

Virginia & Town & City

VOLUME 13 • SEPTEMBER 1978 • NUMBER 9

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Norfolk





Norfolk welcomes the Virginia Municipal League.

Norfolk, a city known for its art, culture and heritage, is proud to host the 1978 Virginia Municipal League.

We invite you, Virginia's largest assembly of local government officials, to take some time to see Norfolk.

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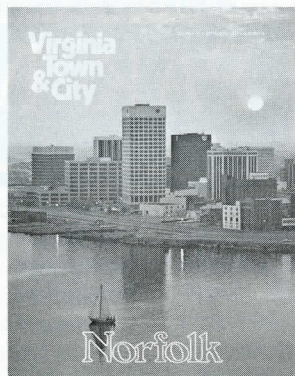
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ON THE COVER

Waterfront scene is courtesy of the City of Norfolk.

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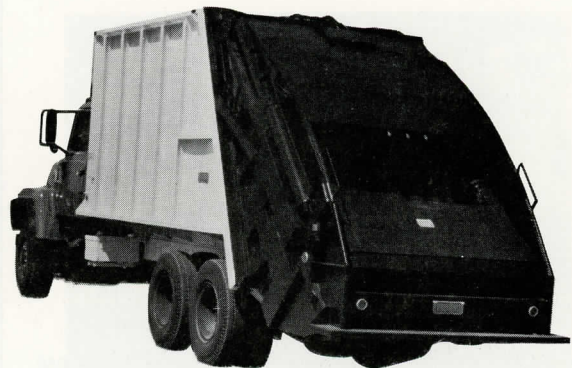


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Proposition 13

On June 16, 1978, the Executive Committee of the Virginia Municipal League met to discuss "Proposition 13" and its impact on Virginia localities. The following statement is their response.

Although the Virginia Municipal League opposes limiting local revenue sources, we strongly agree that the property taxpayer in Virginia carries an inordinately heavy portion of the tax burden. The VML has been saying this for years and has been actively seeking alternative revenue sources in an effort to lighten this excessive burden. It is the VML's belief that the State should provide alternative resources for property tax relief which should be collected and distributed by the State in a manner which will help ease the disparity of the property tax burden by focussing on need.

To paraphrase a Virginia Mayor's recent comments:

The property tax is strictly a local tax and is the principal source of revenue for local services. Citizens are most dependent upon and most affected by the services provided by their local government. No one needs to be convinced of the serious impact cutbacks in local services could have on our daily life. If local governments do not have tax income sufficient to support them, funding will have to be sought elsewhere. Just as surely as distant governments step in to finance local activities, just so surely will control and direction of local government pass out of the hands of local citizens who can control their local government. It will pass into the control of State and federal authorities who are generally beyond the touch and ultimate control of local voters.

This will mean not only a loss of local control and valuable citizen input into the level of government that most affects daily life, but it will mean a loss of local diversity and character. If the Commonwealth of Virginia did not respond in this situation, assistance would have to come from the federal government and we are all painfully aware of the strings attached to federal monies.

The type of action that was taken in California would be an overreaction to the Virginia situation. Virginia State and local government has traditionally been more fiscally responsible than California and many other states. For the last several years Virginia localities have been tightening their belts during this period of high inflation and increases in mandated costs from the State and federal government.

Effective tax rates in Virginia cities have not increased substantially in this decade. The median effective property tax rate for all Virginia localities (per \$100) was \$1.30 in 1970 and remains at a \$1.39 in 1977. The mean effective property tax rate for Virginia cities has only increased 3 cents, from \$1.35 in 1970 to \$1.38 in 1977, only 2 percent over seven years. The more closely these figures are examined, the more they reveal fiscal responsibility on the part of Virginia localities. In 1970 there were 17 cities above the median effective property tax rate; of these, 14 decreased property tax rates in 1977. The total decreases amounted to \$2.37 for a mean of 17 cents or an average decrease of 10 percent. The total net increases were only 42 cents for a mean of 14 cents. The total net decrease in property tax rates was \$1.95 with a mean net decrease of 11 cents or an average decrease of 7 percent for all 7 localities which were above the median property tax rate in 1970. This is a clear indication that Virginians, unlike many others across the nation, have realized that rates have become too high and reacted by being fiscally responsible and accountable to property tax payers. We believe that local elected officials in the State of Virginia are attuned to the desires of the citizens they represent and will continue to hold down property tax rates whenever possible.

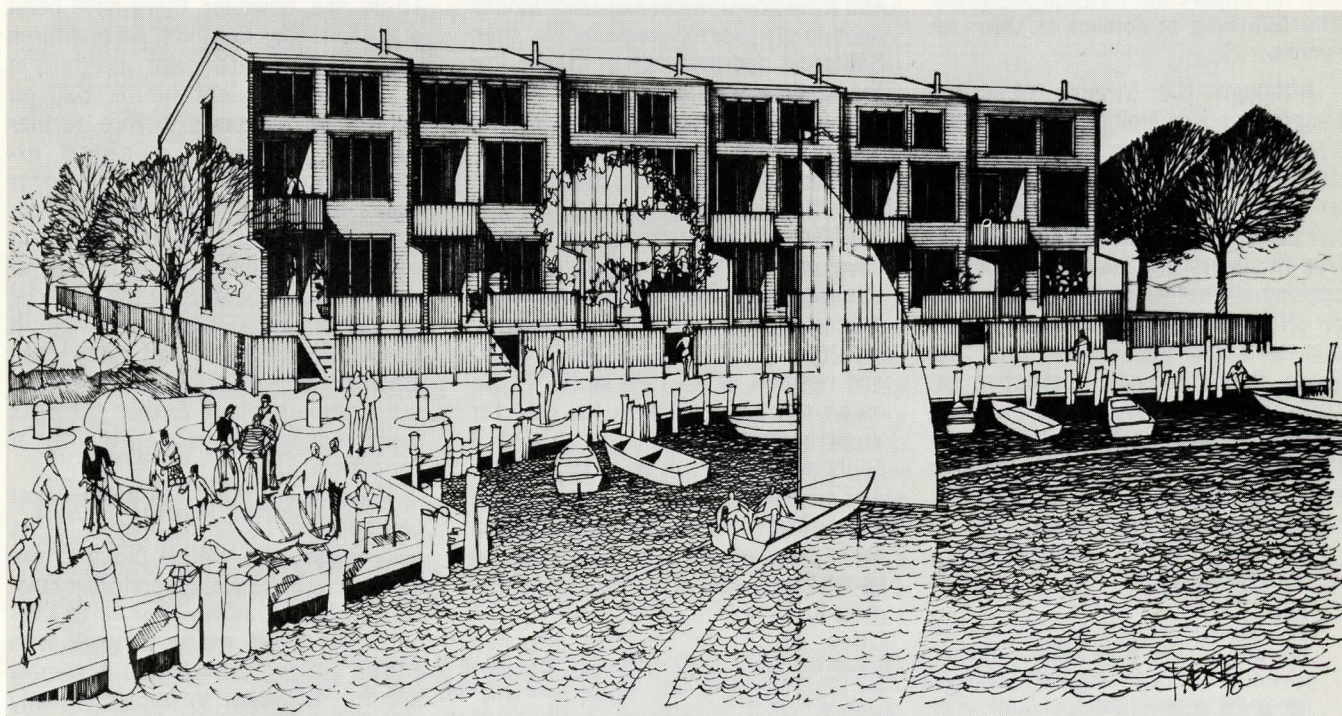
The State of Virginia can assist local elected officials in responding to the property taxpayer by providing alternative resources from tax sources which do not present the disproportionate burden that the property tax does. It must also be kept in mind that local governments in Vir-

ginia have tightened their belts and have sought increased cost effectiveness in programs whenever possible. To do this, however, there have been major cutbacks in capital expenditures which could create major shortfalls in the not too distant future. Caution should be exercised before further cutbacks are made in capital expenditures such as sewer lines, water lines, street maintenance and construction. Neglect now may result in capital expenditure needs in the future which will be beyond the financial capabilities of the local government. It should also be noted that many localities have already trimmed budgets to the extent that any further cutbacks could result in decreased quality of services.

Recognizing that local government controls but 15 to 20 percent of its own budget, the VML is proud of the local record of fiscal responsibility evidenced by the information in this report. We stand ready to work with citizen groups, the General Assembly and the Governor to implement any reasonable solutions to tax inequities which might be forthcoming.

NEW STRATEGY FOR HOUSING AND REDEVELOPMENT

by CHRIS FREED



The story is an old one. Dark, littered alleys, peeling paint, undernourished children standing in unkempt yards before ramshackle houses or burned-out hulks with those plaintive looks—part ragged ruffian, part refugee.

Somebody help, they seem to say.

Somebody has.

For the past 35 years, Norfolk has so successfully turned federal money into decent housing for the poor and middle-income family that the City's housing and redevelopment program has become a model.

Fact-finding teams from across the nation descended upon the city to see how more than 7,000 units have been built on hundreds of acres where slums once stood. Since 1949 Norfolk's substandard housing has been cut from 42 to eight percent.

Downtown redevelopment projects have restructured a dying commercial district into market-

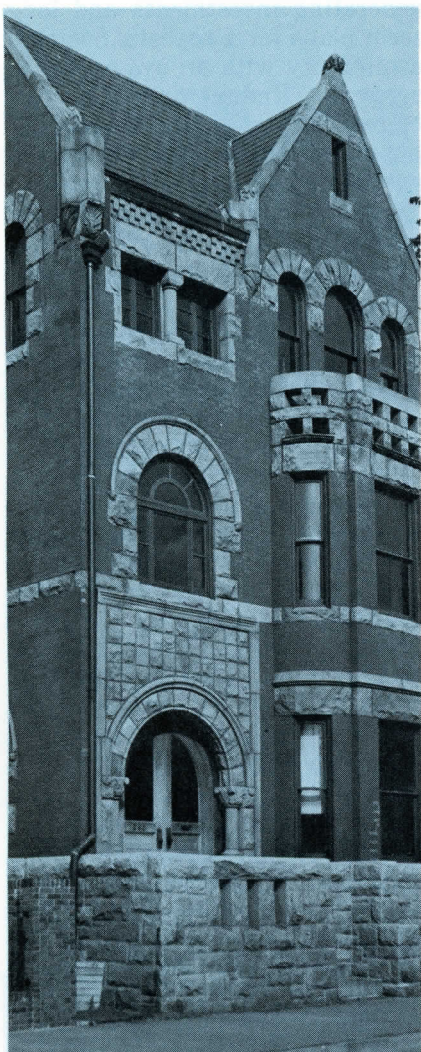
able land with public improvements as incentives to private investment. Grantsmanship brought \$300 million in federal funding for a convention center, land assembly and redevelopment and housing. All that generated another \$65 million in private investment.

As U.S. presidents and administrations changed, federal funds were cut for some programs, new guidelines were established for others, and indications were that the Federal government wanted out of the local redevelopment and housing business. Now, a strategy for the '80s is emerging for Norfolk. The Federal Community Development Block Grants Program is being used to continue work in 12 redevelopment projects with objectives that range from the clearance of blighted structures to conservation of old ones. Alternative sources of money are being sought through Federal discretionary grants and economic development programs.

FREEMASON HARBOR

Norfolk is using those funds to stimulate private investment. Norfolk's waterfront is the site of one such project involving \$100 million to develop housing, shops, parking, rehabilitated warehouses, marinas and public spaces located only a few blocks from the central business and financial district. "Freemason Harbor" represents a joint venture among the Norfolk Redevelopment and Housing Authority, the Chessie System, Inc. and The Oliver T. Carr Company of Washington, D.C. A \$25 million public investment, together with a \$75 million private share, minimizes private risk while assuring public benefit. To be developed in eight phases over the next 10 years, the project's public activity will be phased out as private building accelerates towards the completion date.

Townhouses in Phase I were completed this summer, and con-



tracts for streets, utilities and a public walkway were awarded. Public improvements will also include parking garages. To date, nearly 100 people have put their names on a waiting list of potential homebuyers in the area.

The major benefits to the City from the Freemason Harbor project go beyond increased employment opportunities and tax revenues. It will completely redefine the central business district by changing blighted and unused waterfront acreage into a "new-town-in-town". It will be a mixed-use development that will draw its strength from its location in Norfolk's famous harbor and from the environment it offers to the increasing number of people who want to live downtown. The nearby financial center, a result of redevelopment in the 1960s is a job center for many of those people who would live and shop in Freemason Harbor.

The tangible issues of employ-

ment and taxes were, of course, crucial to the project's planning. An annual revenue of \$2.12 million in taxes is projected for the completed development, with creation of over 3,000 construction-related jobs, and 1,000 permanent jobs requiring a range of skills.

Although Norfolk's Community Development Block Grant funds are continually decreasing (from \$18 million to \$8 million) and the Freemason Harbor project is only one of 12 requiring local and federal resources, alternative fund sources are being developed for the "front end" money that will eventually create private investment. Enthusiasm from the local business community for the Freemason Harbor development has been substantial.

All the activity in the Freemason Harbor project is a good sign for the adjacent Freemason Street Historic District. Both are included in Norfolk's Downtown West Community Development

Area. One of Norfolk's most historically rich areas, with homes dating back to 1785, Freemason Street's charming cobblestone wrought-iron atmosphere offers a contrast to the neighboring new waterfront construction. It is specially protected as a historic conservation area.

GHENT CONSERVATION

About a mile away from the waterfront project is the Ghent Conservation Area, rehabilitated with local and federal low interest loan money to regain its original status as a historically significant, desirable place to live. Built in the early 1960s by a group of Norfolk's leading citizens, old Ghent was a "planned community" in a time when communities were rarely planned. The most pleasing street designs, the most enduring trees and architecture and materials of classic quality lent themselves to the success of the conservation project 60 years later. Before then, time and the out-migration of

middle-and upper-income families from the City had threatened the buildings with deterioration and subdivision into low rent tenements destined for demolition.

Nearly \$3.5 million has been loaned or granted through the program during its 10-year existence. This has been under federal and local loan programs. Federal money with three percent interest is a cheaper but less consistent supply. The local banks provide money at one or two percent less than the cost of standard market rates. In addition, the results from the public investment under the loan programs proved to be an incentive to private owners, who have added another \$2 million of their own money to properties that now promise to appreciate in the area.

The success of the Ghent conservation project was convincing evidence to other neighborhoods of the value of such a project. Colonial Place-Riverview, a community outside the center-city but part of what would be considered in-town housing stock, became another conservation area in 1973.

COLONIAL PLACE-RIVERVIEW

Most of the homes in the project had been built prior to 1939, and the 1960s had seen the income levels of residents decreasing and home ownership percentage declining. The residential status of the area was also starting to change due to zoning which permitted commercial construction.

The Colonial Place-Riverview Civic League began to work with the City and the housing authority to design a program that would change this trend. The community was rezoned, low interest rehabilitation loans were made available through the housing authority and an "occupancy permit" program insured the continued maintenance of properties as they were sold.

The occupancy permit code is a requirement that each conservation district dwelling must meet the standards of the district each time it's sold. The new buyer is made aware of the area's conservation status. The special code has worked so well in Colonial Place-Riverview that local officials are considering using it in other conservation districts in the city.

The \$1.5 million loaned for Colonial Place-Riverview renovation has created a neighborhood with racial balance, an active civic league and rising property values for comfortable middle class homes.

These two projects represent the upgrading of areas that include nearly 2,000 residential structures. The preservation of Ghent also provided the basis for nearby Ghent Square.

GHEENT SQUARE

Ghent Square is a dramatic concept and a daring step toward comprehensive community planning. Once the site of one of the worst slums in Norfolk, the 65-acre tract was cleared and is now being successfully developed as a planned residential community of 490 units for middle and upper income families.

This development decision was controversial in the face of traditional patterns of acquisition, relocation, demolition and construction of low-income housing plans that had been used for decades. It was consistent, however, with Norfolk's redevelopment performance in the past. With a nationally-recognized public housing program of 5,000 units and an active development program (2,000 units) for subsidized and conventional housing near the downtown area, the opportunity to provide new housing that would attract or keep higher income families in center-city Norfolk was not to be missed.

Now eight developers are building in Ghent Square. They are small local companies led by local businessmen and professionals committed to the idea that new quality homes in downtown Norfolk will sell. In the price range of \$60-120,000, 95 homes are completed or under construction, 50 others are under contract and 45 families now live in Ghent Square.

They represent older couples whose children have grown, younger couples who don't have children and small families who just like living in an urban environment. A community association maintains common areas and sets policy for use of Ghent Square's recreation center. Limited neighborhood commercial development such as small shops and restaurants are also planned.

Now Norfolk's "downtown" is

generating investments and long term plans for a realistic business community with an eye on dollar return. Redevelopment has changed attitudes, and the rebuilding that began in Norfolk by the public sector 25 years ago is being done now with the kind of private market initiative that will insure a higher quality of living for all residents.

For balanced and well planned communities, local government must look at the interrelationship of all city problems. After that, the ingredients are money, or the ability to get it, and a staff that is able to plan and implement programs based on a standard which guarantee quality of life for all. Perhaps most important is citizen participation.

When support from citizens is combined with an action-oriented redevelopment or conservation schedule, a city is in charge of its future. In Norfolk, the ingredients are working and a strategy for the future involves programs that include private responsibility for grand results rather than grand ideas.

ABOUT THE AUTHOR

Chris Freed is Communications Specialist, Norfolk Redevelopment and Housing Authority.

VML Achievement Awards

On Monday, September 18, six localities will receive a Virginia Municipal League Achievement Award for outstanding service to their citizens. The award winning localities displayed their ability to meet citizen needs, to improve a service already offered, or ingenuity in fully utilizing their community resources. They showed they could create a practical plan for their communities that would be useful, beneficial and supportive and at the same time, instill pride in their citizens and public officials.

CITIZENS SUPPORT—Every winner had the support of its citizens in implementing the project being undertaken. In most cases, the community not only supported the venture, but helped to create, coordinate, or was actually involved in the program. Residents

came as private individuals or in groups such as civic organizations. Churches even assisted.

PUBLIC EDUCATION—To make an idea work, people have to know about it. The winning localities made great effort to inform their citizens about the plan they were initiating. Some localities even prepared a comprehensive public information presentation to gain support for the project and to get citizens to use the new service.

ENTRIES—The panel of judges was impressed by the number of entries as well as by the entries themselves. The overwhelming factor of winning was that the entry worked for the residents and the community and was financed by modest public expenditures. The Municipal League salutes all of the localities that entered: Alexandria, Arlington County, Blacks-

burg, Charlottesville, Chesapeake, Fairfax City, Hampton, Henrico County, Herndon, Lexington, Lynchburg, Martinsville, Norfolk, Portsmouth, Richmond, Roanoke, Suffolk and Virginia Beach. The forty-eight entries in the six categories made the competition rigid. The following are the winning localities in their respective categories:

Lexington
Community Development
Blacksburg
Effective Government
Henrico County
Environmental Quality
Hampton
Human Resources
Norfolk
Public Safety
Arlington County
Transportation

We are looking forward to serving the Virginia Municipal League in Roanoke in 1979.



The Hotel Roanoke

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LEXINGTON

CBD RESTORATION



Celebrate! It's "Restoration Day" in Lexington. On October 23, 1976, a carnival-like day brought Lexington citizens to Main Street to commemorate the end of the construction of the central business district restoration. Downtown merchants awarded a color television set while bands played and citizens enjoyed their day on Main Street.

The CBD project was the culmination of more than 10 years work on the part of private and public groups in the rehabilitation and restoration of Lexington's primary commercial area. One private group in particular, Historic Lexington Foundation, Inc. (HLF), worked alone and in concert with the City government and several downtown projects and was instrumental in the adoption of Lexington's first historic zoning ordinance. The Foundation also sponsored a joint program with the City for the installation of brick sidewalks in the downtown area.

The City's CBD project was

started, in part, in response to the efforts of HLF and other groups interested in downtown restoration. City Council realized that a major "face lifting" in the commercial area was needed to attract additional private investments. For a number of years, the declining tax base and the run down appearance of the business area had been a concern to Council. So the project was an effort also to stop the erosion of the downtown area's economic viability.

The project was a five year capital improvement program in four areas.

In 1973, the city manager presented to the Council a five-year capital improvements program which included a schedule of repairs in the downtown area. Council, realizing that the time had come for the City government to provide a solution, expanded the

scope of the improvements and agreed to embark on the project.

Work would be concentrated in four areas: placing existing overhead utility lines underground and replacing some water and sewer lines; installing the City's first storm sewer system; rebuilding of all sidewalks and streets in the business district; and replacing signs, traffic signals and street lights to reflect the 19th century character of the town.

The first phase of construction involved the relocation of the overhead utilities and the underground gas, water and sewer lines. This work proved to be the most disruptive part of the entire project, with the crews from three utility companies, the contractor and several City crews working in the downtown area at the same time.

In the interest of aesthetics, the City Council decided to show off Lexington's architecture by eliminating all overhead wires and poles. The growing awareness that historic preservation in the com-

munity and the visual improvements would add to the promotion of the Lexington area as a destination for tourists prompted Council to make a decision. Council also realized that in putting the utilities underground it would have to pay particular attention to the designs of the street lamps, traffic signals and signs that would replace the old forms. Shortly before construction started, a street lamp design was approved by Council which recalled the 19th century character of Lexington.

Brick sidewalks in Lexington can be traced back to the 1800s; in fact, some of those original sidewalks still exist. The cost of brick sidewalks, however, prohibited the City from including their complete cost in the project so property owners were asked to pay the additional cost for the brick. Under this formula, the City paid a base amount of \$10 per square yard for concrete and the merchant or property owner paid either \$10 or \$12 per square yard for brick, depending on the pattern choice. An overwhelming majority of property owners agreed to the plan. One anonymous gift of \$5,000 enabled the City to complete the project.

Street construction frustrated citizens but support for the project seemed to grow.

It would be an understatement to say that the street construction created a mess in the downtown area. From the spring of 1975 to the early fall of 1976, with only a short break during the winter months, downtown streets were an obstacle course to motorists and pedestrians. On some days, it was difficult to get from one side of town to the other in the morning and to find that same route open in the afternoon. These disruptions caused some residents to express skepticism about the benefits of the project. But as the work progressed, support for the project seemed to grow.

After the winter break, work crews began the final phase of construction. One group began rebuilding all sidewalks, curbs and gutters, the other started the repaving. While still dusty and disruptive, this part of the project was more orderly, because work was concentrated in one area at a time.

The finishing touches were actually put on the project in 1977 when the downtown signs were erected. They were effective, tasteful and reminiscent of the 19th century rural town.

When Lexington's City Council made the decision to restore the downtown area, it did so with the hope that the municipal investment would stimulate more private investment and interest in the area and bring a renewed sense of well-being and purpose. The evidence indicates that, so far, the decision proved successful.

Although it cannot be said that this project has solved all of the problems of Lexington's central business district, there is a new interest on the part of City residents in their community and its future. The *Richmond Times Dispatch* summed up Lexington's CBD project: "The transformation and the mess (of the project) can be traced to the efforts of many here to preserve and enhance historic downtown buildings and to breathe new life and economic vitality into what was becoming a blighted area."



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BLACKSBURG

REPORT/CALENDAR

If you moved to Blacksburg and wanted to know who the Planning Commission members are or who the Girl Scout contact is, just consult the Annual Report and Town Calendar. You can pick one up at the Information Desk in the lobby of the Municipal Building.

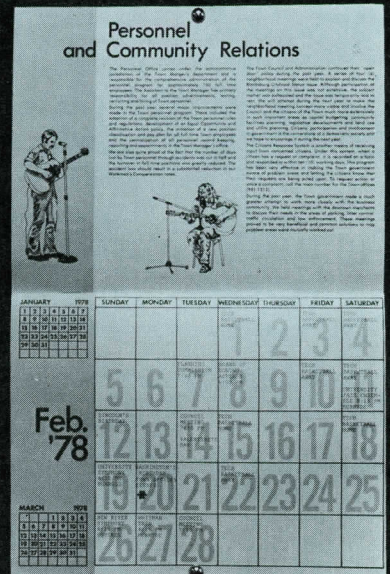
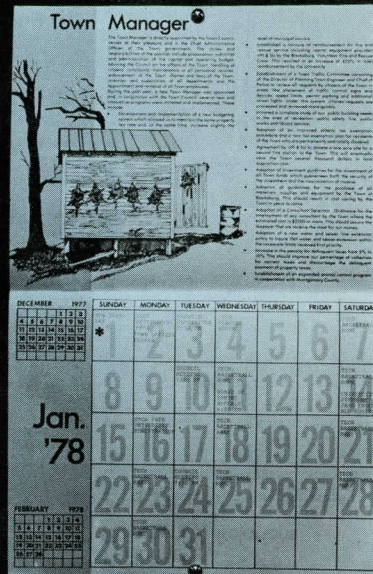
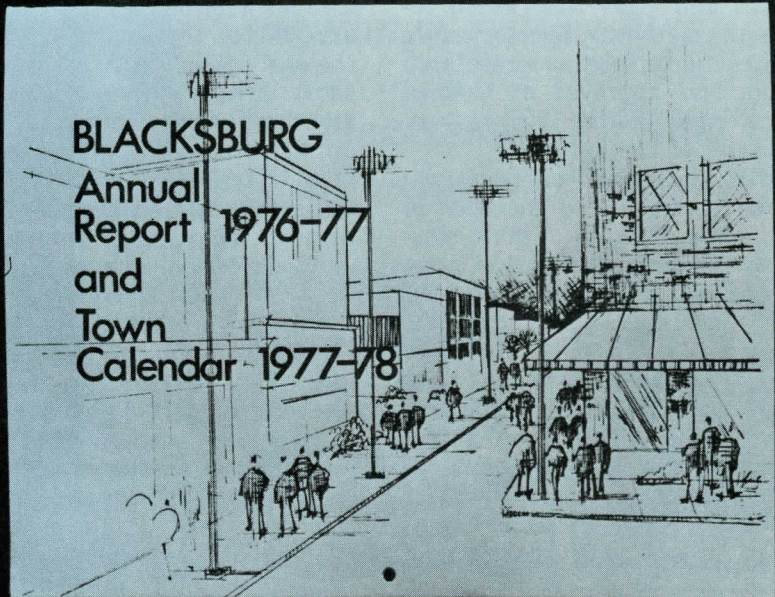
Simple. Useful. Practical. These words describe the Blacksburg annual report that is in a wall calendar format. The Town wanted to provide a quick, easy way to inform new residents as well as long time citizens about their local government, community and available public services.

REPORT/CALENDAR

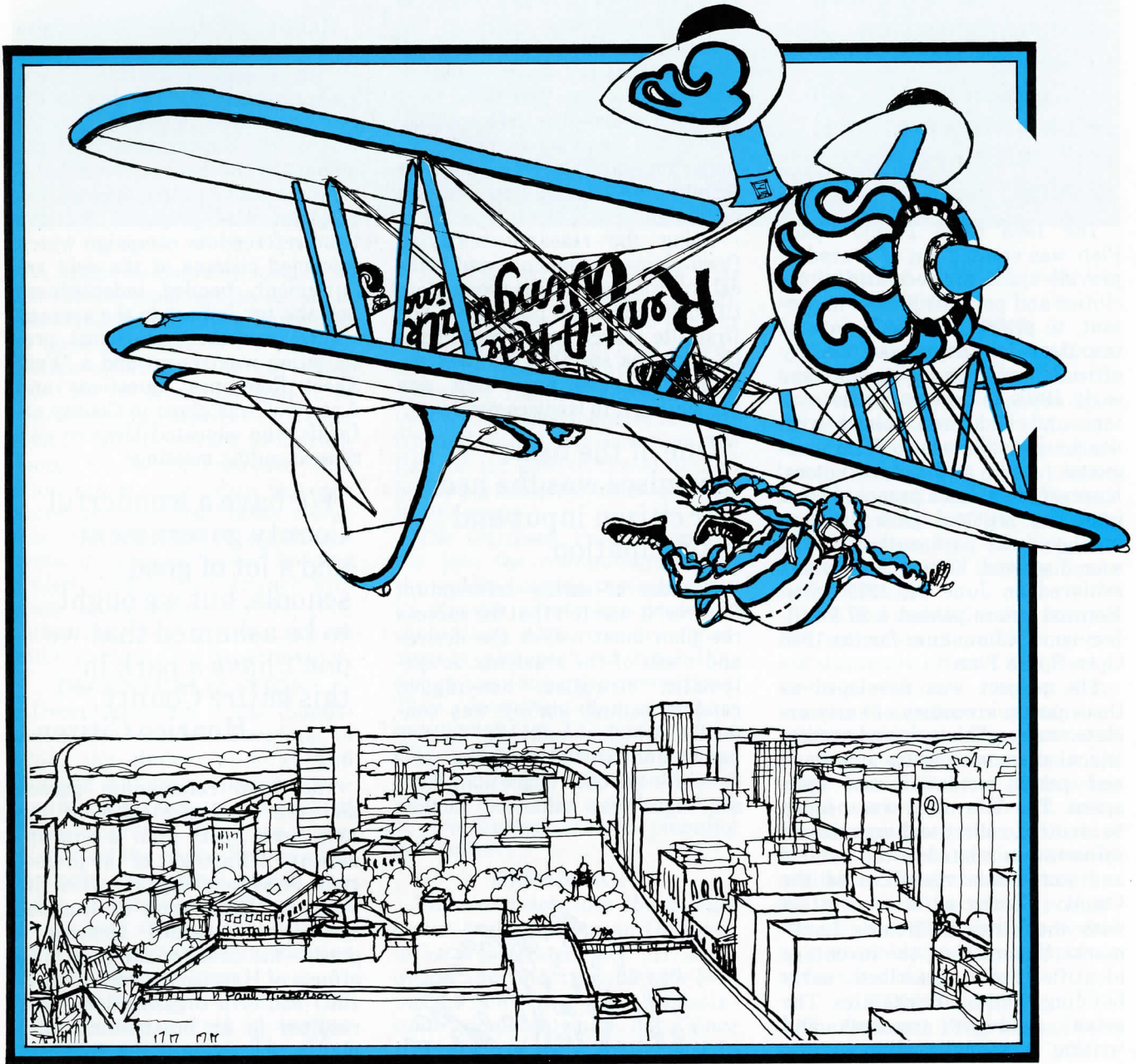
Each report/calendar lists town meetings and community activity dates on the calendar as a means of keeping the public informed as to when these events occur. By listing these, it is hoped that the citizens will participate in the events. In addition to reporting on each municipal department, the report/calendar includes information on the Chamber of Commerce, Virginia Tech and local clubs and organizations in order to contribute a sense of unity and interdependence among these important sectors. The last section of the report/calendar has a telephone directory of commonly used public services such as the fire and police departments, town administration and health care services.

The simple format of the report/calendar lends itself to wide distribution and readership, and practical usefulness to the citizens. The publication is funded solely by the Town's operating budget.

Informing the public is a vital function and the Town of Blacksburg realizes they must not only issue annual reports, but must make information available on a day to day basis. The report/calendar is a visible reminder to the citizens that the Town wants to be of service and an important part of their daily living.



**A simple overfly
is not enough.**



Drop In And Stay A Few Days In Richmond.
You'll Be Glad You Did.



HENRICO COUNTY

1985 OPEN SPACE PLAN

"When Henrico County citizens were asked if enough public outdoor recreation areas were available, nearly seven out of ten felt more recreational facilities were needed."

The 1985 Open Public Space Plan was created out of a need to provide space for recreational facilities and perhaps just as important, to protect Henrico's natural resources for future use. County officials had been trying since the early 1960s to develop a park system and had even joined with nearby jurisdictions to form a regional park authority. Voters, however, defeated a proposed bond issue for regional park development and the park authority was soon dissolved. Victory finally was achieved on June 14, 1977 when Henrico voters passed a \$7.5 million bond referendum for the 1985 Open Space Plan.

The project was developed in three parts: inventory of early architecture and historic and archeological sites; open space appraisal; and parks recreation and open space. The inventory was needed to identify, collect and organize all information related to the natural and man-made resources of the County. Conducted in cooperation with the Virginia Historic Landmarks Commission, the inventory identified and described early buildings and historical sites. The actual fieldwork, research and writing was undertaken by the

Commission and the results were compiled into a book so it would be accessible to the professional planner. The appraisal was a collection of physiographic, natural resources, existing facilities and citizen recreational needs compiled into one volume. The final part, the open space plan, was a collection of the materials and planning tools generated during the plan formulation and bond referendum campaign.

Using the research material, flood-plains, easements and critical environmental areas were identified for potential park sites. The first site search led to more than 60 locations suitable for park development. The next step was presenting it to Henrico residents.

"One of the basic premises was the need for citizen input and participation."

Because of earlier referendum failures, it was felt that for success the plan must reflect the desires and needs of the residents. A systematic, stratified, non-aligned random sample survey was conducted which sought the leisure habits and attitudes of the residents for the open space plan. Citizen input was enhanced further

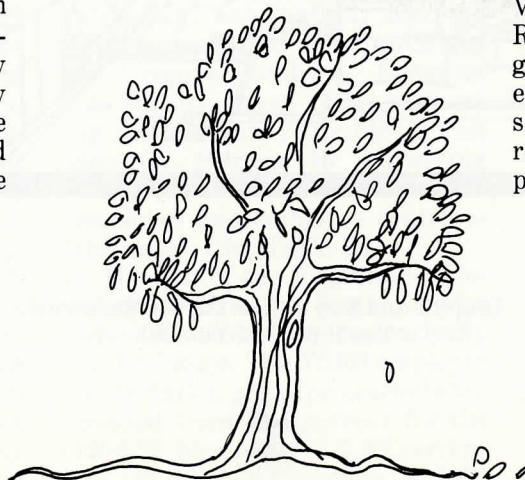
when the Board of Supervisors established the first Park and Recreation Citizen Advisory Commission.

Public meetings were held throughout the County to solicit citizen reaction to the initial sites. Following a public hearing on the proposed open space plan, the Board of Supervisors set the amount of the bond referendum. A comprehensive public information program was prepared for the bond referendum campaign which informed citizens of the debt requirement, bonded indebtedness and the tax impact to the average homeowner. An audiovisual presentation was shown and a "Fact Sheet Reference, Questions and Answers" was given to County officials who educated Henrico citizens at public meetings.

"We have a wonderful County government and a lot of good schools, but we ought to be ashamed that we don't have a park in this entire County."

—Henrico Citizen

The bond referendum passed and the implementation of the 1985 Open Space Plan is now underway. A highlight of the project came in September, 1977 when the Virginia Commission of Outdoor Recreation awarded Henrico a grant—the first for the park. The efforts of Henrico citizens, County staff and civic organizations have resulted in an outstanding park plan.



HAMPTON

OUTREACH PROGRAM



A viable community looking to the future, must utilize all of its resources, and the most important of these resources is its citizens. Citizen effort was the key when the City of Hampton sought to provide human services as a community based network to its residents. When the Outreach Program began nine years ago, the Social Services' staff home economist was requested to assist residents in a small public housing project. Today, the Outreach Program is supported by the civic clubs, churches, private citizens and numerous City departments.

DECENTRALIZATION

Decentralization is the foundation of the Outreach Program. In 1968, the Redevelopment and Housing Authority opened a community center to serve residents of a housing project. The home economist from the Social Services Department mentioned earlier provided consumer education and thus, a joint arrangement between the two departments in meeting citizen needs was born.

An Outreach office was then offered one day a week in another Hampton community. The office provided family and personal adjustment counseling, transportation, family planning and information and referral. Even on a limited scale, the first Outreach office supported the request for more offices, and more important, the capability of the Outreach Program to be responsive was demonstrated.

The Authority agreed to provide matching funds necessary to obtain staff to be housed in each of the three housing projects as well as office space and utilities. This voluntary, financial agreement between the Redevelopment Authority and Social Services was the first of its kind in the state and became a model for other ventures in this area.

The Outreach Program moved out into the community beyond the public housing projects when its services were solely needed in conjunction with economic development and physical rehabilitation to the decaying neighborhood. Thus, decentralization is an accomplished fact. The success of the City in its Outreach effort was the basis for the City's proposal to participate in the 517 model program of coordinated service planning and delivery.

EXPANSION

The expansion into the private sector evolved when an Outreach office was located in a privately-owned apartment complex for low-income families. Two more low-income complex owners have since requested an office be located in their complex. Although the City and the Social Services Department was concerned with the needs of all families, it has found that those in the upper age brackets and the handicapped are the least able to obtain help without assistance. Following a house-to-house needs assessment survey, an office was open to serve the high

concentration of elderly who live in one neighborhood.

OPERATIONS

The Outreach office staff are housed on a permanent basis (the number of workers depends upon the services needed). The Authority provides not only office space but the necessary 25 percent match for some staff salaries. The balance is covered by Title XX funds and Community Development grants, which also provide funds for office rent.

Low and middle income families and recipients of public financial assistance are offered 28 different kinds of services ranging from housing to nutrition and transportation assistance. The decentralization of activity from the main office brought about by housing social workers in different areas has accomplished the objective of making needed services readily available. The Outreach Program has increased the visibility of social services staff and has served to increase community acceptance and trust of City workers.

CONCLUSION

The Outreach Program has been supported by community efforts and maximizing these efforts has given testimony to the goodwill and hard work of everyone involved. The program has lifted barriers of territorialism and isolationism, and restrictive programming practices have been overcome. The Outreach Program has indeed enriched the lives of those residents it has served.

NORFOLK

OFFICER FRIENDLY



The Officer Friendly Program teaches primary school children rules of safety, good citizenship, respect for laws and helps them identify and relate to the uniformed police officer on a positive basis. The program also reflects the unique needs of the City of Norfolk.

The Program has four general goals:

- to provide children with an opportunity to develop an intelligent understanding of their rights, responsibilities and obligations as community members;
- to provide a realistic understanding of police work and the services the police perform in our society;
- to establish rapport between elementary school children and the uniformed police officer; and
- to create a positive attitude in the children regarding their

welfare and the welfare of others.

The goals of the program are directed toward the solution of the existing crime problem. The statistics published yearly in the Uniform Crime Reports show that despite massive infusions of federal money into the fight against crime, rates of crime, particularly among juveniles, have continued to rise.

"The goal of the Officer Friendly Program addresses the development of young children into responsible citizens, therefore, preventing crime."

What better way to create adult citizens, who are aware of their potential to be involved and respon-

sible participants in the creation and maintenance of order and self-respect in their communities, than to start inculcating such ideas and concepts in the minds of young children? The goals of the Officer Friendly Program directly address the development of this kind of awareness and perception, and as such, appear to lend themselves to very legitimate and appropriate ends.

The Officer Friendly Program started in Norfolk on a part-time basis in 1974. In the late spring of 1976, plans were made to significantly change the program from the previous two years. After extensive interviewing of applicants, two officers were assigned to the program on a full-time basis. The officers had approximately two months to develop lesson plans and schedules of pre-kindergarten through second grade in the Norfolk public school system. The topics of the visits would be aware-

ness of the police officer's role in the community, personal safety and crime resistance. The lesson plan for each grade level was essentially the same and differed only in the amount of information given and the manner of presentation.

Prior to initial visits to the schools by the officers assigned to the program, a teacher orientation was held. At this orientation, teachers were given an outline of the program and handouts explaining the program, along with a schedule of the officers' visits. The teachers were requested to have each of their students draw a picture of a police officer at work and have those drawings available at the officer's first visit. Teachers were also requested not to influence the drawings by making any suggestions of what the students should draw. After these pictures were drawn, each student explained his or her drawing to the teacher, who, in turn, wrote the student's description on the drawing.

At the officer's first visit to the classroom, he introduced himself, explained the various parts of his uniform, the reason for wearing it and his equipment and its purpose. He then showed a series of slides that portrayed him engaged in various family and off-duty activities, such as feeding a baby, watching television with his family, shaving and cutting grass. This was followed by slides depicting various other law enforcement persons on duty, such as traffic officers, K-9, detectives, State police officers and dispatchers. This was followed by a discussion with the students and then a visit of the police car, parked near the classroom.

On the second visit, the officer stressed pedestrian, bicycle, bus, home and neighborhood safety. The students were encouraged to be cautious around strangers, to know his or her name and address, to not accept medicine or pills from classmates or strangers, and was taught that there are several potentially dangerous household items, such as firearms, medicine, matches, cleaning preparations, and then was encouraged to intervene when a classmate or other peer is not exercising "caution" in such situations.



"Be observant and cautious around strangers."

—Officer Friendly

On the third visit, the student was introduced to the concept of "crime resistance." Basically, this stresses the belief that there are things that each of us can do to lessen the chance of becoming a victim of crime, and that everyone has a responsibility to prevent crime from happening. Certain safety rules were reviewed and

discussed in terms of this concept. Basic crime prevention tactics were explained in terms meaningful to the particular age group. These included such things as locking and registering a bicycle, putting toys in a safe place after play, reminding parents to lock doors and windows before going to bed and when no one is at home, being observant and cautious around strangers and telling parents about strange or suspicious things that happen. The student was also encouraged to discuss these things at home with family members.

At the end of each of the visits, the teacher was requested to complete an evaluation form and forward it to the program coordinator. The teacher was provided with a list of suggestions for classroom activities to reinforce the concepts and ideas covered in the presentation. At the end of the program, each student was again asked to draw a picture of a policeman at work so this picture could be compared with the one drawn at the beginning of the school year.

An additional dimension of the program was a fifty-four page activity book that was developed by a committee composed of members of the Norfolk Police/FBI Crime Resistance unit and the Norfolk Public School System. This booklet was designed for second grade students and is unique to the Norfolk program. Although other cities have books that display varying degrees of similarity, the section on Crime Resistance, has no counterpart in any of the other cities.

In order to measure the results of this program on a scientific rather than an intuitive basis, three psychologists from Old Dominion University volunteered their services. The evaluators used several tools of measurement, including the pretest/post-test drawings done by the students.

The evaluators agreed on the result of the program: *After participating in the Officer Friendly Program, children were more likely to see police officers as persons who help victims of crime.* From a cost effectiveness viewpoint, the program may represent a significant and rather inexpensive contribution to crime prevention.

The Program is unique in the nation and could serve as a national model.

ARLINGTON COUNTY

MASTER BIKEWAY PLAN

Nationwide, more citizens are biking their way to work, to their neighborhood shops and to fulfill their needs for daily exercise. Because of Arlington County's proximity to Washington, D.C. and the extensive use of the highways by commuters and residents in neighboring locations, the County developed a Master Bikeway Plan. It comes to the aid of heavy automobile traffic and also provides an opportunity to demonstrate the viability of the bicycle as a safe and energy efficient alternative mode for commuter transportation.

CITIZEN COOPERATION

The bikeway element of Arlington's *Master Transportation Plan* was developed with extensive citizen participation. A committee consisting of County staff and citizens interested in bicycling, including representatives of the Northern Virginia Bicycle Association, the Washington Area Bicycle Association and the Potomac Peddlers, developed definitive recommendations for goals and objectives, route location, design guidelines and revision of County ordinances on bicycle operation.

As a result, a comprehensive bikeway plan was drafted and the County Board adopted that plan as a guide for developing a bikeway network for Arlington. The adopted plan consists of eighty miles of interconnected routes for both commuter and recreational bicycling.

In terms of recreational and tourist needs, Arlington's bikeway system has national significance, not only because it is near the Nation's Capital, but because it will eventually serve Arlington National Cemetery, Theodore Roosevelt Island Park, the Pentagon, Fort Myer, the Navy Annex and extend to the National Park Service's Mount Vernon Trail. In planning the bikeway system, the support and cooperation of a myriad of agencies at the local, state and national level was necessary.

CITIZEN BENEFIT

The benefits of the bikeway plan accrue directly to the residents of



Arlington County, the employees working both in Arlington and the District of Columbia and the visitors who can use the facility to visit the various sites of interest. Indirectly, the results of the projects benefit other agencies who wish to construct similar facilities.

Using the Master Bikeway Plan as a guide, an extensive network of bikeways are being built in Arlington to provide bicycling opportunities for both the commuter and recreational bike user. Presently, there are approximately forty-three miles of bikeways already in operation and they vary in type from on-street "signed" routes to exclusive bike trails removed from vehicular traffic.

INNOVATION

Innovation and imagination have been used in locating and constructing the trail system. For example, at the request of Arlington County, and based on extensive planning done by Arlington staff, the Virginia Department of Highways and Transportation incorporated a bike trail into a project involving the construction of bus priority lanes along Arlington

Boulevard (U.S. Route 50). This new trail provides the backbone bikeway facility between Fairfax County and Washington while at the same time serving three Metrorail stations and several locations of federal employment. The trail provides two, two-way bike facilities paralleling the roadway using a combination of service roads and exclusive bike paths. Arlington County has constructed feeder routes to this trunk facility to provide access to neighborhoods and recreational facilities.

Recently, a 1.5 mile exclusive bike facility was constructed through the predominately residential area in the northern part of the County, while in the south the Public Works Department included bike trails in the restoration of two box culvert projects. One provides a meandering trail along a recreated stream with extensive landscaping while the other utilizes unopened street right-of-way and was constructed as part of a storm and sanitary sewer project.

The County has used various means of implementing and funding these projects. Some have been considered an integral part of the restoration of public works projects while others have been required as a result of new land use development or redevelopment. Several projects have been constructed with a grant from the Virginia Bureau of Outdoor Recreation. In addition to these means, the voters of Arlington have approved two bond referendums, Park Development and Streets and Highways, which provide funds for bikeway construction.

Arlington County has taken a step to offer its citizens a leisure service and an alternative to getting to work. By cooperating with other jurisdictions and organizations, the Master Bikeway Plan involved a number of citizens who support, and were concerned about, public transportation. These same citizens will continue to support and use Arlington's comprehensive bikeway plan.

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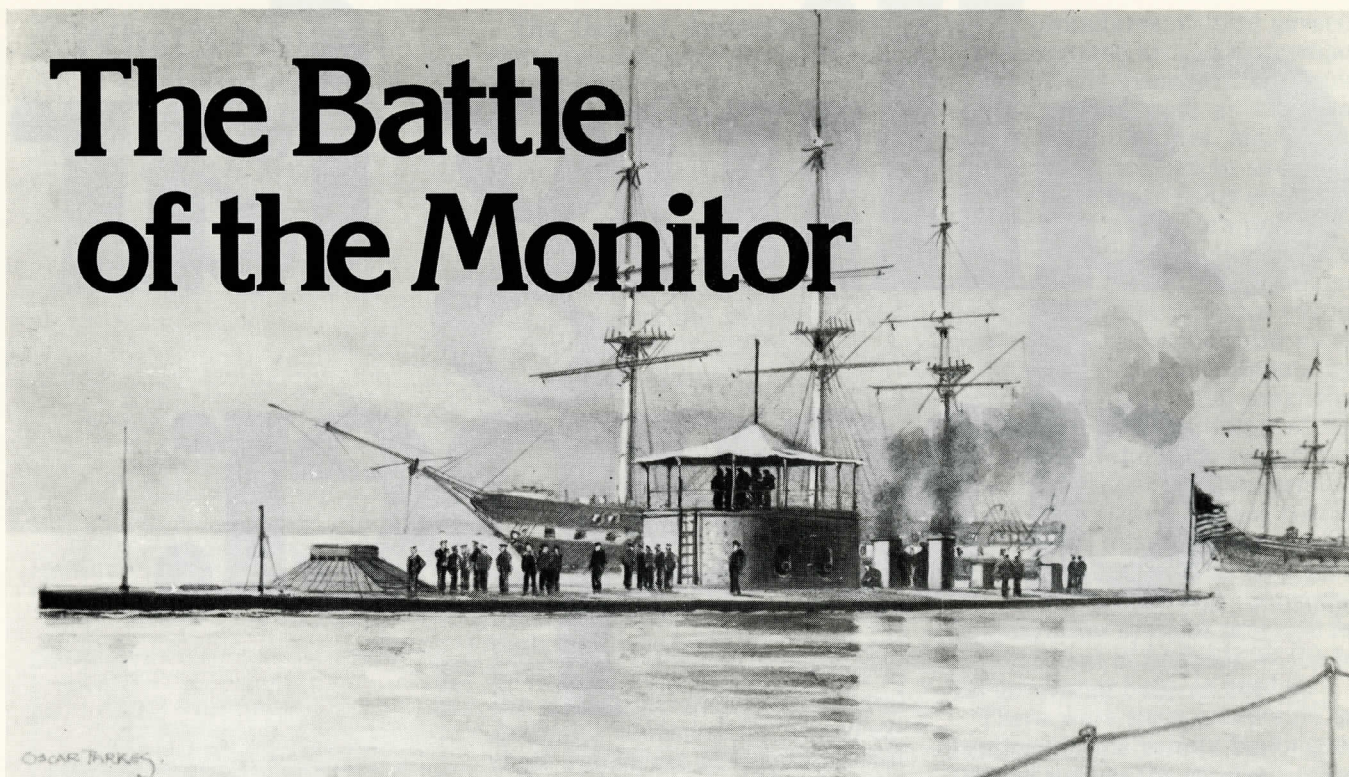
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C&P Telephone

The Battle of the Monitor



by Dr. J. M. Still, Jr.

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On New Year's Eve, 1862, the USS *Monitor* foundered and sank in the stormy waters off Hatteras, North Carolina. In 1973, 111 years after this vessel joined others in the Graveyard of the Atlantic, she was rediscovered by a group of scientists on board the *Eastward*, the Duke University Research vessel. On January 18, 1978, the Monitor Research and Recovery Foundation announced that it was moving to Norfolk. This foundation was established in 1975 with the ultimate objective of recovering and displaying this famous vessel in a museum. They and others hope that her final resting place will be Norfolk. If this happens, Norfolk will have one of the most important historical attractions in the country, one that should draw millions of visitors.

It is an attraction because it is the American warship that most people in this country recognize by name, identifying it with the battle between the Confederate ironclad warship *Virginia* (*Merrimack*) and the *Monitor* in Hamp-

ton Roads, a few miles down the Elizabeth River from Norfolk. And, as most school children know, the battle between these two warships is one of the most important engagements in naval history because it was the first combat between armored ships. Even contemporary observers agree that the battle symbolizes the end of the wooden warships.

The *Monitor* was the brainchild of John Ericsson, a brilliant Swedish engineer and inventor. A colossal egotist, he produced an endless succession of inventions in Sweden, England and finally in the United States where he migrated in 1839. The monitor type was actually developed some years before the outbreak of the Civil War, but was not adopted until fall of 1861. After overcoming the skepticism of several high ranking naval officers, Ericsson signed a contract to build the vessel for \$275,000. He agreed to complete her in a hundred days and subcontracted the work to several firms in the New York City area; Continental Iron Works of Greenpoint, Long Island would build the hull; Novelty Iron Works would construct the turret; Delamater would assemble the engines and other machinery; the ar-

mor plate and minor work would be done by still other companies.

The keel was laid on October 25, 1861, and by the end of January 1862, she was ready for launching. On the 20th of that month, Ericsson proposed naming the new vessel, the *Monitor*. Ten days later she slid down the ways at Greenpoint. Gustavus Fox, assistant secretary of the Navy, wrote Ericsson: "I congratulate you and trust she will be a success. Hurry her for sea, as the *Merrimack* is nearly ready at Norfolk and we wish to send her there."

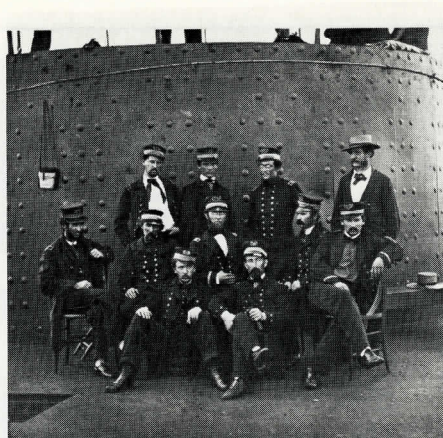
The *Monitor* was a unique vessel. Instead of a standard ship hull she had a large armored "raft" 172 feet by 41 feet six inches supported by a lower section of wood 122 feet long and 34 feet wide. The "raft" was designed to increase stability in a seaway and protect the hull from ramming. The vessel's power plant consisted of two boilers and two engines of Ericsson's own design, which he believed would propel her at nine knots. The armorclad incorporated numerous technical advances including forced ventilation of living spaces, a protected anchor which could be raised and lowered without it (and also the crew members) being exposed to enemy fire, and a pro-

tected pilothouse. The revolving turret carrying the XI-inch Dahlgren smoothbores was considered the most novel feature, although the concept of such a gun tower was not a new one.

The ship was to carry a complement of 10 officers and 47 enlisted men. Lieutenant John L. Worden was her first commanding officer. He had been captured by the Confederates shortly before the outbreak of war while on a mission to Pensacola, Florida, but later exchanged.

On February 25, the *Monitor* was officially commissioned in the United States Navy. Although she was supposed to leave immediately for blockade duty in North Carolina waters, trial runs in the East River delayed her departure until March 4th. The delay was fortunate for the Union; it enabled her to arrive in Hampton Roads and challenge the Confederate ironclad *Virginia* (*Merrimack*). If the *Monitor* had left New York on schedule, she may well have been further south when the *Virginia* made her appearance.

Hampton Roads has been described as a sort of "natural naval amphitheater." It certainly was in early March 1862, as thousands of Union and Confederate soldiers as well as civilians had a unique experience of witnessing one of the most spectacular naval battles in American history. On March 8, the Confederate ironclad *Virginia* attacked units of the North Atlantic Blockading Squadron and destroyed the frigate *Congress* and the sloop-of-war *Cumberland*. As night fell, the victorious confederate warship retired toward Norfolk with the intention of completing the destruction of Union vessels in the Roads the following day. At 6 a.m. the *Virginia* steamed slowly around Sewell's Point and into the Roads. To the anxious Confederate seamen Hampton Roads appeared unusually empty in the early morning mist with only two ships visible, the steam frigate *Minnesota* which had run aground the day before and another craft that strangely resembled a cheesebox on a shingle or raft. The *Virginia's* commanding officer, Lieutenant Catesby R. Jones, a Virginian, immediately recognized her as the *Monitor*. Action began shortly after 8 o'clock



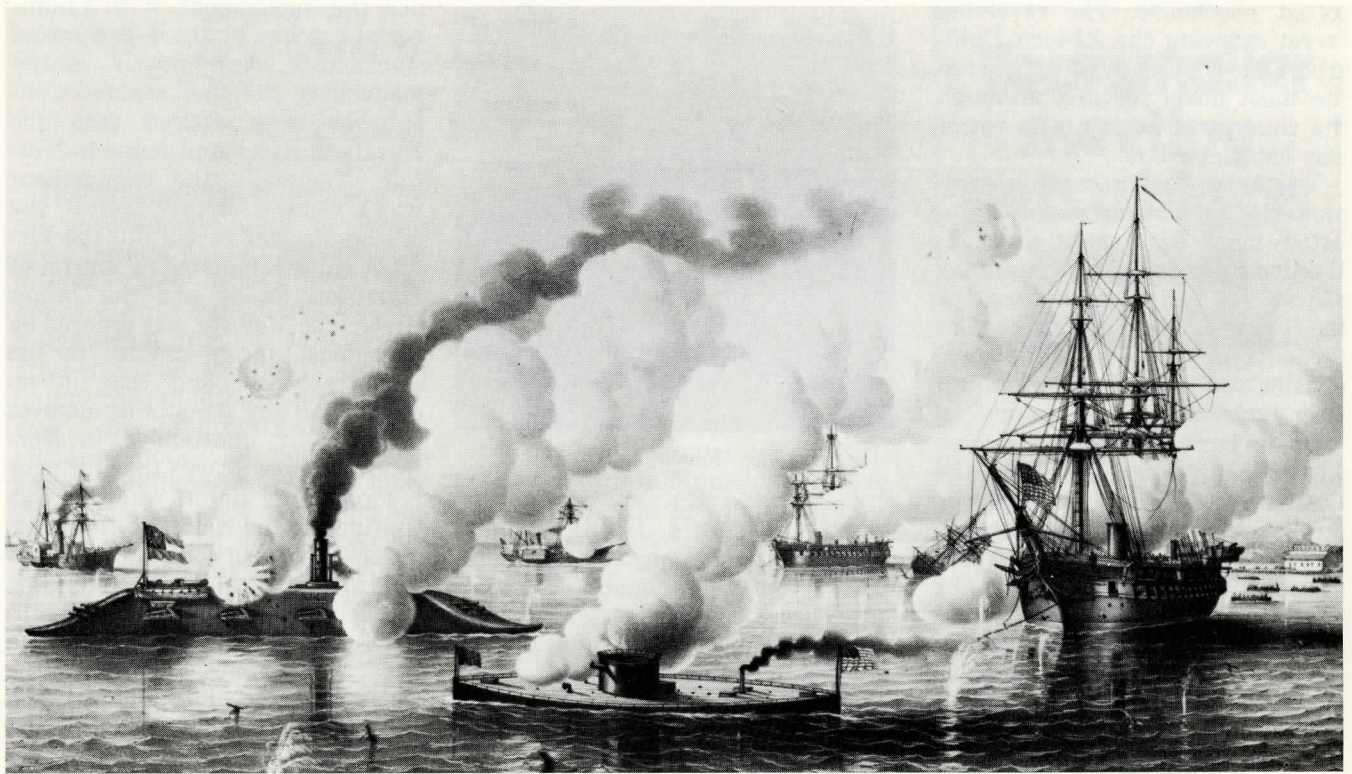
The Monitor's crew.

as the *Virginia* fired a shot through the *Minnesota's* rigging. The *Monitor* immediately approached the Confederate ship, determined to keep her away from the helpless frigate. For the next four hours the two armored vessels pounded each other mercilessly, but ineffectively. Their solid shot and shells bounced off the heavy armor or burst into fragments without doing visible damage. Throughout most of the encounter the range was brutally short—less than a hundred yards. Lieutenant Worden, the *Monitor's* commanding officer, hoped to loosen the *Virginia's* armor by firing at point blank range, while Jones planned to ram or board his opponent. Neither was successful. The *Virginia* was able to ram once, but the *Monitor* turned in time and received only a glancing blow that did no damage except to the Confederate vessel. Shortly after this, the *Monitor* eagerly closed in for the kill. Worden conned his vessel so close to the stranded armorclad that crew members could have leaped from one deck to the other. The *Monitor's* two Dahlgrens were fired at point blank range, but still did not penetrate. As the Union ship cleared the *Virginia's* stern, a Confederate shell exploded against the front of her pilot house, blinding Worden and knocking him out of the fight. The command passed to Lieutenant Samuel D. Greene, the executive officer, who made no effort to renew the attack. While the *Virginia* worked her way off the sand bank, the *Monitor* steamed in circles nearby and finally stationed herself in a position to guard the *Minnesota*. The *Virginia* also made no effort to re-

new the engagement. With a number of cracked plates, a perforated smokestack, and nearly empty magazines, the shell scarred Confederate ship retired into the Elizabeth River and home to Norfolk. Tactically the engagement was a victory for the *Monitor*; the *Minnesota* was saved. But the *Virginia* gained undisputed control of Hampton Roads and the James River. The *Monitor* was ordered by President Lincoln not to "be too much exposed, and that in no event shall any attempt be made to proceed . . . unattended to Norfolk." The result was that for over a month the union warship was confined to the vicinity of Fortress Monroe. On April 11, the *Virginia* leading a squadron of small wooden gunboats, entered Hampton Roads for the first time since the March 9th engagement. Throughout most of the day the two protagonists steamed back and forth within sight of each other, but neither actually came within range of the other's guns. To the *Monitor's* paymaster the situation seemed ridiculous. "Each party steamed back and forth before their respective friends till dinner time, each waiting for the other to knock the chip off his shoulder. . . . The same comedy I suppose will be enacted day after day for I don't know how long."

The same "comedy" lasted nearly a month. Each ironclad hoped to entice the other into making an attack on its own ground. Neither had any intention of challenging unless there was no chance of failure; the stakes were too high. If the *Monitor* was disabled, the *Virginia* had a good chance to endanger General George B. McClellan's plan to take Richmond by way of the Peninsula. With the Union vessel out of the way, the *Virginia* could enter the York River and disrupt McClellan's line of communication. On the other hand, if the *Virginia* was destroyed, there was nothing to prevent McClellan from moving up the Peninsula with the York and James rivers under Union control.

Early in May President Abraham Lincoln and members of his cabinet paid a surprise visit to Fortress Monroe, and while there learned that Norfolk was being evacuated. Lincoln ordered the naval vessels to bombard Sewell's



The USS Monitor (center) successfully defended the frigate Minnesota from the attacking Merrimack (left). The battle ended in a stalemate marking the close of the wooden warship era.

Point to see if this fortification had been abandoned and to make another effort to draw out the *Virginia*. Six vessels including the *Monitor* opened fire, and when the Confederate ironclad entered the Roads, they withdrew hoping that the *Virginia* would attack. She did not. A week later the *Monitor's* paymaster saw a bright light over by Craney Island. This was followed sometime later by a "sudden flash and a dull heavy report." The *Virginia* had blown up. With Norfolk abandoned and the ironclad's draft too deep to ascend the James River, the ship's crew destroyed her.

The *Monitor* spent the summer of 1862 in Hampton Roads. The blistering heat in the daytime and humid atmosphere at night persuaded her crew to remain topside as much as possible. Finally in September the *Monitor* was ordered to the Washington Navy Yard for repairs. While in the yard the ironclad, well known to the American people by this time, became a tourist attraction. On November 6, the vessel was opened to the public, and thousands took advantage of the opportunity. The ship's paymaster informed his wife that, "Our decks were covered and our ward room filled with la-

dies, and, on going into my state room I found a party of the 'dear delightful creatures' making their toilet before my glass, using my combs and brushes. We couldn't go to any part of the vessel without coming in contact with petticoats." This pleasant diversion was all too brief, however, and within two weeks the refitted vessel had rejoined the fleet in Hampton Roads.

On Christmas Eve, 1862, the *Monitor* received orders to Beaufort, North Carolina. From there she was to join a blockade squadron off Wilmington or Charleston. Bad weather delayed her departure until December 29. At 2 p.m. she left Hampton Roads for the last time under tow of the *USS Rhode Island*.

The first 24 hours at sea were uneventful. The water was smooth and the weather moderate for the time of year. On the second day, however, it began to deteriorate. Throughout the day the wind picked up with rising swells, and by nightfall waves were breaking over the bow. Between 7:30 and 8:00 the full force of a gale hit. As her low raft-like hull submerged under the crashing waves, only the turret could be seen by lookouts on the *Rhode Island*.

The constant pounding inevita-

bly opened seams and cracks in her wooden hull. Despite pumps and bucket brigades, the water gained rapidly. It became obvious that the ship would have to be abandoned, and distress flares were sent up. The bow lines to the *Rhode Island* were cut, so the steamer could come as close as possible to lower her lifeboats. All but sixteen of the crew were saved. Efforts to rescue the others failed. At approximately 1 a.m., December 31, 1862, the men lining the *Rhode Island's* rail saw the ironclad's red and white lights hanging above her turret disappear.

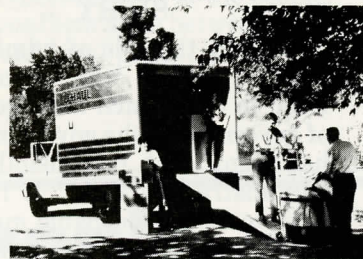
The *Monitor* sank in 220 feet of water some 15 miles south of Cape Hatteras. There she was found, bottom up, lying on her separated turret in 1973.



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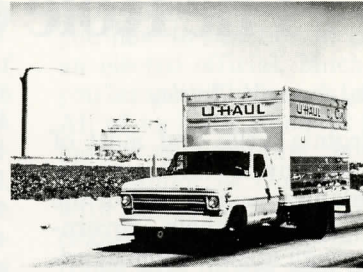


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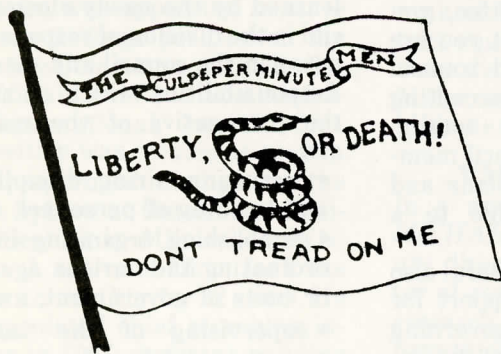


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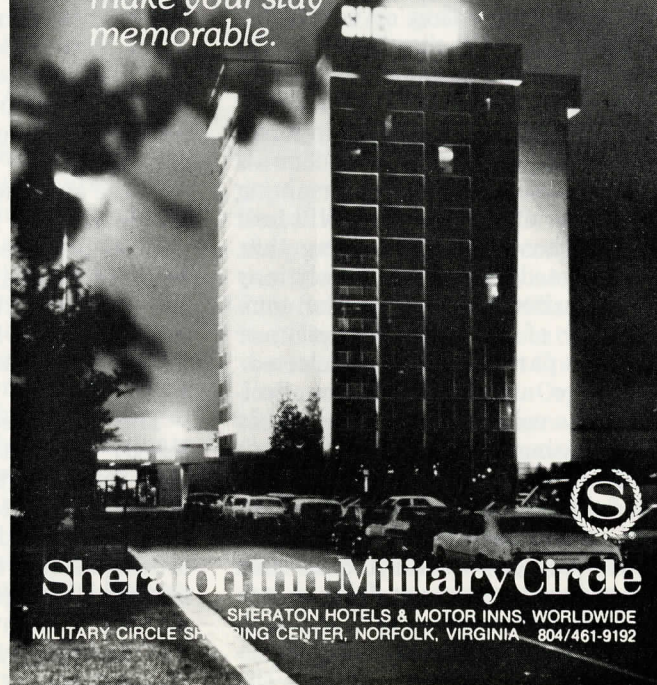
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The Role of the Elected Official

by Jessie M. Rattley

All Virginia cities and most of the "large" towns have an appointed manager, and many of the counties operate their governments through appointed chief administrative officers. It is within this context of the appointed officer that I will focus on the role of the elected official.

TWO BASIC FUNCTIONS

Traditionally the council person has two basic functions to perform: policy making and administrative oversight. It is most often the policymaking role which is the most difficult. In deciding what needs to be done, an elected official must expect to contend with divergent points of views and may need to consider various alternatives before arriving at a decision. But, it is when facing the difficult policy decisions that an elected official's ability to provide leadership is most severely tested.

As pointed out in the National Municipal League's *Handbook for Council Members* there are basically three ways for a governing body to approach its policy making role: it can wait and react to pressures from the community, acting only when it has a clear indication of the demands of the citizens; it may decide merely to serve as an arbitrator to resolve or compromise conflicting or competing demands; or it may assume the full mantle of responsibility as assigned by the electorate for public leadership. This approach involves studying the problems and needs of the community and determining a course of action which will best serve those needs. In doing this, the elected official ultimately may be required to convince the community of the need for action or for the particular course selected.

There are probably few decisions as volatile or contraversial as the raising of taxes; tax increases seldom have any supporters except for the manager, finance director, or budget staff. But, if the Council has explored the alternatives such as reduced services or delayed capital improvements and found both to be unacceptable to the community, a tax increase may be the

most appropriate action despite its lack of popularity. A governing body generally has more information than the general public and, therefore, is in a better position to make a decision. As might be the case with a tax increase, the need for such action may be far more apparent to the elected officials than the general public.

Of course, elected officials should represent the majority opinion of the citizens and if they consistently fail to do so they are not likely to be returned to office. What is the responsibility of the elected official for measuring public opinion? By way of citizens complaints, letters to the editor or public hearings, a sampling of public opinion can be obtained. However, if limited only to contacts of this type, the opinions received may not necessarily be representative, so it is important to gain the viewpoints of a cross-section of the community. This can be accomplished by participating with civic organizations or seeking out the advice of community leaders either informally or by establishing advisory committee.

A word of caution about advisory committees is in order. Unless you have complete faith in the infallibility of a committee, you should make it clear that you are seeking their advice and counsel but are not committed to accepting every recommendation totally. You and your fellow council members may be privy to plans and information not available to a committee.

These approaches are useful also for developing public support for policies proposed by the governing body. In general, the more diverse the contacts with the citizens, the more likely it will be that the opinions received will be representative.

The appointed manager is primarily thought of as the person who implements policy after the council has acted. If the council, for example, adopts a dog control ordinance, it is the manager who is expected to organize and staff the activity. However, the manager will have knowledge or expertise relating to matters under consid-

eration by the governing body and, therefore, should be encouraged to recommend policies and/or well planned alternatives as part of his responsibility to the elected body. By providing information, suggestions and alternative courses of action, the manager can assist in decision making. But, it is up to the elected official to evaluate the input from the manager along with inputs received from outside the government. The manager may suggest or recommend but, ultimately, it is the elected official who must decide.

ADMINISTRATIVE OVERSIGHT

Earlier, the role of administrative oversight was mentioned. Even in the council-manager form of government, the governing body has significant responsibility for administration. First, it is their duty to select a capable manager. Second, they are responsible for evaluating the manager's performance to ensure that the government is being administered effectively and that policy is implemented as desired. Clearly, there is a very fine line between oversight and meddling. One of the more important things to be learned by the newly elected official is the division of responsibility between the council and manager. Responsibilities which should be the prerogative of the manager are:

- recruiting, hiring, disciplining and training of personnel;
- establishing, organizing and coordinating the various agencies or units of government; and
- supervising of the various governmental functions such as planning, finance and budgeting.

Yet as the policy maker, the elected official has a substantive role in all of the above, whether establishing an affirmative action plan, adopting a budget, or setting goals and objectives for community development. The elected official provides the basic direction under which the manager must operate.

With the complex intergovernmental relationships which

now exist the elected officials also have a role to perform beyond the bounds of their jurisdictions. Local governments both large and small are becoming more dependent upon the financial resources of higher levels of government. Whether emanating from the state legislature or the Congress, their action will have pronounced impacts upon local government. Not only do these other legislative bodies have control over revenue, but they can and do mandate the expenditure of local funds. Given this interdependence, local elected officials must lobby for legislation that is beneficial to their own communities. This lobbying can be performed most effectively by the elected official who can speak as a direct representative of the people. When conflicts arise between state policy and local policy, contact be-

tween state and local elected officials is essential. It is helpful to keep state legislators and Congressional representatives advised of local problems and concerns so that they can take them into consideration when passing legislation. Participation in regional, state and national associations can also be of real benefit to your communities; the Virginia Municipal League and the National League of Cities are excellent examples and have well developed programs in education, training and lobbying.

Furthermore, through participation in these associations, you can learn of common problems which other communities are experiencing and potential solutions to these problems. No community has either the resources or the expertise to solve all its problems, therefore, the elected official must

often look outside for assistance.

In reality, no one can easily tell you how to function in the role of an elected official. Much of what you learn will be by trial and error. All of us learn to adapt the slow, hard way, accepting those things that cannot be changed, working with others to change what needs changing and compromising at times with others who hold a different view. Relationships with constituents, the appointed manager, other members of the governing body and representatives of other levels of government all will affect the potential success in providing public leadership in your community.

ABOUT THE AUTHOR

Jessie M. Rattley is Councilman, Newport News and President, Virginia Municipal League.

People

Jack Appointed

D. PAUL JACK, building official, Hampton, was appointed to serve in a new at-large position on the Executive Committee of the Building Officials and Code Administrators International, Inc. (BOCA). the position was created as a membership-approved change to the BOCA bylaws at the Annual Business Meeting in Milwaukee, Wisconsin. A native of Ohio, Jack has been with the City for 22 years. He was appointed chief plumbing inspector in 1957, assistant building official in 1965 and building official in 1973. He presently serves on the Executive Committee of the Virginia Building Officials Association and is the past president of the Plumbing Inspectors Association.

Love Resigns

WILLIAM J. LOVE, general manager of Hampton Residential Sanitation District, resigned July 1. A graduate of the U.S. Military Academy at West Point, Love re-

tired from the U.S. Army Corps of Engineers in July, 1971 with the rank of Colonel. He has been district engineer for the Corps' Baltimore district. He succeeded Frank Miller as HRSD general manager in September, 1971.

VML Staff Changes

In a major staff reorganization, **MICHAEL S. DEEB**, former deputy director, was appointed director of research. His duties include research, reports and general information, affiliate groups and training. **BRADLEY K. HARMES** was appointed senior staff associate in charge of personnel, legislation and policy committees. Deeb is a graduate of the University of Rhode Island and holds a graduate degree from the University of Connecticut. Harmes is a graduate of the University of Evansville and received a graduate degree from Virginia Commonwealth University.

Carter, Kelly Named

Governor John N. Dalton an-

nounced the appointments effective July 1, 1978 of **ROBERT E. CARTER** as executive director of the Virginia State Fire Services Commission and **JAMES C. KELLY, JR.**, as director of the Office of Fire Services Training. Both agency heads are under the direction of the Secretary of Public Safety, H. Selwyn Smith. Carter served as chief investigator and deputy chief fire marshall in the State Fire Marshal's Office. For the past years, he has occupied the position of state supervisor of the Fire Service Training Office under the Department of Education. He is a member of the Joint Council of National Fire Service Organizations and was chairman of the Council in 1976. Kelly was a member of the Henrico County Fire Department and served as chief of Hanover County Department. He was employed by Allied Chemical as a safety engineer, and operated his own business prior to becoming an area supervisor for Fire Services Training.

HARBORFEST



The sight of tall-masted sailing ships, the sounds of cannons and fireworks and the shouts of battling "pirates" and delighted spectators signal the celebration of Norfolk's annual Harborfest weekend.

Harborfest has its origins in Operation Sail, the 1976 bicentennial spectacular which originated in New York City with a parade of tall-masted ships from all over the world. Several of those ships were brought to Norfolk during the

summer of '76 as the highlight of the first Harborfest weekend. It was such a success that it has become an annual event, drawing attention to the potential of Norfolk's most valuable resource—its waterfront.

Harborfest features a water battle between a colorful collection of "pirate" vessels. Waterfront rock concerts, a pirate ball, a water-ski show, ski diving demonstrations, and a parade of boats

also number among the festivities which entertain thousands of people along Norfolk's waterfront each summer. A spectacular fireworks display adds to the holiday atmosphere.

The fireworks have honored such beauties as the "Pride of Baltimore"—a replica of the Baltimore clippers famed during the age of sail—the barkentine "Gazela Primeiro", the Meka II and the America.

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The New Standard...VIRGINIA BEACH

The Commodity That's Running Low

by Thomas D. Blanchard, Jr.



In the beginning, before the billboard, grand hotel, miles of freeway, townhouse development, bank, recreation center, daycare facility, church, bakery and shoe store, there was one commodity. There was plenty of undeveloped land but now we're running out of it. That's why Norfolk's City Council created the Department of Development. Established in October, 1977, the Department has a broader range of concerns than simply bringing industrial manufacturing to town. Now the Department must be concerned with "urban economic redevelopment." This reflects the hard economic facts older cities like Norfolk face in revitalizing their economies. Most of these cities are cores of larger metropolitan areas and face severe land constraints. They cannot expand geographically and almost all the land they have is being used, which constitutes about 95 percent of Norfolk. Most of the remaining five percent is either small parcels, has uncorrectable natural restrictions (swamps), or is next to incompatible uses. These variables require selective economic development and redevelopment.

More often than not, urban economic development requires building upon what exists in the local economy rather than going against national and international economic shifts. Much of Norfolk's public and private plant investment is old, inefficient, and, in the case of private capital, fully depreciated. Expansion of existing firms is difficult because of little vacant adjacent land and the generally high density of the city.

"The Lord ain't gonna make any more"

As the old farmer said in refusing to sell his land, "the Lord ain't gonna make any more," so we must use what we have, better, which is to say, more selectively and intensively.

Norfolk never has been and probably never can be a major manufacturing center. For example, in 1972 the share of personal income derived from manufacturing employment in the Norfolk Standard Metropolitan Statistical Area was 7.8 percent, compared to Baltimore's 19.9 per-

cent, Wilmington's (Delaware 35.1 percent and Greenville-Spartanburg's (South Carolina) 37.8 percent. Rapid industrial growth in the surrounding Cities of Virginia Beach, Chesapeake and Suffolk will soon improve that metro area figure substantially, but Norfolk doesn't have the land of its sister cities. This is not to say that manufacturing is not welcome or that it cannot be accommodated in Norfolk. To the contrary, many prime sites are available and others will follow. Development of those sites, however, will depend upon the contribution of the proposed user to the existing economic base.

Norfolk does have, always had, and will continue to cultivate and develop a strong base of services important to most urban centers. Aside from the City's tremendous Naval installations, Norfolk has been and increasingly will be the keystone of mid-Atlantic international maritime trade and related professional services and the regional hub of financial, professional educational, commercial, medical and cultural activities.

The task of the Department of Development is to promote and exploit those assets. This requires targeting development efforts rather than using a "shotgun approach" for one prime reason—costs. The costs of development mistakes are extremely high in terms of both invested cash and lost opportunities. Thus, Norfolk's strategy is both aggressive and deliberate and involves building for the City's future based upon the past.

"Norfolk's assets are its human resources"

A large measure of Norfolk's (and of any community's) assets are its human resources. A major part of this development strategy will be directed toward using leadership skills, creativity, and labor and management resources available in Norfolk. The more obvious financial resources will also be marshaled to help overcome higher investment risks inherent in redeveloping inner cities. Such resources must clearly come from federal and state grants, from City funding and the private sector. In refining development strategies,

the Department of Development staff analyzes facts and figures to decide future actions. The staff is developing methods of gauging the potential benefit (or the lack of it) to Norfolk from a proposed development. Such measures would compare potential local economic spinoff in increased tax base and employment to that of existing, similar activities. Also the staff will study proposed new development to see if it complements and enhances Norfolk's existing economic base. For example, the City recently acquired an industrial site on the waterfront in the St. Helena area of Berkeley. The parcel is relatively small (about 13 acres), but contains about 850 feet of deep-draft channel frontage. Because of the scarcity of such land in the area and Norfolk's strong base of industrial marine activity, the Department of Development is conducting a physical and economic study of the site which will suggest the form of development most beneficial in terms of employment and value to the community. Clearly, this approach will present some tough decisions, but the consequences of the alternatives are tougher.

ABOUT THE AUTHOR

Thomas D. Blanchard, Jr. is Economic Development Coordinator, City of Norfolk.

Commentary

"BEYOND THE TAX REVOLT: MORE POWER TO WASHINGTON?" *by Alexander Walker*

So the long-awaited taxpayers revolt is finally upon us. The vote for California's Proposition 13 (Jarvis-Gann) was overwhelming. Limits on state and local spending have been enacted in Colorado, Tennessee and New Jersey. Tax control measures stand a good chance in a half dozen states this year. It has been a long road and there are many bends and turns that have brought us to this point. The revolt is partly the legacy of events such as Vietnam and Washington. Local officials had little to do with Washington's misadventures but now they must bear the consequences. The revolt is partly the legacy of years of economic instability which have generated much anxiety for people caught in a squeeze between rising costs for everything and falling income expectations. The revolt is partly the legacy of a generation of social change and unpopular government policies relating to that change. Voters in Ohio, for example, turned down school bond issues as a protest against school busing. Finally, the revolt is the result of years of frustration with what is perceived as higher taxes for poorer services. The litany has been repeated many times: "More money for education . . . yet children can't read; more money for police . . . yet the crime rate soars. . . ."

Local government is an easy target. This is especially true in states such as California, with provisions for direct citizen initiation of legislation or of constitutional amendments. The property tax, which is the key for local government, is consistently shown by public opinion polls to be the most disliked tax in America. The property tax is seen as unfair, regressive and destructive of individual home ownership. The more efficient and straightforward that assessment practices become, the more hostility is generated against the tax, since tax assessments traditionally were significantly below true market value.

What are the implications of the tax revolt for Virginia? This is obviously a political question, and one characteristic of politics is that perceptions, rather than any hard, empirical "reality" are the stuff of political controversy. Consider the facts about the tax picture in Virginia. California's Proposition 13 limits property taxation to \$1.00 per \$100 valuation. In Virginia, the average real property tax for cities in 1976 was only \$1.04 per \$100 valuation. For counties it was

\$0.49. Virginia ranks near or below the median of the fifty states in terms of the average tax load. But every statistics student has heard the joke about the person who drowned while wading across a creek with an average depth of three feet. Large cities and counties have the highest average tax rates (\$1.24 and \$1.17, respectively). But even the rates for such cities as Richmond and Alexandria (\$1.48) are nothing compared to the \$3.20 average in California or \$4.70 in Massachusetts.

One must ever be mindful that we are dealing with perceptions. Today it is not the absolute rate of taxation but the trend in taxation as reflected in the growth of the last decade or so that alarms many people. Expenditures by localities have grown fivefold since the 1950s. The state budget has gone from \$576 million in 1960 to \$3,374 million in 1975. Inflation, population growth and economic expansion account for much of this growth in public expenditures, but there is no escaping the impression that spending has skyrocketed. Thus, when Governor Dalton asserts that taxation is not a critical problem in Virginia as it is in other states, and Kenneth White of the Virginia Taxpayers' Association makes the opposite assertion that things are getting out of hand, both gentlemen can claim to be supported by the "facts."

How can public officials defend themselves against the charge that their taxing and spending policies are out of line? In Virginia they will be at an ideological disadvantage. In terms of political symbolism and rhetoric, the "Conservative Ideology" is sacrosanct. It is, after all, the political leaders themselves who have continually sung the praises of fiscal restraint and modest government. Political careers have been built on waging a kind of guerilla warfare on the federal behemoth across the Potomac. Within this context the tax revolt in Virginia has a certain irresistible logic working for it: if "pay-as-you-go" was good, then "pay-nothing" is better; and not "tomorrow," but "now!"

Talking to leaders of taxpayers' associations around the state, and reviewing their press releases and publications, one forms two major impressions. One is that the leaders of the taxpayers' associations have a deep, ideological conviction that we stand on the brink of disaster unless draconian measures are taken to halt the spread


of government. The second impression is that there is a general feeling of "alienation" from public officials and, thus, a general skepticism about official statements and projections of present and future needs. The taxpayers' associations, too, have their own organizational problems. Obviously the term "taxpayers" applies to a very heterogeneous group—everyone might conceivably be included. Organizationally, it is difficult for the tax movement to sustain itself except by zeroing in on one or two particular issues. No doubt this fact helps to explain why the property tax is a favored target, and why the taxpayers' groups have tried to avoid being pinned down on the question of specific budget cuts.

Many Virginians agree that the government in Washington has grown too large. It is ironical, therefore, that one likely result of a tax revolt in Virginia would be more power and dollars flowing to Washington. Many localities already rely on federal aid for some of their programs. About 15 percent of local government revenue in Virginia comes in the form of intergovernmental transfers from the federal government; 22.1 percent of state revenue is in the form of federal grants, with another 1.2 percent from revenue sharing (1976 figures). Furthermore, because the Internal Revenue Service allows part of an individual's income tax to be deducted for state and local property taxes, a big drop in those taxes will produce a windfall for Washington. It may be very tempting for local officials to cut taxes for political reasons in the face of a tax revolt, while taking the money through the "back door" from the federal government.

An increase in power for the federal government is but one of the potential hidden consequences of a Jarvis-Gann resolution. Thus, the ultimate results of a sudden tax revolt in Virginia might not be palatable to many citizens. This possibility should not be taken as an admonition to abandon efforts at tax reform; certainly there are real problems to be solved. However, it does suggest the value of a careful approach, with efforts to avoid misperception and to consider the potential long-range consequences.

ABOUT THE AUTHOR

Alexander Walker is affiliated with the Institute of Government, University of Virginia



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
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PUBLIC SAFETY PUTS COMPUTERS INTO ACTION

by J. Craig McCormick

In recent years demands for services in the area of law enforcement and fire services have increased. Along with this demand comes a tremendous growth in information systems to provide the data necessary to support additional services and to aid management personnel in planning to meet the needs of their communities. Computerized communications and management systems have been developed to meet the need for planning, efficient utilization of manpower and equipment, and predict future needs.

The City of Virginia Beach began using automated data systems to provide more efficient services to its citizens. City government officials and department administrators realized that computerized data systems were the answer to meeting the increased demands for services resulting from a growth in population. In planning the new Public Safety Building, the City awarded a contract to a national firm for a computer aided dispatching system.

It took three and a half years of planning and construction for the City to have one of the most modern communications systems in the country. The use of computer equipment and technology has been expanded as the City realized the potential uses. Virginia Beach has tried constantly to get the most effective use out of its computer system and has developed other programs that may be of interest to other localities faced with similar problems. Some of these programs are briefly explained below.

COMPUTER AIDED DISPATCHING AND REPORTING

Computer-aided dispatching and reporting involves a minicomputer, printer and display screen (CRTS) and mobile data terminals with display screens located in police



patrol vehicles. The system is designed to meet the operational needs of the communication centers. Messages are sent directly to the patrol vehicle and appear on the display screen of the mobile data terminal. Daily, a log tape with the day's transactions is sent to the City's data processing center to generate management reports concerning response time, work loads and zone activities.

MOBILE DATA TERMINALS

Mobile data terminals (MOD-ATA) are designed to complement normal voice communications. Po-

lice officers are dispatched to assignments as it is displayed on the data terminal screen. In addition, the officer has access to data files such as the Division of Motor Vehicles and the National Crime Information Center (NCIC) which contain nationwide data on wanted persons and stolen vehicles. Officers are able to communicate with each other without tying up voice communication channels by using the mobile data terminals. However, each data terminal is designed so that all messages are monitored on the display screen of the appropriate precinct supervisor and are recorded by the Communications Center's computer. With the mobile data terminals, officers can run vehicle license checks before they stop vehicles, thus freeing the dispatchers for other assignments. Likewise, officers can check to see if individuals are wanted locally or nationally on any criminal charges; they may still use voice communications if desired in emergencies.

POLICE AUTOMATED MANAGEMENT SYSTEM

With LEAA funds, an Auto-

mated Management System was developed to keep pace with the City's rapid expansion. Data on personnel, budgets, vehicle maintenance, property evidence and uniform issuance is more readily available to assist in making management decisions.

In addition to the other data, the system provides an inventory control for evidence, found property and uniform equipment. In the area of personnel, basic information along with special skills and abilities, such as foreign language experience, specialized police training, employee evaluation, promotions and work histories are readily available.

The program provides for maintaining and computing pay adjustments for court time, overtime and holiday pay. The system is used also to monitor daily work schedules, vacation and sick leave records or employees.

Financial information is entered into the system such as the Department's yearly budget, purchase orders, vendors' invoices, travel vouchers and interdepartmental transfers of funds, all of which are interrelated with the budget.

The system is used also to project budgets for the coming years. A unique program of this system is the conversion of the line item budget into functional objectives divided into eight categories. All costs of personnel and other budget items are placed in the proper category to give a better view to the citizens of how the Police Department's funds are utilized.

Another important feature of the system is the capability of projecting the number of calls for service that the Department will receive in a given period of time. This is a guide in determining the Department's manpower requirements.

The system is expected to be expanded as its full potential is realized; in the future it should serve as an invaluable police management tool.

COMPUTERIZED ACCIDENT REPORTING SYSTEM (CARS)

Traffic analysis, accident forecasting and resource allocations, are facilitated by a computerized accident reporting system. The system will be utilized by the po-

lice traffic division and the City office of traffic engineering. A detailed summary of accidents by patrol zone, street names and intersections will be available daily. This data will help identify areas with traffic engineering problems and determine where traffic enforcement is needed.

OFFENSE TRACKING AND REPORTING SYSTEM

Offense reports, investigative reports and statistical reports will be automated in order to eliminate the cumbersome maintenance of manual files and reporting procedures. Uniformed officers and investigators will be able to receive information much faster than under the manual system. The system is designed to furnish information about offenses from the category of the crime to the description of the suspects.

JUVENILE INFORMATION SYSTEM

Working with the Department of Probation and Parole and the Juvenile Court, the Police Department has computerized all data handling juvenile offenses. The information helps to determine the workload and effectiveness of all of the criminal justice activities concerning juveniles and gives a visual picture of how the system operates from arrest or detention until final disposition.

HIGH INCIDENT TARGET PROGRAM

Within the Detective Bureau of the Police Department, data processing equipment is used to support crime analysis, resource allocations and case tracking of burglary related offenses. One of the most successful programs in operation since 1974, this system led to the development of other computer systems.

Information contained within the system are reported offenses, method of operation of suspects, stolen property and offense zones. The computer has proven to be an invaluable investigative tool that eliminates investigators having to do research thus freeing them for more active investigations.

TRACER

One of the most novel uses of the computer is the TRACER system (Tidewater Regional Adult Criminal Element Records), a comprehensive on-line criminal justice in-

formation system used by the Cities of Norfolk and Virginia Beach. Tracking an offender from his point of entry into the criminal justice system (arrest/booking) to his point of exit, the system constantly monitors the offender. It shows how cooperation on a regional basis can help reduce crime and its cost. Also, data can be measured to show the correlation between arrests and convictions.

FIRE SAFETY

In the areas of fire safety, computers have been used to monitor the response time of fire personnel by station and map, location of the reported fire, damages by the class of alarm, average response time by the first due station and total time spent on the scene by station and class of alarm. This type of information helps to determine the best utilization of manpower and equipment and to identify problems where additional training or resources are needed.

CONCLUSION

Computers will grow to be important management tools in public safety but several things must be realized and always remembered when dealing with computer equipment. Computers are only as good as the data that is fed into them. The saying among computer specialists is "garbage in . . . garbage out." The data must be accurate and related to the job the computer is expected to perform.

Computers are expensive in terms of both purchase and maintenance. Anyone considering buying equipment should use the services of an independent systems analyst before buying equipment from a manufacturer. They may buy more equipment than needed or a cast-off system that will soon be obsolete. Sharing computers on a regional basis or between agencies is an ideal way to reduce costs.

The use of computers in public safety will increase as long as the demands for services increase. They must be used wisely and judiciously if the desired ends are to be achieved.

ABOUT THE AUTHOR

J. Craig McCormick is the Training Coordinator with the Virginia Association of Chiefs of Police.

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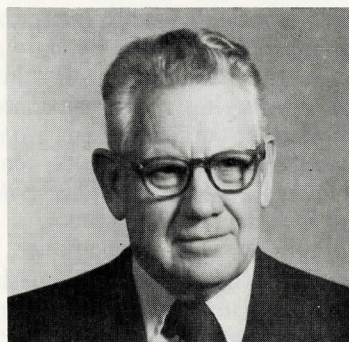
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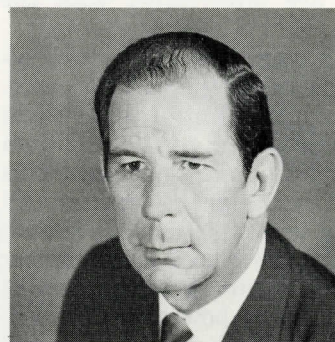
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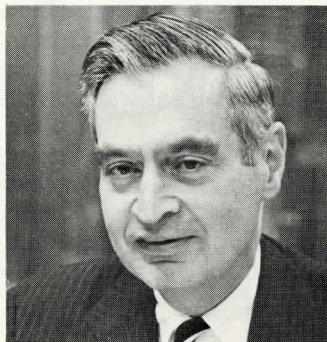
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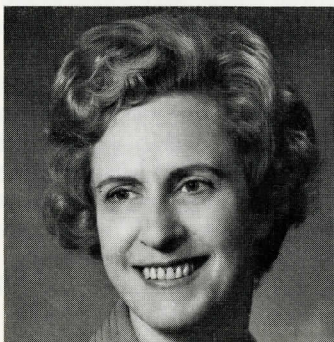
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HIGHLIGHTS OF THE 73RD ANNUAL CONVENTION

Sunday September 17

10:00 a.m. REGISTRATION AND EXHIBITS

1:00 p.m. SYMPOSIA
—Liability Insurance
—Fiscal Reporting and Property
Tax Reform
—Floor Plain/Flood Way
Management

2:00 p.m. POLICY COMMITTEES
—Community Development
—Effective Government
—Employment and Income Security
—Environmental Quality
—Human Resources
—Public Safety
—Transportation

FUTURE IDEAS
—NASA
—Census Bureau
—"Warm Building"

6:00 p.m. RECEPTION

Monday, September 18

7:30 a.m. BREAKFASTS
—Legislative Committee
—Affiliate Groups

8:00 a.m. REGISTRATION & EXHIBITS

9:00 a.m. OPENING SESSION
—John Rousakis
—Achievement Awards
—Time & Place Report
—Nominations Report

2:00 p.m. to 5:00 p.m. CONCURRENT SESSIONS
(Sessions Parallel Policy Committees)

Liability insurance
Public information

FREE EVENING

Tuesday, September 19

7:30 a.m. PRAYER BREAKFAST

8:00 a.m. REGISTRATION & EXHIBITS

9:00 a.m. SECTION WORKSHOPS

11:00 a.m. BUSINESS SESSION I

2:00 p.m. BUSINESS SESSION II

7:00 p.m. RECEPTION & PRIZE DRAWING

8:00 p.m. BANQUET

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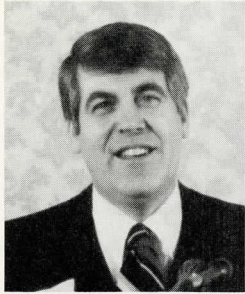
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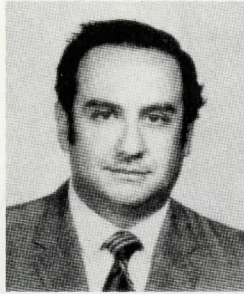
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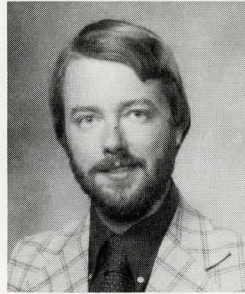
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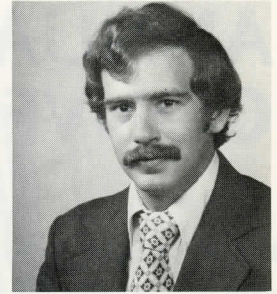
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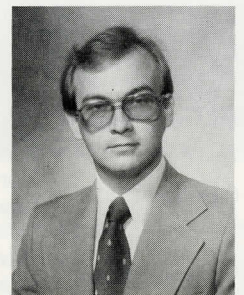
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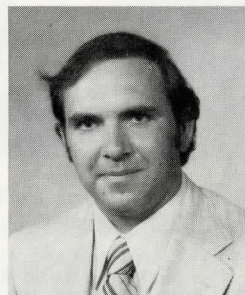
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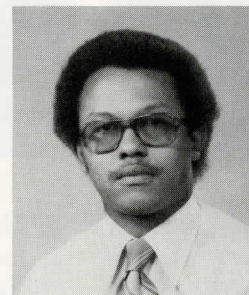
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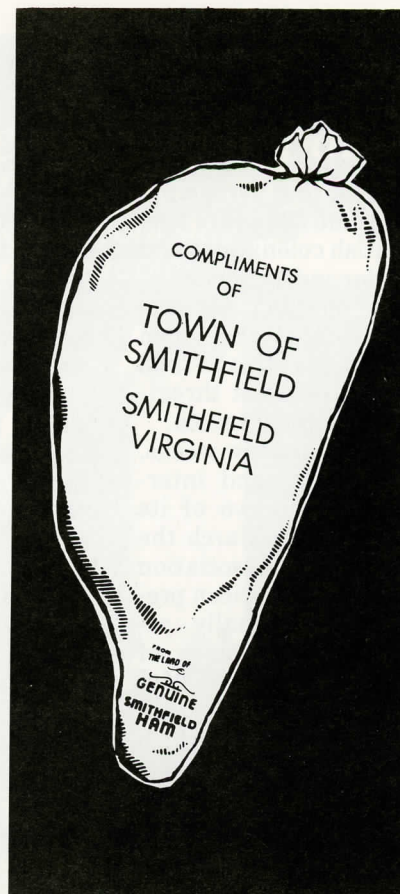
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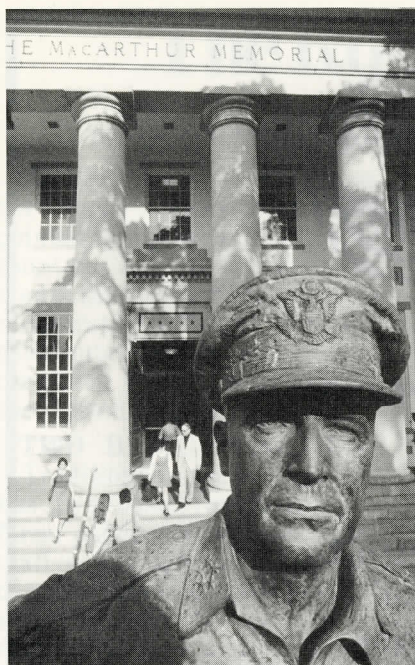
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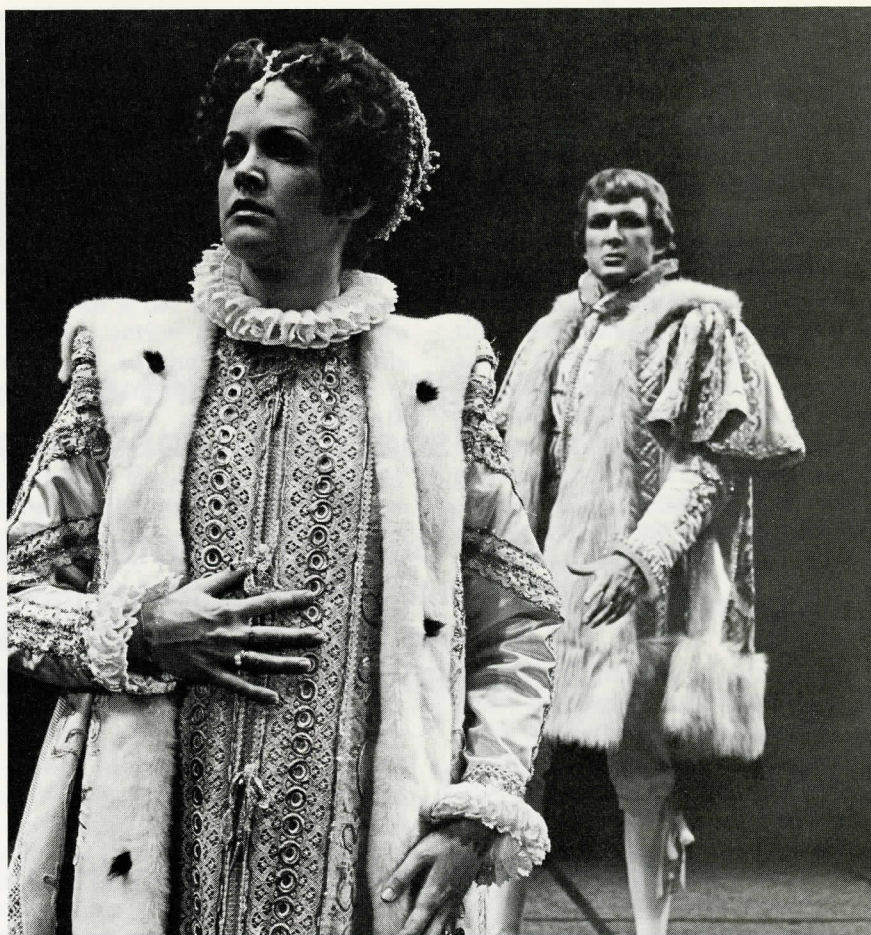
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MacArthur Memorial, once Norfolk's City Hall and courthouse, serves as the burial spot for General Douglas MacArthur. Nine galleries house exhibits ranging from the general's famous pipe collections, to china, silver, weapons, medals and honors presented to him by grateful countries the world over.



Center for Culture

by Susan Gallagher

It came kicking and screaming into the world some 300 years ago, the child of British colonialists and America's bid for independence.

It became a bustling banking center, a brawling Navy town nourished first by the sea and then by Sun Belt boom. Now it threatens to become a cultural mecca.

Last Spring, within a few weeks, Norfolk won national and international attention for two of its cultural attractions. In March the city's Virginia Opera Association (VOA) produced the American premier of the internationally acclaimed opera, "Mary, Queen of Scots." In April the Chrysler Museum opened an exhibition in New York City of 42 major works which brought Norfolk's impressive art collection great praise.

NORFOLK SUPPORTS SYMPHONY, ART, OPERA AND THEATER

Norfolk supports one of the

South's oldest and finest symphonies, a vast collection of art, one of the nation's top opera companies, a noted ballet company, dinner theaters and appearances by professional actors, actresses, musicians, artists and dancers.

Beyond all this, Norfolk is a city which has involved its people in the arts. Three local women were chosen to play principle roles in "Mary, Queen of Scots". For many of its 58 years, Norfolk's symphony has included local musicians in its orchestra, most of whom hold other full-time jobs. One, a veteran of decades as a symphony violinist, retired from service with the U.S. Post office.

In Norfolk, people-involvement also extends to out-reach programs. Last year symphony musicians played in Emporia, Suffolk, Isle of Wight, Smithfield, Virginia Beach, Newport News and Franklin. Children from all those areas

toured the City's Chrysler Museum. School children also listened to concerts and saw ballet and operas, usually free of charge. The Norfolk Symphony played for more than 15,000 students both at City-run Chrysler Hall and in area public, private and parochial schools. The symphony offers discounts for students and senior citizens at its regular concerts.

The city's opera company also entertained and educated more than 15,000 school children last year. The VOA opens all dress rehearsals to students. Artists with the VOA-attached Affiliate Artists program performed before girl scouts, prisoners, senior citizens, the handicapped and even kindergartners. Affiliate Artists, Inc., a nonprofit organization sponsored by the federal National Endowment for the Arts and Sears & Roebuck, Inc., selects young artists and appoints them to eight-

week residencies around the nation to increase audiences and encourage support for the arts. Members of the VOA and affiliate artists also toured communities in 18 Virginia counties last year.

ODU Plays A Role

Norfolk's Old Dominion University also plays a role in the cultural education of the area. In 1977 a program titled "Interplay," which is designed to focus on the arts, attracted visiting artists from all over the world. The Israel Ballet, sculptor Robert Engman and photographer Robert Hieneken all came to Norfolk through this program. In the past, Interplay has sponsored cooperative ventures linking the ODU ballet company with the symphony in productions. And the University joined the Chrysler Museum in sponsoring a visit by renowned British sculptor, Eduardo Paolozzi, who created outdoor sculpture while teaching ODU art students.

Theater was also included in ODU's focus on the arts. ODU Students performed one-act plays for the community and school children throughout 1977-78, and this spring the University leased the Riverview Theater in Norfolk so that drama students could offer theater to the public in a centrally located, suitable facility.

ODU is also active in offering dance to Tidewater. Annually the ballet company produces "The Nutcracker" with professionals dancing the lead roles and students dancing other parts. This season, the company will also perform "Coppelia" to dance in the ballet and teach university students.

Next season the company will also sponsor a dance series featuring performances by two nationally prominent companies, the acclaimed Dance Theater of Harlem and the Dancers, founded two years ago by actress Joanne Woodward and dancer/director Dennis Wayne. The ODU Ballet Company is seeking a \$12,000 grant from the Virginia Commission of the Arts and Humanities to help support the entire series, Tidewater's first such series devoted entirely to dance. Such grants, ticket sales, university support and private contributions give the dance company a performing budget of \$125,000.

The City's Tidewater Ballet Association has done its share to spread culture. The dance company furnishes four professional dancers who perform at recreation centers throughout Norfolk. The Association also maintains the Academy of the Tidewater Ballet, which has sent more than 100 dancers to professional dance companies throughout the world. The annual dance festival features the State's eight top professional companies which perform for the public for two days each June. The VOA, ODU, the Ballet Association and the Symphony also offer educational workshops.

Norfolk has found that the arts are good for business, too. A study, commissioned recently by the Metropolitan Arts Congress, shows cultural attractions generate \$1.5 million spent on admission tickets alone and another \$750,000 spent by arts patrons while attending events. These funds, plus employment offered by arts institutions during the average annual local productions and exhibitions, bring the economic impact of the arts in this area to more than \$7.8 million, according to the study.

CHRYSLER MUSEUM

Connoisseur, Apollo Magazine, Vogue and the *New York Times* were among the national and international publications featuring articles on Norfolk's City-supported Chrysler Museum. The museum's exhibition at Wildenstein & Co., Inc., a prestigious New York City art gallery, was the highpoint of the year with exhibitions from the well known artists Paolozzi, Robert Indiana, David Hockney and Jasha Green. The museum has exhibited art loaned by the Louvre and has loaned works to major U.S. and German museums.

But the institution's permanent collection has attracted the greatest attention. *New York Times* critic John Russell praised the collection's strength in Italian Baroque, contemporary and French 19th century painting and its 10,000-piece glass collection.

NORFOLK SYMPHONY

The Norfolk Symphony Association performed 30 concerts before audiences last season. "The symphony provided the backbone for music in the area because the musicians play for ODU, the Tide-

water Ballet Association and for VOA productions. They make up the Norfolk Chamber Consort and the Feldman String Quartet," says symphony business manager Matt Wert. The symphony's \$400,000 budget comes from ticket sales, City support, federal and state grants and regional concerts. The remainder comes from fund-raising efforts.

One of the guardians of this cultural explosion is the Metropolitan Arts Congress (MAC). Formed in 1976, this organization was created to provide a basis for areawide cooperation and a way for the region to speak with when asking for its fair share of federal and state arts dollars. MAC coordinate all Tidewater arts activities by providing mailing list services and a coordinated calendar.

Money is a major problem for the arts in any city. A MAC study of the economic impact of the arts on Tidewater concludes that business and government must play larger roles in sustaining the Arts. The study shows that the arts help and retain executives for local industry and help bring about the rebirth of downtowns. For example, the development of the Chrysler Hall-Scope entertainment complex in downtown Norfolk is viewed by the City's Redevelopment and Housing Authority as a long-term investment in downtown renewal, an anchor from which the rebirth of downtown will emerge. The Chrysler Museum, which is supported by nearly \$75,000 in City funding, has helped the resurgence of nearby Ghent. The museum has recently taken over two buildings in downtown's Granby Mall which MAC officials hope will become studio and gallery space for artists, under museum staff guidance.

Norfolk spends 10 times more than its neighbors on the arts. And in 1977-78 that spending showed.

ABOUT THE AUTHOR

Susan Gallagher is in the Public Communications Office, City of Norfolk.

Liability Insurance Needs Unmet

Just like private businesses, local governments need to obtain some form of liability insurance to protect them from unexpected losses. Until recently this was not a significant problem, as local governments had immunity from a variety of potential claims. However, this immunity has been steadily eroded as our litigious society produces more and more suits against local governments. Noting the trend, insurance companies became less and less willing to write policies at reasonable rates. Some companies have even cancelled existing policies without a single claim ever being filed!

This problem is particularly acute in the area of public official liability insurance, where recent decisions have held that an individual local official may be held *personally* liable for damages. In such cases a settlement must come directly from the official's personal finances and not from the coffers of the local government.

As a result of the unwillingness of all but a few traditional insurance firms to provide adequate protection at reasonable rates some localities have adopted a strategy of self-insurance. In its purest form, self-insurance is based on the premise that the premiums that would have been paid to the insurance company would be more than the claims paid out. This may actually be the case in some areas, such as liability insurance for a fleet of vehicles, but the self-insurer is always gambling that the long term odds of a catastrophic loss will be in his favor.

A limited form of self-insurance can be obtained simply by securing insurance policies with very high deductibles. This can result in substantial savings with limited risk, if the insurance company is willing to write the policy.

Another option is the development of a pooling arrangement whereby several local governments agree to participate in a group program. There are several advantages for developing such a program:

- The inability of the traditional

insurance market to meet specific needs can be overcome;

- Agents commissions and high administrative overhead costs are eliminated;
- Investment income accrues to the benefit of the individual members of the group; and
- OWNERSHIP—the greatest single advantage.

The Virginia Municipal League is exploring the possibilities of establishing a reciprocal insurance company for Virginia localities. To accomplish this objective, at least thirty units of government must agree to participate and an adequate amount of capital (as determined by the State Corporation Commission) must be raised. The reciprocal insurance company would secure the services of a professional manager and claims administrator. Participating local governments would pay premiums based on actuarial principles, just as with a traditional insurance firm. However, instead of paying premiums to a private, profit-making firm, the local government is paying premiums to an organization it owns and controls. Premiums and investment income are recorded individually, and any claims paid are charged to the locality's account. This feature permits premium reductions or refunds for localities with good risk management records. By eliminating agents' commissions, company profits, and excessive overhead costs, substantial savings can accrue, in addition to providing insurance coverage which may not otherwise be available.

If you would like further information on the advantages of this unique program, contact Brad Harmes at the League office.

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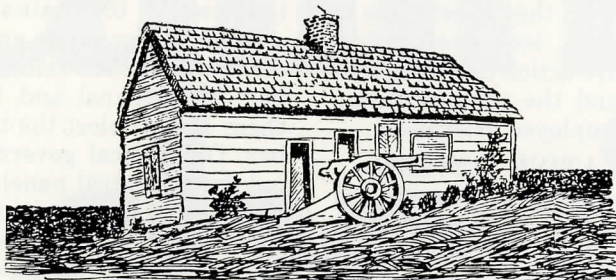
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What's New In Grievance Procedures?

by Jack H. Foster

The General Assembly of Virginia has amended the grievance procedure legislation and as a result many local governments will have to amend their procedures by January 1, 1979. However, before local governments decide what changes, if any, they must make in the procedures, let's first review the legislative action taken prior to this year and the present status regarding employee grievances.

LEGISLATIVE REVIEW

In 1973, legislation was adopted by the General Assembly requiring a grievance procedure for every county, city and town with more than fifteen employees and specifying that employees and deputies of Constitutional Officers were to be included. The law stated that the procedures had to be established by June 30, 1974 but in the meantime the 1974 General Assembly amended the law to exclude employees of Constitutional Officers. The law provided that the procedures adopted by local governments "shall conform to like procedures established by the Governor" and be submitted to the State Director of Personnel for approval.

In deciding whether local government procedures were in conformity with those of the Commonwealth, Director of Personnel John W. Garber made allowance for discretion by local governments but required that certain basic criteria be met. Mr. Garber's primary concern was that the grievance procedure provide for a fair hearing before an impartial panel.

Some of the criteria which had to be met in an acceptable procedure are as follows:

- the final step of the procedure must be an appeal to an "impartial" panel;
- the panel's decision is binding for both parties in the dispute;
- beyond the first step in the procedure, the grievant is entitled to be represented by a person of his own choosing;
- the time between steps must be specified and reasonable;
- there must be a statement in the procedure assuring employees that they need not fear reprisal for submission of a grievance.

The most significant variations

in the procedures of local governments centered around the composition of the panel which would conduct the hearing as the final step in the procedure. Many local governments elected to use some form of tri-partite panel similar to that used in the State's procedure wherein the grievant and management would each select one member of the panel and the two of them would select the third member. Other local governments opted for a neutral panel consisting of three or more citizens of the community who represented neither employees nor management. Some neutral panels were continuing groups appointed for specific periods of time such as civil service commissions and personnel boards; other systems provided for appointment of neutrals by the local governing body as needed.

There were some acceptable exceptions to the panel's binding authority such as the excellent procedure adopted by Virginia Beach which provided, "The decisions of the Personnel Board shall be final and binding except in cases where decisions involve the expenditure of municipal funds in which cases the decisions must be reviewed by the City Council."

Nearly all local governments complied with the state grievance procedures requirements by the specified date. Those few which failed to do so, automatically came under the State's procedure as the law required. In addition to adopting a procedure, several local governments took the important step of providing supervisory training on the resolution of grievances.

NEW LEGISLATION

Now let us look at the 1978 legislation as it applies to local governments and how it might affect your existing procedures.

- *Senate Bill 135* which amended the grievance procedure requirements defines a grievance and the definition specifically includes, "disciplinary actions, involving dismissals, demotions and suspensions." This definition will affect some local governments as some procedures exclude disciplinary action from the grievance process.
- *Constitutional Officers'* employees shall have access to

the State procedure if the officer employs fifteen or more persons, but such employees may be included in the local government's procedure at the discretion of the governing body of the local government. Likewise, employees of local welfare departments are in the State procedure but may be in the local government's procedure at the discretion of the local government's governing body.

- The *method of determining grievability* will require changes in many local government procedures. No longer will the City Attorney, County Attorney or Commonwealth's Attorney make this decision. The law now provides for determination of grievability by the chief administrative officer to determine the issue of grievability. This decision then may be appealed to the circuit court having jurisdiction in the locality in which the grievant is employed.
- *Senate Bill 135* requires a final step hearing before a panel consisting of one member appointed by the grievant, one member appointed by the "agency head" and a third member selected by the two members. There is an exception to this provision, however, which permits a local government to retain its present form of panel composition previously approved by the Director of Personnel.
- The new legislation clearly states that *the decision of the panel used in the last step of a grievance procedure shall be final and binding*. Most procedures of local governments now conform to this requirement although some provide for a possible review of a panel's decision by the local legislative body.

The new legislation requires training of all State supervisory personnel, "including the role of the grievance procedure in harmonious employee-employer relations." It also encourages such training for local government supervisors. Local governments desiring such training will be assisted in every way possible

through the Intergovernmental Personnel Act programs administered by the State Department of Personnel and Training.

A POSITIVE TOOL

Up to this point we've been discussing the legal requirements for grievance procedures. But what is the rationale for having grievance procedures? A grievance procedure is a necessary part of a comprehensive personnel program. It is a positive tool in effective employee relations activities and it is protection against arbitrary or capricious decisions that might otherwise destroy sound employee relations.

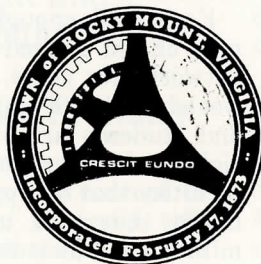
The basic elements of an effective procedure are fairness, impartiality and good supervisory-employee communications. Regardless of legal requirements, if a grievance procedure is to work properly, it must be receptive to management. Supervisors and ad-

ministrators *must* be willing to listen to employee gripes and complaints and attempt to resolve the problems brought to their attention.

It is equally important to prevent grievances as it is to have a formal grievance procedure. Fire fighting apparatus is needed to extinguish a fire but an effective fire prevention program is certainly a valuable tool also. To identify the causes of grievances and remove them, is a more constructive use of supervisory time than to process grievances after they have arisen. Free and easy communication between supervisor and employee will, for the most part, solve personnel problems.

ABOUT THE AUTHOR

Jack H. Foster is a Personnel Management Consultant from Arlington, Virginia.



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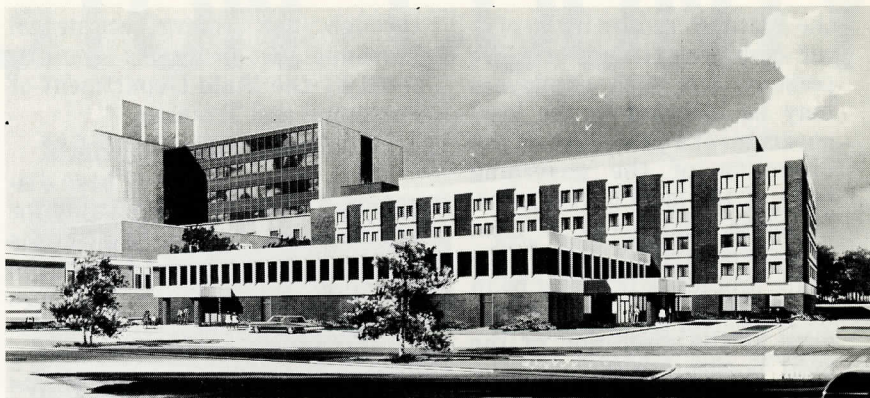
THE TOWN OF ROCKY MOUNT, VA.

Sophisticated Medical Complex Services

by Vern Jones

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The center is the very embodiment of medicine's growing sophistication. And combined with Eastern Virginia Medical School, it offers a complete spectrum of medical services to the community.

One of three medical schools in Virginia, EVMS accepted its first class in 1973 following a three-year campaign for private contributions. Ninety percent of the nearly \$18 million donated during the campaign came from eastern Virginia. Since then, fund raisers have boosted the total to almost \$22 million.

The school offers clinical services to the community and a high level of patient care, which is provided by EVMS teachers.

The center's care is no less impressive. Its facilities, covering 65 acres, total more than \$135 million in value. The buildings are furnished with the healer's dreams; these include equipment to diagnose, treat, and monitor; millions of dollars transformed into networks of electronic impulses and delicate machinery to assist the physician in heart repair. The center is involved with kidney transplants, implants of new bones and joints, neurosurgery and plastic reconstruction.

Each week enough medical dramas unfold to feed the television networks for years. On any given weekday, 4,700 employees, staff, and students are at work in the eight patient-care and educational facilities that occupy the site. Annually they earn more than \$52 million (not including physicians' private income) for their efforts; salaries that flow directly into the cash registers throughout eastern Virginia as they by goods and service.

The goods and services they pro-

vide to patients, visitors and others who come to the center include, (besides care and comfort) 780,000 meals per year to the inpatients at Norfolk General Hospital and Children's Hospital of the King's Daughters. They also provide care and treatment for a yearly flow of outpatients, and patients of clinics, laboratories, special services, the Rehabilitation Institute and Mental Health Center, the Norfolk Public Health Department and private practitioners. Physicians in the Medical Tower alone see 856 patients daily.

All this volume creates problems, and problems of parking, meals and support services for patients and staff will become more severe as additions and expansions already on the drawing boards come "on line" during the next few years. Children's Hospital's \$13 million expansion is well underway. Norfolk General plans a 1979 start for a \$20.5 million construction/renovation project that will not be completed until 1982.

COOPERATION IS THE KEY

A high degree of voluntary cooperation and use of a "master plan" devised by prominent consultants in medical center development may help combat traffic problems in the Medical Center. Close coordination on land use and traffic patterns with Norfolk City agencies and other involved organizations may also help.

Coordination within the Medical Center is being achieved through two-stage planning involving the entire center. The Medical Center Planning Board includes representatives from all levels. Board meetings offer exchange of information, sources for ideas and chances to complain.

The Policy and Planning Committee, as Executive Committee of the Planning Board, includes representatives of the *governing boards* of Medical Center institutions. This group's operations are funded by their organizations. It must develop plans which follow the policies and missions of each institution.

This committee also works out difficulties, engages planners and consultants and is the official link between institutional governing boards. Working subcommittees address specific problems such as parking, meals, ambulatory services, financing and communications.

Deliberations are now focused on the shape and location of Norfolk General's major renovation project. In planning this project the committee considers the relationships of the buildings to each other, and of units within one building to compatible units in another building.

These relationships involve delicate negotiations. Millions of dollars in space and equipment are involved along with the feelings of proprietorship of those who raise and manage expansion/renovation funds. The physicians for whom these facilities are built also voice opinions on location and equipment.

Beyond the relationships of existing Medical Center components with each other is the necessity of agreeing on future plans. An example is the long-running discussion on additional office space for the clinical faculty, physicians and teachers, of the Medical School. However, patients seeing these clinicians pay for their services and are not paying private practice physicians. Moreover, many of the physicians in private practice donate their time to teach medical students. Here the question of which practitioner has access to which medical facilities under what circumstances becomes important and is a source of tension within the medical community.

These complex issues are common to all medical centers and are important, not only to those directly involved in the deliberations, but to the people of an ever-widening area who rely on the Eastern Virginia Medical Center

to provide the best available in modern, sophisticated medical care.

And through the center's relationship with the City of Norfolk, it provides diagnosis and treatment through the Public Health Department, while the City provides funding for certain health programs, safe convenient access for patients from the entire region, and large contributions of time, energy and money in developing the Medical Center. For example, the City and the Norfolk Redevelopment and Housing Authority set aside a 33 acre site for the Medical Center, land carved out of the Atlantic City Redevelopment Project of the 1950's.

Norfolk General Hospital began the growth pattern with completion of a \$5.8 million "first phase" construction project in 1958. In 1960, the million dollar Norfolk Public Health Center was dedicated. In January of 1961, the 10-story, \$2.8 million Medical Tower opened. Three months later, Children's Hospital of the King's Daughters was completed and dedicated, a three-story, \$1.25 million building.

MAYOR'S ADVISORY COMMITTEE

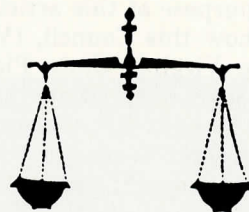
A parallel effort which aided the center's development was the City's creation of a Mayor's Advisory Committee to study establishing a regional medical school.

The City, in 1964, created the State-chartered Norfolk Area Medical Center Authority, later renamed the Eastern Virginia Medical Authority. In the six years following that creation, the Medical Authority was responsible for the establishment of health care facilities for open-heart surgery, kidney dialysis (and, later, transplants), physical rehabilitation, mental health and psychiatry and research.

Eastern Virginia Medical School provides necessary services for the Norfolk Community.

ABOUT THE AUTHOR

Vern Jones is Director, Department of Public Affairs, Eastern Virginia Medical Authority.



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THE VALC AND STATE PLANNING

by Morton L. Wallerstein

The purpose of this article is to relate how this Council, (VALC), and the Virginia State Planning Board functioned after their inception in 1936. As a background, it is necessary to consider the Virginia Municipal League. During the early thirties, the Spellman Fund, a Rockefeller foundation, made a five year grant to the League, renewed after the first five years in the same amount. The League, concurrent with its first Spellman grant, suggested that one be made to the University of Virginia, to join with the League, the Commonwealth and localities to establish the Bureau of Public Administration, which later was changed to the Institute of Government. For nearly a quarter of a century, Dr. Rowland Egger, later succeeded by Dr. Weldon Cooper, served as its director. Dr. Egger set the pattern for its continued successful operation. Upon Cooper's retirement as Director, Dr. Clifton McCleskey took over. Spellman hoped, in my opinion, that at the conclusion of the respective grants, that the public bodies would continue funding them out of public appropriations, as was done by the Virginia Municipal League, the University and the General Assembly. It was natural, therefore, that Spellman, after its experience with the League, for the four purposes hereinafter named, should subsequently consult the then Executive Secretary of that League, Morton L. Wallerstein, to work out with the late Guy Moffatt, the funds Director, the proposed State grants.

The State Granting

Spellman was to make funds available to the Commonwealth of Virginia in a four-way package deal, as follows:

- The Planning Board, independent of any department, to make plans for the Governor, the General Assembly and the State Departments
- For enlarging the Bureau of the Budget
- To furnish increased personnel for the Division of Statutory Research and Drafting
- For establishing the VALC

The State Planning Board

The State Planning Board had as its Chairman, the distinguished editor and historian, Dr. Douglas S. Freeman, who succeeded the author as Chairman. The Board included Henry G. Shirley, Highway Commissioner, Dr. Gaines, President of Washington and Lee University, James A. Anderson, then Director of Public Administration for Virginia, Leroy Hodges, State Comptroller and the author. The operating Executive of the Board was Charles J. Calrow, whose pioneering set a standard for other states. Upon his death, Dr. Freeman, in an editorial in the *Richmond-News Leader*, termed him "the greatest genius" that ever served Virginia during Freeman's lifetime. After Spellman's grant expired, and through 1948, adequate appropriations were made for the Planning Board, but in the budget prepared by Governor Tuck in 1948, and followed by his successor, Governor Battle, in 1950, no appropriation was made for that Board as such, and State Planning was placed in the Department of Conservation, where it now is. The Budget Bureau and the Bureau of Statutory Research and Drafting, now the Division of Legislative Services, have continued.

THE VIRGINIA ADVISORY LEGISLATIVE COUNCIL

The VALC originally was to have in its membership leading members of the General Assembly appointed by the Governor, to consider legislation during the interim between legislative sessions, in order to recommend its findings to the Governor and the General Assembly. One of the purposes was to eliminate independent commissions. The VALC was to appoint subcommittees or other agencies to consider specific problems and report to the VALC. The package deal of the four arose during the administration of Governor Peery, (a very deliberate and capable person), who was concerned that the VALC might offend members of the General Assembly, although it was suggested that he poll them to ascertain if there was any objection. Matters were so delayed by the Governor

that Mr. Moffatt indicated that he would not again come to Virginia. Through the persuasion of Mr. William R. Shands, then head of the Legislative Drafting Bureau, and the Municipal League Secretary, the Governor met Mr. Moffatt in Washington and consummated the four-way package deal. The money available to the Commonwealth from the grants amounted to several hundred thousand dollars, which was deposited in the State Treasury.

The General Assembly, at the outset, did not intend that VALC would be a substitute for various study commissions as originally contemplated by Spellman. Summarizing the provisions of that Act: VALC should consist of seven members appointed by the Governor, to hold office at his pleasure, and at least five of the members would be members of the General Assembly. The duties of the VALC were to: (a) investigate and study any matter referred to it by the Legislature and to submit a report of its findings and recommendations to its members and to the Governor at least thirty days prior to its next regular session, and at such other times as the Legislature shall direct, (b) investigate and study any matter or question which may be referred to it by the Governor, subject to the time limit set forth above, (c) employ such persons and engage the services of such research agencies as the VALC found necessary and fix their compensation, not to exceed the appropriation to the VALC of \$15,000 per annum, for the biennium, and (d) attend meetings. The Director of the Division of Statutory Research and Drafting would act as VALC Secretary.

Of course, the General Assembly can ignore the VALC as it has, and appoint various study commissions, even though the grant contemplated that all proposed legislation would be funneled through the VALC. That would be a matter of comity, as there is nothing in the Act to require it. To provide an example of the number and variety of issues with which

cont'd on pg. 58



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THE HIDDEN TAX INCREASE

by Ralph J. Shotwell

Most candidates for the House of Delegates in the fall of 1977 ran on a platform of "no tax increase." Yet the 1978 Virginia General Assembly imposed a tax increase on localities indirectly by requiring them for the first time to pay a portion of the employers' share of the cost of the Virginia Supplemental Retirement System (VSRS) and the State Group Life Insurance Plan.

In 1974, the General Assembly had already enacted legislation which required localities to pay for the first time a portion of the employers' share of social security costs. According to this legislation, localities had to pay in fiscal year 1975-76 for instructional positions in excess of 48 per 1,000 students in average daily membership (ADM) on an average salary above \$10,528. (The professional staff ratio remained the same for the 1976-78 biennium but the average salary figure was increased to \$11,033 for each of the two years.) This provision cost Virginia localities approximately \$7 million in 1975-76 and approximately \$8.5 million in 1976-77.

The Appropriations Act for 1978-80 provides that beginning July 1, 1979, the *State contribution* for VSRS, social security and group life insurance *shall be limited* for professional instructional staff members to the employer's cost for a number not exceeding 58 per 1,000 pupils in ADM and for their salaries not exceeding an average of \$12,341. This provision means that localities will have to pay retirement, social security and group life insurance for instructional positions *in excess* of 58 per 1,000 on an average salary above \$12,341.

It is estimated that for fiscal year 1979-80 this provision will cost localities \$26,208,376 \$12,924,738 for social security, \$12,688,380 for VSRS and \$615,258 for group life insurance. This amount would have been much larger if the original budget proposal of Governor Godwin had

been adopted. For example, the amount for VSRS and group life insurance would have been in excess of \$19 million under the Godwin proposal, instead of the \$13.3 million for these two items approved by the 1978 General Assembly. This lesser amount is due to the fact that the General Assembly based the amount that localities would have to pay on 58 instructional staff per 1,000 students in ADM rather than 48 per 1,000. The General Assembly also raised the professional staff ratio figure for social security from 48 per 1,000 to 58 per 1,000 for 1979-80.

An intensive campaign by education lobby groups against the principle of having localities pay part of the employer's share for VSRS and group life insurance played a major role in persuading the 1978 General Assembly to modify the formula to reduce the financial impact on localities. But the principle has been established and the financial consequences for localities in the future will be staggering. When this issue was being considered, many General Assembly members representing rural localities were not very concerned. They felt the financial impact on their constituent localities would not be so costly because their school divisions did not employ that many professional staff and the average salaries were not that high.

These provisions impose a proportionate financial burden on rural localities which is just as great as the financial burden imposed on urban localities.

In addition to future increases in professional staff and average salaries, there are other factors which will substantially increase the cost burden of these provisions on Virginia localities. Congress has recently taken action to shore up the financially troubled Social Security System by increasing overtime, the wage base and the employer and employee contribution rates. (See Table II)

The cost of the Virginia Supplemental Retirement System is also scheduled to escalate dramatically in the future. The VSRS employer contribution rate for teachers increased from 4.44 percent for the 1976-78 biennium to 5.93 percent for the 1978-80 biennium. A 1974

report prepared for the VEA by the actuarial consulting firm of Gabriel, Roeder, Smith & Company underscored the funding problems of VSRS. The report made two critical points pertaining to the funding of VSRS: "The present use of interest income in determining the employer contribution rate means that the resulting rate is less than level, and *consequently will have to be increased in the future if the system is to survive.* The present assumptions for pay increases and for investment return are of dubious quality. . . ."

To meet the "level cost funding"* objective, adjust for past unrealistic salary assumptions and the "interest offset"*** provision, and meet other increased cost components, there will have to be substantial increases in the employer percent of payroll contribution rate for teachers in the future. The future increased costs of these employee benefit programs will now be shared with the localities.

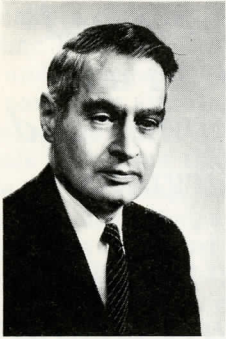
Several methods have been employed in recent years to balance the state budget—borrowing from the State Highway Fund, requiring State agencies to reduce expenditures by five per cent and reducing the Basic School Aid Fund appropriation by \$20 million in the fall of 1975. (Part of this cut was restored during fiscal year 1975-76.) It is time for the General Assembly to end these stop-gap measures. Localities must either be given the authority to levy additional taxes or the General Assembly must provide additional State revenues to enable localities to implement State-mandated programs and meet the government service needs of Virginia's citizens.

* Contributions to finance the retirement system shall be the rates, which expressed as percents of active member payroll, will remain relatively level from generation to generation of citizens thereby leaving an equitable financial environment for future generations by placing on them tax burdens no greater than tax burdens borne by present decision makers.

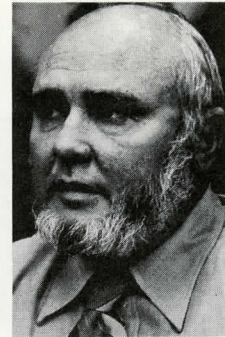
** A 1966 Virginia Code section provided that any interest earned

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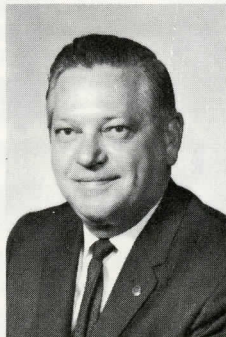


Brackenridge H. Bentley
Town Manager

Vienna Town Council



Neil M. Walp



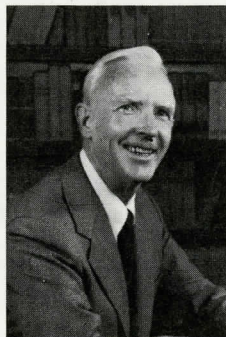
Raymond E. Hicks



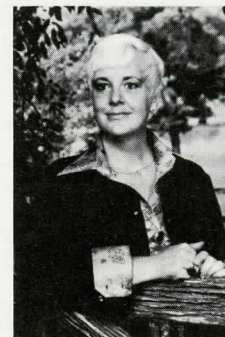
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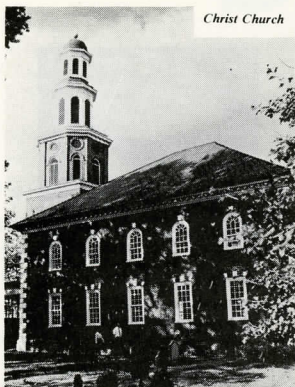


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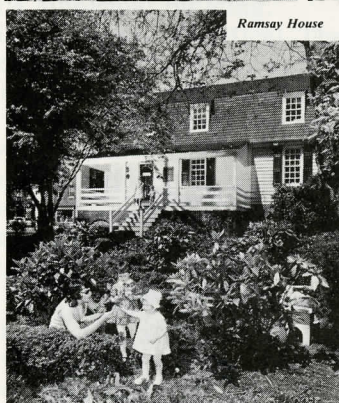
The Town Council and citizens of Vienna salute C. Clay Harrell,
Past President of the League, on his retirement after fifteen years
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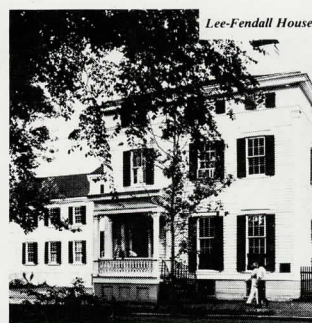
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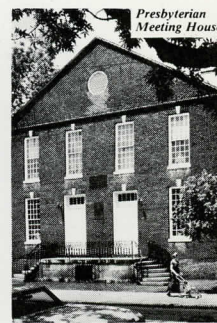
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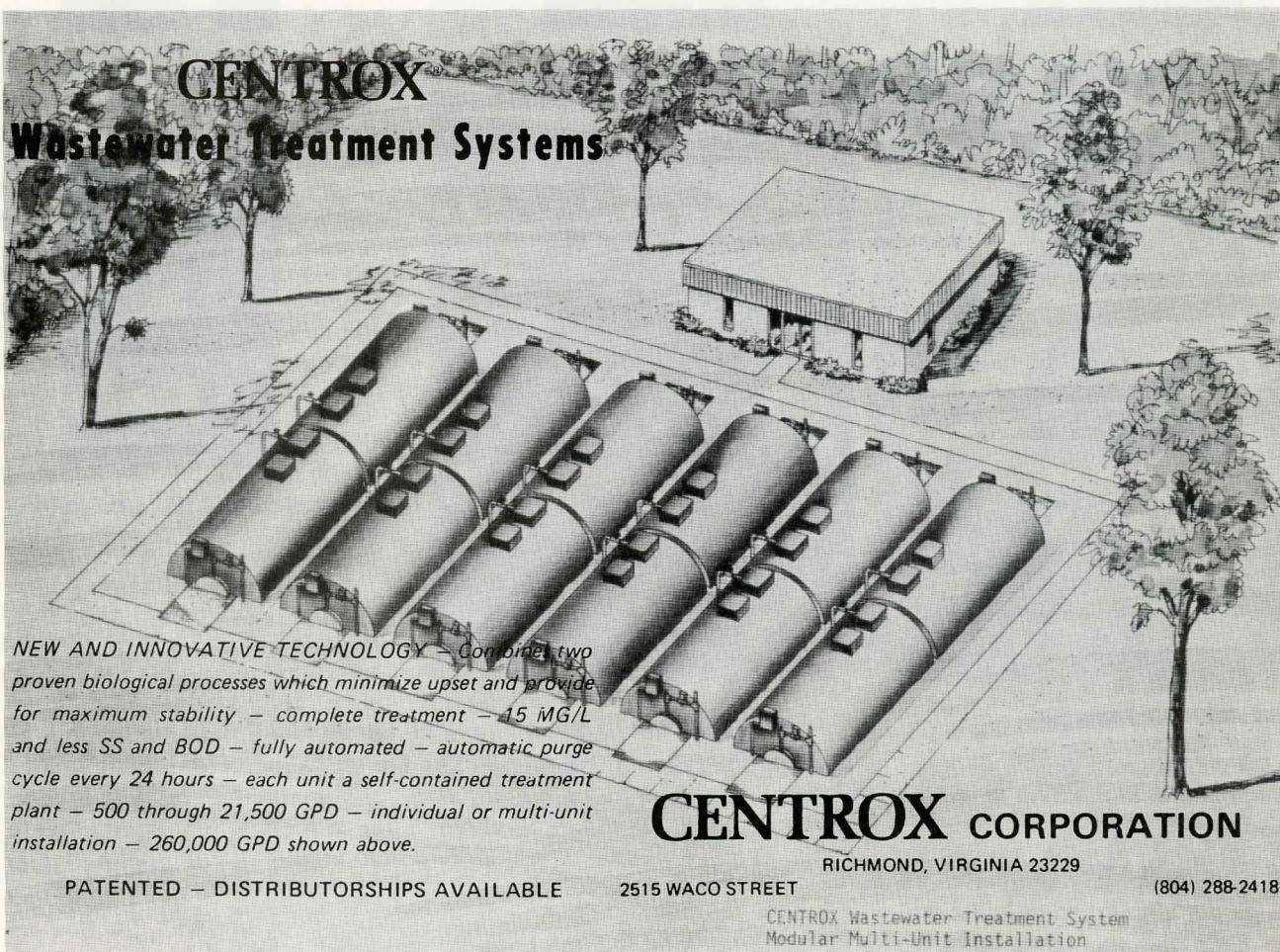
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cont'd from pg 50

by the VSRS Trust Fund in excess of the interest rate assumed by the actuary would be used to reduce computed contributions. This provision resulted in a less than level percent of payroll employer (State) contribution rate. The "interest offset" provision was removed by the 1975 General Assembly based on legislation recommended by the VSRS Board of Trustees.

ABOUT THE AUTHOR

Ralph J. Shotwell is director of the Virginia Education Association Division of School Finance



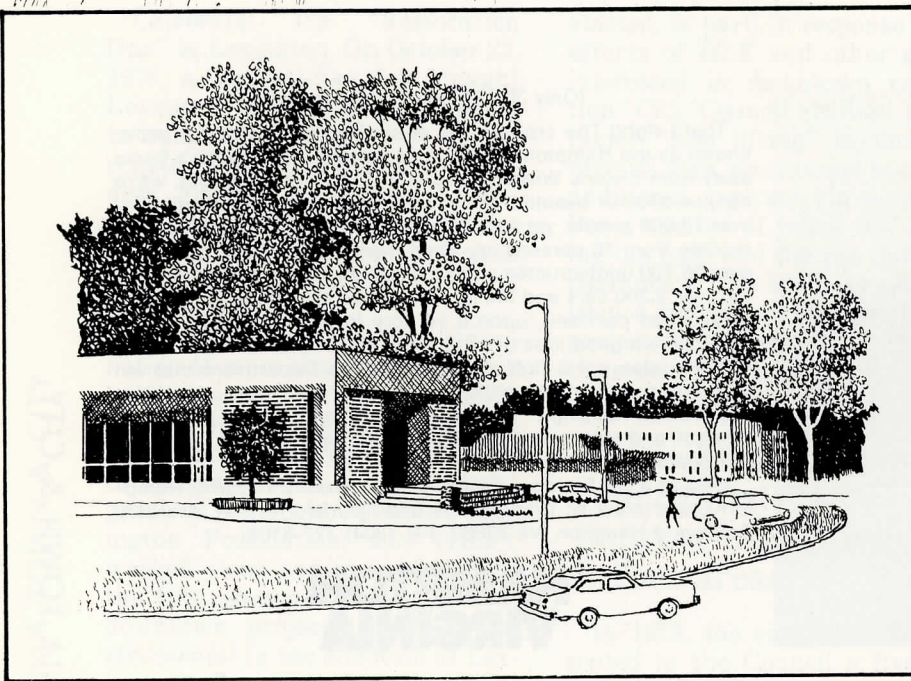
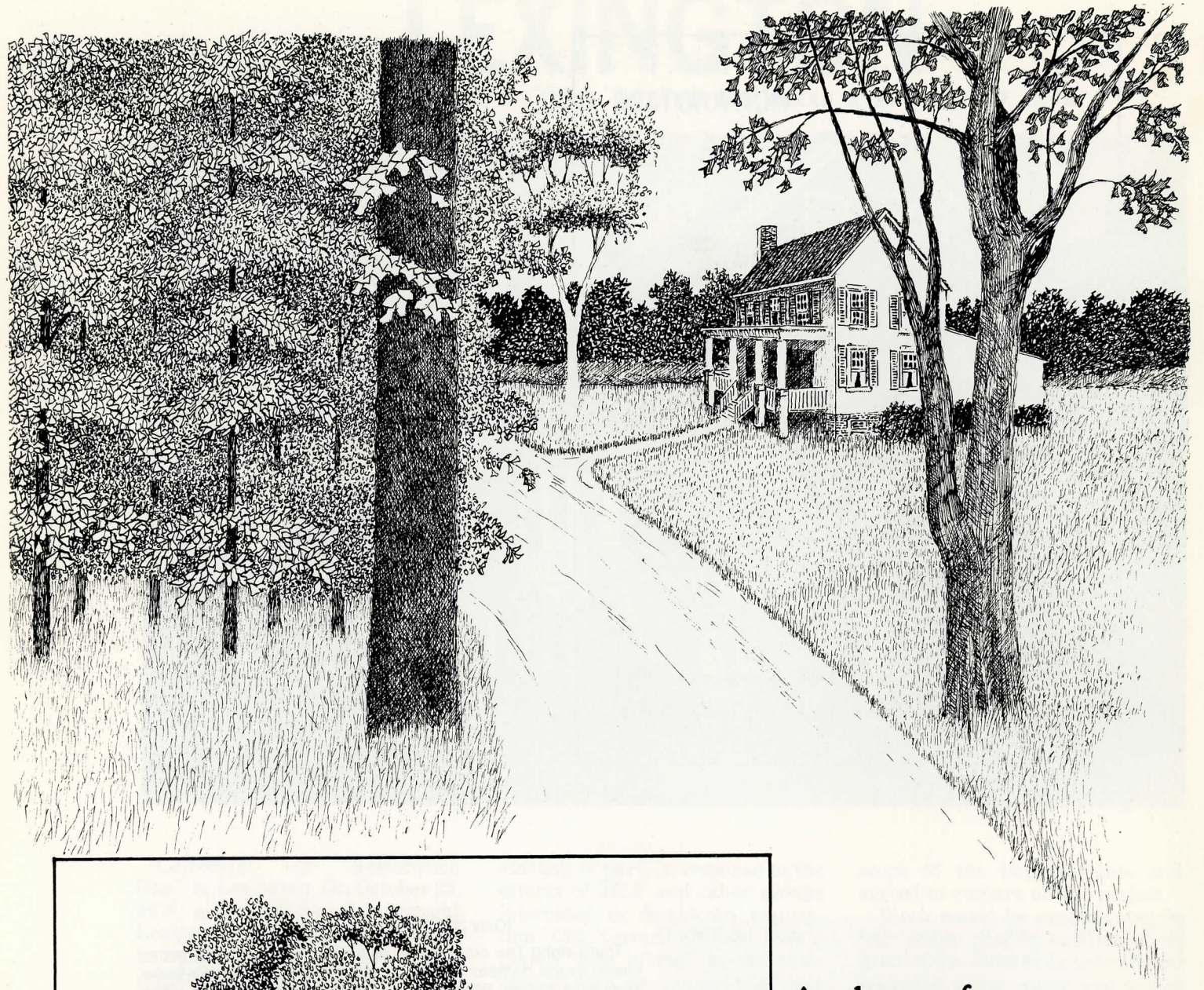
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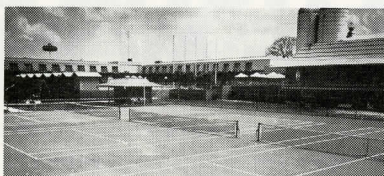
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HOPEWELL—Council authorized the development and design of a neighborhood recreational facility. The facility will include a gymnasium, a swimming pool, a senior citizen center, handicraft and meeting rooms and offices and storage. The total project cost is estimated at \$2 million and the City has already allocated \$650,000 of community development funds for the project.

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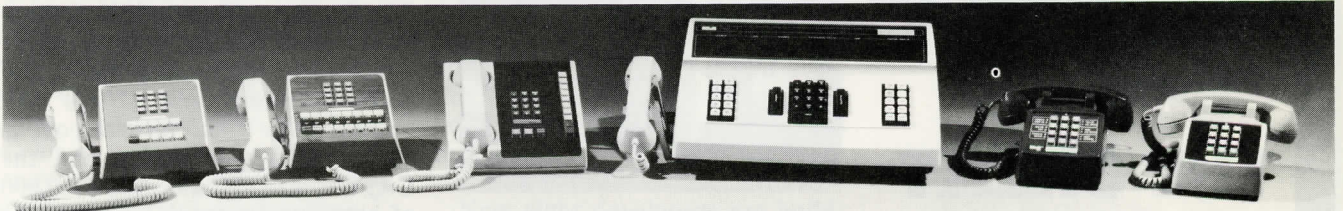
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"REPOS" AS CASH MANAGEMENT TOOLS

by Robert M. Turnbull

U.S. Government securities dealers and money center banks have used repurchase agreements—"repos" as they are called in money market circles—extensively for many years. More recently, however, public and corporate treasurers have found that repurchase agreements can be an integral part of a cash management program. "Repos" provide a high quality investment alternative for states, municipalities, counties and other political subdivisions looking for opportunities to invest idle cash. On an "overnight" basis or with a maturity of several days, a "repo" gives the treasurer flexibility to meet unexpected payments while earning interest on temporary cash surpluses.

Cash management by government officials has become increasingly sophisticated in recent years as money managers have searched for ways to squeeze more revenue out of tight budgets, responding to citizens' demands for efficient use of public funds. Most treasurers have grown accustomed to detailed forecasting of cash receipts and expenditures to determine short term cash surpluses as shortfalls and commercial backs have provided investment opportunities as well as borrowing facilities to meet needs of local governments.

The most common form of investment for public funds is the certificate of deposit, available through commercial banks. As prescribed by Regulation "Q" of the Federal Reserve Board, CD's are issued in minimum denominations of \$100,000 with maturities as short as 30 days. The interest rate is negotiable, and deposits may be secured in accordance with the Virginia Security for Public Deposits Act of 1973. The CD's may be registered in the name of the depositor or issued in bearer form to make sales in the secondary market easier. Negotiability is usually limited, however, for the CD's of smaller banks. If a CD is redeemed before maturity, interest for up to 90 days must be forfeited. Banks are permitted to issue CD's to local governments in amounts less than \$100,000, but the interest rate on smaller deposits is limited to the highest savings certificate rate, currently 7.75 percent.

The principal disadvantage of the certificate of deposit is its minimum term of 30 days. If the funds manager needs to withdraw his deposit before maturity, he must either forfeit all of the accrued interest or try to sell the CD in the secondary market. To fill the need for investments with shorter

maturities, many public treasurers have turned to repurchase agreements.

A "repo" is defined as the purchase of a security with an agreement to resell. An investor agrees to purchase a marketable security at a specified price and simultaneously contracts to sell the security back to the original owner at the same price at the end of the agreement's term. The original owner, in turn, agrees to repurchase the security and pay interest at a negotiated rate on the investor's funds. Unless direct contact has been established with a U.S. government securities dealer and appropriate safekeeping arrangements made, the public treasurer typically conducts such agreements with commercial banks. From the point of view of a bank (the owner of the security), the transaction is a "reverse repo." That is, the bank contracts to sell the security with an agreement to repurchase.

Although the transaction appears complicated, it is no more cumbersome for the treasurer than investing in a bank C.D. The "repo" agreement is typically executed by telephone and information is mailed describing the details of the transaction; the bank places the security in a customer safekeeping account during the term of the "repo". At the end of the agreement, principal and interest are paid to the local government and possession of the security reverts to the bank.

When entering into a repurchase agreement, the financial manager should clarify the following details:

Amount

Since the security involved is usually in a large denomination, a "repo" is customarily executed for a minimum amount of \$100,000. The maximum size of the transaction is limited only by the amount of securities available.

Maturity

The term of a repurchase agreement may be as long or as short as the two parties make it. A "repo" with a fixed maturity is referred to as a "term repo" while one with a renewable daily is known as an "open repo".

Securities

A repurchase agreement can be executed with any marketable security, but public treasurers are limited by law as to the types of securities they can purchase. Therefore, a public funds manager should be certain that the securities purchased (referred to as "collateral") meet his quality criteria. The investment policies of cities and towns in Virginia are established by local charters and ordinances, while the standards for counties are set by State law.

Examples of high quality investments for local governments, the securities which are acceptable to the Treasurer of the Commonwealth of Virginia for repurchase agreements are given below. They are obligations of the U.S. government and U.S. government agencies, traded actively in well established markets, issuable in bearer form, and wireable through the Federal Reserve System (except for the Discount Notes of the Federal National Mortgage Association and the Federal Home Loan Bank).

U.S. Government Securities without a maturity restriction are U.S. Treasury Notes, U.S. Treasury Bonds and U.S. Treasury Bills. U.S. Government Agency Securities, without a maturity restriction are Federal National Mortgage Association Debentures, Federal Intermediate Credit Bank Bonds, Federal Home Loan Bank Bonds, Federal Land Bank Bonds, Bank for Cooperatives' Bond, Federal Farm Credit Banks Consolidated Systemwide Bonds, Federal National Mortgage Association Discount Notes and Federal Home Loan Bank Discount Notes. The State Treasurer's list is merely representative of the variety of quality issues available and does not include all of the securities that can be used in repurchase agreements.

Repurchased agreement policies and procedures differ from bank to bank, so a public treasurer may find variations from the basic transaction described here. Further information about repurchase agreements can be obtained from the investment departments of most commercial banks.

ABOUT THE AUTHOR

Robert M. Turnbull is Assistant Cashier, First & Merchants National Bank, Richmond.

cont'd from pg 48

the VALC is involved, it is useful to recount the requests made in 1978. There were seventy-eight "Studies and Reports", not including eleven referred to the VALC and three to the Governor. Those laudatory of the people, and petitions to Federal Agencies, Congress or the President are not listed.

In addition to the requests made of the Governor, the following were made of the VALC: pay, hours and fringe benefits of constitutional officers and contract employees of local governments, composition of changes in fire insurance policies, cultural benefits as to the Virginia Opera Association, Tangier Island, youthful offenders, coordination relative to fire prevention and protection, prohibition of foreign discriminatory economic boycotts, health education in the public schools, construction, acquisition and leasing for agencies of the Commonwealth, Industrial and Development and Bond Act, Virginia Port Authority, permissive use of explosives and continued study of

the laws relating to local governments.

CONCLUSION

The author felt that it was essential that a historical record be made by one who was consulted by the Spellman Fund in making the four grants to the Commonwealth of Virginia, two of which, as previously noted, have continued as contemplated.

With reference, however, to the operation of the VALC, there is nothing in the enabling legislation to prevent it from screening all proposed legislation after appointing such subcommittees and agencies instead of the various independent commissions. That is what, in my opinion, the Spellman Fund contemplated. Of course, its functioning rests in the discretion of the General Assembly. As to the State Planning Board, actual experience indicated that its early strength was to make it entirely independent of any state department. Its not too late for the legislature to correct it and place State Planning where it properly belongs. Whether there should be a board or simply a director is a

matter for consideration by the General Assembly.

ABOUT THE AUTHOR

Morton L. Wallerstein, of Wallerstein, Goode and Dobbins Law Firm, was the first permanent Executive Secretary in the Virginia Municipal League, having served from 1921 to 1941, and later served as the League's general counsel for seventeen years.

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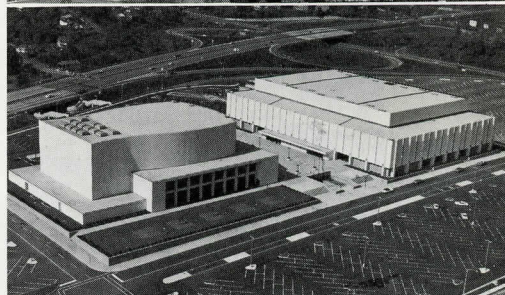
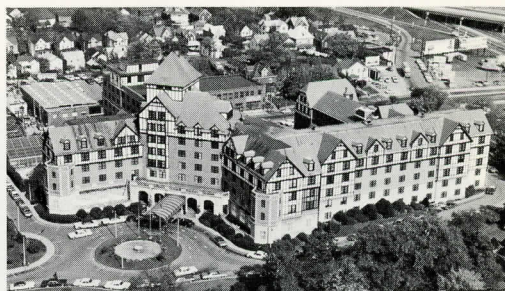
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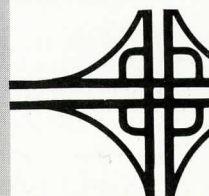
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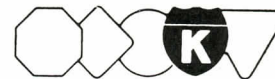
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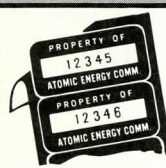
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