

ROANOKE
MAY 9 1978
PUBLIC LIBRARY

ORDINANCE

“No dog, cat, hog, sheep, mule, horse, pony, donkey or other like animal shall be kept on any premises or allowed to go at large within the limits of the Town. Any person violating this section shall be guilty of a misdemeanor.”

Editorial

PET PROBLEMS—A SOLUTION?

Animals do bite. They bite your pocketbooks, your limbs and your well being. Nationwide, the destruction of 13 million pets from municipal pounds costs taxpayers up to \$500 million. The general upkeep of animal shelters—from staff to animal food to spaying clinics—cost another \$500 million a year. The 1,000,000 citizens bitten annually cost another \$50 to \$75 per bite in hospital costs. Where does the financial strain end?

It doesn't end with animal shelters, animal destruction or animal bites. It doesn't end with the 40 diseases that pets can transmit to humans, either. In Houston, Texas, for example, 85 percent of the pets were infected with hookworm; a cost of a couple of dollars to the pet owner to eliminate. Attempting to deal with the health problem, some localities impose fines against the animal owner who fails to clean up any excrement deposited in a public place. The health of our families is not the only direct cost of the animal problem that we are aware of.

The safety of citizens is critical when dogs run in packs or just alone. Recently, a locality in Virginia had a pack of dogs running loose and radio announcements encouraged parents to keep their children inside until the pack could be apprehended. Children are not the only victims of unfriendly dogs. Several years ago I was riding my bike when a large angry dog charged out of some bushes. I immediately put my bike between the dog and myself with my back up against a tree trunk. Before I took any action, the apparent owner called the dog away. I have since wondered if he learned a lesson and has kept his pet enclosed or on a leash. I seriously doubt it. Joggers face a still more perplexing problem. What do they put between themselves and a charging dog?

Many people claim that pet owners bear a large portion of the cost. This is true, in that the Council on Pet Education estimates that it cost \$154 a year to own a dog. This is true, when owners are fined \$200 for not cleaning up after their dogs in public places. This is true, when veterinarians charge \$25 for an office visit, not including vaccinations or operations. This is true, where license fees are required by localities to keep a dog. But who really pays the full cost, including intangible costs? The citizens alias the taxpayers.

Is there a solution? This month, Virginia Town & City addresses the pet problem. Fairfax County Animal Control Director Richard F. Amity says that animal regulation is everyone's burden and animal control is the solution. Robert S. Montjoy, of the University of Virginia, agrees. In the article by Dr. Donna M. Dickman and Edward P. Gorski, Metropolitan Council of Governments, the aspect of animal noise control is explored, among others. VML President, R. L. Light, Jr., suggested that the Virginia Municipal League focus on this problem and this issue puts into light the many aspects of this problem.

Charlotte Kingery

Charlotte Kingery,
Managing Editor

Virginia & Town & City

EDITOR Richard L. DeCair
MANAGING EDITOR Charlotte Kingery
ASSOCIATE EDITOR Michael S. Deeb
ADVERTISING MANAGER John S. Ziolkowski, Jr.

TELEPHONE
804/649-8471

VOLUME 13 MAY, 1978 NUMBER 5

- 4 ANIMAL CONTROL—EVERYBODY'S BURDEN
 - 6 THE QUEST FOR QUIET
 - 10 GENERAL ASSEMBLY REVIEW: THE LOCAL PERSPECTIVE
 - 14 VANDALISM: THE COST TO TAXPAYERS
 - 15 VML SERVICES
 - 18 WHAT IS ANY GIVEN JOB WORTH?
-

DEPARTMENTS

- 2 Editorial
 - 8 People
 - 12 Commentary
 - 16 Places
 - 17 Legal Guidelines
 - 19 Marketplace
 - 20 Ideas
-

Statements and opinions presented in this magazine do not necessarily reflect the editorial policy and opinions of VIRGINIA TOWN & CITY or the Virginia Municipal League.

VIRGINIA TOWN & CITY is the only official magazine of the Virginia Municipal League (formerly the League of Virginia Municipalities). It is published monthly at 311 Ironfronts, 1011 East Main Street, Richmond, Virginia 23219. All contents, copyright © 1977 by the Virginia Municipal League. Any reproduction or use of contents must have prior approval of the Virginia Municipal League and if granted must be accompanied by credit to VIRGINIA TOWN & CITY or the Virginia Municipal League. Second-class postage paid at Richmond, Virginia. Subscription rates: \$7.00 per year, \$1.50 per copy.

ANIMAL CONTROL— EVERYBODY'S BURDEN

By RICHARD F. AMITY

Animal control in the United States costs taxpayers in excess of a half billion dollars annually, according to estimates of national humane organizations. Whether you are a pet owner or not, part of your tax dollar is used to defray these costs.

During 1973, the National League of Cities conducted an extensive study of city mayors and councilmen on matters about which citizens complain most frequently. Dog and other pet control problems are number one.

Fairfax County established a separate Department of Animal Control in 1973, with a staff of 39 and an FY-1978 budget of \$574,000. There is general agreement among animal control experts, that to be effective, an animal control program should include:

- adequate ordinances and laws;
- an effective enforcement program;
- a humane education program;
- a humanely operated animal shelter;
- a differential dog license fee structure for neutered and fertile pets; and
- a spay/neuter program.

Ordinances and Laws

Both the Commonwealth of Virginia and Fairfax County, during the past several years, have made improvements in legislation dealing with animals. State laws provide counties and municipalities with the legal authority to pass ordinances needed to help solve animal control problems. The more urbanized counties face problems somewhat different than those of rural counties. Because of its increasing urban character, Fairfax County, during the past few years, has developed ordinances dealing with kennels, riding and boarding stables, animal housing, training and commercial use of guard and sentry dogs, keeping of wild or exotic animals as pets and cruelty to animals. The County also has enacted a leash law and a differential license fee structure for fertile and neutered dogs.

Enforcement

An effective enforcement program is essential in controlling animals. While we deal with perhaps

15,000 animals during the course of a year, about ten times that number of people are involved. Since the relationship of people and their pets is often a close, personal one, animal wardens face emotional situations on a daily basis. Wardens are in a kind of "no-win" situation as they try to resolve the complaint of a non-pet owner against a person whose pet is involved. Our wardens are trained and instructed to take action against the animal owner rather than impound an animal. Nothing is gained by impoundment unless it is to safeguard the animal, the public or property from damage. With our citation system which attempts to penalize owners rather than pets, an animal warden may chase an at large animal toward its home or capture the animal and attempt to identify the owner by identification on the dog or by questioning residents of the area.

The animal control summons or warning ticket system is similar to that used by most police departments in dealing with traffic violations. In the Commonwealth of Virginia, violations of animal control laws or ordinances are handled in criminal court. In the vast majority of cases where animal control ordinances are violated, there is no criminal intent on the part of the animal owner. Fairfax County, once consisting of many half-section farms, now has many areas of quarter-acre lots. Even so, pet owners still feel that they have a God-given right to let their pets run at large and resent restrictions being placed upon them or their pets.

The Fairfax County Animal Control Program was the subject of a July 26, 1976, *Washington Post* article entitled, "Dog Cases Overburden Court in Virginia." The *Post* quoted a district judge as stating that animal control citations had combined with an increase in the dockets for criminal and traffic cases to overburden the local courts. Hopefully, animal control violations except those of the most serious type, may eventually be decriminalized. Recently Virginia adopted a revised traffic citation system under which minor violations can be dealt with by mail payment of predesignated fines. Such a system for certain animal control violations may eventually be legal and feasible. This would relieve much of the burden on the criminal court system and would also relieve the pet owner of the embarrassment of being the subject of a criminal court case.

Humane Education

In September, 1977, the Fairfax County Board of Supervisors, acting on a recommendation by the County Executive, approved the implementation of a Humane Education Project by the Department of Animal Control. Funds for the project were obtained from a Federal grant under provisions of Title VI of the Comprehensive Employment and Training Act (CETA).

The objectives of the program are two-fold: the development of a formalized set of presentations suitable for use with all age groups dealing with animal control laws, humane treatment of animals, people-animal relationships, problems caused by uncontrolled pets, the "pet population explosion" and related topics; a second objective is to provide knowledgeable speakers to interested organizations

ABOUT THE AUTHOR

Richard F. Amity is the Director of the Department of Animal Control, Fairfax County.

and civic groups for the purpose of addressing citizen concerns about animal-related problems.

Animal control officials, humane organizations and researchers agree that the importance of an effective humane education program must be stressed as an essential element of animal control. Pet owners must be made aware of their responsibilities both to their animals and to their neighbors, who may not own pets. There still exists a vast amount of ignorance about animals which must be dispelled before the problem can be alleviated. Uncontrolled breeding of cats and dogs leads to such cruelties as abandonment and mistreatment, as well as flooding shelters and pounds with unwanted animals that must be temporarily housed, fed and perhaps ultimately destroyed—all at great expense to the taxpayers. Yet, many persons cling to the misconception that a cat or dog should have "at least one litter" before being spayed, despite the absence of any justification in veterinary literature to support such a belief. Owners of unaltered male dogs refuse to have them neutered in the mistaken belief that the dog will automatically become "fat and lazy" or will no longer be useful for hunting or as a watchdog. Many dog owners ignore leash laws arguing that it is "natural" for a dog to run and that confining it would be unfair to the animal or would warp its "personality." It has been said that we do not actually have an "animal problem" in the United States, but rather a "people problem involving animals" and this appears to be an accurate assessment. Only through well conceived and effectively operated humane education programs can pet-owners be persuaded to assume a more responsible attitude toward their pets and their fellow citizens.

The County Board of Supervisors, during 1977, considered a citizen petition which asked for a subsidized Spay/Neuter Program for pets. After a lengthy study of the proposed program, the Board opted instead to implement our Humane Education Program. There were many factors considered, such as cost, citizen use of such a clinic, position of County veterinarians regarding a subsidized clinic and the status of research into birth control measures for dogs and cats. The Board's decision was made in the hope that public education would, in the long run, be more cost effective.

Animal Shelters

In cooperation with local humane organizations, veterinarians and a national expert on animal shelter design, Fairfax County planned and constructed a new animal shelter (see photo) which was completed and occupied in December, 1975. It has contributed greatly to an improved public image for our animal control program. Approximately 45,000 people a year visit the shelter to redeem pets, adopt animals or to release animals. It is projected that 13,500 animals will be impounded during FY-1978. Of these, approximately 2,700 will be redeemed by owners, 3,200 will be adopted and the balance euthanized. It is important to understand that approximately 6,000 of the impounded animals will be released by owners and another 700 will be dead on arrival, most victims of auto accidents.



The animal shelter includes a classroom with modern visual aid equipment and is used extensively for humane education classes, dog training classes, as a meeting room for humane organizations and other groups concerned about animals. Animal wardens and caretakers also receive training in this classroom.

A citizen's perception of any animal shelter or pound is influenced by the visual impact created by the structure, its maintenance and sanitation, the manner in which animals are housed and treated, and the way that they are received and served by employees.

Unfortunately, many people have an image of shelters or pounds as prisons or slaughterhouses. They frequently ask, how long do you keep dogs before you gas them? We don't "gas" any animals since our euthanasia is performed by injection of a barbiturate, which is used by many veterinarians as an anesthetic. We painlessly put the animals to death by giving them an overdose of this drug. We also respond by saying that State law and a County ordinance require that stray dogs be held for five days. It also is pointed out to people who ask this question that they must give specific information about each animal—How old is it? Is it fair to place a ten year old dog in a strange home? What is its health? (We don't intentionally place sick animals for adoption.) What is the animal's disposition? Does it bite people?

A final question, does the animal have appeal? Most people seeking to adopt a pet want something young, cute and cuddly, but unfortunately, not all animals have the necessary appeal.

There is a Catch 22 character to this question about putting animals to death. Who are the bad guys, the ones who painlessly give them the gift of death, (to paraphrase Hemingway), or those who bring them into this world by letting their pets breed indiscriminately? I shudder every time I see a news ad or perhaps a hand-printed sign that says "Free Kittens." Actually, they are not free because the taxpayer ultimately pays for animal control costs, much of it due to the overpopulation of dogs and cats. Many times, the single largest source of animals in our shelter is owners who bring them in and unconditionally release them. In many cases, there are valid reasons for the release, such as terminal illness but, all too often we hear, "I thought we had homes for all of them, but these are left over." Who are the bad guys?

Differential License Fees

The Commonwealth passed enabling legislation in 1977 increasing the maximum charge for dog li-

censes from \$5.00 to \$10.00. The same year Fairfax County passed an ordinance under which dog owners can license neutered or infertile dogs for \$5.00 while licenses for fertile dogs, male or female, cost \$10.00. The intent of this law is to attack one of the basic problems—an overpopulation of dogs. The differential fee schedule provides an economic incentive for dog owners to have their pets neutered.

Conclusion

In October, 1977, the Fairfax County Department of Animal Control became the first municipal animal control organization in the country to be accredited by the Humane Society of the United States. This honor can be attributed to the dedication of our employees, wardens, caretakers, clerks and education specialists. They not only met the rigid qualifications required for accreditation by HSUS but have also demonstrated a truly humane approach in their dealings with all animals.

THE QUEST FOR QUIET IN NORTHERN VIRGINIA

By DONNA M. DICKMAN and EDWARD P. GORSKI

Have you "listened" to your environment lately? If so, perhaps you've noticed the complex array of sounds, wanted and unwanted, which daily confront us. Living closer together, increased use of transportation sources, construction activities and a myriad of other factors contribute to the cacophony which surrounds us. The noise around us subtly contributes to annoyances and stresses which affect the quality of life. In the *Annual Housing Survey*, conducted by the Department of Commerce and the U. S. Department of Housing and Urban Development, community noise was the most frequently cited undesirable neighborhood characteristic.

ABOUT THE AUTHORS

Donna McCord Dickman, Ph.D., is the project manager for the Metropolitan Washington Council of Governments' Area-wide Environmental Noise Study. Edward P. Gorski is an environmental planner with the same study.

Attempts to regulate environmental noise are being made presently by most of the major jurisdictions within the metropolitan Washington area. Three such jurisdictions with comprehensive noise control ordinances are the City of Alexandria, Arlington County and Fairfax County. These community noise ordinances contain nuisance and performance sections. The nuisance provisions typically considered in violation of the standards include:

- animals causing frequent or continued noise shall be considered disturbing to the comfort or repose of any person in the jurisdiction. (Noisy animals, specifically barking dogs, accounted for 65 percent of the complaints received by the Arlington County noise staff, 10 percent of the complaints received by the City of Alexandria noise staff and 80 percent of the complaints received by the Fairfax County noise staff.)
- sounding of any horns or other signalling devices unless in case of emergencies,
- radio, phonograph or other sound-producing devices operated in such a manner as to disturb the peace, quiet and comfort of the neighboring inhabitants,
- construction or repairing of buildings during nighttime hours, except in cases of urgent necessity or under permit,
- street vendors who may disturb the peace and quiet of the neighborhood for the purposes of directing attention to his wares, trade or calling, and
- vehicles which are overloaded, have any defect, or, are not equipped with a proper muffler so as to cause unnecessary noise.

In addition, institutional land uses often are specified as quiet zones. Upon the posting of designated quiet zones, no persons shall be allowed to make any unnecessary noise in the vicinity of schools, hospitals and churches while occupied.

The performance provision sets specific acoustical criteria. The most common approach to a performance standard is through zoning, where specified sound levels in decibels are set for each zoning district, such as residential, commercial or business, manufacturing or industrial. The three ordinances in Northern Virginia have set day/night differentials as well.

Any noise, regardless of the source, which exceeds these limits is considered in violation unless specifically exempted or temporarily allowed as a variance. These noise ordinances also contain provisions for the assessment of noise emitted by a pile driver or jack hammer.

One of the major problems related to effective community noise control is budgetary constraint; enforcement of a noise ordinance costs money. The U. S. Environmental Protection Agency has estimated the minimum cost for effective enforcement is between ten and fifteen cents per capita. Presently, the approximate per capita expenditures for enforcement of the North Virginia ordinances are: City of Alexandria, 14 cents, Arlington County, 14.5 cents and Fairfax County, 4 cents.

Another problem related to effectiveness is ade-

quate staffing for enforcement. In each of the above jurisdictions, only one individual has been assigned the responsibility for the noise program. When you consider that the combined population of these three jurisdictions is approximately 843,000, these extremely small staffs are to be commended for their efforts to provide a pleasing acoustical environment in Northern Virginia. In each jurisdiction, the police force is involved also in the enforcement of the ordinance during the nighttime hours.

The metropolitan Washington Council of Governments' Areawide Environmental Noise Program was established in 1974 to assist the noise control programs in each of the area jurisdictions. A Noise Technical Committee was established which includes representatives involved in noise control from local, State and federal agencies in the region. The Committee serves as a forum for planning and implementing regional control strategies.

Presently, the COG noise program is working under a contract with the U. S. Environmental Protection Agency. The goal is to develop control strategies for off-road motorbikes, refuse vehicles, grain-dryers and air conditioning units. The Northern Virginia jurisdictions are cooperating with the COG and EPA in the development of two educational

modules on noise.

In addition to EPA's efforts to control noise through legislation and technical assistance, several other federal agencies are attempting to come to grips with the noise problem. The Federal Aviation Administration has numerous proposed and existing regulations aimed at noise created by airports and aircrafts. The Federal Highway Administration has established acceptable levels of noise for federally funded highways, while the U. S. Department of Housing and Urban Development has standards of acceptable noise exposure for federally funded housing. Finally, industrial noise is regulated by the Occupational Safety and Health Administration of the Labor Department.

With the noise levels in several urban areas increasing about one decibel per year, the implementation and enforcement of an effective noise program in Northern Virginia is vitally important. Citizen awareness of "quiet rights" and participation in the control process contribute to successful noise control.

For an informational brochure about noise as an environmental pollutant, write or call COG's Information Center for "Quiet, please." The brochure provides helpful hints to quieting your environment.

WHAT CONDITION IS YOUR FIRE APPARATUS IN?

Pierce has
**what the
doctor
ordered**



At Pierce our new 12,000 square foot service "clinic" has the cure for your ailing fire apparatus.

SYMPTOMS	DIAGNOSIS
Floor wetting	Worn pump or valve seals.
Impotent at the hydrant	Worn pump impellers.
Chronic gastritis	Faulty fuel or ignition system, probably aggravated by cylinder wear.
Listless, always tired and unable to cope with present traffic conditions.	Typical symptoms of old age or overwork, requiring short period of absolute rest and a new diesel transplant.

Our fire apparatus personnel are experienced, sympathetic, understanding and can diagnose and repair any problem . . . from body rebuilding and repainting . . . to engine overhaul . . . to rebuilding drive lines and pumps.

For a fraction of the cost of a new vehicle we can make your old unit look and operate like new . . . regardless of make: Pierce, American LaFrance, Seagrave, Pirsch, Ward LaFrance, Mack, Howe, and other models.



MANUFACTURING INC.

HAL RICHMAN, Sales Representative
Route 2, Box 85A — Mt. Jackson, Va. 22842
Telephone: 703/477-3360

or call

WINCHESTER SERVICE CENTER
ED LAWRENCE, Service Manager
Telephone: 703/667-6999

People

Gretna Mayor Dies

Mayor W. B. NALLS, Gretna, died January 29. Nalls, who moved to Gretna in 1972 after retiring from the U.S. Navy Department, was first elected to the mayor's post in 1974. He had recently decided not to seek reelection because of his health. He was instrumental in bringing the new Pannill Knitting Company to the Town and had been working to improve the water sewer plants. The Town praised Nalls as being Gretna's most effective mayor. The Virginia Municipal League expresses sincere sympathy to Mayor Nalls' family and the Town of Gretna.

Councilmanic Changes

R. S. "SAM" DAMERON was elected to replace Fred Shuey on the Buena Vista Town Council. Dameron is a retired bus driver and a twenty-year resident of Buena Vista. Stanardsville Vice Mayor GEORGE R. HANEY, JR., has been appointed to the mayor's seat succeeding J. R. Breeden. Haney is a former member of the Green County Planning Commission and is president and manager of Haney Motor Company.

New VML Staff

Selected for new League positions are: VERNON BANKS, library assistant; JONI TERRY, secretary; and INGRID MORMAN, clerk. The League recently obtained funding for the three temporary CETA positions from the Richmond Area Manpower Planning Service. The project, funded through September 30, 1978, will focus on the League's research service. The Virginia Association of Chiefs of Police, an affiliate organization of the Virginia Municipal League, has appointed JOSEPH CRAIG McCORMICK as their training coordinator. McCormick's position is funded under a LEAA Grant through the Division of Justice and Crime Prevention. He will be responsible for planning and conducting several in-service training sessions for police chiefs and other supervisory personnel in law enforcement.

Wallace Elected

Portsmouth Assessor JOHN C. WALLACE has been elected to the Governing Council of the American Institute of Real Estate Appraisers. The Institute

is a fraternity of real estate appraisers that sets its own standards of competence and polices the ethics of its members. Wallace was employed as the City's assessor in 1961. Since his tenure he has reassessed approximately 28,000 parcels of property annually, and has set up a computerized recording and indexing system.

Mallard Appointed

RONALD B. MALLARD was named to direct the Fairfax County Department of Consumer Affairs. Mallard has been acting director since 1977 and is a graduate of the University of Richmond. He holds a graduate degree from the University of Missouri. Mallard became affiliated with Fairfax County in 1973 as a budget analyst and became deputy director of the Department of Consumer Affairs in 1974.

Frady Nominated

In recognition of his outstanding contribution to the American Public Works Association (APWA), DONALD F. FRADY has been nominated for the Harry S. Swearingen Award. Frady is the retired director of public works for the City of Falls Church. The Award is given annually to an APWA member selected for a most outstanding service to the Association and for making a noteworthy contribution in the field of public works. Frady previously received this award in 1968.

Bibber, Curtis Leave

DAVID F. BIBBER, a Captain with the Fairfax County Fire and Rescue Services has been appointed Chief of the

Dover, New Hampshire Fire Department. Bibber was employed by the County in October, 1965 and was promoted through the ranks to Captain in 1975. He assumed his new duties on January 30. Captain MARSHALL H. CURTIS retired from the Fairfax County Fire and Rescue Services on January 16. He has served in the U.S. Army Air Corps and was affiliated with a construction company before he began his fire services career in 1950. Captain Curtis attended Northern Virginia Community College.

Gaines Writes Book

Fairfax County Fire and Rescue Services Captain GLENN A. GAINES is the author of a new book "Fire Fighter Operations in Garden Apartments and Townhouses." The publication looks at the problems and tactics of combating fires in garden apartments and townhouses, increasingly popular types of housing in the United States. A veteran of 18 years of fire fighting, Captain Gaines is a certified state fire service instructor and active in the County's own training program. He is also a member of the International Society of Fire Instructors and has served as President of the Fairfax County Fire Officers Association.

Leesburg Appoints

Mrs. MARGARET W. STITT has been named Accounting Supervisor for the Town of Leesburg. Mrs. Stitt has held a variety of accounting and book-keeping positions, including her most recent position as treasurer with the North American Housing Corporation. She replaces Mrs. Susan B. McEwan.

ORDINANCE CODIFICATION Looseleaf Supplement Service

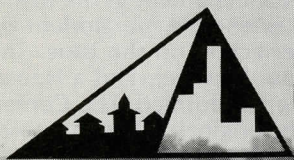


MUNICIPAL CODE CORPORATION

P. O. Box 2235
TALLAHASSEE, FLORIDA 32304
Telephone (904) 576-3171

• Full time law editorial staff now serving over 1,425 cities and counties in 45 states, including Virginia.

• Prompt Looseleaf Supplement Service—30-60-90-Day Schedule.



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.

SEND ☐ EXHIBIT DATA ☐ REGISTRATION FORM

Name _____

Locality/Firm _____

Address _____

Phone _____ ZIP _____

Virginia Municipal League, P.O. Box 753 Richmond, VA 23200/(804) 649-8471

In some respects there was an aura of newness surrounding the 1978 Session of the General Assembly. Spacious, new facilities provided the legislators and their staff ample office space and large meeting rooms with plush, theatre style seating for the first time. This aura of newness seemed to permeate individual attitudes throughout the opening days of the Session. At last, it seemed, the legislators were aware of the problem of mandates without funding. At last, it seemed, there was recognition of the need for additional local revenue sources. At last, it seemed, there was agreement on a workable solution to the annexation problem.

But as with everything, this attitude quickly faded. Offices became cluttered with papers. Cigarette holes appeared in the carpets. The hectic pace and heavy workload forced everyone to quickly settle into their new surroundings. The aura was gone.

The new facilities relieved the General Assembly's problem of cramped quarters, but no relief was in sight for the problems of local government. The ephemeral nature of newness simply could not overcome the tradition and inertia of the legislative process. This session saw 1,740 bills and 327 resolutions introduced. Of the 2,067 items, 1,003 were reported in the VML Legislative Bulletin. The areas receiving the most publicity during the Session were pari-mutuel betting, ERA and annexation. Of the three, only

Ceilings on business, professional, occupational license taxes (H.B. 696) also consumed a great deal of time this year. The bill originally was defeated in the House, and then was revived with a "grandfather clause." The chief patron, Delegate George Jones, sought to have the Senate Committee on Local Government remove the "grandfather clause" but received little sympathy. Several Committee members desired to have the bill carried over to 1979, but concern was voiced over the moratorium expiration in April. A Committee amendment in the nature of a substitute was offered to extend the moratorium another year, delaying any other action on the issue. This generally was not agreed upon, however, and a House-Senate Conference Committee was formed. The Conference Committee returned to the original ceilings proposal, but instituted a moratorium on the merchant's capital tax instead of repealing it. The Committee also included a "grandfather clause" to allow rates above the ceiling to remain until 1983 when a gradual "rollback" would begin.

The area of employer-employee relations was addressed by the legislators in the form of legislation concerning formal grievance procedures. The proposal resulting from the joint subcommittee studying grievance procedures, chaired by Senator Elliott Schewel, was approved by both Houses with some amendments. One floor amendment dealt with the final determination of grievability. Senator

GENERAL ASSEMBLY REVIEW: THE LOCAL PERSPECTIVE

by Bradley K. Harmes and Richard F. Weeks, Jr., Staff Associates

the first was successfully maneuvered through both houses.

Legislators were unable to agree upon a solution to the annexation problem even though the package, consisting of three bills introduced by Delegate Thomas Michie, had the joint approval of the Virginia Association of Counties and the Virginia Municipal League. The bill, which would have made State aid to cities more equitable in relation to counties, was carried over to the 1979 Session by the House Committee on Appropriations. The other two bills, which had already passed the House, were also carried over. House Bill 603, the mechanics of the package, was amended by the Senate Committee on Local Government before it was carried over. One of the amendments deleted the provision prohibiting annexation by a city with a lower tax rate than an adjoining county. House Bill 602, which would have increased city street maintenance allocations, was carried over by the Senate Committee on Transportation.

On a more promising note, the General Assembly adopted a bill introduced by Delegate Cleaves Manning which would require the State to assume all costs incurred in carrying out State or Federal Welfare programs. The legislation which becomes effective July 1, 1980 will mean \$34 million for local government in the 1981-82 biennium, \$16.5 million in 1981 and \$17.6 million in 1982.

Schewel felt that the Attorney General should be charged with this responsibility; however, it was decided that the administrative head of the agency concerned would be a more appropriate determiner of grievability. The bill provides for creation of the Office of Employee Relations Counselors and also provides for grievance procedure training of all supervisory personnel. Separate bills covering special grievance procedures for policemen and teachers were also adopted.

Although this session of the General Assembly took no great leaps forward for local government, there is some justification for optimism. Legislation providing for future assistance in the administration of welfare programs and solid waste disposal was enacted. There seemed to be more agreement concerning local government needs and the means of solving some of its problems. This increased awareness of the problems of local government could lead to a more productive session in 1979 if the legislators are provided the information they need before making crucial decisions. Seeds have been planted but only through a concerted effort will there be a crop to harvest next year.

NOTE: For a thorough analysis of new legislation affecting local government, refer to the Report 1978 Legislation Affecting Local Government, by the Virginia Municipal League.

There was once
a nation of 200 million people
that was the
most powerful country in all the world.

At the national level,
the inhabitants were very rich,
but at the local level, they often turned out to be
quite poor.

And as luck would have it,
they all lived at the local level."

from "A Fable: How the Cities Solved Their Transportation Problems" by Wilfred Owen
Urban American, Inc., 1967

Commentary

ANIMAL CONTROL POLICY

By ROBERT S. MONTJOY, Institute of Government, University of Virginia

Animals have always been important to humans. In earlier times wild animals were a source of both food and danger. The first collective efforts at animal control probably consisted of huddling around a fire or behind a fence designed to keep predators out. However, civilization has substantially eliminated the threat of wild animals, at least in urban areas. In fact we have done such a thorough job that some species of wild animals have vanished and others are endangered. As the situation has changed, so have attitudes and there are now significant public and private investments aimed at saving the very creatures which were once feared and hunted.

The situation for domestic animals, however, is quite different. Pets, usually dogs and cats, which once served such functions as controlling vermin, are now kept largely for show or companionship. It has been estimated that Americans own 100 million dogs and cats, thereby achieving the highest pets-to-people ratio in the world. This large number of pets creates an animal control problem of a different kind, but one fraught with issues as emotional as those which once divided hunters and conservationists.

There is little doubt that a problem exists. Stray dogs and cats knock over trash cans and tear garbage bags, and they also can contribute to noise pollution, especially at night. Animal waste on sidewalks, in private yards and public parks is unpleasant and often dangerously unhealthy. Domestic animals may also pose a direct, physical threat to humans. Each year officials in this country receive reports of over 1.5 million dog bites, and approximately 30,000 people must take the painful injections for rabies. Children are especially vulnerable to attacks by dogs.

One should not conclude that pets are somehow winning a battle with humans. Around 13.5 million animals are put to death each year and untold others die in accidents or from malnutrition and disease. This carnage is heart-rendering for animal lovers and expensive to the community.

While the size of the problem is fairly clear, the nature of an acceptable solution is not. A number of approaches to animal control are dis-

cussed in the International City Management Association's *Management Information Service Report*, October, 1976, prepared by Guy Hodge, Director of Research and Data Services for The Humane Society of the United States. Also, it is pleasing to note that Richard Amity's program in Fairfax County, Virginia is cited several times as a model. (Mr. Amity offers further information on his experience in this issue of *Virginia Town and City*.)

The problem of animal control, however, is not simply a technical one. As Guy Hodge noted in the MIS Report, "Animal regulation is among the most sensitive of community issues and the local government manager who attempts to mediate between pet owners and the non-pet owner public is almost certain to succeed in alienating both segments of the community." The intensity of feeling is illustrated by quotes from two dog owners in a dispute over the use of Abingdon Square Park in Greenwich Village: "We pay taxes like the parents do, and our dogs have just as much right in Abingdon as the children do." "A lot of us feel the same way about our dogs as we do about our children."

Thus, we have a classic political problem. People historically have had the right to own animals and many people feel very intensely about their pets. At the same time animals impose a burden upon the general community. Framed in this way, the problem appears similar to that of noise pollution (which also is discussed in this issue of *Virginia Town and City*). Many individual activities, such as owning a pet or playing a stereo, have long been regarded as pleasurable and harmless. However, as populations have become more concentrated, the adverse effects of these activities have become more salient. The question then becomes one of balancing different interests.

Many, probably most, of the approaches to animal control have the effect of increasing the cost of pet ownership. Fees, fines and requirements for vaccinations and spaying impose monetary costs; leash laws and regulations against leaving pet waste in public places impose time-

consuming and perhaps onerous chores on owners. Yet the effects may be beneficial to the public. Higher costs may deter ownership and thus eventually reduce the pet population. Fees and fines may help to pay the costs of public animal control efforts. Indeed, recommendations by the Humane Society of the United States reported in the February, 1970 issue of *Management Information Service* include the requirement that permit fees bear the entire cost of the animal control program.

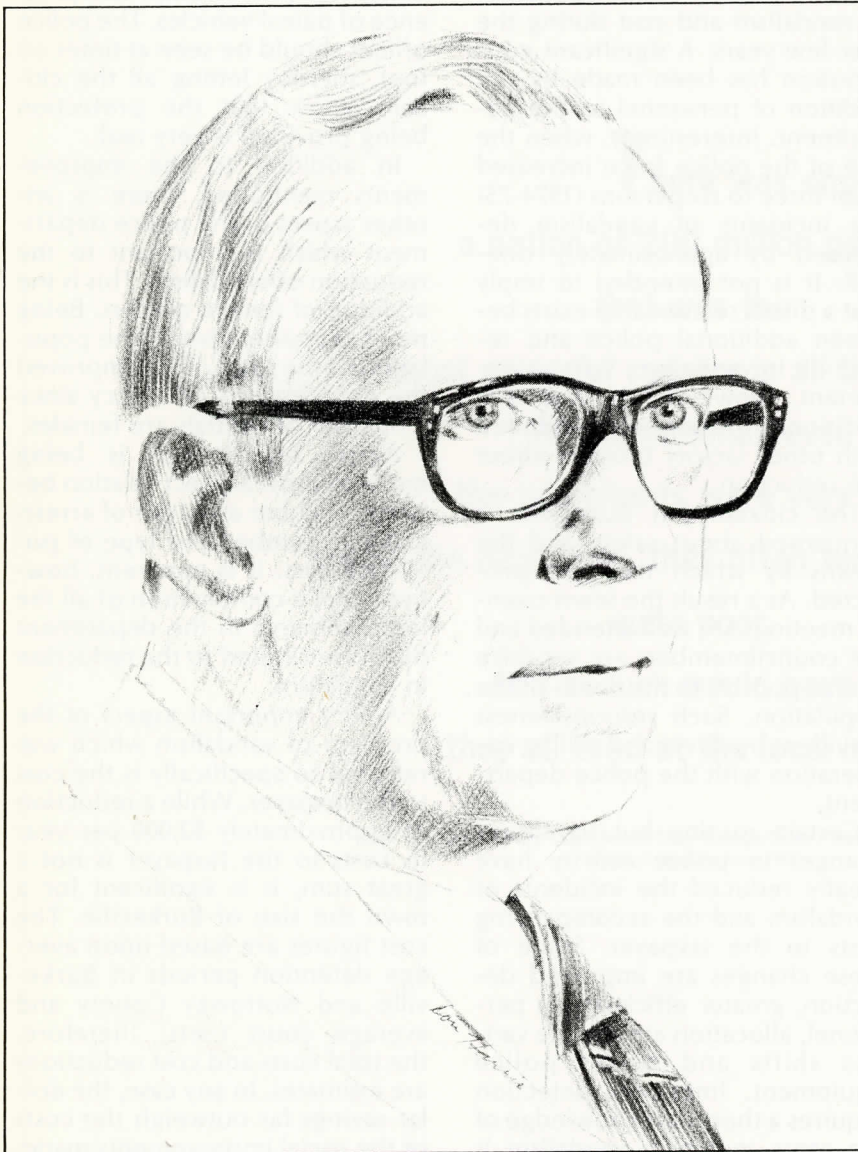
The notion that those who create the public burden should bear the cost is an appealing one. Yet responsibility is quite difficult to fix in practice. Conceptually, one can divide the dog and cat population into three classes: those which have "responsible" owners, those which have "casual" owners and those which are not associated with any particular people. Animals in the last category may have come from several generations of strays, and it does not seem reasonable to hold current pet owners responsible for them. Furthermore, current pet owners are not a homogenous group. Casual owners, those who provide food and perhaps shelter and medical care but do not control their pets or maintain them for their entire lives, undoubtedly create a much greater social burden than do responsible owners. Yet it is responsible owners who are most likely to pay government imposed costs. The same reasoning leads to the conclusion that high fees are more likely to deter responsible ownership than casual ownership.

Communities must decide their own policies toward pets and pet ownership, but it is useful to match a particular program as closely as possible with the goal to be served. Techniques which simply raise the cost of ownership probably divide communities into pro- and anti-pet groups. However, pet owners are a differentiated mass and their interests are not opposed inevitably to those of non-pet owners. A person who is obeying a leash law is not necessarily pleased by the approach of a pack of free roaming dogs. A requirement for vaccination and a stiff penalty for failure

(Con't on page 20)

"Our Public Finance Department specializes in municipal services. Any time you need help, call us and we'll be there."

Jim Thompson, Vice President and Manager



We'll give an immediate response to your request for assistance and our services cover all your needs: the financing of municipal projects, the investment of funds, paying agency services on bond issues, and industrial development.

Whether you want a one-to-one consultation, or a presentation to your board or council, we'll come when you need us. Just contact your local DBC bank. Or call me, Jim Thompson, at (703) 362-7717.



Dominion Bankshares Corporation

122 OFFICES ACROSS VIRGINIA

Affiliates: Bank of Smithfield, Cumberland Bank, Dominion National Bank-Bristol, Dominion National Bank of Fredericksburg, Dominion National Bank of Northern Virginia, Dominion National Bank of the Peninsula, Dominion National Bank of Richmond, Dominion National Bank of Tidewater, First National Exchange Bank of Virginia, First National Exchange Bank of Montgomery County, Southampton County Bank.

VANDALISM: THE COST TO TAXPAYERS

By BENNIE H. NUNNALLY, SR.

During the period 1972 to 1974 there was an average of ten incidents of vandalism per year in Burkeville with a cost to the taxpayer for detention and court costs of approximately \$5,200 per year. During the period 1975 to 1977 there was a decrease in the acts of vandalism resulting in an average of four per year with a total cost of approximately \$2,300 per year. Community wide interest and constant improvement by the police department accounted for the significant reduction in vandalism and cost to the taxpayer.

Most of the acts of vandalism, whether directed against public or private property, did not result in significant destruction of property. That factor has kept the immediate cost down but has not impacted on the delayed costs of detention and court costs.

The Town of Burkeville, (population 730) employed only one full-time officer and one part-time officer in 1972. At present, the police department consists of six employees who work part-time with the exception of the chief of police. Since information pertaining to the police department is more readily available for the period covering the past six years, the general information which follows refers to that time period.

The State of Virginia and the Town have, through a series of measures, contributed greatly to the improvement of the police force and, consequently, to the safety of the residents of Burkeville. The department has participated in numerous police improvement workshops and seminars, all directed toward creating a more efficient police force. To the police department, efficiency means doing a better job at a minimum cost to the community.

The police department in Burkeville has implemented techniques which appear to have contributed directly to the reduction in vandalism and cost during the past few years. A significant contribution has been made by the addition of personnel to the department. Interestingly, when the size of the police force increased from three to six persons (1974-75) the incidents of vandalism decreased by approximately one-half. It is not intended to imply that a direct relationship exists between additional police and reduction in vandalism. What is important, however, is that the additional personnel combined with other factors brought about the reduction.

The citizenry in Burkeville is concerned about safety and the means by which they are protected. As a result the town council meetings are well attended and the councilmembers are sensitive and responsive to the needs of the population. Such responsiveness is evident by direct and willing cooperation with the police department.

Certain routine but significant changes in police activity have greatly reduced the incidents of vandalism and the accompanying costs to the taxpayer. Some of these changes are improved detection, greater efficiency in personnel, allocation among the various shifts and better police equipment. Improved detection requires a thorough knowledge of the areas in which vandalism is likely to occur. This knowledge can only be gained by becoming familiar with the town. Once these areas are known, the likelihood of vandalism is reduced since the potential vandal is aware that his or her chances for apprehension are very good. The experiences in Burkeville over the past five years testify to that fact. Mak-

ing the potential vandal aware of police presence can only be achieved by increased police visibility, not just through the presence of patrol vehicles. The police officer should be seen at times on foot, thereby letting all the citizens know that the protection being provided is very real.

In addition to the improvements mentioned, there is another aspect of the police department which is important to the reduction of vandalism. This is the addition of female officers. Being more representative of the population of the town, it has improved the department's efficiency since a number of vandals are females.

Again, no attempt is being made to show a direct relation between number and type of arrests and the number and type of police officers. It is apparent, however, that a combination of all the improvements in the department have contributed to the reduction in vandalism.

A very important aspect of the problem of vandalism which was referred to specifically is the cost to the taxpayer. While a reduction of approximately \$2,000 per year in costs to the taxpayer is not a great sum, it is significant for a town the size of Burkeville. The cost figures are based upon average detention periods in Burkeville and Nottoway County and average court costs; therefore, the total costs and cost reductions are estimates. In any case, the dollar savings far outweigh the costs of the social improvements made. The added peace of mind of Burkeville's citizens cannot be measured.

ABOUT THE AUTHOR

Bennie H. Nunnally, Sr. is Chief of Police, Town of Burkeville.

VML SERVICES

Services

Information, Research and Reports

League member officials are able to receive information from League staff on matters pertaining to local, state and federal governments. Such information is available through three methods: (1) by means of oral or written requests (2) through the use of special surveys and (3) by means of published reports. If the information is unavailable, the VML will conduct a special survey to acquire the information requested. The League publishes periodically, in some cases annually, reports dealing with such subjects as tax rates, salaries and working conditions, water and sewer rates, composition and election of councils. Also, volumes are published jointly with the Institute of Government of the University of Virginia. These include handbooks and manuals for mayors and councilmen, guides for drafting of charters and indexes to municipal charters and tax rates for cities and urban counties. Mike Deeb and Vernon Banks are responsible for information and research.

Legislative Assistance

The Legislative Committee, composed of officials from VML member localities, develops a list of legislative needs, which is then submitted to the membership for adoption at the annual convention. After it is adopted, it becomes the official legislative program. During the time the General Assembly is in session, representatives of the League staff and member government officials appear before various legislative committees and communicate with individual assemblymen, presenting the needs and concerns of urban governments as based on documents and expressions from individual local government officials. The legislative bulletin keeps members apprised of relevant bills.

During the time the General Assembly is not in session, the VML staff and its member officials communicate with and represent various local, legislative and administrative government bodies such as study commissions, on many important issues.

Federal legislative information is also disseminated by the League through the use of letters, newsletters and documents. Key staff members for legislative information are R. L. DeCair, Brad Harmes and Rick Weeks.

Legal Assistance

The League retains a general counsel who renders opinions or interpretations on various provisions of State law and local codes. He is available to assist and represent the League in legislative matters and his commentary on issues of general interest appears each month in *Virginia Town & City*. Sample provisions of local government codes and municipal charters, dealing with aspects of local government, are also available to all members from the League library.

Training

Training sessions include institutes for mayors and councilmen, with an emphasis on basic instruction for newly elected officials during election years; specialized instruction for police officers, both basic and inservice; programs for city, town and county managers; periodic instruction as needed in such general areas as personnel, finances, public works and productivity, as well as informal interchange workshops and timely topical seminars. Michael Deeb and Charlotte Kingery are available for training needs. Craig McCormick is the training coordinator for the police officers.

Annual Convention

The Virginia Municipal League conducts an annual convention to carry out essential business, to inform its membership of important issues and to provide a medium for formal and informal exchange of governmental information. Brad Harmes is the convention coordinator.

Magazine and Newsletter

Virginia Town & City is the official publication of the League. Published monthly, it offers local officials timely

articles, commentaries, short features and news items, personnel news and advertisements. The LEAGUE LETTER is published monthly at a different time than the magazine. It carries positions available, information on federal legislation and regulations and reports available. Charlotte Kingery is responsible for editorial content and John Ziolkowski is advertising manager.

Affiliate Membership

There are six associations affiliated with the VML. These are: Virginia Association of Chiefs of Police, Virginia Building Officials Association, Municipal Electric Power Association of Virginia, State Fire Chiefs Association of Virginia, Virginia Section, International City Management Association and Virginia Weights and Measures Association. Additionally, the Virginia Association of Redevelopment and Housing Authorities is affiliated with the League in a special capacity. Mike Deeb is the staff contact for the police, building and weights and measures affiliates. Charlotte Kingery handles the managers, fire and power associations. John Ziolkowski is the exhibit manager for the affiliate annual conferences.

Consulting Services

The VML staff is available for consultation with officials on various local government issues and problems at the League headquarters or in the member city, town or county. Through its field services, the League attempts to visit member localities from time to time to make itself available for assistance on local concerns. Conversely, the League headquarters is available to officials from member localities for research, gathering of information and liaison with other officials.

Staff Directory

Advertisements, Exhibits
Conferences

Finances, Billing, Dues
Legal Counsel
Legislation

Magazine, Newsletter, Media Relations
Police In-Service Training
Policy and Policy Committees
Research, Reports and General Information
Support Staff

Training

John Ziolkowski
Mike Deeb, Brad Harmes
Charlotte Kingery
Margaret Nichols
Howard W. Dobbins
R. L. DeCair, Rick Weeks,
Brad Harmes
Charlotte Kingery
Craig McCormick
R. L. DeCair, Rick Weeks
Mike Deeb, Vernon Banks
Genovie Page, Sandy Harmon
Joni Terry, Ingrid Morman,
Mike Deeb, Charlotte Kingery

Places

FAIRFAX COUNTY—A four-member study team from Japan, the first Secretary of the Japanese Embassy and an interpreter visited the County's Department of Recreation and Community Services. The study team visited because they are concerned about the lack of community feeling in their rapidly-changing society and are looking to the County for an answer. The Japanese were attracted to the County because of its comprehensive recreation program.

YORK COUNTY—Citizens voted in a referendum last month on a proposed \$1.5 million bond issue to finance new County buildings. The general revenue bonds will be used to finance construction of a new governmental complex in Yorktown and a fire station in Seaford. Other funding for the project will come from revenue sharing money.

CRAIGSVILLE—The Environment Protection Agency and the Town Council agreed that present plans for a sewage treatment plant for the Town are too large. The Agency will not fund 75 percent of the cost for the plan until the plans are scaled down. The present plans cost twice as much as first determined and could serve up to 4,000 people, too large for a Town of 1,000.

PULASKI—The Town provided the manpower for construction work along with temporary employees with funds from the Comprehensive Employment Training Act for the Pulaski Senior Center. The senior center was made available through a grant under Title V of the Older Americans Act. The Town will provide the operating funds for the center.

BLACKSTONE—The Town Council agreed to notify Averett College in Danville that they are interested in having the four-year college relocate in Blackstone or Nottoway County. A Committee of the Council will look into possible sites of at least 100 acres which would meet the College's requirements. The College's governing board has voted unanimously to relocate its campus and several localities are interested in attracting the 1,100 student facility.

Town Hall, estimated to cost approximately \$90,000, were unveiled at a special Town Council meeting. The plans, drawn by Town Manager Bruce Edens, incorporated an assessment of the Town's space needs made by the Council building committee. Included in the building will be a Council chamber, offices for the mayor, town manager, police, town clerk and the town records. Town Manager Edens hopes construction will begin this month.

EMPORIA—City Council took the first step in a plan to enter the power business. They voted to apply to the federal government for a grant to finance a study which will determine the feasibility of once more using the local dam to generate electrical power, as it did before it was discontinued by VEPCO many years ago. The City will be asking the federal government to pay 90 percent of the \$27,500 project, with the remaining 10 percent to come from the City. The study would ascertain just how profitable such an operation would be. The project, if feasible, would insure that the City government is self-sufficient in electricity.

COVINGTON—City Council authorized City Manager Bob Herbert to sign an agreement with a consulting engineer firm to seek federal grant money for upgrading the City sewage treatment plant. The City has been under pressure from the Environmental Protection Agency and the State Water Control Board to upgrade the

City's existing sewage plant from primary treatment capability to secondary treatment for several years. If improvements are not made, the City eventually will become subject to a \$5,000 a day fine. The City's share in the improvements has been estimated to be \$1,000,000.

BRISTOL—City Council approved the recommendations of the Utilities Board and awarded three contracts totaling nearly \$1.8 million to contractors for long term improvements to the water system. The firm awarded the contract will renovate the treatment plant and work on the waste water intakes.

SALEM—The City's \$1.8 million alternative to the solid waste landfill is expected to open this month. The first steam-producing garbage incinerator system in Virginia is capable of burning a maximum of 100 tons of refuse per day and produces 20,000 pounds of steam per hour. City Manager William J. Paxton, Jr. says the City collects an average of 75 tons of refuse per day. After the incinerator plant gets into operation, Salem will begin negotiating with other parties to obtain necessary additional garbage to run the plant at full capacity for maximum efficiency. The system is odorless and non-polluting and will produce an end product which can be safely dumped in a nonorganic landfill. Approximately \$1.5 million of the project cost will be met by City bond funds and the \$300,000 cost of the steam-producing equipment is being funded by a federal grant.



CAPITAL

9002 MOUNTAIN ROAD
RICHMOND, VIRGINIA 23228

COMPLETE LINES OF EQUIPMENT FOR MUNICIPAL GOVERNMENTS

EQUIPMENT COMPANY, INC.

P. O. BOX 9609

PHONES: 804-262-7341

HIGHWAY—Chemical Spreaders, Slurry Pavers
LINK BELT—Cranes—Excavators
FMC/BEAB—Sewer Cleaner
LAYTON MFG. CO.—Asphalt Pavers
MEYERS-SHERMAN—"Vector Jet Rodder"
RICHMOND MFG. CO.—Horizontal Boring Machines

ELGIN-LEACH—Sweepers, Refuse Bodies
ATHEY MANUFACTURING CO.—Maintainer Grader
ROYER FOUNDRY—Shredders
GIANT-VAC—Leaf Collectors
DAVEY—Air Compressors
MASSEY-FERGUSON—Backhoe Loaders

Legal Guidelines

RIOTS AND RESTRAINTS

By Howard W. Dobbins, General Counsel

The case of *City of Louisville v. Ha-beeb* (556 S.W. 2d 665) decided in 1977, presented the Supreme Court of Kentucky with a case of first impression under a State statute which imposed liability on the cities of that State for damage to property by any "riotous or tumultuous assemblage" of people if the city authorities could have prevented the damage incurred. The statute further provides that liability does not attach to a city unless the city authorities had notice or good reason to believe that the riot or tumultuous assembly was about to take place in time to prevent the destruction and damage.

The facts of the case which were stipulated at the trial present an interesting and frightening example of the origin and development of a riot and further illustrate the predicament of local authorities which can result when conditions are ripe for a riot. This case arose in Louisville in May, 1968 after publicity was given to a scheduled rally at which the speakers were to be Stokeley Carmichael and James Cortez. The time and circumstances were highly inflammatory not only in the history of Louisville but in other areas. Prior to the date of the rally, City authorities deployed County and State police in the troubled area in the City, and, in response to a call from the mayor of the City, the Governor of Kentucky ordered the National Guard to Louisville. By the evening of the day of the advertised rally, National Guard troops were also deployed in the area and were used to assist the police in crowd control, prevention of looting and other duties. On the following morning, after consultation with black leaders in the community, in an effort to quiet the possible causes for continued difficulty, the National Guard was withdrawn from the troubled area and in its place a group of black laymen, untrained in police work, were authorized to patrol the area. Thereafter, additional rioting occurred and the plaintiffs' property was damaged.

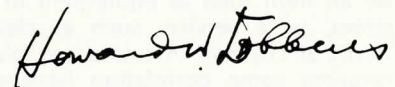
The plaintiffs based their action on the removal of the National Guard and the addition of the "Black Mar-

shals" in the area, alleging failure by the City to comply with the aforementioned statute. The trial court found in favor of plaintiffs but the Supreme Court of Kentucky in an unanimous opinion reversed, holding that the City may have erred in its judgment but it was free from negligence inasmuch as the City officials took the action they reasonably deemed necessary to quell the riots. Moreover, the Court found that although the City officials knew of the riots, they had no notice of the imminent danger to the plaintiffs' property because on the night before the damage, police had been successful in stopping such looting as was then occurring.

Municipal officials should be on the lookout for a decision of the Supreme Court of the United States later this year in the case of *City of Lafayette v. Louisiana Power & Light Company* (532 F. 2d 431, C.C.A. 5, 1976) in which certiorari has been granted. This case arose when the Cities of Lafayette and Plaquemine, Louisiana filed a complaint alleging that Louisiana Power and three other utilities had violated Sections 1 and 2 of the Sherman Act. In an amended counterclaim, Louisiana Power charged the Cities with having violated the federal anti-trust laws in several respects. The Cities contended that they were exempt from anti-trust restraints because they were entitled to the same "state action" exemptions which states enjoy. However, the Court of Appeals for the Fifth Circuit held that a subordinate state governmental body is not *ipso facto* exempt from operation of anti-trust laws under the state action exemption announced in *Parker v. Brown*, 317 U.S. 341. In the opinion, the court stated that the judicial determination which must be made is whether the State Legislature contemplated a certain type of anti-competitive restraint. It is not necessary that there be an express statutory mandate, but such legislative intent must be clearly shown.

The Justice Department, in its *amicus* brief argues that where a municipality implements a regulatory measure as part of the governmental

power delegated to it by the state, it does not violate anti-trust laws. However, if the municipality is acting in a proprietary capacity by conducting a business enterprise, it must have a specific mandate from the state before the state action exemption has any application. An adverse decision by the United States Supreme Court will have serious and far-reaching consequences to local governments, and hence, until the decision is rendered, officials are properly anxious.



ATTORNEYS ASSOCIATION

The Virginia Local Government Attorneys Association, which was formed about three years ago, is comprised of attorneys who represent counties, cities and towns in civil matters. The organization publishes a monthly newsletter, containing recent court decisions and information of interest to local government attorneys. The Association offers two seminars a year and the first one will be held May 18-20, Sheraton Inn, Fredericksburg. The seminar will address the legal aspects of public employee problems, including the grievance procedure adopted at the 1978 Session of the General Assembly. John Rick, the Executive Director, is an attorney with local government experience and is also available to answer telephone requests for legal assistance. The annual dues for membership in L.G.A. range from \$60.00 to \$160.00 based upon the size of the jurisdiction the attorney represents. If you are interested in joining L.G.A. or attending the May seminar, please contact John Rick, Executive Director, 7 East Franklin Street, Richmond, Virginia 23219, (804) 788-1949.

What Is Any Given Job Worth?

Adjusting wages has become an annual ritual for most public officials; 1977 has been no exception. And the results serve once again to demonstrate the problems.

A look at the results statewide indicates there is no uniform procedure being followed. While a few employers have made separate adjustments for different classes of employees, most have used either a flat dollar amount, a fixed amount per hour or a fixed percentage amount.

In large measure the adjustment allowed is based upon what funds are available. In most cases some attempt is made to relate the adjustment to the cost of living. Sometimes longevity becomes an additional factor. And one certainly can argue that the improved value of the employee should be considered.

Pay does not stand alone. Pay generally is money exchanged for time and effort—a "product," whether it be an item such as equipment or a street, or a service, such as clean floors at city hall. A sound pay plan requires some correlation between the pay and the end product. If pay is too high the product becomes too expensive; if too low, soon there will be no one to produce the product.

There isn't any magic formula to determine what this relationship should be. There is evidence that the public is more inclined to pay a higher price for certain products or services, such as police and fire protection, than for other services, such as street repair or waste collection.

In private business the relationship between pay and the product is influenced by profit—the difference between what the product costs and what it sells for. But public employers generally do not sell products in the accepted sense. Yet, the final product they produce does have a value. And when a public service costs more than its value to the public, or the public's willingness to pay, the public employer no longer can "afford" to provide that service. Two alternatives are available, abandon the service or reduce the cost.

This is not a hypothetical problem. It is very real. In recent months voters have gone to the polls to register their protests over higher municipal salaries. Others have turned down tax levies to support school budgets. In at least two cities, employee unions have agreed to give up some of their pay to avoid layoffs or demotions.

Pay adjustments, in recent years, have been justified on the grounds

that inflation continually is shrinking the employee's purchasing power. Unless wages are raised, the argument goes, the employee actually is receiving less pay. That is true. No one likes to live with a shrinking dollar. Yet, nowhere is it written that any employee or employer is entitled to be protected from the ravages of inflation. That, unfortunately, is a burden all must bear.

While it is true that many labor agreements have automatic cost-of-living clauses, many do not. And, more important, the vast majority of workers in this country are not "protected" by any kind of labor agreement.

If, however, one assumes that government has the duty to protect its employees against inflation, the next question is who protects the government? The municipality, limited by a tax lid, has no automatic cost-of-living clause to protect it from higher material costs, higher energy costs, or, for that matter, higher labor costs.

This isn't to suggest that wage adjustments are not proper or necessary. They are. Certainly no one can fault any employer for doing the best possible for his employees. Yet, the public employer also needs to be equally concerned about doing the best possible for those who ultimately pay the bill for public services.

As public wages and taxes go up, it is only natural to expect a little something more in return for the additional outlay. If there is no increase in either the quantity or quality of the public product, that something extra is missing. The more frequently this situation repeats itself, the closer the taxpayer comes to the point of revolt.

Many public employers already feel they have reached the point where costs have exceeded income. When that happens three options become available. The employer can reduce services. This is merely another way of paying more people to do less work. Another option is to reduce the work force. This is one way to increase productivity, assuming there is no corresponding cut in services. The third alternative, of course, is to cut both services and the work force. Basically this retains the status quo. We end up paying a higher price for these services which are retained.

Before exercising these options, it is well to take a good look at our labor force. What is any given job worth?

The worth of a job can be measured in terms of the training, skills, experience and responsibilities required to

satisfactorily perform the required tasks. The worth of a job also can be measured by community standards, what similar jobs are going for in the community. Other factors affecting job worth are the number of potential employees available in the immediate area; the urgency in filling a vacancy. Still other factors are the conditions under which work is to be performed; stability or security of the job; pension benefits and other fringe benefits.

At this point it is well to note that titles in and of themselves mean little. A truck driver isn't always a truck driver or is a clerk always a clerk. A secretary to one employer may be a clerk to another. A truck driver in one jurisdiction may be classed as a laborer in another.

Before it can be determined that an employee is underpaid or overpaid, it is necessary to take a look at the employee's duties, responsibilities and qualifications. When we make comparisons we must, so far as possible, be certain that we are comparing that which is similar.

No employer willingly will pay a premium price for inferior material or will most employers willingly purchase material of a higher quality than is necessary to adequately do the job. Neither should an employer willingly pay premium prices for less than the best skills or responsibility. Nor should an employer pay more than a job reasonably is worth merely because an individual possesses superior qualifications which have no bearing upon the work being performed.

As the pay of public employees becomes more comparable to similar positions in the private sector, so too should the qualifications and responsibilities of these employees become more comparable to that found in the private sector. In short, if we are talking about equal pay, we also should require equal skill, equal training, equal experience and equal responsibility.

Now, a note of caution: there still are many public employees presently who should have substantial increases in wages to bring them in line with comparable positions in other municipalities, as well as private business. It does not necessarily follow that just because a public employee is low paid, that employee is less qualified or holds less responsibility than a higher paid employee in a nonpublic job. Often just the opposite is true.

But a wholesale increasing of wages by 15 or 20 or 30 percent across the

board isn't the answer. Such a wholesale approach may solve some inequities but also will only amplify other inequities. Not all employees in any public jurisdiction are equally out of line. It doesn't quite make sense to pay a custodian \$700 per month while the person preparing tax statements or auditing accounts receives \$240 per month. Unfortunately, we still have too many situations where salaries appear to be determined more by the sex of the employee than by the skills and responsibilities of the job. An across-the-board adjustment will not correct this kind of problem.

The best way to approach the problem is to take a careful look at the work force. Each job needs to be carefully identified. The basic requirements to perform that job need to be isolated. The responsibilities of the various jobs need to be delineated. Data needs to be collected and analyzed on similar jobs (regardless of title). When all this has been done, then a decision can be made as to what adjustments should be made.

While some municipalities have the ability to do this kind of an evaluation themselves, many do not. Hard pressed public officials understandably often feel that they cannot afford to purchase an outside study. This, of course, is a decision each municipality must make. In making it, however, officials should remember that personnel costs are the largest single item in overall operating expenses.

A growing awareness of the relationship between pay and performance will not completely solve the pay problem. It will, however, be one small step in the process toward a solution.

Reprint with permission from the March, 1977 issue of Kansas Government Journal, League of Kansas Municipalities, 112 W. Seventh Street, Topeka, KS 66603.

Marketplace

CITY ASSESSOR

City of Petersburg (pop. 43,673). \$21,715-\$32,082, plus fringes and auto. Appointed by City Council for unlimited term: 4-Man staff plus consulting assistance complete reassessment and mapping program to be completed July 1, 1978. Requires B.A. in business administration or related field plus 5-9 years progressively, responsible experience as city assessor or top assistant. Send resume to Municipal Advisors, Inc., P.O. Box 45, Virginia Beach, Virginia 23458 by May 15, 1978. An Equal Opportunity Employer.



NEW CORRECTIONAL FACILITY—The City of Virginia Beach recently dedicated its new Correctional facility. State Senator Stanley C. Walker, Chairman, Virginia State Crime Commission, was the guest speaker. The facility is designed to meet the needs of prison reform and can accommodate 16 types of inmates. Seventy percent of the cells are designed for inmates requiring high-security while the remaining 30 percent are dormitory styled rooms for trustees and inmates on work-release programs.

When you put the lid on a paracrete® system,



it stays put!

CPP
&P

CONCRETE PIPE & PRODUCTS CO., INC.
P.O. BOX 1223, RICHMOND, VA. 23209
PHONE (804)-233-5471

Sewer and Water Service

OXFORD, OHIO (16,000), has installed devices which warn of malfunctions at the wastewater treatment plant. A malfunction activates an alarm at the police department and enables the City to reduce staffing at the plant from three shifts to one and a half shifts per day. The system, which has been in use for about one year, costs \$400, including all parts and labor. (Contact: Lee Davis, City Manager, Municipal Building, Oxford, Ohio 45056.)

MONROE, NORTH CAROLINA (11,282), provides meter readers with small motorcycles for transportation and two-way radios to call back utility readings to a centralized operator. The operator's accounts are in sequence with the meter routes. Despite a 10 percent increase in population and the additional responsibility for gas meters, the number of meter readers has not expanded in 10 years. (Contact: City Manager, City Hall, Monroe, North Carolina 28110.)

ROCKY MOUNT, NORTH CAROLINA (39,500), has instituted a Water Meter Maintenance Program after a survey revealed that 38 percent of the water pumped by the City was not being billed. The public works department has undertaken a program to upgrade, rehabilitate and maintain all water meters. As a result, an additional \$300,000 per year in permanent income to the City will be generated. (Contact: Al Williams, Administrative Assistant, P.O. Box 1180, Rocky Mount, North Carolina 27801.)

Personnel

OREM CITY, UTAH (38,000), has used an "assessment lab" to select two top officers for the City's fire department. The process involved simulation and gaming techniques combined with interviews and written techniques adapted for use in other city departments. (Contact: Barry Bartlett, Assistant City Manager, P.O. Box 247, Orem City, Utah 84057—Report #19186, page 111.)

MANKATO, MINNESOTA (31,000), has developed an in-service training program for management and middle management personnel. The two

phases of the program deal with problem-solving skills, improving communications within and between departments, principles of management by objectives and developing new management objectives. Regarded with caution at first by some employees, the program received favorable reaction upon implementation. (Contact: William Bassett, City Manager, 202 East Jackson Street, Mankato, Minnesota 56001.)

SIMI VALLEY, CALIFORNIA (69,700), has an optional 4-day week, 10-hour work day program within its planning department. All employees in the department have tried the 4-day week, 10-hour scheduling, while approximately half have chosen to remain on the alternate schedule permanently. (Contact: Randall King, Director of Human Resources, 3200 Cochran Street, Simi Valley, California 93065.)

Public Safety

WINSTON-SALEM, NORTH CAROLINA and **FLAGSTAFF, ARIZONA**, have cross-trained some employees in both fire and police activities. (Contact: Fire Chief, P.O. Box 2511, Winston-Salem, 27102 or City Manager, City Hall, Flagstaff 86001.)

PLAINFIELD, NEW JERSEY (46,900), operates a Fire Safety Patrol which consists of teams of firefighters who patrol the City in a van. This patrol supplements police patrol activities and has equipment that allows the members to handle small fires without a full engine crew. In addition, the Fire Safety Patrol provides other emergency assistance while remaining on call for alarms within their fire district. (Contact: City Administrator, 515 Watchung Avenue, Plainfield, New Jersey 07061—Report #18511, page 113.)

SHOREWOOD, WISCONSIN (16,000), has completed a six-month experiment with its firefighters in which they perform certain police auxiliary duties (house checks, general patrol, etc). (Contact: Shirl Abbey, Village Manager, 3930 North Murray Avenue, Shorewood, Wisconsin 53211.)

Planning

GRANTS PASS, OREGON (13,500), has

created a plans review committee composed of personnel from various departments involved in checking building and construction plans. Personnel from the various departments apply their expertise in specific areas of the plans review process. (Contact: Richard White, Fire Chief, Central Station, Grants Pass, Oregon 97526.)

Streets

SANTA ROSA, CALIFORNIA (65,000), has developed an inventory of all streets and their characteristics (type, roadside, signs, storm drains, condition of surface). The data are used to determine annual, monthly and weekly schedules for street maintenance crews. (Contact: Don Zaro, Budget Analyst, Department of Finance, P.O. Box 1678, Santa Rosa, California 95403.)

(Con't from page 12)

to comply would presumably add no cost to the responsible pet owner. Kennel club members have been successful in opposing animal control legislation elsewhere, but such people might support policies which they believed would protect their animals as well as the general public.

Education is probably the most promising long range solution to animal control problems but public programs can also help. It seems impossible to determine in advance the particular techniques which would be best suited for a given community. However, it seems reasonable to conclude that if a community is to accept some pets, it should consider carefully policies which encourage the desired type of ownership while discouraging others.

Who Governs the City? City government, Charlottesville-style, analyzed by Kay Peaslee. Articles like "The Mayor Drops a Small Fiscal Bomb" make lively reading. Write to Who Governs the City, P.O. Box 1211, Charlottesville, Va. 22902. \$3 includes everything, even cartoons.

Professional Directory

Russnow Kane & Associates, Inc.

Geological, Soils and Environmental Consultants
Ground Water Studies
Land Disposal of Effluents and Sludges
Solid Waste Studies • Foundation Evaluations
11524 Jefferson Avenue, Newport News, Virginia 23601 • 804-595-5561

CHEWNING—HOGGARD AND ASSOCIATES, INC.

ENGINEERING • MUNICIPAL PLANNING

P. O. Box 2125 Virginia Beach, Va. 23452
Phone 804/340-5050

HARLAND BARTHOLOMEW & ASSOCIATES

LANDSCAPE ARCHITECTURE PLANNING
COMMUNITY DEVELOPMENT CONSULTING

HB&A OF VIRGINIA

ENGINEERING
201 East Cary Street Richmond, Va. 23219
Phone 804/649-8627



Betz-Converse-Murdoch Potomac Group, Inc.

Consulting Engineers, Planners and Architects

Vienna, Virginia • Phone: (703) 281-2400
Staunton, Virginia • Phone: (703) 886-8555

DEWBERRY, NEALON & DAVIS

Environmental and Public Works Engineering
Engineering Plans, Studies and Laboratory Services



8411 Arlington Blvd., Fairfax, Virginia (703) 560-1100
113 South Chestnut St., Marion, Virginia (703) 783-7271
1640 Maple Dr., Danville, Virginia (804) 799-9403
1400 Pleasant View, Staunton, Virginia (703) 886-3957



HENNINGSON, DURHAM & RICHARDSON

ENGINEERING • ARCHITECTURE • PLANNING • SYSTEMS • ECONOMICS

1226 Maritime Tower, Norfolk, Va. 23510
5454 Wisconsin Avenue, Wash., D.C. 20015

BALDWIN AND GREGG

620 May Avenue • Norfolk, Va. • 23516
Birchwood Office Park • Va. Beach, Va. • 23452
8550 Arlington Blvd. • Fairfax, Va. • 22030

Engineers
Planners
Surveyors

Austin Brockenbrough and Associates Consulting Engineers

Industrial Waste Treatment • Highways
Drainage • Water & Sewerage Systems • Surveying
Environmental Studies • Private Projects

114 East Cary Street • Richmond, Virginia 23219
Telephone: 804/644-9493



Gannett Fleming Corddry & Carpenter Engineers and Planners

Norfolk, VA
804/461-0155

Falls Church, VA
703/534-8716

GREELEY AND HANSEN

ENGINEERS

Studies, Designs And
Construction Services For Water,
Wastewater And Solid Wastes

222 S. Riverside Plaza • Chicago, IL 60606 • (312) 648-1155
5206 Markel Road • Richmond, VA 23230 • (804) 285-9009
New York 10007 • Philadelphia 19103 • Tampa 33607



MALCOLM PIRNIE ENGINEERS, INC. CONSULTING ENVIRONMENTAL ENGINEERS

12368 Warwick Boulevard,
Newport News, VA 23606



RUSSELL & AXON Engineering and Planning Consultants

1111 Northshore Drive
Knoxville, Tennessee 37919
Telephone: 615/588-6444

1028 Olde Forge Plaza
Fredericksburg, Virginia 22401
Telephone: 703/371-8040

Offices In: Florida • Georgia • Tennessee • Missouri
Illinois • South Carolina • North Carolina • Virginia

LANGLEY AND McDONALD

ENGINEERS—PLANNERS—SURVEYORS

Highways, Railroads, Foundations, Waterfront
Facilities, Water Supply, Sewage
Disposal, Planning

Studies • Reports • Design • Consultation

P. O. Box 12047 484 Newtown Rd.
Norfolk, Virginia Virginia Beach, Va.



HURT & PROFITT, INC. Engineers — Planners — Surveyors

Sanitary Municipal Water
Soils & Foundations

1933 Fort Avenue

Lynchburg, Virginia 24505
Telephone (804) 847-7796

THE PITOMETER ASSOCIATES



Engineers
Water Waste Surveys
Trunk Main Surveys
Water Distribution Studies
Special Hydraulic Investigations

100 Church St., New York, N. Y. 10007
Chicago Columbia Atlanta New Milford, Ct.

R. STUART ROYER & ASSOCIATES CONSULTING ENGINEERS

WATER SUPPLY • REPORTS • SEWERAGE SYSTEMS
DESIGNS • SEWAGE DISPOSAL • APPRAISALS

P. O. Box 8687 1514 Willow Lawn Drive
Richmond, Virginia 23226 Phone 282-7657



FREDERICK G. GRIFFIN, INC.

ENGINEERS & PLANNERS
Communications, 911 Studies,
Alarm Systems, Mobile Radio
Systems, Telephone, Cable
Television, Industrial
Engineering Monitor and
Telemetry Systems.

7212 Timberlake Road • Lynchburg, Va. 24502
804/237-2044



bodie, mills, taylor and puryear, inc.

CONSULTING ENGINEERS

611 research rd., richmond, virginia 23235
phone (804) 794-8823



BUCK, SEIFERT & JOST, INCORPORATED Consulting Engineers

Water Supply • Sewage • Industrial
Waste Treatment • Treatability Studies

• 140 Sylvan Avenue, P.O. Box 1218
Englewood Cliffs, N.J. 07632 201-567-8990
• 405 So. Parliament Drive, Suite 101
Virginia Beach, Va. 23462 804-499-4596

J. K. TIMMONS & ASSOCIATES, INC. CONSULTING ENGINEERS

1314 W. Main St. • Richmond, Va.

Telephone 353-6687

SANITARY • MUNICIPAL • WATER
Reports, Plans, Supervision, Appraisals

SOUTHERN ENGINEERING COMPANY OF VIRGINIA

CONSULTING ENGINEERS

1000 Crescent Avenue, N.E.
Atlanta, Georgia 30309
404-892-7171

YARGER AND ASSOCIATES, INC.*Over 500 Surveys*

Position Classification and Pay Plans
 Management and Organizational Studies
 Test Construction—Fire and Police Studies
 2830 Mary Street, Falls Church, Va. 22042
 703/560-6900

MARSH & BASGIER, INC. P.C.**ENGINEERS — SURVEYORS — PLANNERS**

101 N. Plaza Trail — 804-340-2631
 Virginia Beach, Va. (23452)

WCON a professional corporation**WILLIAM C. OVERMAN ASSOCIATES****engineers • surveyors • planners**

5721 Sellger Drive Norfolk, Virginia

ROSSER H. PAYNE & ASSOCIATES
planning & management consultants

- COMPREHENSIVE PLANNING FOR VIRGINIA'S TOWNS, COUNTIES and CITIES
- ZONING, SUPERVISION and ECONOMIC STUDIES
- COMMUNITY DEVELOPMENT PROGRAMS and ENVIRONMENTAL ASSESSMENTS

59 culpeper st. warrenton, va.
 (703) 347-3600

BREMNER, YOUNGBLOOD, & KING, INC.
ENGINEERS • SURVEYORS • PLANNERS

Land Surveying • Land Development
 Water & Wastewater Engineers
 Planning Traffic Engineers

1151 Hanover Green Drive Mechanicsville, Virginia 23111
 Phone (804) 746-5285

**BENGTSON, DeBELL & ELKIN, INC.**
CONSULTING ENGINEERS & SURVEYORS**COMPLETE PUBLIC WORKS ENGINEERING
AND LAND SURVEYING SERVICES**

703-631-9830
 703-368-1998

P.O. BOX 422
 13824 BRADDOCK ROAD
 CENTREVILLE, VIRGINIA 22020

WHITMAN, REQUARDT AND ASSOCIATES

Engineers-Consultants

COMPLETE ENGINEERING SERVICES

1111 N. Charles St., Baltimore, Md. 21201

**R. KENNETH WEEKS
ENGINEERS**

Water Supply and Purification • Sewerage and
 Sewage Treatment • Streets and Highways •
 Investigations and Reports • Supervision of
 Construction.

2733 TIDEWATER DR. NORFOLK, VA. 23509

**Environmental Studies, Design
and Construction Management****Gilbert Associates of Virginia, Inc.**

Engineers/Consultants

411 Cedar Road, Chesapeake, Virginia 23320
 804-547-2955

**PURDUM and JESCHKE
CONSULTING ENGINEERS
AND LAND SURVEYORS**

1023 N. Calvert St.
 Baltimore, Md.
 301 837-0194

Development Water Sewerage Drainage Highways
 Studies Reports Design Surveys Inspection

**BARTON-ASCHMAN ASSOCIATES, INC.****URBAN DEVELOPMENT/TRANSPORTATION
PLANNING / DESIGN / IMPLEMENTATION**

- Downtown Revitalization/Malls
- Community/Economic Development
- Traffic/Transportation/Parking
- Transit Needs/Operations
- Parks/Recreation/Preservation

1730 'K' St. NW; Washington, D.C. 20006; (202) 466-8230

Sverdrup**Sverdrup & Parcel
and Associates, Inc.**

800 North 12th Boulevard
 St. Louis, Missouri 63101
 314/436-7600
 TWX: 910-761-1085
 Cable: SPECO St. Louis

Engineers
 Planners

**Raymond, Parish, Pine & Plavnick**

Planning & Community
 Development Consultants

1010 Vermont Avenue N.W., Suite 800
 Washington, D.C. 20005
 202 783-2924



Talbot & Associates, Ltd.
 Engineers, Planners, Surveyors
 100 Landmark Square
 Virginia Beach, Va 23455
 Orlando Memphis

MUNICIPAL ENGINEERING
 LAND DEVELOPMENT • PLANNING, ENGINEERING,
 SURVEYING, CONSTRUCTION MANAGEMENT
 URBAN PLANNING
 FEASIBILITY STUDIES



1603 Santa Rosa Road
 Tyler Building—Suite 120
 Richmond, VA 23288
 804-288-4051

**Patton, Harris, Rust & Guy**

a professional corporation
Engineers • Surveyors • Planners

Complete professional services for
 municipalities and public agencies

Main Office
 10523 Main St., Fairfax, Va. 22030, (703) 273-8700
 Valley Office
 100 S. Main St., Bridgewater, Va. 22812, (703) 826-2616

CH2M HILL

engineers
 planners
 economists
 scientists

**Consultants to Municipalities
on Environmental Systems**

Eastern Regional Office: 1930 Isaac Newton Square E
 Reston, VA 22090 • Phone (703) 471-9710

**O'BRIEN & GERE****Consulting Engineers**

PO Box 3855, Charlotte, NC 28203 / 704-374-1822
 Syracuse, NY / Poughkeepsie, NY / Philadelphia, PA / Dover, DE / Chillicothe, OH

**McMANIS ASSOCIATES, INC.**

Washington, D.C.

Management Consultants to City and County Governments

Productivity Analysis • Fiscal and Management Systems

Community Development • CETA/Manpower Services • Economic Development
 1201 Connecticut Avenue, N.W., Washington, D.C. (202) 296-1355



Virginia's Only

MUNICIPAL BOND

Specialists

HORNER, BARKSDALE & COMPANY

725 Church St. • Lynchburg, Va. • 804 846-2711

William W. Winfree, Jr.
 Edward T. Pettigrew, Jr.

- Dealers and Underwriters
- Financial Advisors
for Bond Issues

BOOZ • ALLEN & HAMILTON, INC.

... Provides a full range of consulting services to local and regional governments.

FOR FURTHER INFORMATION CONTACT:

ERIC S. HANSSEN
DIR. LOCAL GOVT. SERVICES
1025 CONNECTICUT AVE. N.W.
WASHINGTON, D.C. 20036
(202) 293-3600

SAN FRANCISCO

CHICAGO

NEW YORK

WASHINGTON



Cresap, McCormick and Paget Inc.
Management Consultants

1778 K STREET, N.W. WASHINGTON, D.C. 20006 • (202) 833-8350

- Municipal Organization
- Police and Fire
- Public Works
- Financial Management
- Personnel Administration
- Facilities Planning
- Economic Development
- Data Processing
- Education Administration
- Operations Review
- Courts and Probation
- Transportation Management

Washington • New York • Chicago • San Francisco

RICHMOND, VA.
(804) 798-8313



ROANOKE, VA.
(703) 992-4650

EQUIPMENT COMPANY, INC.

Directory

WATER TANK Maintenance

Painting and Repairing
Utility Service

Box 88 Madison, NC 919-427-0216

MUNICIPAL ADVISORS INCORPORATED

FINANCIAL AND MANAGEMENT
CONSULTANTS TO MUNICIPALITIES

- Advisor on Financial and Marketing Matters Relating to Issuance of Municipal Bonds
- Position Classification/Compensation Plans
- Management and Organization Studies
- Executive Search and Selection

LAWRENCE B. WALES ROGER M. SCOTT

P.O. BOX 45 Virginia Beach, Va. 23458

804/422-1711

George Cunningham, Field Representative
"imagineered"

PLAYGROUND and PARK EQUIPMENT BY

GAME TIME, INC.

CUNNINGHAM ASSOC. INC.
Box 9554 Lakeside Br., Richmond, Va. 23228
Phone 804/262-2401



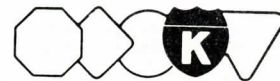
**Public Research and
Management, Inc.**

MANAGEMENT CONSULTANTS

ORDINANCE CODIFIERS

157 Luckie St., N.W.
Atlanta, Georgia
30303

Suite 416
Wash. Bldg.
Washington, D.C.

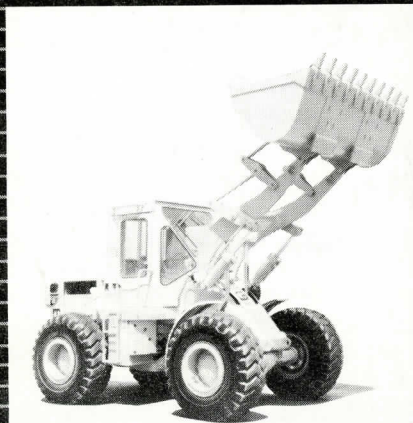


Korman Signs
INC.

HEADQUARTERS FOR TRAFFIC
PRODUCTS AND SIGNS

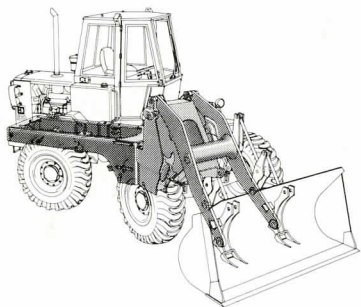
3027 LINCOLN AVE.
RICHMOND, VA. 23228
OFFICE 262-6050

PAYING MORE FOR WHEEL LOADERS OFTEN COSTS LESS.



The actual cost of owning any machine is the original cost, plus its operating and maintenance costs, plus repair and downtime costs—less whatever you get when you sell it.

Caterpillar Wheel Loaders cost less to own and operate because they are built with



tough components for hard work and low maintenance. Because they're tougher they last longer and are worth more at resale.

- Big displacement Caterpillar Diesel Engines provide fast response for quick cycling. Individual fuel injection pumps and capsule injectors are adjustment-free.
- The Cat power shift transmission allows on-the-go single lever shifting for short cycle times.
- The sealed loader linkage keeps pins and bushings lubricated—seals out dirt and extends life.
- Rigid box section main

frames are built to withstand twisting and bending forces.


Add a Quick Coupler and attachments, and one Cat Wheel Loader has the versatility of a fleet!

Quality components plus CAT PLUS—the most comprehensive package of customer support services in the industry—add up to your best value in wheel loaders.

Lower price doesn't always mean lower total cost. Let your Caterpillar Dealer show you how buying the best pays off.



CATERPILLAR

Caterpillar, Cat and  are Trademarks of Caterpillar Tractor Co.

Roanoke Public Library
706 S. Jefferson Street
Roanoke, Virginia 24011