

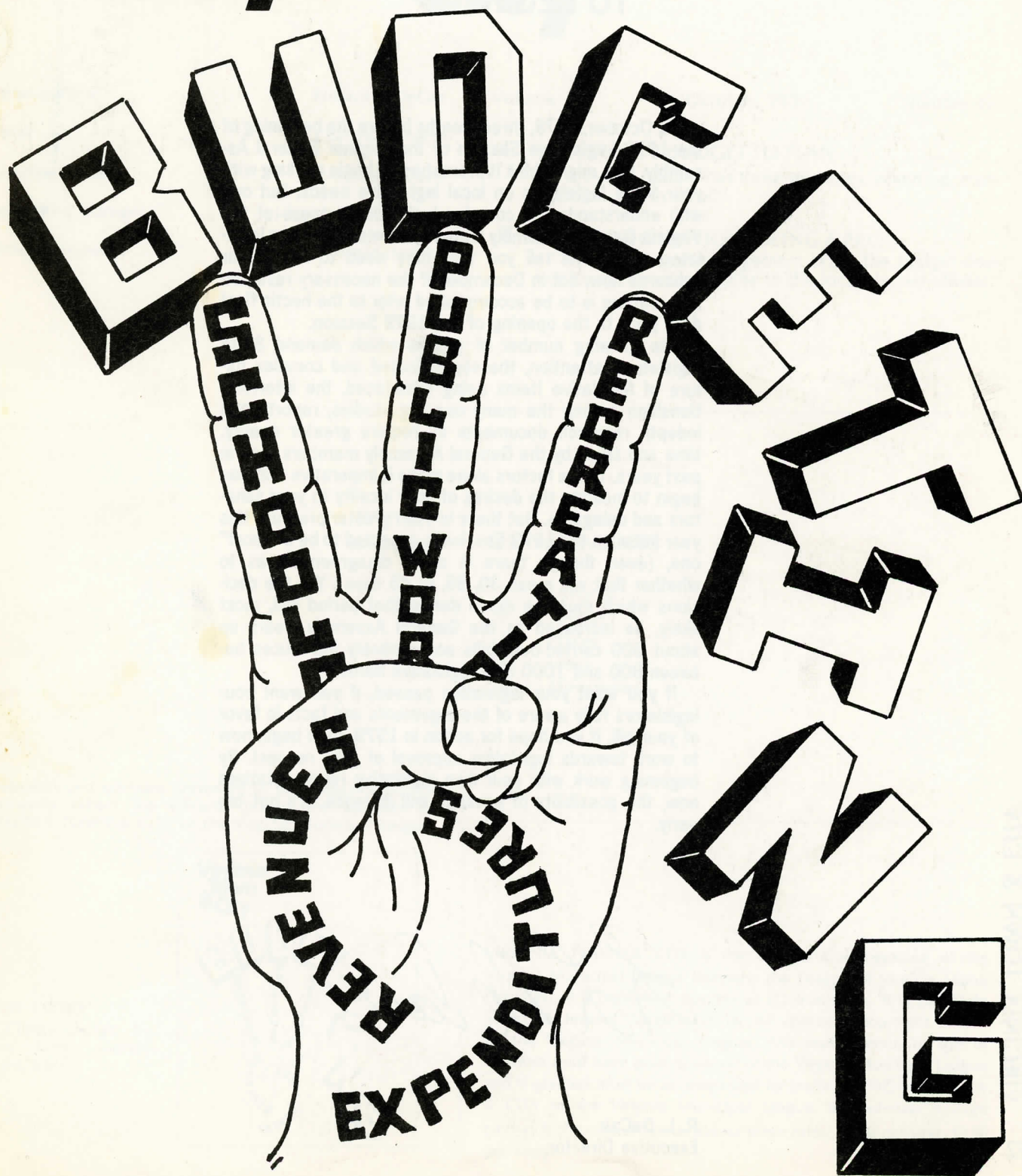
Virginia Town & City

VOLUME 13 • OCTOBER 1978 • NUMBER 10

ROANOKE

OCT 17 1978

PUBLIC LIBRARY



Editorial

IT'S NOT TOO EARLY TO BEGIN

It's October, 1978, three months before the beginning of the 1979 Legislative Session of the Virginia General Assembly. One might think it premature to begin working with your State legislators on local legislative needs. But one who understands the complex legislative process of the Virginia General Assembly knows otherwise. Ask your legislators. Most will tell you that they need to know your concerns now, not in December, if the necessary research and drafting is to be accomplished prior to the hectic final days prior to the opening of the 1979 Session.

The growing number of groups which demand State legislators' attention, the sophisticated and complex nature of legislative items being introduced, the interrelationships among the many ongoing studies, reports and indepth research documents all require greater energy, time and study by the General Assembly members than in past years. These factors alone make it imperative that you begin to indicate the desires of your locality to your senators and delegates. But there is even greater pressure this year because the 1979 Session is expected to be a "short" one, (even though there is some disagreement as to whether that will mean 30, 35, or 45 days). Yet the decisions which must be made during that period will, most likely, be increased as the General Assembly clears up about 600 carried-over bills and probably introduces between 800 and 1000 new legislative items.

If you want your legislation passed, if you want your legislators fully aware of the arguments and facts in favor of your bill, if you hope for action in 1979, then begin now to work towards legislative approval of your request. By beginning work with your own legislative representatives now, the possibility of passage will increase. It's not too early.



R. L. DeCair
Executive Director

3

USING YOUR BUDGET TO PLAN

By DR. RICHARD E. ZODY

Budget Functions

A public budget has three purposes: planning, management and control. As an agreed upon policy of resource allocations, the budget presents a *plan* of the intended activities of a municipality over a specified time period, usually the fiscal year. Equally important, the budget represents a *management* plan. It is a statement of resources to be allocated in the best of circumstances and how these resources are to be used in achieving specified goals and objectives. Finally, the budget enables the elected official to *control* operations through both initial allocation decisions as well as monitoring these throughout the fiscal year to insure financial and performance integrity, fiscal accountability and legal compliance.

There are a number of constraints which affect budget decisions. Perhaps 80-90 percent of municipal expenditures are not considered discretionary due to essential service needs such as public safety, previously incurred obligations of debt and pension payments and expenditures mandated by superior units of government. Political reality, or what is perceived as such, is another major constraint. Simply put, continuity of governmental efforts is an important consideration in resource allocations. A third major constraint is time. Regardless of whether it is a large or small municipality, with or without professional staff or fulltime elected officials, having weekly, bimonthly or monthly meetings, there never appears to be enough time to fully consider resource allocation issues. Lastly, the public budget is a *public* resource allocation. What may appear to an elected official as a resource decision soundly grounded in facts, may not appear to be so to the general public or particular interest groups. Moreover, it may be that municipalities which have a tradition of developing budgets with only superficial public involvement also may find considerable public resentment expressed at the municipality and its officials. These constraints may be eliminated or alleviated, however, if elected officials take the time to develop systematic goals and objectives for their community and periodically reassess these as well as earlier goals

and objectives. It may be common for a community to be engaged in an operation for which the original goal or objective has been met but continue in the same mode because "it's always been done." However, little, if anything, is gained under this procedure, and it is unjustifiable. The point is, that while these constraints do affect budget decisions, they should not serve as excuses for not asking questions or reassessing the direction of the municipality, for it is in the budget process that the greatest opportunities are provided for an elected official to change or create public policy.

Budget Process

The budget process may be viewed in four stages: preparation, review, execution and evaluation. Since Commonwealth law requires that the budget be presented to the governing body on or before April 1 (or 3 months prior to the beginning of the fiscal year), this date ends the preparation stage. Virginia law also is explicit in stating that the budget is for planning purposes only.

Whether or not a municipality has a professional manager, the initial preparation of the budget should begin in early fall with the development of a budget calendar which ends with the required *approval* date, which should be no later than the beginning of the fiscal year. At this time, too, the governing body should establish its ground rules and calendar for the budget itself. The rules will serve as *guidelines* for the actual preparation of the budget by staff or the governing body.

The policy oversight role is most important in this early stage of the budget process. In reviewing the municipality's financial picture an elected official should view, for example, reserves or contingency funds not as "hidden pots" but seek to ascertain whether or not these are justifiable and adequate. In addition, particular attention should be given to various revenue sources. Questions which should be raised about the identification of these sources involve stability, continuation and impact. When a councilmember is uncertain about some facet of the information presented, hard questions should be asked and additional information or clarification should be forthcoming. In municipalities with managers, questions should be addressed to the managers rather than particular department heads since the data and other information presented to the council represents the manager's proposed plan of municipal activities for the forthcoming year. Ordinarily, the manager prepares this with careful attention to its respective parts, the relationship of these to each other, and the document as a whole in terms of the council's guidelines. Thus, the manager is the person with the knowledge and responsibility for responding to questions about various parts, their relationships and the possible consequences in related operational areas. The professional staff should be used as vital resource persons in developing the budget but elected officials are ultimately responsible for the policies. As a result, tough, fair and probing questions should be the rule rather than the exception. Since it is in this stage of the process that the governing body can evaluate its professional staff and operations of the municipality.

ABOUT THE AUTHOR

Dr. Richard E. Zody is professor and chairman, Graduate Urban Affairs Program, VPI&SU, Blacksburg. This article is based on his remarks at the Virginia Municipal League's 1978 Institutes for Municipal Officials.

Types of Budgets

This evaluation may be assisted by using a different type of *operating budget*. There are basically four types of operating budgets: line-term or object of expenditure, performance, program and zero base. Each of these budgets has advantages and disadvantages and make different demands upon their users. The *line-item budget* is the oldest and most commonly used. It is easily understood and offers considerable leverage over inputs such as positions and funds. Virginia law requires the line-item budget for local governments unless they elect to follow municipal charter provisions. A municipality, however, may use a dual budgeting system—one budget to meet legal requirements and another for improving local planning, management and control. The line-item budget is not conducive, however, to achieving many of the public demands for responsive and responsible government because of its narrow focus on inputs and fiscal control. The *performance budget* was developed early in this century as a tool for improving municipal performance. This budget never enjoyed widespread usage due to difficulties encountered in measuring the many different types of public performance outputs. Although many of these difficulties have been overcome, the performance budget has been superseded by other, improved budgeting techniques, one of which is the *program budget* which has been through several modifications since its introduction in the 1960s. It is the only type of budget which ties together planning, management and control in a systematic annual and multi-year perspective, so that elected officials may better understand and improve their oversight of the complex relationships between inputs and outputs in both intra- and inter-program terms. The program budget is administratively oriented, and it is complex and expensive to develop, implement and maintain. At present, the *zero base budget (ZBB)* is receiving considerable attention due to its potential for controlling governmental costs. The zero base budget appears to give elected officials a better sense of policy management because it presents a clear picture of the relationships between different expenditure and service levels. The ZBB may be the most expensive and complex budget to develop, implement and maintain, and the few objectives studies which have been made of ZBB seem to indicate that it falls far short of its purported potential. It is important to note that *no one budget is best for all levels of government or for all units at one level*. Thus, statutory provisions which mandate a particular type of budget may serve as a barrier to improved policy management.

One other type of budget should be noted, the *capital budget*. The capital budget is a plan of resource allocations for major expenditures such as buildings, streets and roads or other items with a relatively long life. The common practice is to develop a capital budget for a five year period with annualized expenditure priorities. Both the budget and priorities are updated each year to reflect new conditions and accomplished goals. By "smoothing out" major expenditure needs on a priority basis over an extended period of time, the capital budget

helps the municipality avoid year to year fiscal distortions. In effect, the capital budget is an expenditure averaging device.

Budget Review

The review phase of the budget should begin by the April 1st date at the latest. It is recommended that this begin earlier, however, so that the budget may be approved prior to the mandated date. Virginia law requires the proposed budget be published and one or more public hearings held at least seven days prior to approval. In terms of the budget calendar, the governing body should strive to approve the budget about one month prior to the beginning of the fiscal year. This allows municipal personnel adequate time to begin the necessary task for implementing the new fiscal year's plan. From a policy perspective, the review stage enables both elected officials and citizens to assess the appropriateness of various proposed resource allocations in a constructive and significant manner. This will be the case, however, only if the participants ask tough questions about items such as relative needs and resource availability. Otherwise, the review stage may be simply an additional exercise. By reviewing and approving or disapproving proposed resource allocations, elected officials are exercising management control at its fundamental level. Once approved, the budget document provides the basis for appropriations which, under Virginia law, must be separate and the implementation of the plan.

The execution phase of the budget process formally begins with the new fiscal year. It is at this point that elected officials must begin to act on the basis of earlier policy decisions. In practice, the appropriations schedule also may serve as a proper time to assess the progress of the municipality in realizing its plan. For example, status reports may be required along with the appropriation requests. In addition, new programs or funding opportunities may need to be considered from both need standpoints as well as their potential effect on existing municipal activities. In essence, the elected official's role during the execution phase is the very important one of oversight. The role is significant because it is a necessary prelude to evaluating the effectiveness of operations during the next fiscal year's preparation stage.

The final phase of the budget process, evaluation, overlaps with the preparation phase of the next fiscal year. While this appears confusing, it is not, if one keeps in mind that the evaluation is of current and related previous fiscal years' efforts as a basis for preparing the next fiscal year's budget. At a minimum, this phase should involve a review of the most recently available audit and a preliminary audit of the current fiscal year. However, if a governing body has developed other criteria for ascertaining the effectiveness of municipal operations, then the evaluation stage may be one of substantial policy consequences. If municipal employees know they are going to be evaluated on the basis of prespecified effectiveness criteria, it is likely that their activities and program results will reflect these in a positive manner.

People

Maxwell Appointed

JOHN T. MAXWELL became Chesapeake's city manager September 5. His previous position was assistant city manager of St. Petersburg, Florida and he has served as assistant city manager of Lakewood, Colorado and Ames, Iowa. He holds a graduate degree from Iowa State University. Maxwell succeeds Durwood Curling who resigned to be director of Southeastern Public Services Authority.

Officials Resign

J. RANDOLPH LARRICK, solicitor, and **MICHAEL FOREMAN**, clerk of council, of Winchester resigned in June to take new positions. Larrick, who had been with the City for twenty-five years, is now commissioner of accounts for Frederick County. Foreman is now clerk of the Winchester Circuit Court.

Planner Appointed

C. BERNARD GILPIN succeeded W. Robin Worth as planning director for the City of Petersburg. A native of Richmond, Gilpin holds graduate degrees from Syracuse University and Howard University. Prior to his Petersburg appointment, Gilpin was an urban planning consultant and had also been a planner with the City of Richmond. Gilpin assumed his post July 1.

Frye Resigns

V. BART FRYE, JR., executive director of the Portsmouth Redevelopment and Housing Authority, resigned August 1 to go into private business. When Frye was appointed in 1971, he was the youngest housing agency director in the nation. Prior to his Portsmouth appointment, he was director of programs for the Norfolk Redevelopment and Housing Authority. Frye will retain his position as vice president and member of the board of governors of the Association of Housing and Redevelopment Officials.

Hodges Dies

S. MURRAY HODGES, retired assistant director of the Norfolk Department of Utilities, died July 8. Hodges was a lifemember and former chairman of the Virginia Section, American Water Works Association. In 1976, he received the distinguished service award from the Virginia Section,

AWWA, and in 1970, was named Utility Man of the Year. The Virginia Municipal League extends sincere sympathy to the family of S. Murray Hodges.

New Librarian

WILLIAM J. COLEMAN has been selected head librarian of the Fairfax County Public Central Library. Affiliated with the Fairfax County Public Library system since 1965, Coleman received the 1973 Onthank Award for his expansion of the Virginia Room collection and voter information. He also pioneered the library's first legislative information service.

Easton Appointed

DR. RICHARD E. EASTON was appointed as the first City physician for Virginia Beach. A resident of Virginia Beach, he is on the faculty of Eastern Virginia Medical School. As City physician he will administer an occupational health program as well as develop and administer a preventive medicine program for City employees.

Royer Appointed

J. PAUL ROYER, JR., director of planning for the State Department of Highways and Transportation, has been appointed assistant secretary of transportation. Royer will assist in liaison activities between the secretary's office and the State government transportation agency. A graduate of Virginia Military Institute and Georgia Tech, he has been affiliated with the former State Highway Department and served as director of planning and transportation for the City of Lynchburg. He is a past president of the Virginia Association of Traffic Engineers.

Manager Changes

Purcellville Town Manager **WAYNE G. "TED" REED** became Buena Vista's City Manager October 1. Reed has previously served as manager of Strasburg and was an assistant manager in Winchester. Herndon town manager **ROBERT S. NOE, JR.** resigned to become county administrator of Prince William County. **VINCE POLING** has been appointed manager of Strasburg. He had been affiliated with the Shenandoah County school system. Radford city manager, **DR. ARTHUR**

L. LANE, JR. resigned his post to become commissioner of the Virginia Employment Commission. Prior to his position in Radford, Lane has served as city manager of Hopewell and of Dublin, Georgia. He holds a doctorate degree in administration from Nova University.

Hawkins Appointed Chief

THOMAS M. HAWKINS, JR., personnel manager of Executive Development for the National Fire Academy, was appointed chief of the Arlington County Fire Department. Prior to his affiliation with the Fire Academy, Hawkins was an associate professor in fire science and has served continuously with several volunteer fire companies since 1960. He holds a bachelor's and a master's degree from George Washington University. Hawkins succeeds Robert F. Groshon who retired in July.

Robinson Elected

Vienna Mayor **CHARLES A. ROBINSON, JR.** has been elected a member of the Council of the American Bar Association's section on public utility law. Robinson is a practicing attorney and deputy general manager of the National Rural Electric Cooperative Association. As chairman of the town section of the Virginia Municipal League, Mayor Robinson serves on the VML Executive Committee.

Artemal Appointed

ENGIN ARTEMAL has been appointed planning director for the City of Alexandria. He had been acting planning director since September, 1977. Prior to his appointment, Artemal served as chief of the advanced planning division and as deputy director of the planning and community development department. He has been with the City since 1974.

Nicks Honored

The Honorable **GUS W. NICKS**, mayor of Vinton and first vice president of the Virginia Municipal League, was honored by the Southwest Virginia Health Systems Agency. He received a citation for service and leadership in promoting the advancement and quality of health services. The board of directors of the agency presented the award to Mayor Nicks on July 6.

Places

HERNDON—The Town has instituted a major park and recreation development program. Citizens passed a bond referendum authorizing expenditures of \$3.5 million for the development of a municipal golf course and two park areas consisting of tennis courts, ball fields, picnic areas and concession stands. The Town's second major recreational facility is the Herndon Community Center which will have meeting rooms and office space for the parks and recreation department, among other services. The recreation complex will open in 1979.

POQUOSON—City Council viewed the design for the proposed community center. The facility, to be located behind the municipal building, will be built in stages. The center will include swimming pools, meeting rooms, a gymnasium and an auditorium for use by the new high school.

NORFOLK—The City will purchase more than 14 acres of beach front where the existing Ocean View Amusement Park is located. The rest of the Amusement Park will be sold in the next few months. It is planned that the existing roller coaster and other facilities will be demolished to facilitate the development of a public beach.

ARLINGTON COUNTY—The County's environmental health division which is responsible for ensuring food service sanitation has received the 1978 Samuel J. Crumline Consumer Protection Award. The Award honors outstanding achievement by a local government agency in developing a sanitation program to protect consumers and restaurants. The Crumline Award is presented annually by the Single Service Institute.

VIRGINIA BEACH—The City's Mental Health and Mental Retardation Services Board's Comprehensive Mental Health Services Program has received a commendation from the National Institute of Mental Health. The commendation was for responsiveness in the program of emergency/crisis services. The program provides 24 hour mental health emergency coverage to residents and provides quick access to treatment for citizens in a mental health emergency.

PORTSMOUTH—The City received a \$3 million federal grant for construction of two 300-unit luxury apartment towers on the downtown waterfront. Robert C. Embry, Jr., Assistant Secretary to the U.S. Department of Housing and Urban Development, delivered the grant. The money is from the new federal program called the Urban Development Grant and Portsmouth is the first city in the nation to receive such funds. The grant money is intended for cities that can attract private investment funds to combine with federal money in financing city needs.

CHRISTIANSBURG—Town Council agreed to sponsor the request of the Christiansburg Community Center for \$24,000 from the Virginia Office of Human Resources to develop a cultural center. Activities at the Center would include performing and visual arts, a museum and a small library. Funded totally by the State, the program will seek to develop the Christiansburg Community Center as their cultural community facility with the assistance of volunteers from the nearby colleges, neighborhoods and private and public financial sources.

CHARLOTTESVILLE—City Council agreed to spend funds on a preliminary study on the feasibility of building a hotel-conference center. The funds have been requested by the Charlottesville Development Group, an advisory body to the Council for economic development. The money will be used to hire a consultant to determine whether it is economically possible to operate such a center and find sources to finance building of the complex.

ALEXANDRIA—An emergency shelter, which could help families or individuals who are temporarily in need of housing, is under consideration by the Council. The family center will provide food, shelter and short term counseling as well as a 24 hour referral to other City agencies. The Center would relieve the housing shortage that often faces City agencies when clients come in for assistance. If Council approves the shelter facility, there would be several sources of federal or State aid to pay for part of the program.

HAMPTON—A proposal to build a \$10 million residential development at Buckroe Beach was approved by Council. Council agreed unanimously to sell 11 acres to a Virginia Beach firm to develop townhouses and condominiums to be completed in three to five years. The proposal will serve as a catalyst for more development, possibly resort or commercial.

ROANOKE—Finance Director Joel Schlanger said he will study the need for guidelines for disability retirements for City workers and physical standards for hiring workers. The City presently requires a physical examination for hiring but it has not set standards for determining when a worker will not be hired. In another matter, City Manager Bern Ewert has told the Roanoke Library Board that the former federal building, recently purchased by the City, has possibilities of being a library.



CAPITAL

9002 MOUNTAIN ROAD
RICHMOND, VIRGINIA 23228

COMPLETE LINES OF EQUIPMENT FOR MUNICIPAL GOVERNMENTS

EQUIPMENT COMPANY, INC.

P. O. BOX 9609

PHONES: 804-262-7341

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

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

Budgeting Without Being A Pro

By DR. RICHARD E. ZODY

Introduction

Many small localities do not have the services of a professional manager and consequently, elected officials in these communities are faced with numerous responsibilities, tasks and requirements which may be new and increasingly complex. The most critical of these duties is budget related. For any unit of government, a budget represents planning, management and control. Its importance cannot be under-emphasized for it is the basic operating document of government, and particularly for small municipalities, serves as the guide for municipal operations during the fiscal year. Thus, the small municipality's budget is the elected official's lock on effectively serving the public interest, and the development of the budget is the key to that lock.

Elected officials may want to use some of the professional public management techniques such as the budget calendar, to facilitate accomplishment of the budget.

Developing the Budget Calendar

Councilmembers need to remember that State mandates affect the budget. These include:

- presenting the budget to the governing body on or before April 1, or 3 months prior to the beginning of the fiscal year;
- approving the budget no later than the beginning of the fiscal year;
- publishing a synopsis in a newspaper of general circulation prior to its adoption;
- scheduling one or more public hearings at least seven days prior to the approval of the budget.

The budget calendar may be similar to the example shown. This calendar should allow adequate time for budget development as well as handling other council business.

Developing Budget Committees

In many localities, the council has established the

practice of using committees to distribute the workload. While the ultimate responsibility and authority for the budget reside in the council, it may wish to further distribute the workload by involving interested citizens. A council may wish to establish a budget and finance committee, with two subcommittees—revenues and expenditures. The budget and finance committee is chartered with developing the budget document for presentation to the council, with the assistance of the clerk and other personnel as required, and the subcommittees are charged with developing the documentation required by the budget and finance committee. For example, the revenues subcommittee may need to contact regional agencies such as planning district units or state agencies to secure data on local and regional economic conditions, while the expenditures subcommittee may need to survey similarly sized communities to ascertain comparative remuneration levels.

Since the budget is a plan for realizing certain goals, it is important that the council clearly identify these intentions. These goals serve as benchmarks for developing the budget, justification for adopting it and provide the basis for developing the criteria which are needed to evaluate the effectiveness of the budget and its implementation. Budget goals should include both programmatic and fiscal items. The council also should attempt to develop one or more objectives for each goal. Once the budget calendar and goals have been established, then the various committees begin their efforts.

The budget and finance committee should identify the tasks of the subcommittees so that these bodies will have a clear idea as to what is expected of them and when it is due. Obviously, councilmembers, however, should keep in mind that their role is one of a committee member. In other words, once the budget calendar and goals are established, the participants in the process should adhere to the calendar and the goals. If, as may sometimes occur, information is developed which indicates that the goals are unrealistic or that the calendar may need to be adjusted, then the committee should convey this to the council for its consideration. The council should keep in mind that the calendar is its tool for assuring that a timely and legal budget is approved for the next fiscal year. Thus, the council should stick to its calendar and exclude extraneous matters which would interrupt the agreed-upon flow of events. While exceptions may arise, councilmembers and other participants are subject to Parkinson's Law which states that work expands to fill the time available to do it.

Summary

Although the budget calendar and the committee system facilitate the budget workload, these require that councilmembers spend extra time in non-council meetings as well as individual efforts. The calendar assures the flow of budget work in a reasonable manner resulting in a sound, final product; the committee system provides the organizational mechanism for realizing that product.

About The Author

Dr. Richard E. Zody is professor and chairman, Graduate Urban Affairs Program, VPI&SU, Blacksburg.

Sample Budget Calendar

When	What	Who
October X	Establish budget calendar	council
	Review current and projected financial condition of municipality	
November X	Establish goals	council
	Identify subcommittee tasks	budget and finance committee
December X	Assess local and regional economic conditions	revenue subcommittee
	Assess program changes	expenditures subcommittee
	Assess personnel relations	
	Assess Remuneration levels	
January X	Continue previous activities with preliminary reports to budget and finance committee on revenue and expenditure estimates	revenue and expenditure subcommittees
February X	Finalize revenue and expenditure estimates	revenue and expenditure subcommittees
	Begin preparation of budget document	budget and finance committee
March X	Finalize budget document	budget and finance committee
April 1	Present budget document to council	budget and finance committee
	Schedule public hearings	council
	Publish synopsis of budget	council
May X	Budget adjustments	council
June X	Adopt budget	council
July 1	Implement budget	council

DIGGS ELECTED

The Virginia Weights and Measures Association elected G. W. Diggs, III President during the Annual Conference, July 30-August 1, in Norfolk. President Diggs is a Weights and Measures Inspector for the Virginia Department of Agriculture and Commerce in Richmond. M. P. Gleason, Bureau of Weights and Measures, City of Richmond, was elected First Vice President; J. B. Haun, Inspector, Weights and Measures Section, Virginia Department of Agriculture and Commerce, Staunton, was elected Second Vice President; and Robert H. Britt, Jr., Sealer of Weights and Measures, City of Norfolk, was elected Third Vice President. J. F. Lyles, Supervisor, Weights and Measures Section, Virginia Department of Agriculture and Commerce, Richmond, Joseph F. Hortert, Inspector-Investigator, Office of Consumer Affairs, Newport News and Immediate Past President Joseph Zegan, Sealer of Weights and Measures, Virginia Beach, were elected to serve on the Executive Committee. The membership voted to appoint a committee to study the

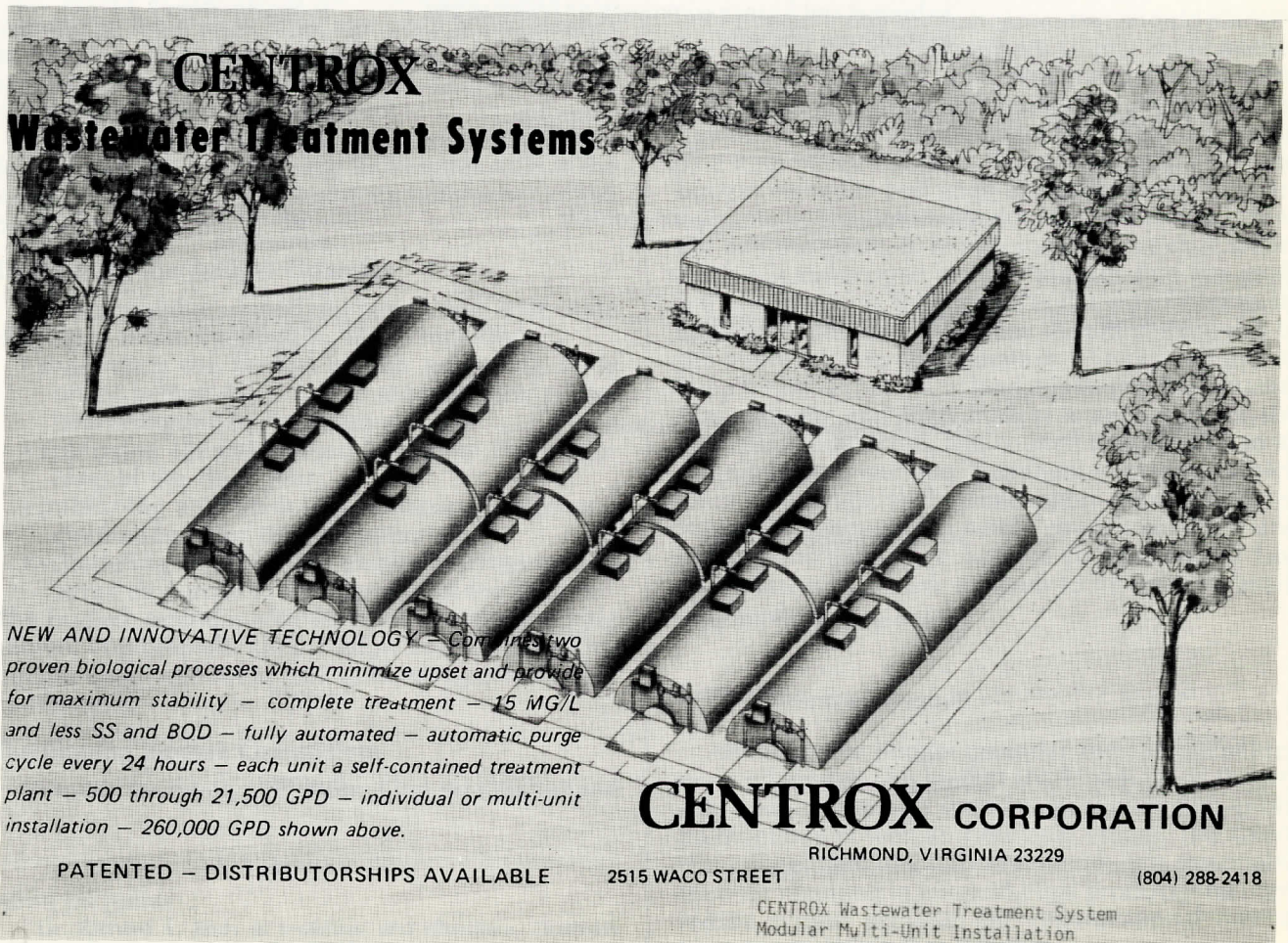
Constitution and By-laws. The Weights and Measures Association will meet in Fredericksburg in 1979.

FIRE CHIEFS MEET

The State Fire Chiefs Association of Virginia held its Annual Conference July 12-14, 1978, at Blacksburg. Portsmouth Fire Chief and President of the Association, Odell Benton, presided over the activities. Harold E. Dailey, Fire Chief, Winchester was elected 1978-79 President. Other officers include First Vice President Harry T. Gladding, Jr., Fire Chief, Tappahannock Volunteer Fire Department and Second Vice President Carl C. Holt, Fire Chief, Roanoke. The Executive Committee is comprised of the following: Virginia Beach Fire Chief Harry E. Diezel, York Volunteer Fire Department Fire Marshal W. J. Robertson, Charlottesville Fire Chief Julian Taliaferro, Christiansburg Fire Chief James W. Epperly, Lynchburg Fire Chief William A. Anderson and Portsmouth Fire Chief Odell Benton, immediate past president. Harrisonburg was selected as the site of the 1979 Annual Conference.

PEARSON ELECTED

The Virginia Association of Chiefs of Police elected Lt. Col. John S. Pearson President during the Association's Annual Conference on August 13-16 in Roanoke. President Pearson is Assistant Superintendent of the Department of State Police. The other officers are J. deKoven Bowen, Chief of Police, Charlottesville, First Vice President; Col. William W. Davis, Chief of Police, Virginia Beach, Second Vice President; and C. H. Benson, Chief of Police, Waynesboro, Third Vice President. The Executive Committee includes Col. Francis A. Gard, Sr., Chief of Police, Martinsville, H. B. Childress, Chief of Police, Pulaski; Col. Roland A. Lakoski, Chief of Police, Chesapeake; James A. Kirby, Chief of Police, Lexington; and Frank S. Duling, immediate past president, Chief of Police, Richmond. During the business session, the membership voted to accept the revision of the Constitution and also, chose Norfolk as their 1979 Conference site.



CENTROX
Wastewater Treatment Systems

NEW AND INNOVATIVE TECHNOLOGY — Combines two proven biological processes which minimize upset and provide for maximum stability — complete treatment — 15 MG/L and less SS and BOD — fully automated — automatic purge cycle every 24 hours — each unit a self-contained treatment plant — 500 through 21,500 GPD — individual or multi-unit installation — 260,000 GPD shown above.

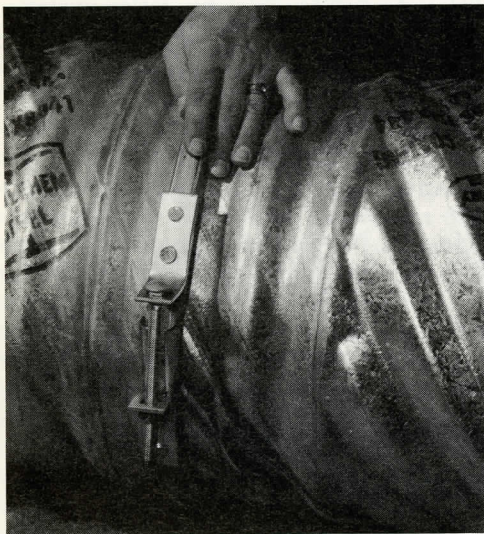
CENTROX CORPORATION
RICHMOND, VIRGINIA 23229
(804) 288-2418

PATENTED — DISTRIBUTORSHIPS AVAILABLE 2515 WACO STREET

CENTROX Wastewater Treatment System
Modular Multi-Unit Installation

LANE'S NEW CHANNEL CONNECTORS

New economy in connecting corrugated steel pipe



CHANNEL CONNECTOR



WING CHANNEL CONNECTOR

THE CHANNEL CONNECTOR is simply a rolled U-shaped channel section proportioned to positively engage the flanges on reformed ends of pipe sections. There's no need to align corrugations. The connectors are furnished in two halves for easy installation under adverse conditions. One bolt per connector half is required. The reduced area of contact means the connector halves pull up quickly and easily without binding. With the channel connector, you can be sure of structurally sound joints with no possibility of disjoints or backfill infiltration because of misaligned corrugations.

THE WING CHANNEL CONNECTOR is an extension of the channel connector to a full 12 in. width for use in extreme conditions or larger structures. The wing channel connector includes two full corrugations on either side of the channel to engage reformed annular corrugations on the ends of pipe sections, while the center channel section engages the integrally formed flanges. Tests show the wing channel connector to be superior to any of the presently furnished bands in tension, shear, and bending. Hydrostatic tests of up to 30 feet of head have been conducted on gasketed wing channel connectors with no indication of leakage.

LANE'S CHANNEL CONNECTOR SYSTEM is the most advanced concept for connecting corrugated steel pipe products. The system consists of reforming the ends of helical pipe to annular corrugations with flanged ends, making it possible to join any pipe section of similar or dissimilar corrugations. For full details, call our nearest sales office today.

Lane manufactures a complete line of corrugated steel pipe and pipe arch products . . . underdrain end sections, structural plate pipe, and fittings and accessories.

New York

Ballston Spa (518) 885-4385
Bath (607) 776-3366

Pennsylvania

Bedford (814) 623-1191
King of Prussia (215) 272-4531
Pulaski (412) 652-7747

Virginia

Bealeton (703) 439-3201
Dublin (703) 674-4645



Ideas

PLAINFIELD, NEW JERSEY (46,900), self-insures for workmen's compensation by contracting with a firm to administer the processing of claims and purchasing of reinsurance for large losses. The City maintains a cash pool to pay claims processed by the administrative agent on a monthly basis. The cost of the administration of the plan, reinsurance and payment of claims is below the cost of insurance coverage. In addition, the City gets a return on the investment of the appropriation to pay claims. (Contact: City Administrator, 515 Watchung Avenue, Plainfield, New Jersey 07061.)

PHOENIX, ARIZONA (667,846), has undertaken a program analysis review of the City's role in the collection of uncontained refuse. The pilot study includes identification of program objectives, analysis of community needs, evaluation criteria, cost data and im-

plications of program alternatives in satisfying program objectives. (Contact: Management Assistant, 251 West Washington Street, Phoenix, Arizona 85003)

NEW CASTLE, PENNSYLVANIA (38,500), uses automatic high-pressure sewer cleaners to reduce the size of crew needed and to increase the number of miles cleaned. (Contact: Business Administrator, 216 Fairfield Avenue, New Castle, Pennsylvania 16101.)

WICHITA FALLS, TEXAS (97,500), has developed a computerized street inventory system that lists street characteristics such as age, type of construction, usage and last date of maintenance for use in scheduling maintenance crews. (Contact: Public Works Director, City Hall, Wichita Falls, Texas 76307.)

Statement of Ownership, Management and Circulation

1. Date of Filing: September 1, 1978.
2. Title of Publication: Virginia Town & City.
3. Frequency of Publication: Monthly.
4. Location of known office of publication: 311 Ironfronts, 1011 East Main Street, Richmond, Virginia 23219.
5. Location of Headquarters or General Business Office of Publishers: 311 Ironfronts, 1011 East Main Street, Richmond, Virginia 23219.
6. Editor: Charlotte Kingery, 311 Ironfronts, 1011 East Main Street, Richmond, Virginia 23219.
7. Publisher: R. L. DeCair, 311 Ironfronts, 1011 East Main Street, Richmond, Virginia 23219.
8. Owners: Virginia Municipal League.
9. Average No. of copies each issue during preceding 12 months: Total no. copies printed: 5,401, Mail subscriptions: 4,559, Paid circulation: 4,559, Free distribution: 469, Total distribution: 4,991, Office Use, etc.: 373, Total: 5,401.
10. Single Issue nearest to filing date: Total No. copies printed: 5,265, Mail subscriptions: 4,522, Paid circulation: 4,522, Free distribution: 469, Total distribution: 4,991, Office use, etc.: 274, Total: 5,265.

I certify that the statements made by me are correct and complete.

Charlotte Kingery
Editor

SPECIFY **GRIFFIN®** **Ductile Iron Pipe** for water and sewer installations



PRESSURE PIPE AND FITTINGS



CAST IRON SOIL PIPE & FITTINGS
GRIFFIN PIPE PRODUCTS CO.

ONE OF THE **Amsted**
INDUSTRIES

BOX 740 • LYNCHBURG, VIRGINIA 24505 • 804-845-8021

Professional Directory

Russnow Kane & Associates, Inc.

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

CHEWNING—HOGGARD AND ASSOCIATES, INC.

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

HARLAND BARTHOLOMEW & ASSOCIATES

LANDSCAPE ARCHITECTURE PLANNING
COMMUNITY DEVELOPMENT CONSULTING
HB&A OF VIRGINIA
ENGINEERING
201 East Cary Street • Richmond, Va. 23219
Phone 804/649-8627



Betz-Converse-Murdoch Potomac Group, Inc.

Consulting Engineers, Planners and Architects

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

DEWBERRY, NEALON & DAVIS
Environmental and Public Works Engineering
Engineering Plans, Studies and Laboratory Services



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



HENNINGSON, DURHAM & RICHARDSON

ENGINEERS • ARCHITECTS • PLANNERS

6 Koger Executive Ctr.
Norfolk, Va. 23502
804-461-6351

5454 Wisconsin Ave.
Wash. D.C. 20015
301-657-1780



BALDWIN AND GREGG, LTD.

620 May Avenue • Norfolk, Va. • 23516
Birchwood Office Park • Va. Beach, Va. • 23452

Engineers
Planners
Surveyors

Austin Brockenbrough and Associates Consulting Engineers

Industrial Waste Treatment • Highways
Drainage • Water & Sewerage Systems • Surveying
Environmental Studies • Private Projects
114 East Cary Street • Richmond, Virginia 23219
Telephone: 804/644-9493



Gannett Fleming Cordry & Carpenter

Engineers and Planners

Norfolk, VA
804/461-0155

Falls Church, VA
703/534-8716

GREELEY AND HANSEN ENGINEERS

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

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



MALCOLM PIRNIE ENGINEERS, INC. CONSULTING ENVIRONMENTAL ENGINEERS

12368 Warwick Boulevard,
Newport News, VA 23606



RUSSELL & AXON Engineering and Planning Consultants

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

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

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

LANGLEY AND McDONALD ENGINEERS—PLANNERS—SURVEYORS

Highways, Railroads, Foundations, Waterfront
Facilities, Water Supply, Sewage
Disposal, Planning
Studies • Reports • Design • Consultation
P. O. Box 12047 • 484 Newtown Rd.
Norfolk, Virginia • Virginia Beach, Va.



HURT & PROFITT, INC.
Engineers — Planners — Surveyors
Sanitary Municipal Water
Soils & Foundations

1933 Fort Avenue

Lynchburg, Virginia 24505
Telephone (804) 847-7796

THE PITOMETER ASSOCIATES



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

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

R. STUART ROYER & ASSOCIATES CONSULTING ENGINEERS

WATER SUPPLY • REPORTS • SEWERAGE SYSTEMS
DESIGNS • SEWAGE DISPOSAL • APPRAISALS
P. O. Box 8687 • 1514 Willow Lawn Drive
Richmond, Virginia 23226 • Phone 282-7657



FREDERICK G. GRIFFIN, INC.
ENGINEERS & PLANNERS
Communications, 911 Studies,
Alarm Systems, Mobile Radio
Systems, Telephone, Cable
Television, Industrial
Engineering Monitor and
Telemetry Systems.
7212 Timberlake Road • Lynchburg, Va. 24502
804/237-2044



bodie, mills, taylor and puryear, inc.

CONSULTING ENGINEERS

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



BUCK, SEIFERT & JOST, INCORPORATED Consulting Engineers

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

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

1314 W. Main St. • Richmond, Va.
Telephone 353-6687

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

SOUTHERN ENGINEERING COMPANY OF VIRGINIA

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

YARGER AND ASSOCIATES, INC.*Over 500 Surveys*

Position Classification and Pay Plans
Management and Organizational Studies
Test Construction—Fire and Police Studies

2830 Mary Street, Falls Church, Va. 22042
703/560-6900

R.W. BECK AND ASSOCIATES*Engineers and Consultants*

- Utility Planning, Management and Design Services.
- Rate and Contract Evaluation.
- Technical and Financial Feasibility.
- Utility Property Appraisals.
- Load Management and Energy Conservation Analysis.
- Energy Source Evaluation, Fossil—Nuclear—Hydro
- Solid Waste—Solar.

40 Grove Street, Wellesley, Mass. 02181 (617) 237-4870
P.O. Box 464, Bedford, Va. 24523 (703) 586-1881

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

5721 Sellger Drive

Norfolk, Virginia

ROSSER H. PAYNE & ASSOCIATES
 planning & management consultants

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

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

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


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

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


BENGTSON, DeBELL & ELKIN, INC.
 CONSULTING ENGINEERS & SURVEYORS

STUDIES, PLANNING AND DESIGN FOR

COMMERCIAL, INDUSTRIAL AND

RESIDENTIAL PROPERTIES

703-631-9630
703-369-8700
703-430-9199

P. O. BOX 429
13924 BRADDOCK ROAD
CENTREVILLE, VIRGINIA 22020

WHITMAN, REQUARDT AND ASSOCIATES

Engineers-Consultants

COMPLETE ENGINEERING SERVICES

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

R. KENNETH WEEKS
ENGINEERS

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

2733 TIDEWATER DR. NORFOLK, VA. 23509

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

Engineers/Consultants

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


PURDUM and JESCHKE
 CONSULTING ENGINEERS
 AND LAND SURVEYORS

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

Development Water Sewerage Drainage Highways
Studies Reports Design Surveys Inspection

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

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

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

Sverdrup

1625 Eye Street
Washington, DC 20006
(202) 331-1440

8720 Georgia Avenue
Silver Spring, MD 20910
(301) 585-6001

800 North 12th Boulevard
St. Louis, MO 63101
(314) 436-7600

- Design
- Planning

- Construction Management

**Raymond, Parish, Pine & Plavnick**
 Planning & Community
 Development Consultants

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

**Talbot & Associates, Inc.**

100 Landmark Square
Virginia Beach, Va. 23452
Engineers • Planners
Architects • Surveyors

MUNICIPAL ENGINEERING, ARCHITECTURAL DESIGN
LAND DEVELOPMENT - PLANNING, ENGINEERING,
SURVEYING, CONSTRUCTION MANAGEMENT
URBAN PLANNING
FEASIBILITY STUDIES

CH₂M HILL
 engineers
 planners
 economists
 scientists

**Consultants to Municipalities
on Environmental Systems**

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

**Patton, Harris, Rust & Guy**

a professional corporation

Engineers • Surveyors • Planners

Complete professional services for municipalities and public agencies

Main Office
10523 Main St., Fairfax, Va. 22030 • (703) 273-8700
Valley Office
100 S. Main St., Bridgewater, Va. 22812 • (703) 828-2616

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

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

**SOWERS, RODES & WHITESCARVER**

CONSULTING ENGINEERS
POST OFFICE BOX 4038
ROANOKE, VIRGINIA 24015
(703) 344-5113

- Energy Audits
- Energy Savings
- Mechanical-Electrical
- Airport Lighting
- Emergency Power
- Communications

**McMANIS ASSOCIATES, INC.**

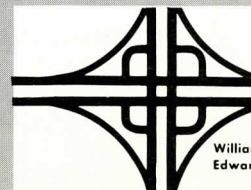
Washington, D.C.

Management Consultants to City and County Governments

Productivity Analysis • Fiscal and Management Systems

Community Development • CETA/Manpower Services • Economic Development

1201 Connecticut Avenue, N.W., Washington, D.C. (202) 296-1355



Virginia's Only

MUNICIPAL BOND

Specialists

HORNER, BARKSDALE & COMPANY

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

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

- Dealers and Underwriters
- Financial Advisors for Bond Issues

BOOZ • ALLEN & HAMILTON, INC.

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

FOR FURTHER INFORMATION CONTACT:

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

SAN FRANCISCO

CHICAGO

NEW YORK

WASHINGTON

RICHMOND, VA.
(804) 798-8313



EQUIPMENT COMPANY, INC.

ROANOKE, VA.
(703) 992-4650

MUNICIPAL ADVISORS INCORPORATED

FINANCIAL AND MANAGEMENT
CONSULTANTS TO MUNICIPALITIES

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

LAWRENCE B. WALES ROGER M. SCOTT
P.O. BOX 45 Virginia Beach, Va. 23458
804/422-1711



Korman Signs
INC.

HEADQUARTERS FOR TRAFFIC
PRODUCTS AND SIGNS

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



**Public Research and
Management, Inc.**

MANAGEMENT CONSULTANTS
ORDINANCE CODIFIERS

157 Luckie St., N.W. Suite 416
Atlanta, Georgia Wash. Bldg.
30303 Washington, D.C.

George Cunningham, Field Representative
"imagineered"

PLAYGROUND and PARK EQUIPMENT BY

GAME TIME, INC.

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

Directory

PUBLIC ADMINISTRATION SERVICE

... Providing management assistance and consultant services to local, regional, and state governments since 1933.

- Management Systems
- Police and Fire
- Personnel Administration
- Financial Management
- Courts
- Community Development
- Community Attitude Surveys
- Program Evaluations
- Labor Relations
- Productivity Analysis
- Public Works
- Employee Relations Surveys

1776 Massachusetts Avenue, N.W. • Washington, D.C. 20036 • (202) 833-2505

WASHINGTON • CHICAGO • LOS ANGELES






HELPFUL CATALOG
NEW FOR 1978-79 • 56 PAGES

Signs to meet OSHA/D.O.T.
Nameplates, Decals, Badges
Property Ident. Plates,
Tags & Labels • Free Samples

Free on Request

SETON NAME PLATE
2580 Blvd., New Haven, CT 06505 • (203) 772-2520



PREVENT TRAGEDIES

MARK No Swimming or No Skating areas
with life saving symbol signs.

TRI-SAFETY SYMBOL SIGNS
P.O. Box 45134 Baton Rouge, La. 70895

Don't Sing the St. Louis Blues...

Come to the 1978 Congress of Cities

It's more than just the annual business meeting of the National League of Cities.

It's a crash course in urban affairs—four days of intensive training on subjects ranging from clean air, and how to get it, to policy leadership, and how to use it; from “neighborhood power” to arts in the city; from the problems of police unions to the potentials of using the elderly as volunteer teachers.

It's people—government and urban leaders *and* 4,000 other local officials, sharing ideas and solutions to common problems.

Make your reservation soon. We'd hate to see the evenin' sun go down without you.

For information, call or write:
Conference Registration Center
National League of Cities
1620 Eye Street, NW
Washington, D.C. 20006

(202) 293-6812

Registration deadlines: \$150 if registration is postmarked before September 1; \$175 if postmarked before November 3; \$200 after November 3 (on-site registration only).



St. Louis • November 26 to 29 • 1978 Congress of Cities & Exposition



National

Miss Nancy Himes
Library Director
Municipal Building
Roanoke, Virginia 24011