigned, handles all cases involving crimes committed by juveniles. Cases at the bureau begin either with a complaint against a juvenile referred to the bureau for investigation or with an arrest of a juvenile by a policeman in some other unit of the department. Once a juvenile has been arrested, the bureau coordinates the case against the juvenile and takes the case to Juvenile Court. Where possible,

however, youth aid officers will, in conjunction with civilian social workers assigned to the bureau, seek to resolve the case out of court. For example, if a youth has been arrested for throwing a rock through a window, perhaps the complaint will be dropped if the youth agrees to pay the cost of replacing the window. Even when a youth is taken to court, the bureau continues to provide him/her with counselling. The bureau conducts over 9,000 investigations per year. Two encouraging trends noted in the past year are a decrease in the number of hard drug-related offenses and a tapering off of the recent rise in recidivism among juvenile delinquents under age 13. Because these are persons still in their adolescence, it is especially important that attempts be made to swing them around to healthy development before they become habituated to crime. The activities of the Youth Aid Bureau are thus critical in the reduction of crime.

The Administrative Division contains a total of eighteen sergeants and lieutenants and is responsible for developing programs to improve the department's performance. To this end, the division has in the past year initiated a number of significant innovations. For example, the Blockwatchers Program, under the supervision of a sergeant in the Community Relations Bureau, solicits volunteer citizens to observe given city blocks and report crimes they observe. Police officers instruct the volunteers what to look for and how to call in an observation. The names of all "Blockwatchers" are kept confidential. To date well over 600 citizens have volunteered to participate. Another example is the property identification program whereby citizens will have the opportunity to mark personal property indelibly with their social security numbers. This program will allow prompt identification and return of stolen goods confiscated by the police. It will also assist police in apprehending thieves who may claim that suspicious goods in their possession belong to them; a social security number on the goods will be incontrovertible proof of the true owner's identity. A new program just beginning is the Civilian Radio Motor Patrol. This patrol involves the utilization of taxi drivers as mobile blockwatchers. Police officers will train the drivers, and the drivers will use their car radios to call in crimes they observe.

Possibly the most significant new program is the Auxiliary Police program, which trains and utilizes non-police personnel to perform routine police functions. Salaries for the auxiliary police are paid from a federal grant. However, two city lieutenants, whose salaries are supported by urban aid, serve as liaison between the auxiliary and regular police forces, and two city sergeants provide each auxiliary recruit with thirty-six hours of police

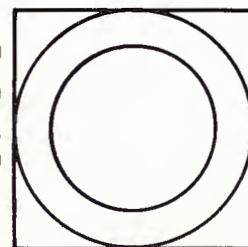
training. The auxiliary police do not carry guns. They are assigned primarily to patrol the streets. The auxiliary police perform an average of 1,000 police actions per month, and have significantly increased the department's ability to respond to calls. During June and July of this year, for example, the number of calls to which no field unit response was made decreased by 1800 over 1974 levels.

Aside from those divisions already discussed, two other Police Department divisions contain sergeants and lieutenants. The Traffic Division is responsible for orderly and efficient flow of vehicles along streets in the city, and its police officers are assigned to monitor strategic traffic locations and to general patrol work. The Staff Service Division operates the Training Academy, which has the best training program in the state and one of the best in the country. This division also handles all records kept by the department. These records, which include information on every person arrested in Newark, are a valuable source of information both to the Newark Police Department and to other police departments throughout the state. And, the Staff Service Division is in charge of all communication between citizens and the department, between members of the department, and between the department and other law enforcement agencies. The department's new computerized communications system, which is expected to be fully operational by the beginning of 1976, will vastly improve communication by establishing a 911 emergency telephone system; providing daily crime data; guaranteeing radio contact at all times with all on-duty police officers; and allowing constant tracking of all radio cars.

Despite a recent manpower cutback, a result of the city's limited resources, the Police Department continues to provide quality service to the residents of Newark with an average response time of about four minutes. The department responds to 250,000 such calls per year. The number of major crimes had decreased, while the percentage of major crimes cleared by arrest has risen. Furthermore, the department has an extremely high rate of clearance when it comes to major crimes of personal violence. The department continues to maintain a large patrol presence in the city, and has even proposed an expansion of its patrol effort by creation of a roving team police unit. The department is making a strong effort to root out crime at the source, as for example by providing special attention to juvenile offenders. Moreover, the department is working to involve the entire community in the fight against crime. Patrol of the city, resolution of crimes committed, and efforts to deal with social causes of crime combine to make the Newark Police Department effective.



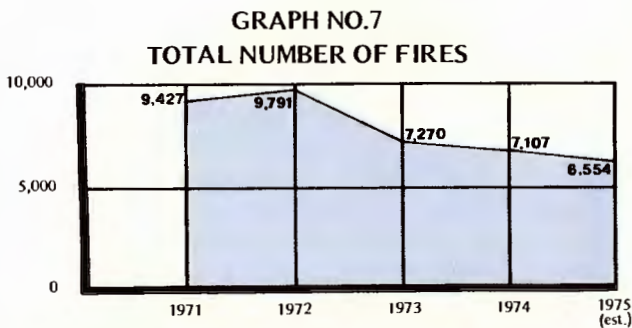
# FIRE DEPARTMENT



Examination of performance statistics on fire protection for the first six months of 1975 establishes that the Newark Fire Department continues to make an effective effort to protect the city from fire. The first significant statistic is response time, which is the length of time that passes between the moment an alarm is called in and the moment department firefighters and equipment reach the scene. The Fire Department's response time has consistently averaged less than three minutes in the past five years. Several factors combine to cause this low average response time. First, the department's capital program remains on target, insuring replacement of each vehicle every twelve years so that adequate equipment is available. Second, the department's training program, which takes place at

the best-equipped training facility in the state, provides every firefighter with extensive basic training and periodic follow-up training. Perhaps of greatest import is the high motivation of department personnel. The department's ongoing refurbishment program provides personnel with comfortable working quarters; each year approximately six stations are refurbished. Furthermore, urban aid funds guarantee that the department has sufficient supervisory personnel. And, use of the urban aid funds to pay for supervisory personnel allows the department to compensate non-supervisory personnel satisfactorily. Substantial efforts on the part of the Fire Department have resulted in the continued low response time.

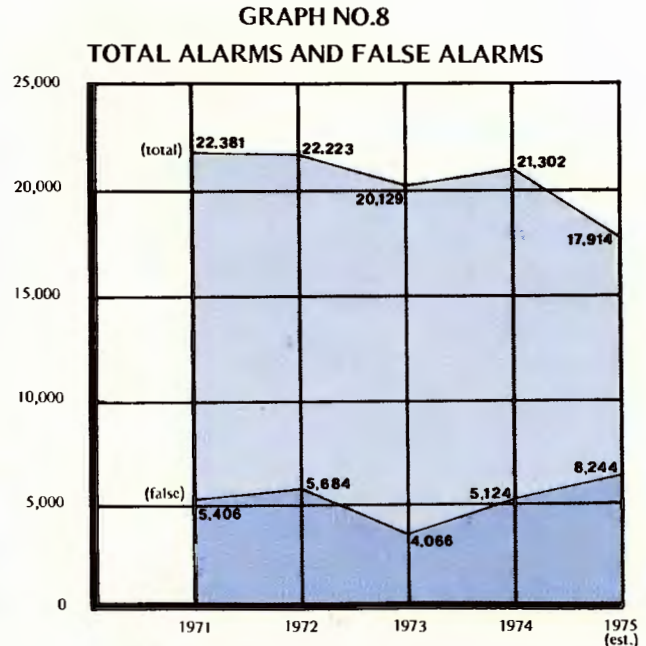
Statistics show an eight percent decrease in the number of fires in 1975, as evidenced in Graph No.7.



Since 1973, when the department began its intensified fire prevention effort, fewer fires have occurred. The fire prevention effort involves inspection of buildings throughout the City and prosecution of building owners for fire hazards found and not abated. In addition, the Arson Squad investigates all suspicious fires and prosecutes arsonists. This past year the Fire Prevention Bureau has computerized all fire licenses to allow prompt follow-up on expired licenses. Perhaps most importantly, the bureau is now conducting a major effort to educate the public as to what constitutes a fire hazard, how hazards can be avoided or abated, and how to handle fires that occur. This involves training of industrial fire brigades, demonstrations to schools and community organizations, cleanups in various areas of town, annual distribution of nearly 300,000 pieces of literature, radio and television programs, and publicity. During Fire Prevention Week the bureau attempts to remind every citizen in the City of the danger of fire. In the fall of 1974 the department entered the National Fire Prevention Association's annual competition of fire prevention units in the country. As part of its application the Department had to describe and document its fire

prevention efforts. In February 1975 the Association announced its results: Newark ranked fifteenth nationwide and third in the State of New Jersey.

Along with the decrease in the number of fires has gone a decrease in the number of alarms. Unfortunately, false alarms have increased. Five-year trends in alarms and false alarms are summarized in Graph No.8.

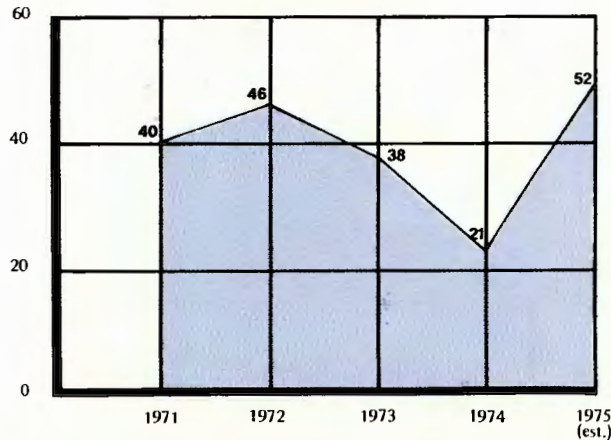


As shown in the graph, the percentage of alarms that are false is increasing. The person who calls in a false alarm makes a deliberate attempt to lessen the Fire Department's efficiency. A false alarm causes needless wear on equipment and often diverts men and equipment from real fires. The causes of this type of irresponsible behavior are social and have little to do with the activities of the Fire Department itself. Indeed, increases in the percentage of false alarms have occurred nationwide. However, the department hopes that installation of a voice alarm system, to be completed in 1976, will reduce the percentage of false alarms by requiring anyone calling in an alarm to describe the fire. Statistics establish that nearly all false alarms are currently made on signal alarm boxes, whereas alarms made via telephone are seldom false. Thus experience indicates that, whenever a person calling in an alarm must actually speak to someone at the department, there is a little chance of the alarm being false.

A fifth statistic is the number of deaths, shown in Graph No.9.



GRAPH NO.9  
NUMBER OF DEATHS



The high number of deaths this year is largely attributable to a series of chance occurrences over which the department had no control. For example a residential building at Avon Avenue and 19th Street caught fire last spring. The fire broke out in the rear stairway, cutting off access to the rear exit. The residents had nailed the front door shut for security reasons, and could not get it open. The six persons trapped inside died before firemen could break in. Similar situations have caused numerous deaths despite the department's firefighting efforts. Regardless of the high degree of chance involved in the number of deaths, the department is trying to strengthen its operation in an effort to cut down on deaths. All trainees are now required to take an 81-hour paramedic course to increase their ability to deal with potential fatalities. If feasible, existing personnel will also receive such training. Also, in order to lower ambulance response time, the department is now operating the city's ambulance service. The department hopes that immediate medical attention at the scene of fires will save some lives.

Though the department considers human life more important than physical property, the amount of physical damage is another performance criterion. Figures on the amount of damage take about one year to compile, and are not yet available for 1975. During 1972-4, however, per capita damage has averaged about \$12 per year after a high of \$12.94 in 1971. This achievement is to a large extent a result of effective firefighting. The department's training program assures that all firefighters know how to handle every type of fire situation. The department even allows firefighters from nearby municipalities to participate in its training program and to use its training facilities. Hence, when outside firefighters are called in to assist at a fire in Newark, the department can count on the same high level of training. The low response time means that the department often reaches fires quickly enough to prevent major damage. This year the department computerized its water supply system, so that each time an alarm is called in the department instantly knows its water supply capabilities in the area of the alarm. In the next year, all alarms will be handled by computer.

Each year the Newark Fire Department tries to initiate new programs and procedures to better its service. This becomes increasingly difficult in times of tight money. Yet in the past two years the department's new training facility, computerization process, refurbishment program, and fire prevention effort have combined with the department's traditional activities to make a notable impact on fire statistics. Improvement in the department's service was confirmed earlier this year when the Insurance Services Organization re-evaluated the Department and again gave Newark its highest rating, this time with fewer deficiency points than ever before. Future plans, such as the installation of a voice alarm system and the hiring of a fire prevention engineer, will further upgrade this municipal service.



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## CONCLUSION

The City of Newark has utilized its urban aid funds to support its three most basic municipal services: sanitation, and police and fire protection. During the past year, these three services have at least been maintained at last year's levels and have in many ways been upgraded. As Newark tries to establish itself more firmly as a major business center and make itself more attractive as a place of residence, it is essential that these three services not be cut. It is to the advantage of the entire state that the vitality of its largest city be maintained and improved. It is therefore desirable for the state to continue supporting the City with urban aid, and it is appropriate for the City to allocate this aid to its most basic municipal services.

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