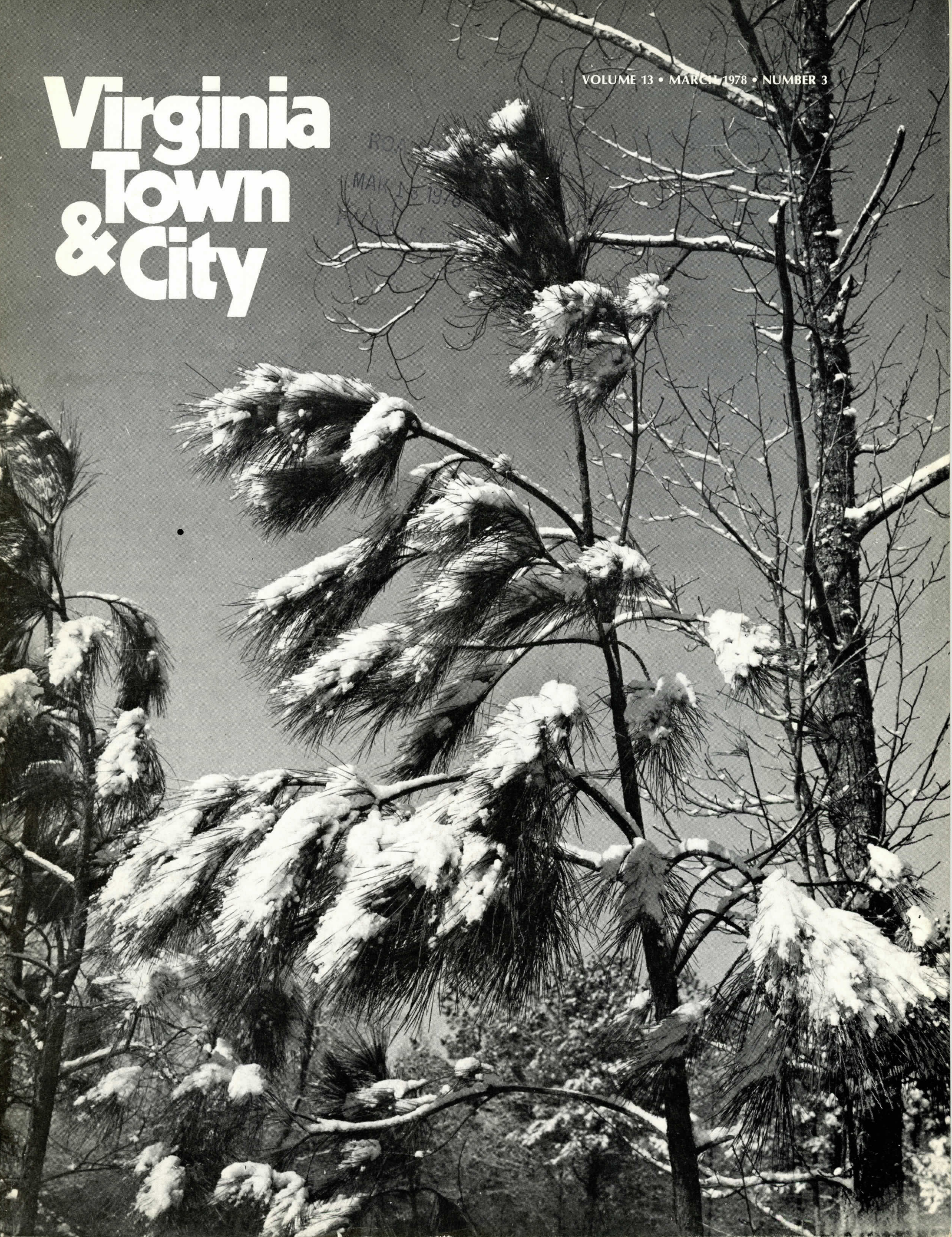


Virginia Town & City

VOLUME 13 • MARCH 1978 • NUMBER 3



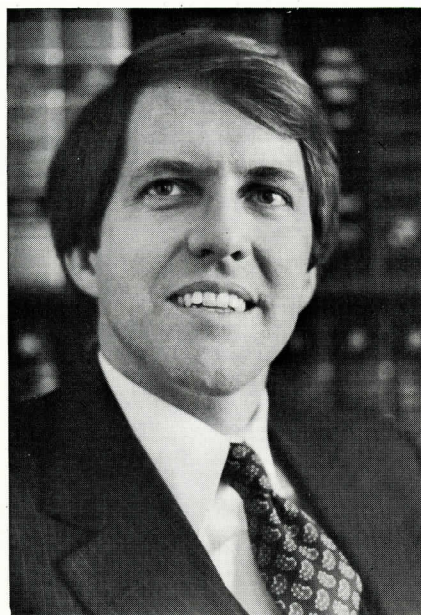
Editorial

UNIFORM SENTENCING PROCEDURES

Holding statewide office is quite a contrast to service in the General Assembly. The legislative process is one of negotiation and compromise, where 140 men and women become the voices of their constituents in considering legislation. When a proposal is considered, each legislator has but one vote among many. In the executive branch, both the Governor and Attorney General are responsible to all the people of our diverse Commonwealth and each has the ultimate responsibility to mold and execute policy. There is no "collective" responsibility for a decision; it all rests, in the end, with one person.

I feel that my years in the House and Senate of Virginia have prepared me for working with the diverse interests represented in Virginia. My constituency included towns, three growing cities and urbanizing and rural counties so I have become well aware of the problems facing municipalities.

As you know, my primary responsibility is to provide legal services and advice to the Commonwealth, but my office also works with local government. While the primary source of legal advice to local government is its county, city or town attorney, my office will be available to assist you in any manner possible to resolve legal issues. It is my intent to expedite responses to your questions and to reduce any delays you may have experienced in receiving formal or informal advice.



One problem which affects all of us, but especially municipalities is crime. One of my priorities is to promote reform in our criminal justice system, and I wish to acquaint you with a proposal that I have made to reform our criminal sentencing procedure.

It has become apparent that what we are doing now is not working because there are no uniform guidelines. A defendant's sentence is determined, more often than not, by who he is, where he lives, or which judge is presiding. If two men rob a convenience store, it is possible that one may receive a suspended sentence, while the other may serve ten years in jail. This is hardly equal justice under the law.

In addition to punishment, another hoped-for effect of prison is deterrence; but that benefit is lost when there is no certainty in sentencing. Criminals are gamblers, and they know that the odds are they can beat the system even if they are convicted.

That same system is deceptive and frustrating to the people. If our citizens are satisfied that 10 years in prison is appropriate punishment for an offense, they may be dismayed to learn that the offender can be paroled after serving only two and a half years.

Clearly, it is time for a change. If an offense deserves five years imprisonment, the criminal should serve five years and not one year or ten years. If a person **knew** he would serve five years for the offense, he might be less inclined to commit it.

I have prepared draft legislation for uniform sentencing procedures, which I will recommend to the General Assembly in my capacity as chief legal officer of the Commonwealth. My former colleague, Senator Wiley Mitchell, has introduced the measure in the Senate.

The intent of this legislation is to establish a specific "presumptive" sentence for every crime in the Commonwealth. Under the law, a presiding judge would be expected to give the presumptive sentence which fit the circumstances, unless he explained in writing his reasons for deviating from it. The effect would be that most sentences for a given crime under similar circumstances would be the same.

Once a sentence has been given and the appeal procedure completed, the full sentence would be served, less time off for good behavior. The parole system would be abolished, since a criminal would be expected to serve a full sentence. The people and the criminal would know that a ten-year sentence is a ten-year sentence, and the only hope for being released sooner lies in being a model prisoner.

This proposal is comprehensive and may seem to be a dramatic departure from our current practice. But we should be reminded, as the Constitution of this Commonwealth instructs, that "no free government, nor the blessings of liberty, can be preserved to any people but by firm adherence to justice [and] moderation." Criminal sentencing is the major area in which the State seeks to draw the delicate balance between the rights of society and individual rights. We must subject this process to our goal of equal justice under law—to bring justice and moderation to criminal sentencing. Seeking justice seems to me the most fitting way to begin my tenure as Attorney General. I hope you will join in that effort.

Marshall Coleman

Marshall Coleman
Attorney General
Commonwealth of Virginia

Virginia & Town & City

EDITOR Richard L. DeCair
MANAGING EDITOR Charlotte Kingery
ASSOCIATE EDITOR Michael S. Deeb
ADVERTISING MANAGER John S. Ziolkowski, Jr.
BUSINESS AND CIRCULATION
MANAGER Brenda M. Southworth
TELEPHONE
804/649-8471

VOLUME 13 MARCH, 1978 NUMBER 3

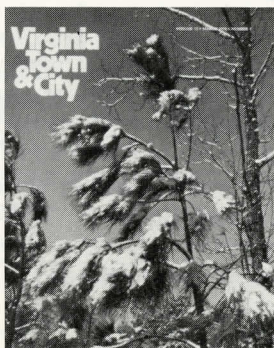
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COMMUNITY DEVELOPMENT BLOCK GRANT & VIRGINIA LOCALITIES

By CARROLL A. MASON

The Housing and Community Development Act of 1974, Public Law 93-383, was signed on August 22, 1974. The Act marked a new era in relations between the Federal Government and units of general local government. Title I of the Act, the Community Development Block Grant Program (CDBG), consolidated seven existing categorical grants-in-aid programs administered by the Department of Housing and Urban Development. The oldest of these programs had been in force for 25 years.

The new program simplified local application and Federal review requirements to avoid funding delays and uncertainties. Local elected officials, rather than special-purpose agencies, are now responsible for determining community development needs, establishing priorities and allocating resources. In addition, entitlement grants are made to smaller "hold harmless" cities on the basis of their prior program experience in the categorical grant programs. Other units of general local government may receive discretionary grants from several funds established in the legislation.

Local elected officials are now responsible for determining needs

Community development activities that may be carried out using community development block grant funds include all activities eligible for funding through the categorical grant programs and certain new activities within the spectrum of community development. Block grant funds may be used anywhere within the local governments' jurisdictions to serve principally the needs of low- or moderate-income people, to aid in the prevention or elimination of slums and blight, or to meet other urgent community needs.

Programs consolidated into the community development block grant are Urban Renewal, which includes Neighborhood Development Program (NDP), Model Cities, Water and Sewer, Open Space Land, Neighborhood facilities, Rehabilitation Loans and Public Facilities Loans. Units of general local government having direct entitlement to block grants are arranged by state, along with applicable discretion-

ary funds which have been allocated among the Standard Metropolitan Statistical Areas (SMSA's) and state governments.

Under Title I of the Act, major cities and many large counties are entitled to receive a community development block grant, the amount of which is based upon an objective needs formula. Such units of government, accustomed to receiving community development funds from HUD at a level higher than their entitlement using the formula, have continued to receive their prior program level over the first few years of the Act and are commonly known as hold harmless. The "hold harmless" provision which allows for this, is also extended to certain smaller communities which, while not qualifying for a formula entitlement, have participated in specified categorical programs which are superseded by the block grant program. The requirements for direct entitlement are set forth in Federal Regulations, Part 570.

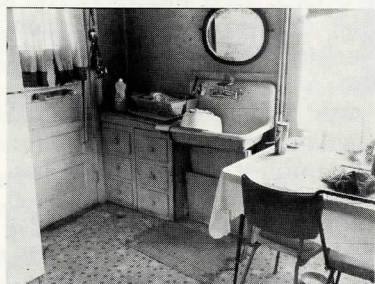
Discretionary Balance Funds are those funds remaining from those appropriated each year, after providing funds to units of government having a direct entitlement to block grants, and are allocated among metropolitan areas (SMSA's) and, in the case of non-metropolitan areas, on a state by state basis. These funds are used for making grants to states and units of general local government based on competition among those located in the geographic boundaries for which the funds are allocated. Other discretionary funds are also available under the Act for special purposes (urgent needs and secretary's funds).

A key distinction between categorical grants-in-aid and the block grant program is that all funds in the new program are distributed to units of general local government. Unlike earlier programs, special purpose agencies (redevelopment authorities, local public agencies, local housing authorities, school or park districts) are not eligible applicants or direct recipients of funds.

The Community Development Block Grant Program years are 1975, 1976 and 1977. The total dollar volume for all CDBG programs under the jurisdiction of the Richmond Area Office in the Commonwealth of Virginia (as of January 11, 1978) amounts to over \$180,000,000 of which \$84,000,000 has been dispersed to units of general local government. Of this amount, \$140,000,000 has been approved for entitlement cities with \$72,000,000 being dispersed. Discretionary applications have been approved for an amount in excess of \$29,000,000 in grant funds with \$10,000,000 being dispersed. During this three-year period, Virginia communities have been approved for \$14,000,000 in urgent needs funds with approximately \$1,000,000 being dispersed. Approximately \$800,000 has been obtained from the Appalachian Regional Commission and the Economic Development Administration (EDA) with HUD providing the local share. Approximately 100 Virginia communities with geographical representation covering the entire State have received Community Development Block Grant funds. This disbursement represents 21 entitlement communities and 80 discretionary communities. While these figures in total dollars and in the number of participat-

ABOUT THE AUTHOR

Carroll A. Mason is the Richmond Area Director, Department of Housing and Urban Development.



ing jurisdictions seem impressive, the demand for funds far outstrips available resources.

A large number of entitlement localities have used their CDBG funds for continuation and completion of urban renewal projects. Localities using entitlement funds for continuation and completion of urban renewal activities include Chesapeake, Hopewell, Lynchburg, Newport News, Norfolk, Norton, Petersburg, Richmond, Roanoke, Saint Paul, Hampton and Williamsburg.

Rehabilitation of existing housing is a popular activity of entitlement cities. Cities participating in this type of program are Norfolk, Portsmouth, Richmond, Suffolk, Newport News, Hampton and Chesapeake. At the present time, additional entitlement cities are in the process of considering this program.

Far and away the most popular activity of discretionary communities is water and sewer systems. Many of these communities have been declared by the State Health Department to have an extreme emergency due to the quality of water furnished its citizens.

Three Virginia communities are participating in urgent needs funding, one of which is completing a neighborhood facility while the two others are involved in urban renewal projects.

Chief benefit—allows localities to change funding priorities

In helping to meet the needs of communities applying for assistance, HUD has simplified its requirements under the CDBG Program. CDBG regulations have been reduced substantially when compared to those for categorical grant programs. Under the CDBG program, one application per locality is required each year compared to an average of five per year previously. CDBG legislation requires that entitlement applications be approved automatically if HUD does not act within 75 days.

One of the chief benefits which localities have derived from the CDBG program is an opportunity to change their funding priorities. Our experience indicates that in excess of 90 percent of localities with prior HUD Categorical Program involvement have made some change in their highest funding priorities. Of particular significance under the CDBG Program has been an increase in the number of small cities funded with less than 25,000 population.

There are many reasons why government is interested in housing and its associated benefits. Philosophically, the interest is in the quality of living associated with good housing. Practically, it is a matter of economics. Slums require higher public expenditures than other areas for police and fire protection, public health work and welfare.

Government is directly related to housing in many ways, through regulations in building codes in both private enterprise and in public expense houses or apartments which are sold or rented. All levels of government are directly involved local, state and national. It behooves each community to provide the best housing, and its associated by-products, possible for the betterment of all citizens. Each of us will, in the long run, gain from the eradication of problem areas, in housing.

Commentary

VIRGINIA CREATES A DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT

by Marcia S. Mashaw
Institute of Government, University of
Virginia

On July 1, 1978, the Commonwealth of Virginia will consolidate activities from several state agencies to create a Department of Housing and Community Development. The change was authorized by the 1977 General Assembly in response to recommendations from the Commission on State Governmental Management (the Hopkins Commission). The Commission felt that fragmentation of responsibilities had prevented effective state programs in the areas of housing and community development. This move is important to local officials because it will change patterns of state-local interaction in affected service areas and because it will heighten the visibility and, possibly, the political importance of a group of programs which are important to local government.

As stated in a task force report submitted to Governor Mills E. Godwin in December, 1977, the mission of the Department of Housing and Community Development will be "to enhance the quality of individual and community life by promoting suitable housing and safe, healthy and economically viable communities." The new department, which will be responsible to the Secretary of Commerce and Resources, will combine into one agency the existing Office of Housing, the State Fire Marshal's Office, the divisions of Local and Regional Planning and Special Programs (presently in the Department of Intergovernmental Affairs), and the local technical assistance activities of the Office of Human Resources (all now housed in the Department of Intergovernmental Affairs). In addition, the Virginia Housing Development Authority will be included within the department in order to maintain liaison in the develop-

ment of state housing policy.

Responsibilities transferred from the Department of Intergovernmental Affairs to the new department include:

- collecting information on planning and development activities in Virginia's governmental subdivisions and gathering data related to city or county boundary alterations, changes in form or status of government, intergovernmental agreements and arrangements and such other information as it may deem necessary

- assisting planning agencies, planning district commissions, service districts and governmental subdivisions in the preparation of development plans and programs, service district plans or consolidation agreements

- assisting the Governor in reviewing budgets submitted by planning district commissions in accordance with §15.1-1412 of the Code of Virginia

- administering federal grant assistance programs related to economic and community development; i.e., from the Appalachian Regional Commission, the Economic Development Administration and similar federal agencies; and

- administering the provisions of the Urban Assistance Incentive Fund Act.

Housing activities will be an expansion of those presently performed by the Office of Housing. These include:

- developing state housing and community development policies, goals, plans and programs for the consideration of the Governor and the General Assembly

- determining housing requirements of the state and designing programs to coordinate the elements of housing production, with an attempt to assure the availability of housing where and when needed

- coordinating the various state housing programs and cooperating with state agencies which engage in housing-related activities and

- establishing and promoting various public informational and educational programs relating to housing, including programs on the availability

of housing assistance from different levels of government, programs designed to prepare families for home ownership, programs to assist sponsors in the development of low and moderate income housing and programs designed to lessen the problems of rental housing management.

In order to promote coordination of housing programs and policies, the new law requires that the Housing and Development Authority submit reports to the Director of the Department of Housing and Community Development on the Authority's policies, objectives, priorities, operations and programs.

In addition, the department will administer the provisions of the Industrialized Building Unit and Mobile Safety Law and the Virginia Fire Safety Law (both of which are presently administered by the State Corporation Commission) and the provisions of the Uniform Statewide Building Code (presently administered by the Office of Housing).

A nine-member Board of Housing and Community Development will be appointed by the Governor, subject to confirmation by the General Assembly. The Board's duties will include monitoring the policies and activities of the department; advising the Governor, the Secretary of Commerce and Resources, and the director of the department on housing and community development matters; providing a means of citizen access to the department; publicizing the policies and programs of the department; and making rules and regulations which may be necessary to carry out its responsibilities.

The reorganization follows a national trend to consolidate housing and community development programs into one agency. Although the law provides for no major new activities, the creation of a department indicates an awareness that housing and community development has come of age as a distinct and important service area. Furthermore, the consolidation of existing programs may provide the administrative structure and concentrate political support for expanded efforts in the future.

REFLECTIONS OF A MAYOR'S WIFE

By RUTH MILLER

The City of Falls Church is a very unique place to live because it consists of only two square miles in the midst of the sprawling urban counties of Fairfax and Arlington in Northern Virginia. It has managed to maintain a community atmosphere and residential character but not without the efforts of the citizens. Because of its size, every event that takes place in Falls Church affects the entire community.

The cooperation and support of the citizens of Falls Church make it an enjoyable task to be mayor to someone who believes that city government is for the people. My husband, Hal Miller, does just that—he enjoys being the mayor of Falls Church.

As a result of encouragement from many people, in 1971 Hal decided to run for City Council. Although he had never had any particular interest in politics, other than helping in political campaigns, Hal had been involved in civic activities such as youth groups, mental health and drug abuse programs, among others. We entered the campaign with two commitments: first, to help others and second, to support what he was doing.

Campaigning was exciting as well as challenging and winning was exhilarating. Since, we have experienced another general election and we were reminded of the unusual quality of the people in Falls Church. They unite and work hard for the goals they find important in keeping this a city for the people. What started out for us as a commitment to help others has grown into a love for the City of Falls Church and a desire to serve.

All of the excitement and sense of accomplishment does not come about without the many hours of time spent away from the family. I would like to reflect on how public service has made a difference in our lives. Hal is a wholesale lumber-broker and I assist him in his business, operated out of our home. Our five daughters Maureen (21), Sharon (18), Kellie (13), Melissa (9) and Patrica (3), complete our family. Even though I had given Hal my support in becoming involved in public office, there was a time when I felt that I needed to compete with him to have a sense of fulfillment in my own life. I failed to realize how important it is to put the needs of others first. We were trying to serve the wants of the citizens

and, in turn, were receiving much support from them. As I began to put away my selfish and jealous ambitions and give Hal the support he needed, he in turn recognized my desires and was supportive of my own endeavors.

Instead of going our separate ways, we began to enrich the lives of each other. We have found it important to make a commitment to spend time together, even if it is once a week. To have time for one another is vital to any couple. There are times that we go out together for an occasional lunch date or a walk in the evening following an early family dinner. We have set aside a special time to be with our children, an hour on Friday afternoons, and everything stops while we come together. Each person takes a turn planning an activity for that family hour.

Our children seem to understand the importance of the time their father has to spend away from them; however, there is an occasional expression from one of them about wanting him at home more often. Melissa would like to have him home every night, simply because he is the only one who is willing to play cards with her every night. Since our business is at home, Hal is here in the morning with the activity that accompanies getting everyone off to school, which is an advantage. On the other hand, having the mayor's business at home produces other results. Sharon recalls the morning she answered the phone and had to listen patiently to someone read a long letter because they thought she was the secretary answering the phone. Sometimes the phone call is from a reporter wanting to tape on-the-spot comments to be aired on the radio during the day. An occasional call will come during the day from a citizen who has a complaint and just needs someone to listen and to be courteous to them. There have been a few annoying calls but they are rare.

When the three older children have gone to school and Patricia is settled down with her activities, Hal and I spend what we consider the most important part of our day; we turn to God in prayer for the city and any particular problems that may be facing us. We are thankful that it is possible to be in public service.

Availability is a must for a public servant. Hal has made it possible for citizens to offer suggestions, get explanations or ask questions about the city by being



ABOUT THE AUTHOR

Ruth Miller is the wife of the Honorable Harold L. Miller, Mayor of Falls Church.

at City Hall on Monday evenings from 5:00-7:00. It has been a valuable way to keep the door open to all citizens. Once an irate citizen brought a tape recording of the noise in his neighborhood to one of the Monday evening sessions for Hal to listen to for a half-hour. He was so concerned for the citizen that one Sunday afternoon we went with him to this particular neighborhood to hear the noise the citizen had complained about. We left our driveway amid the noise of a neighbor mowing a lawn, another using a power saw on a tree, a teenager working on his car with the radio full blast, a skate board roaring down the hill and wondering what kind of noise we would be facing elsewhere. We drove down the street of Mr. X and it was very quiet; we were the only ones in sight. One of our children spoke up and said, "They must have told all the children that the mayor was coming to their street."

This past year brought even more change to our lives since Hal was elected Chairman of the Board for the Council of Governments. The major problem facing the metropolitan Washington area was water supply, bringing a response from many organizations as well as radio and television coverage. We became very serious about conserving water in our own

home and installed water saving devices on the shower and toilet. When a television station wanted to film our bathroom, my first reaction was, no way; I have to maintain some privacy and this is too much. After some thought, however, I realized these water saving devices are beneficial and could help to educate others about their advantages as well as how to install them. I moved out the dog's water dish and the diaper pail, and let the cameras in. It was filmed so that it was extremely helpful to others and in very good taste.

We have a special time to be with our children.

What we have received from being a part of the history of Falls Church will remain with all of us. Maureen will be getting married this year and has chosen the historical Cherry Hill Farm to be the site of her wedding reception. The parks in the City are a delight to Patricia, and the bicycle trail, tennis courts and square dancing at block parties are all fond memories of Sharon, Kellie and Melissa.

There are many things our family has encountered during these years of public service. We can all say, however, that it is only in giving that we truly receive.

Calendar

NLC Congressional Cities Conference, March 5-7, Washington, D.C.

Mayors/Councilmembers Shirtsleeve Session, March 16-17, Ramada Inn, Petersburg

Master Planning/Fire Protection, March 29, April 5, 12, 17, 19, State-wide

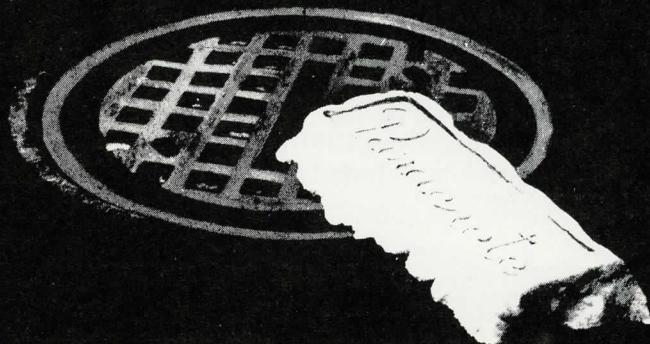
Managing in a Tight Economy, April 5-7, National Training and Development Service, Washington, D.C.

Municipal Electric Power Association of Virginia, April 12-14, Ramada Inn, Manassas

Zero-Base Budgeting in Local Government Regional Seminar, (MFOA), April 13-14, Atlanta, Georgia

Virginia Section, ICMA Annual Conference, April 26-28, New Cavalier, Virginia Beach

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People

Rattley Invited

Newport News Vice Mayor and Second Vice President of the National League of Cities, **JESSIE M. RATTLEY**, was invited by the Secretary of State, Cyrus R. Vance, to be a member of the Presidential delegation to Budapest, Hungary on January 5. The purpose of the trip was for Secretary Vance to return the Crown of St. Stephen to the Hungarian people. The Crown of jewels, a symbol of Christianity and independence to Hungarians, was entrusted to the U.S. soldiers at the end of World War II and locked in a vault in Fort Knox, Kentucky until its return. Vice Mayor Rattley traveled with congressmen, ambassadors and other selected guests.

New Henrico Manager

FRANK A. FAISON, city manager of Pensacola, Florida, was named manager of Henrico County. A native of Richmond, he is a graduate of VPI&SU and attended graduate school at the University of Chicago. Faison had been city manager of La Grange Park, Illinois and Danville prior to his position in Pensacola.

Larew Dies

WILLIAM P. LAREW, Gloucester County administrator, died January 22. Before taking the Gloucester job, Larew was county administrator in nearby York County. A native of Beckley, W. Va., he had been a resident of the Tidewater area for the last 15 years. Larew received a B.S. degree from West Virginia Institute of Technology.

Kilgore Invited

Hampton Mayor **ANN H. KILGORE** was one of 28 mayors across the nation invited to attend the White House Conference on Balanced Growth on January 29-February 2 in Washington, D.C. President Carter addressed the Conference and received reports on the final day of the five-day meeting, which was designed to develop national guidelines for growth. Mayor Kilgore is the Immediate Past President of the VML and serves on the VML Executive Committee.

First Woman City Manager

WILDA M. FERGUSON was appointed City Manager of Manassas Park, making her the first woman city manager in the state. Ms. Ferguson received her undergraduate degree from Meredith College, North Carolina and received graduate degrees from Virginia Commonwealth University and Nova University, Florida concentrating on social work and public administration. She has been affiliated with the social services department in Lynchburg and Richmond, and was employed by the United Virginia Methodist Children's Home. In July, 1976, she was named director of social services of Manassas Park. Ms. Ferguson became acting city manager on August 3, 1977 and was named city manager effective January 3, 1978. She is a member of the American Society for Public Administration and the National Association of Social Workers.

Smiley Appoints Staff

Newport News City Manager Frank Smiley appointed **JOHN L. WARE** and **RANDY W. HILDEBRANDT** as Assistant City Managers and appointed **HAL H. HOLKER** as Development Director. Ware has been with the City of New Rochelle, New York since 1974 and has served in various capacities including affirmative action director and management liaison for New Rochelle's community development program. Hildebrandt served as budget director for the City of Syracuse, New York and had the responsibility of a \$60 million municipal budget and the development of a six-year capital investment program. Both Ware and Hildebrandt hold graduate degrees from Syracuse University in public administration. Holker, who served for the past seven years as executive director of the Los Angeles Central City Development Corporation, was educated at the University of Southern California and the University of Chicago and received a graduate degree from the University of Wisconsin. Prior to his position with the development corporation, he was executive vice president of the Greater Camden Movement, Camden, New Jersey, and was executive vice president of the Greater Trenton Council, Trenton, New Jersey.

Shands Named

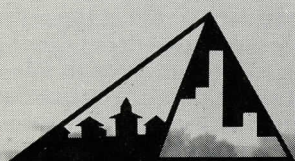
Fairfax County Board of Supervisors named **MRS. NANCY LAMB SHANDS** of Falls Church to be a member of the Fairfax County Water Authority. She fills the unexpired term of Thomas C. Roeling, who served as a member of the Authority during the past five years and recently resigned because of increasing business obligations. Mrs. Shands is presently employed as the Community Development Director of the Arena Living Stage and has been active in civic affairs in Fairfax County and in California.

Councilmanic Changes

ROBERT J. TRAISTER was appointed by the Front Royal Town Council to fill the unexpired term of Vice Mayor Jack H. Albert. Councilman Kermit Nichols was voted to serve as Vice Mayor. Boyce Town Councilman **CARL POPE** resigned from his position as councilman and **JULIAN OVERLY** was appointed to fill his unexpired term. Overly will serve on Council until the next general election on July 1, 1978. Chase City Town Council appointed **HUNTER E. GURLEY** to fill the vacancy created by the resignation of **L. C. DANIELS**. Gurley, a local businessman, has been a member of the Chase City Volunteer Fire Department and served as chief from 1969 to 1977. He is also a state fire instructor for fire service training.

Lundberg, Former Manager, Dies

ALBERT LUNDBERG, former Arlington County Manager and a long time Arlington resident, died January 16, 1978. A native of Pittsfield, Massachusetts, he served as manager from 1947 until his retirement in 1962. Lundberg was known during his tenure for his balanced budgets and efficient government operation. A graduate of Ohio Northern University, he was the chief engineer of the water department and served as director of public services for Arlington County prior to becoming county manager. The Virginia Municipal League extends sympathy to the family of Albert Lundberg and the County of Arlington.



CONVENTION 78

1/4 of the exhibit booths are gone! This year is unlike other years, the competition is stronger, the location is better, the sale started sooner, & the response is coming from across the nation quickly.

This is the one time of the year when 1400 local government decision makers are in one place. Make more contacts in 3 days than in 2 months—reserve your exhibit space NOW.

Space is limited—but access is great to those who participate in the 73rd annual convention.

Call or write today. Boost your sales effort! Help local government with the products & services you offer!

Local government is being faced with new challenges each day. Once a year the Virginia Municipal League meets to exchange ideas on meeting this challenge, to listen to the ideas of national figures, to make plans for having the best local leadership of any state.

Will you be there? Will your input be available to help? Local government in Virginia, the League needs you.

Norfolk offers a Spouses' Program while you are meeting. Exhibitors offer new products & services valuable to serving the needs of your locality.

The Annual Convention is a pleasant place to join with Virginia's local government officials and work hard on giving the people the best government possible.

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MUNICIPAL PUBLIC INFORMATION PROGRAMS—A MUST

By Raymond L. Bancroft

Local officials realize that a leash law must be adopted and why it needs to be obeyed. But citizen X and his family do not want to put a leash on Fido. How do you make citizen X realize the importance? You must inform him. Public information has been neglected too long; it can make managing local government easier.

Municipal public information programs throughout the nation are gaining acceptance as legitimate local government management functions. City officials, both appointed and elected, understand the growing importance of improving communication. It cannot be a lot of hot air. Municipal public information programs must be based on a foundation of solid city government accomplishment. Tom Killeen, former public information officer for the City of Detroit, said it best years ago, "We don't operate in a vacuum. We have to move in two directions—better information to the public and better communication by municipal performance."

Killeen noted, for example, that if 10 city employees mishandle citizens in their daily contacts with them, most of the efforts of the public relations staff just goes down the drain. Municipalities have to perform before they can blow their own horns. Part of the public's credibility gap in municipal government comes from the lack of attention to these public relations details. You cannot put the whole burden of public understanding on the news media's back. City governments must share some responsibility. How can local governments share the responsibility? Localities must learn how to use other means of public communications in conjunction with the established news media, i.e., radio, television and newspaper. There are many channels open to local officials.

One of the most important channels is the municipal employee. How well do city and town managers and elected officials communicate policies and program goals to the average city employee? If city employees understand these, managers and elected officials have gained valuable additional help in communicating with the gen-

eral public. A number of techniques is being used by cities to inform employees of municipal programs. Meetings with employees, employee publications, notes in pay envelopes and employee recognition programs are a few of the methods being used. A second channel is direct communication with city residents. Open houses, meetings with neighborhood groups, trouble-shooting ombudsman services, telephone information and complaint centers and mailing periodicals or letters directly to residents' homes have been successful in reaching citizens.

Many cities add an extra dimension to the established media by supplying regular columns to newspapers or program material to radio and television stations along with regular news reports. Cable television also offers city halls a potential way to communicate via a special municipal government channel. For example, many people are watching with interest a new two-way cable television system in Columbus, Ohio, where the viewer can "talk back" to the station by pushing buttons on the set.

A form of two-way communications in which a city hall public information office often is called upon to implement is citizen attitude surveys. Many cities regularly use a sample of their polling of residents to monitor taxpayer attitudes about city government services, proposed public improvement programs and questions regarding city hall priorities. Over a number of years, these surveys can be a real benefit to municipal officials wrestling with tough decisions.

Conscious use of local citizen organizations as "information networks" can also amplify broad mass media information campaigns and produce support for municipal goals from respected sources outside city hall. This type of information technique requires cultivation of these citizen groups but can pay off in solid backing for such essential projects as bond issues.

Since a public information program is really a public education program, some localities are beginning to see the benefits of working closely with their school systems to make sure their future voters and taxpayers have a good understanding of city government. Kettering, Ohio recently undertook a cooperative venture with its school system to provide intensive workshops for junior and senior high school teachers who wanted to expand their curriculum on municipal government. This is an exciting concept which could have widespread impact on public understanding, public participation and even provide a source for future employees in city

government. In many localities, municipal public information programs are coming of age and it is encouraging to see these recent developments:

- more cities are formalizing and beefing up previously anemic public information programs into professional offices with a respected position on the city hall organization chart

- a national clearinghouse of public information ideas has been established by the International City Management Association. It is an informal national network of municipal public information officers who will swap experiences through a newsletter and by attending seminars and ICMA's national annual conference

- ICMA's Institute for Training in Municipal Administration has prepared a Public Relations in Local Government in-service training program as part of its extensive correspondence school system

- California, Oklahoma and Texas have associations of municipal public information officers which provide a forum for the exchange of information and advice between members

- city government information programs now have a national contest which recognizes outstanding achievement in various types of public information activity. Sponsored by *City Hall Digest*, the City Public Information Awards Competition began last year and will become an annual event. Norfolk was a winning entry in the 1977 awards program.

City governments must be prepared to employ a well-trained and well-paid staff for this new area of city hall-citizen relations. It will no longer be enough to give the public information job to the intern in the manager's office or hire away the city hall reporter from the local newspaper or radio station. Only a professional can get the sophisticated communications job done.

The formula of solid municipal accomplishment plus a well-rounded public information program equals better citizen cooperation with the support of city hall. It is a formula more localities are recognizing as an essential ingredient in modern municipal management.

ABOUT THE AUTHOR

Raymond L. Bancroft is Editor-Publisher of *City Hall Digest*, the municipal government newsletter. He is a former managing editor of *Nation's Cities* magazine and a former city hall reporter for the *Virginian-Pilot* in Norfolk.

Legal Guidelines

LOCALITIES STRIKE OUT IN VIRGINIA SUPREME COURT

By Howard W. Dobbins, General Counsel

The batting average of Virginia localities was very poor in two recent sessions of the Virginia Supreme Court. A city, a town and a county each struck out in cases which were unrelated but which may have serious impact on the financial resources of other Virginia jurisdictions.

In an opinion handed down in November, 1977, the Court held in *Edgefield Apartments and Churchland Square Apartments v. City of Portsmouth*, 238 S.E. 2d 838, that under the City's utilities service tax ordinance, an apartment complex with a master gas and electricity meter was classified as a single purchaser of such services and hence the tax could not be imposed by calculating the tax on each separate residential unit as contended by the City.

The City argued that it had classified purchasers of gas and electricity in three categories: owners of apartment complexes consisting of a number of single-family residential units served by one meter (\$1.80 for gas, \$3.40 for electricity, a month, multiplied by the number of units); owners and tenants of private residential property and units; owners and tenants of private residential property and tenants of apartments served by separate meters (20 percent of the charge for gas and electricity but not exceeding \$1.80 and \$3.40 per month, respectively) and all other purchasers of any utility service (20 percent on the first \$1,000 charged or a maximum of \$200 a month). The Court determined that the ordinance was not written as Portsmouth contended and that the tax was assessable against each "purchaser", that is, the complex as a whole, and hence, the taxpayers fell into the third category with a maximum \$200 tax.

In January, 1978 the Court handed down its opinion in *Town of Farmville v. G.C.C. Beverages*, in which the Town's license tax on coin-operated vending machines was held to be inapplicable to the owner of a number of vending machines located within the Town.

The taxpayer was a soft drink manufacturer and distributor. It owns numerous machines which it rents or furnishes to its customers for retailing soft drinks bottled by it.

The case involved an analysis of Articles 11 and 12 of Chapter 7 of the State Tax Code (Code §58-399 through 58-361, and §58-362 through 58-368) and boiled down to the question of whether the Town had authority pursuant to §58-361 (of Article 11) to impose a local tax upon each of the taxpayer's vending machines if a taxpayer, whose business activities fall under §58-362 of Article 12, has paid the State license tax provided by §58-362 as a retail merchant.

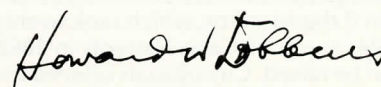
The taxpayer contended that the General Assembly in §58-362 had classified as a taxable subject the vending machine operations of soft drink bottlers and had determined that such operations should be taxed by the State and localities as retail merchants if the bottler paid State taxes as a retail merchant. The Town contended that the General Assembly had created two classifications and not a single classification binding on localities. The Town argued that to permit the taxpayer to pre-empt the Town's taxing authority by the taxpayer's unilateral election to pay as a retail merchant at the State level was contrary to the legislative intent.

The Court disagreed with the Town and in a complicated opinion answered the "narrow question" in favor of the taxpayer. Fortunately, Articles 11 and 12 have been amended and new provisions respecting this type of tax became effective on January 1, 1978.

The third case (*Burns v. Board of Supervisors of Fairfax County*, 238 S.E. 2d 823 decided in November, 1977) dealt with an action which was brought by landowners for damages to their property as the result of the discharge of great quantities of water on their land by a storm sewer system. The plaintiffs alleged that an adjoining landowner built a storm sewer system in connection with a subdivision and dedicated the system to the Board of Supervisors (which adopted it) and that the Board was responsible for the use and maintenance of the system; they alleged that their property was damaged by the system in violation of Article 1, Section 11 of the Virginia

Constitution which prohibits the General Assembly from passing any law whereby private property shall be taken or damaged for special uses without just compensation. The Board demurred to the action on the ground that it was immune from tort actions and that the motion for judgment failed to allege sufficient facts to support the theory of implied contract between the parties. The demurrer was sustained by the trial court and the Supreme Court was called upon on appeal to determine whether the motion for judgment was facially sufficient at law on the implied contract theory.

The Supreme Court determined that the General Assembly, in Code §15.1-283, authorized the governing bodies of every county, city and town to "provide for adequate drainage" and to "install and maintain drainage systems" and to acquire property for that purpose by "gift, purchase, lease, condemnation or otherwise", to appropriate money therefor and to exercise the power of eminent domain "to the extent necessary to effect such acquisition." The Court said that this was an express declaration by the General Assembly that establishing adequate drainage is a public purpose and that the use of property for that purpose is a public use and "while such a declaration is not conclusive and is subject to judicial review, it is presumed to be right." Therefore, said the Court, the allegations of the motion stated a good cause of action on implied contract and the demurrer should have been overruled. The case was remanded for a determination of whether the Board's use of the dedicated property is, in fact, a public use; the burden of proof would rest on the plaintiffs. So, what seems to be an action sounding in tort may in fact be based on implied contract when it is asserted against a governmental body and the governmental entity may be prevented from relying on its traditional tort immunity shield.



Places

ROANOKE—City Council will be urged to allow the new municipal parking garage to participate in the 30¢ token "park and shop" program proposed by Downtown Roanoke, Inc. The firm hired to manage the parking garage supports the proposed token program and favors the garage's participation. Under the system, shoppers buying something worth \$5.00 or more will be given a 30¢ token, which they could use for parking, a taxi or a bus.

GALAX—Glenn Pless, chairman of the Galax Museum committee, presented Council with proposals for a new museum to serve the city. Council had previously set aside a fund some years ago and each year added funds for a new museum to be constructed. Pless said actual construction will not start until the spring, when definite bids can be obtained.

SALTVILLE—Town officials have won approval of a \$144,500 Virginia Commission on Outdoor Recreation grant to develop a 97-acre recreation park. The grant received State approval following a presentation by a delegation of Saltville and Mount Rogers Planning District Commission officials led by Saltville Mayor Frank Lewis. The total cost of the project was estimated at \$289,000 with half of that amount coming from the grant and the remaining half of labor, materials and cash provided by the Saltville Town Council.

WINCHESTER—The City has begun operating the Winchester Municipal Airport in an effort to keep the airport open since the current operators have terminated their lease. City Manager Wendell Seldon said that direct operation of the airport by the City is expected to be temporary since the City will advertise for bids soon. The process, however, could take several months.

NORFOLK—Mayor Vincent J. Thomas and other Norfolk officials were successful in their presentation to the Monitor Research and Recovery Foundation to make the Monitor headquarters in Norfolk. It is not certain if the Monitor, which sank twenty miles south of Cape Hatteras in 1862, can be raised. City officials offered the Foundation office space and reserved a site in the city for the display of the

Monitor.

PORTSMOUTH—City Council and the Portsmouth Redevelopment and Housing Authority Commission approved a plan to seek \$2.9 million in federal aid for a \$11.4 million privately developed waterfront apartment complex. The two groups also endorsed a companion plan that would enable the City to borrow against future community development entitlements for preparation of an industrial waterfront site. The proposal calls for a three-way agreement between the City, the housing authority and the developer for the sale of land and the construction of the two apartment towers.

CHESAPEAKE/VIRGINIA BEACH—Both cities marked their 15th birthday on January 1, 1978. The City of Virginia Beach was created by the merger of Princess Ann County and Old Virginia Beach while the City of Chesapeake was created by the merger of Old Norfolk County and South Norfolk.

FAIRFAX COUNTY—The County's new adult detention facility was dedicated January 10. One of the most modern buildings in the United States, the facility cost approximately \$5.3 million, including almost \$1.2 million in federal aid. All cells in the new facility are individual units and a women's confinement section is in a segregated area.

ARLINGTON COUNTY—Dedicated February 26, the County's new multi-use facility will house the relocated

Aurora Hills Branch Library and Fire Station No. 5. The structure also houses a new community recreation center, an air pollution monitoring station and a visitors information center.

DANVILLE—City Council, meeting as a committee of the whole, agreed to give Danville's Public Library \$14,298 for new books. Library employees contend that purchasing has suffered as a result of cuts in their annual budget. Council also made a recommendation to spend this quarter's federal antirecession money for street paving as well as library books.

FAIRFAX COUNTY—The County may consider relocating its seat of government in the Reston area due to the cramped governmental center in Fairfax City. Because of its location, the County not only has had to rent office space but also has lost tax revenue from a variety of County government-related commercial developments. The Massey Building, the present County seat, opened in 1970.

BUENA VISTA—The City Council voted to purchase the office building of a local physician, who plans to retire in 1978. Purchase of the building, however, is only temporary in order to provide the benefit of municipal financing to in-coming doctors for a period of two years. The City's Doctor-Search Committee hopes that the building will be used and eventually purchased by two family practice physicians.

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LOCAL GOVERNMENT AND THE ARTS

By BETTE TREADWELL

In speaking of cities which have outstanding arts and cultural resources, one can cite the cities of Seattle, New York City, Minneapolis, Atlanta, San Antonio and San Francisco. For cities of smaller populations, it can also be intimidating and discouraging as well as an easy-out to justify the lack of comparable resources. But this need not be so. The Arts can be an exciting experience for a city of any size. There are cities with as little as 800 in population that have taken an interest in the arts and have marshaled the resources to make the arts and cultural activities an important and significant part of community life.

There are several common threads that tie together cities with ongoing arts programs similar to the experiences in San Francisco, Seattle, Atlanta, Minneapolis, New York City and San Antonio. Specifically, they have discovered that the arts and cultural resources of a city are as vital a service to the citizens as housing and jobs. Cities need and must have the amenities and services to go along with the housing, jobs, health care and the like. The arts are not only good business but are big business. In other words, there is a definite positive economic impact for a city that invests some of its public and private resources in the arts. The arts and cultural activities of a city are the cornerstone in improving and protecting the quality of life of the inhabitants of the city. People want to feel good about where they live. They want to live in an environment that not only responds to their physical needs, but also is responsive to their "spiritual" needs—their sense of well-being and fulfillment as human beings. All of the above combines to create a new constituency for the elected official to be aware of and serve. This consists of the artist themselves, those employed in support and spin-off jobs and occupations, as well as those who attend and participate in these activities, not to mention the elite who are patrons of the arts.

It has been shown that one of the components studied by big business in selecting a city as a site for a new office or plant is the cultural environment of the city. What does that city have to offer its employees during their non-working hours and the spouses who do not work outside the home? The answer to this question can be just as important as the answers to economic questions. These amenities can often be the factor that tips the "decision scale".

Although New York City is a unique case in point, nonetheless it is an exciting example of the economic impact the arts can have on a city. New York City contributes 25 million dollars a year to its cultural activities even at a time when it is being criticized for doing so when on the verge of bankruptcy. But in return for that invest-

ment the city receives a 3 billion dollar industry, 50,000 jobs and 102 million dollars a year in city taxes. There is only one New York City—the art mecca of the world. But there are thousands of medium and small localities that, if resources were properly invested in the cultural environment, could show proportionate returns as well.

Ashland, Oregon holds a Shakespeare Festival for two months in the summer. Ashland's population is 12,432 people. During the festival motels in the area have a 97 percent occupancy rate, seven days a week, enough to sustain these businesses during off season. The festival also impacts on the restaurant business of the city as well as small retail stores.

Arts and cultural activities are no longer just for the elite. The advent of television has played a significant role in bringing the cultural resources of our country to the masses. It has educated and developed a high level of awareness in people to those aspects of living that help us to maintain the human perspective and give us the chance to raise our expectations about the quality of our lives and the total environment in which we live. A sense of ownership in the access to these cultural resources goes hand in hand with the quality of life concerns.

Local government, and in particular, local elected officials have a stake in the arts and the cultural environment of their localities. There is a trend taking hold that indicates that local government is getting involved, and in some cases, more involved in the arts and cultural activities. More and more, cities are jumping on the bandwagon. As expectations rise within the citizens of a community, so must the leadership role of the local elected official. This is not to say that he or she must become intimately involved in the detail planning of cultural affairs; the local official must be the leader. Elected officials must take the lead and provide political and policy support in which the cultural environment can grow and flourish. The idea is new to the municipal dialogue and agenda.

The National League of Cities and several of the state leagues have also put the arts on their agenda. The League of California Cities held a two day cultural arts seminar in early November, 1977 entitled "You, The Arts, and Your City". The Pennsylvania League of Cities held a workshop on cultural affairs at their annual meeting last year as did the Tennessee Municipal League. In the far northeast, the New England Municipal Center has started a multi-state demonstration project designed to "increase the awareness of municipal government officials about the arts and the cultural environment of their community, and to assist municipal government officials to take positive actions to support

the arts. Its long-range objective is to improve the quality of life and the enjoyment of the arts and cultural activities by residents in smaller and medium-sized communities."

Last year, then NLC President Phyllis Lamphere, Councilmember from Seattle, appointed a National League of Cities' Arts Task Force with Frank Logue, Mayor of New Haven, Connecticut as chairman and Joel Wachs, Councilmember, Los Angeles as vice chairman. Under their leadership, the Task Force received a small grant from the National Endowment for the Arts to help support its activities and staff. Working jointly with the American Council for the Arts (ACA) (formerly known as the Associated Council of the Arts), they developed a questionnaire on the arts that was sent to 407 local governments throughout the country. The results will be produced in a handbook on the arts for local elected officials entitled *Local Government and the Arts* that should be available in late March or early April. The Task Force has also sponsored with ACA a pre-Congress of Cities meeting in San Francisco for local elected officials on "Arts and the Liveable City", conducted a mock city council with an arts agenda at the San Francisco Congress of Cities, and proposed amendments on the arts to the National Municipal Policy Statement for 1978. The policy amendments were approved by the delegates at the Congress of Cities and can be found in the chapters on Environmental Quality, Community Development, Employment and Income Security, Transportation and Public Safety. An entire section on cultural resources development was added to the Human Resources chapter.

During the coming year, several of the state leagues plan to take a more active and aggressive role in cultural arts or add it to their 1978 agenda. The Virginia Municipal League in particular has made such a commitment. Such a commitment from the Virginia Municipal League is quite significant and encouraging. In the latest survey made by ACA of state arts agency appropriations for fiscal years 1977 and 1978, Virginia ranked 48th among the states on a per capital basis with a decrease in appropriations of 7 percent. Needless to say, Virginia can only go in one direction, and this is up! Perhaps with a state image that has a commitment to cultural arts, working in concert with its cities, Virginia will come into its own as a state that cares about the quality of life of its citizens.

ABOUT THE AUTHOR

Bette Treadwell is Special Assistant to the Executive Director, National League of Cities.

THE WELL-PAID PUBLIC EMPLOYEE

By STEPHEN K. BLUMBERG
and MIKE MILLER

Do you sometimes feel you're almost constantly involved in labor negotiations? Whether you represent management or one of the city's employee groups, you know that salary negotiations frequently are a stressful experience. The employee representatives say they need more (of everything?) in order to keep up with inflation; management tries to "hold the line", in an attempt to respond to citizens' concern over increasing taxes. The element of conflict is there.

One of the most viable arguments that public employees make in their attempt to secure pay raises is that they are not as well paid as people who do comparable work in the private sector. This argument appears to strengthen the employees' position and is one that is hard for management to ignore. But we now have information that may cause us to look at this argument differently.

A recent study found that public employees (at least in California) are now paid more than their privately employed counterparts. This study, done through the Center for Public Policy and Administration at California State University, Long Beach, shows that public employees are enjoying a 10 percent advantage in salary over private sector employees.

Public employee salaries used in the study represented workers at all levels of government and were taken from the *Governmental Salary Survey*, October, 1976, a publication of the California State Personnel Board. The data for the privately employed workers was compiled from five California area wage surveys published by the United States Department of Labor's Bureau of Labor Statistics Bulletins. The five areas were Anaheim, Fresno, Sacramento, San Francisco and San Jose, and all the figures were from 1976. Eighteen comparable job titles were found in both publications. These occupation categories include professional, clerical and blue-collar positions. The dollar amounts represent wages only and are based on a working month of equal hours for both groups.

As the data show (see chart), the average monthly salary for public employees in these 18 job classifications is about \$1,188. People with comparable jobs in the private sector earn an average of \$1,074 per month, a difference of about 10 percent. Furthermore, heavy truck drivers are the only private workers in these 18 categories who earn more than their public

counterparts; and that difference is just \$4 per month.

It is important to keep in mind that the figures compiled in this study refer to wages only; they do not include any fringe benefits for the employees. If the employee benefits for private workers exceed those for public employees, then, of course, some of this salary differential will be decreased. However, it is frequently conceded that fringe benefits for public employees are typically superior to those for private workers. Thus, the data tend to support the conclusion that public employees really are "better off" than privately employed workers.

The study recognizes that there may be some disagreements about judgmental decisions in matching occupational categories but points out that maximum effort was made to achieve similarity in job titles.

The study further recognizes that the nature of averages may distort particular cases and therefore it should not be assumed that all public employees in these categories earn more than all of their private counterparts.

Also, it should be noted again that the data compiled for this study refer to wages in California. Although other states undoubtedly would reveal different wage scales, there is no reason to suspect that this pattern of increased pay for public employees would be significantly different in other states.

This study was partially confirmed recently when a nationwide survey by the United States Bureau of Labor Sta-

tistics found that cities generally pay clerical workers better than industry does. That survey also concluded that this wage differential, coupled with better job security, made working for government more attractive than private employment.

Individual readers can contemplate the implications of higher wages for public employees and speculate as to what remedies there might be. However, it seems fair to indicate that the growth of public employee associations and unions is the major cause of this escalation in public wages. Another factor that has led to this situation may be the inability or refusal of many elected officials to assume a leadership role in withstanding the sometimes excessive public employee association demands.

It is no secret that the citizenry is "fed up" with taxes and the high costs of government. If people working for government are paid more than privately employed people, then surely public confidence in government may be eroded. This situation may be another factor leading to resentment and distrust of government at all levels. Alleviation of these pay inequities may be necessary to improve citizen confidence and trust.

ABOUT THE AUTHORS

Stephen Blumberg is an assistant professor at the Center for Public Policy and Administration, California State University at Long Beach. He also is a councilmember and former mayor of Manhattan Beach, California. Mike Miller is a graduate student at the Center for Public Policy and Administration.

AVERAGE MONTHLY SALARIES

Job Titles Government Workers/Private Workers	Govt. Workers	Private Workers
Computer Systems Analyst/Computer Systems Analyst	\$1,708	\$1,606
Computer Programmer/Computer Programmer	1,636	1,413
Electrician/Maintenance Electrician	1,443	1,288
Stationary Engineer/Stationary Engineer	1,411	1,252
Carpenter/Maintenance Carpenter	1,396	1,218
Machinist/Maintenance Machinist	1,371	1,258
Heavy Equipment Mechanic/Maintenance Mechanic	1,364	1,183
Painter/Maintenance Painter	1,334	1,156
Truck Driver (heavy)/Truck Driver (heavy)	1,251	1,255
Registered Nurse/Registered Industrial Nurse	1,242	1,091
Engineer Draftsman/Drafter	1,231	1,225
Truck Driver (light)/Truck Driver (light)	1,112	1,075
Computer Operator/Computer Operator	1,023	955
Intermediate Steno/General Steno	846	731
Janitor/Janitor, Porter	814	711
Intermediate Clerk/Typist	796	588
Key Punch Operator/Key Punch Operator	768	726
Junior Clerk/File Clerk	652	602

VIRGINIA MUNICIPAL LEAGUE ACHIEVEMENT AWARDS PROGRAM

The Award

Recognizing that localities in the Commonwealth strive towards improving municipal service, the Virginia Municipal League, through the Achievement Award, wishes to honor these endeavors. The entry for a given award should be innovative and structured to meet specific needs and desires of your locality.

Eligibility

Any member locality, town, city or urban county, is eligible to enter the VML Achievement Awards Program.

Categories

Awards will be given in six areas that parallel the VML policy committees. The categories are the following:

- Community Development (housing and urban renewal)
- Effective Government (finances, management, training programs)
- Environmental Quality (water quality, local planning and land use, energy use, solid waste management)
- Human Resources (child care programs, health care, alcohol and mental health programs, recreational services, education)
- Public Safety (court system, fire and rescue services, emergency preparedness, law enforcement)
- Transportation (streets and roads improvement, public transportation systems, bicycle ways, transportation of the handicapped)

Criteria for Judging Entries

- Maximum six double-spaced typed pages to explain the entry
- Use of black and white photographs
- Use of camera ready graphs, charts and architects' renditions, etc.
- All entries must have four copies of all visual materials
- All entries must be signed by the chief elected official (mayor, board chairman)

Judging

The entries will be judged by a special committee whose members are selected for their expertise in the areas of the awards.

Presentation of Awards

Awards will be announced in September and appropriate recognition will be given to each recipient during the VML Convention Opening Session. In addition, the awards will be highlighted in the Convention issue of *Virginia Town & City Magazine*.

How to Enter

All entries must be received by the Virginia Municipal League, P. O. Box 753, Richmond, VA 23206, no later than May 1, 1978. It is our hope that you will support this program and take this opportunity to be recognized for outstanding municipal service.

Ideas

Money-Savers

PORT ROYAL, SOUTH CAROLINA, estimates that it saved over \$9,500 and boosted morale by painting their garbage trucks without resorting to professional painters. Following the purchase of a paint sprayer and the selection of colors, town employees painted their own trucks and other vehicles. (Contact: Town Manager Paul Paskoff, Municipal Building, Port Royal.)

INGLEWOOD, CALIFORNIA, asked local citizens' groups to tend to 87 downtown flower pots. The Parks Department checks for uniformity in the flower pots and provides bedding, plants and water. If the plants are not getting adequate attention, the department reassigns the pot. The procedure saves the City time and money.

GARLAND, TEXAS (118,000), saves 10 percent on its insurance by requiring employees to attend defensive driving classes. It costs the employees \$1.00.

ROCKVILLE, MARYLAND (41,564), uses individuals who have committed minor offenses to clean City parks or to do needed volunteer work. The offenders range in age from 16 to 24 and are of no cost to the City. (Contact: Office of the City Manager, City Hall, Rockville 20850).

Public Safety

WILLIAMSBURG, VIRGINIA (10,000), was confronted with a number of antique thefts so Police Chief Larry Vardell organized a crime prevention program that has curbed those burglaries. The City has many private and public collections and the usual prevention of engraving identifying numbers on the valuables was impractical. Chief Vardell organized a police camera crew which photographed valuables free of charge and furnished copies to the owners, insurance companies and the police department. (Contact: Police Chief Larry Vardell, City Hall, 412 North Boundary Street, Williamsburg 23185.)

GLENDALE, ARIZONA (36,000), has established a Citizen Participation and Support Project, a comprehensive program of services to victims and

witnesses of crime. Services provided include crisis intervention with victims, information on case status and criminal justice procedures, referral to other community agencies, victim-witness advocacy, financial assistance, emergency security services and community presentations. (Contact: S. F. Van de Putte, City Manager, P. O. Box 1556, Glendale 85311.)

CALIFORNIA, six cities participated in an exchange program for police officers in middle management. Officers were assigned to their host departments for six months. Cities ranged in population from 100,869 (Freemont) to 26,734 (Menlo Park). (Contact: Police Foundation, 1909 K Street, N.W., Washington, D.C., 20036.)

Animals

ALEXANDRIA, VIRGINIA (108,500), is sponsoring a clinic to provide animal owners an opportunity to get their dogs necessary rabies inoculation and City license tags. Also, animals can be spayed through the animal shelter's low cost clinic. (Contact: Animal Shelter Division, City Hall, P. O. Box 178, Alexandria 22313.)

CHINO, CALIFORNIA (27,500), has contracted with the Humane Society for the use of several dog-catching vehicles and officers. Contract costs are paid from license and pound fees. More stray dogs are apprehended with patrols concentrated in selected areas in the early morning then are

apprehended in an entire day by a single vehicle. (Contact: Jorge Varela, Assistant to the City Manager, City Hall, Chino 91710.)

Sidewalks

STANTON, CALIFORNIA (23,264), repairs sidewalks damaged by tree roots as follows: repair crews saw and remove a section of the sidewalk, remove the roots, level the ground and replace the sidewalk. This method has yielded net savings of 50 percent. (Contact: Clarence A. Motz, City Administrator, 7800 Katella Avenue, Stanton, California 90680.)

AMES, IOWA (40,000), has implemented a one-man sidewalk staking system to replace three- to four-man crews. The method involves using the existing curb elevation, property pins and a level line to establish the grades in relation to the established curb. No expensive instruments are required. (Contact: Robert Lawrence, Engineering Aide Supervisor, City Hall, Ames, Iowa 50010.)

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NEW FUNDING SOURCES ADDED TO CD PROGRAM

The Department of Housing and Urban Development has added two new funding components to the Community Development Program. These components, the Action Grant Program and Small Cities Program, should be of interest to Virginia localities as potential funding sources for physical development activities.

The Action Grant Program offers funds to cities and urban counties which meet the following requirements:

- minimum standards for physical and economic distress
- prior results in providing housing for low and moderate income persons and
- prior results in providing equal opportunity in housing and employment for low and moderate income persons and members of minority groups.

A major thrust of the Action Grant Program is to fund economic development projects which are already planned and can be implemented without delay. The projects must also have financial participation by the private sector. HUD estimates over \$100 million will be available nationally with at least 25 percent of these funds set aside for small communities (under 50,000). Competition for Action Grant Funds is expected to be severe, with Washington making the final distribution decisions.

The second funding component is the Small Cities Program which has two sub-programs, Single Purpose Grants and the Comprehensive Program. A single Purpose Grant is for undertaking a single activity or a number of activities which address a particular community need, such as substandard housing. This type of grant is designed to aid small non-SMSA localities in solving a specific community problem.

The Comprehensive Program is a broader based funding source. Projects funded under this program should take no more than three years to complete and address multiple community development needs such as neighborhood revitalization. The projects should be in accord with a plan or program which responds to a substantial portion of the total physical development needs of an area. To qualify for this program, a locality must have a population of at least 2,500 (waivers to this requirement can be made in certain cases), serve as a regional center for an area and have carried out a community development program with block grant funds.

Virginia's allocation under the Small Cities Program has yet to be determined.

The complete regulations for the Action Grant and Small Cities Program were finalized in December. For more information on these programs contact John LeVey, Director, Community Planning and Development Division, Richmond Area HUD Office, 701 East Franklin Street, Richmond, Virginia 23219, (804) 782-2624. The HUD office will be conducting workshops on the new regulations in the near future.

SMALL LOCALITIES ASSISTED

The National League of Cities, the International City Management Association and state municipal leagues continue to offer their assistance to small localities. In continuance of its Small Cities Advisory Council, NLC held a meeting during the Annual Congress of Cities in December. Two NLC grant projects that were reported are aimed at small city audiences. First, the Community Technology Initiatives Program (CTIP), is a joint effort with Public Technology, Inc. designed to develop technological solutions to problems identified by the participating jurisdictions. Second, the Elected Officials Handbook Project, is a set of handbooks which provide useful up-to-date information for use by local elected officials and top appointed officials in their role as decision-makers. The set includes books on streamlining governing body business, goal setting by the governing body, time management and evaluating the chief administrator. Available for purchase, the handbooks are a joint project of NLC, ICMA and the National Association of Counties. Representing Virginia on the NLC Small Cities Advisory Council are Harrisonburg Mayor Roy H. Erickson and Staunton Councilman Richard A. Farrier.

ICMA will offer a small cities management training workshop in conjunction with the Virginia Section, ICMA Annual Conference in April in Virginia Beach. The workshop will introduce the training program which is designed for managers who wish to coordinate the training for their staffs without hiring outside consultants. The six-month program uses prepared texts and tapes as training aids. Brochures on the program have been sent to all Virginia Section members.

The Virginia Section, ICMA Interchange Workshop continues to thrive. The workshop is designed for city, town and county managers with localities under 50,000. The workshop gives managers an opportunity to air their problems and relate their accomplishments with their colleagues

in an informal setting. The VML Shirt-sleeve Session offers the same type of program for mayors and councilmembers with localities under 35,000. The next Shirtsleeve Session will be held at the Ramada Inn, Petersburg on March 16-17. McKenney Mayor William E. McElveen will be the host. Interested officials may contact the VML office.

The Department of Housing and Urban Development has proposed rules to govern the small cities program, the program that provides grants to states and units of local government to undertake community development activities. Interested cities may contact their area HUD office.

Marketplace

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City of Manassas. Salary, Range, \$13,333-\$15,434. High school graduate or equivalent with formal fire training in fire prevention methods and techniques and extensive experience in fire suppression and fire prevention work required. Send resume to C. M. Moyer, Jr., City Manager, P. O. Box 512, Manassas, 22110.

Marvin Metric Says



WATER BOILS AT 100° CELSIUS.
The Virginia Department of Agriculture and Commerce

Weights and Measures officials across Virginia are celebrating March 1-7 as National Weights and Measures Week. The theme selected for this year is "Accurate Weight Or Measure When Purchased."

The same week will introduce Marvin Metric to the citizens of the State. Marvin Metric will be used by the Weights and Measures Section of the Virginia Department of Agriculture to explain the metric system. Marvin says that he is looking forward to seeing all Virginia Weights and Measures officials at their annual Association meeting which will be held at the Omni International, Norfolk on July 30-31, August 1.

ANTI-LITTER FUNDS AVAILABLE

Litter, how big a problem is it? What can we do about it? National surveys have ranked litter and the general problem of solid waste disposal as major concerns of local officials. With the substantial increase in convenience packaging over the last twenty years, litter has become a growing problem everywhere.

In Virginia, the pickup of carelessly disposed trash costs taxpayers and consumers millions of dollars. The State Department of Highways and Transportation spends about \$1.5 million a year and the City of Richmond spends nearly one thousand dollars daily on litter pickup. Not only is litter a needless financial burden, but it is also an obvious threat to the safety and health of citizens. A chronic litter problem in a community can be pervasive; the "don't care" syndrome might encourage further environmental deterioration.

In 1976, Virginia's General Assembly decided to attack the litter problem in our state. A litter control act was passed, applying a comprehensive approach to the state's litter problem and establishing the Division of Litter Control as a central coordination/information agency for anti-litter activity. It became operational on October 1, 1977. Major division activities include utilizing news, information and public service advertising to discourage littering, developing anti-litter educational materials for schools across the state, aiding with revision of local litter ordinances and general enhancement of effective law enforcement and providing grants to Virginia cities and counties for local anti-litter activity.

One-half of the division's total funding of \$564,000 will be returned to localities. Formal application must be made by city and county governing

bodies, but they may funnel the funds to a quasi-governmental or private anti-litter organization if they desire. Because the individual grants are relatively small, some localities have chosen to pool their funds and work jointly on litter control projects. Towns are not eligible for grants, but can work with a county in a joint venture.

Some localities are using the grants to help implement a "clean community system" approach to the litter problem. A model for community action, "CCS", is based on behavioral change. It was developed by Keep America Beautiful and has been successful in more than one hundred cities across the nation.

The spring of 1978 will see anti-litter projects booming in many localities. Clearly, these community leaders have decided that it is time to start caring. For further information, contact the Division of Litter Control, 1215 State Office Building, Richmond, 23219.

**DON'T
YOU THINK
IT'S TIME
WE STARTED
CARING
?
VIRGINIA DIVISION
OF LITTER CONTROL**

Plan Cuts Parking and Promotes Public Transit

The City of Evanston, Illinois, has joined with the Chicago Transit Authority (CTA) and the American Hospital Supply Corporation (AHSC) to present an innovative and unique approach to encourage the use of public transportation.

The AHSC, in its efforts to encourage fewer cars on downtown streets and in parking spaces, has provided an incentive to its employees to use public transit by not providing free parking facilities. Instead, a pay adjustment for all headquarters employees will be given which will, after taxes, be equivalent to the annual cost of leasing a parking space. Those em-

ployees who elect to continue driving to work will be able to lease a space on a payroll deduction basis. For employees who elect to walk, take public transportation, and so on, the pay adjustment will amount to an increase in spendable income. This plan makes it possible for employees themselves to choose how they will spend the money. AHSC feels its employees will elect to leave their cars at home.

To further the incentive to use public transportation, AHSC will purchase monthly passes from the Chicago Transit Authority and provide them to their employees at a 25 percent discount. The third phase of the plan will be to provide discounts with other public transit companies such as the Chicago and North Western Railway.

Coons Appointed

LARRY R. COONS, former City Manager of Richland, Washington, was appointed by Fairfax County to be the Director of Environmental Management. Coons, a native of Oregon received a bachelors degree in political science and has studied general engineering at Oregon State University. He was city manager of Richland from 1972 to 1977. His 18 years of local government experience include positions as assistant city manager, community development director and assistant director of a renewal agency. He is a past president of the Washington State Chapter of the International City Management Association and has also been a guest lecturer in Urban Affairs at Washington State University. Coons replaces John Yaremchuk, who retired December 31, 1976.

VBOA TOPICS

By Edward J. Weld, Building Official,
County of Culpeper

The Virginia Building Officials Association will have a drive this year for Associate membership, and the goal is for each active member to bring in at least one Associate member. Associate membership is open to persons, firms or corporations engaged in building construction or the manufacture, sale or use of building material.

The VBOA increased its Active membership in 1977 by 67 percent but recruited only 20 new Associate members. We need more Associate members in order to further the purposes of the Association of maintaining proper professional levels of performance and active participation in the Association's undertakings.

The VBOA is an organization to promote, through investigation, discussion and cooperative effort, the interest and welfare of the building, plumbing, electrical and other related inspection departments, and to encourage all inspections pertaining to building and structures in the counties, cities and towns of Virginia. Additionally, the VBOA provides communication among those engaged in the profession of inspections of building and structures in all capacities throughout Virginia.

If you know of a prospective Active or Associate member, please invite them to join VBOA. The input throughout the state is needed and urged so that the Association's goals can be realized. You may write to Edward J. Weld, Membership Chairman, 135 West Cameron Street, Culpeper, Virginia 22701.

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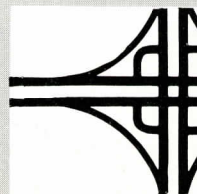
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