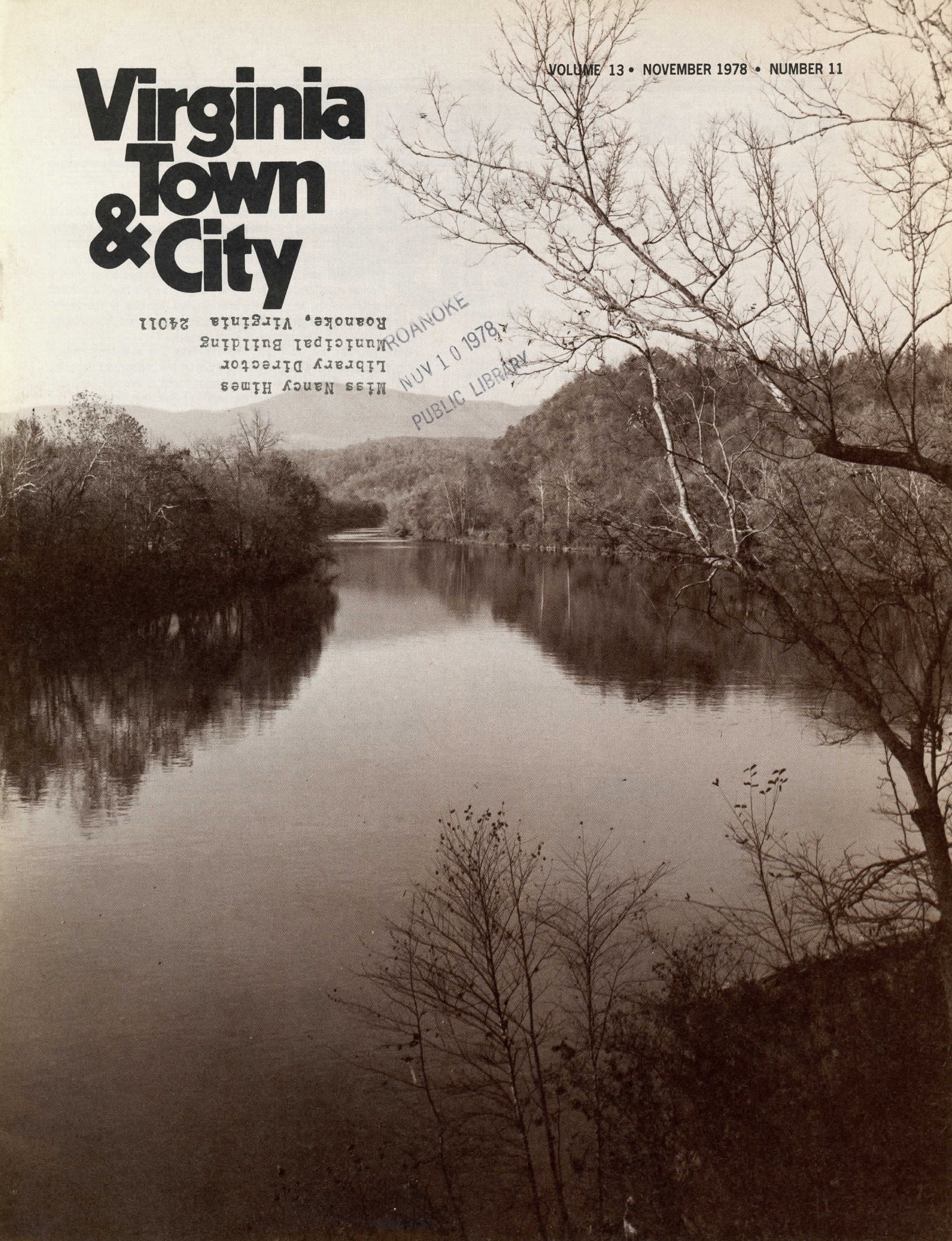


Virginia Town & City

VOLUME 13 • NOVEMBER 1978 • NUMBER 11

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Editorial

THE LEAGUE'S TASK FORCE

We cannot reverse overnight a decade of growing and insistent public opinion. In the next two years, it is likely that efforts similar to proposition 13 will be made in several states, and perhaps at the federal level as well. In any event, the squeeze on community finances is not confined to California, as the many votes in Congress in recent weeks to cut federal spending demonstrate. Our first task, therefore, must be to help municipalities structure the debate so that their citizens fully recognize and appreciate the trade-offs and choices they must make between their desire for more and better public services and the taxes needed to pay for them.

During my term of office I will appoint a task force to deal with both the short- and long-term challenges of proposition 13. This task force will be composed of large, medium, and small communities and representatives of state government, chaired by a person of recognized competence and understanding of issues affecting local government. The task force will have the following responsibilities:

First, in the short term it will

- Serve as a clearinghouse on pending tax and spending limitation proposals in other states and on the record of existing limitations in holding the line on taxes and spending;
- Work with the localities to develop realistic and constructive responses to tax and spending limit proposals, including setting forth reasonable alternative proposals; and
- Work with other public and private interest groups—the governor and state legislators, county officials, public employees and businessmen—to promote concerted and unified action against ill-conceived tax and spending limits.

Second, in the longer term, the task force will undertake a major study of and make recommendations on the financing of public services, including, particularly, the role of the property tax.

Such a study is long overdue. During the past two decades federal, state and local spending for public services has increased substantially, with little or no effort to sort out either the proper or desirable roles for each level of government or the most efficient and equitable method of financing those services. At the same time, federal and state governments, through mandated programs, have begun to place heavier burdens on local governments; and in many communities, because of substantial aid under various anti-recession programs, federal aid now accounts for 25, 30, and even 40 percent of all local revenues.

Both the facts and the trends are disturbing. This study can make a major contribution to a long-term resolution of the problem of financing public services. Which level of government ought to provide particular public services? How should they be paid for? And what immediate and long-term steps should be taken?

This task force should pay special attention to the future of the property tax, local government's principal source of revenue. The VML has long urged both property tax reform and the need for additional sources of revenues for local governments, such as sales and income taxes. This task force should be equipped to undertake a major effort in this area.

And, finally, it will begin the difficult process of convincing our citizens and representatives in the Congress and General Assembly that the programs and activities that we at VML ask them to finance are achieving their goals efficiently and effectively. Unfortunately, despite the sharp increase in funding for federal programs serving states and localities, there is widespread concern that many of these programs are not really accomplishing their goals and that even where they are, there is too much waste and mismanagement and unnecessary regulation.

I do not agree with that statement. Yet, neither can I maintain that all of our hundreds of programs are necessary; that all are achieving their objectives; and that there is no more than minimal waste, mismanagement and overregulation. What is unarguable now is that every program must be scrutinized to make certain that waste is eliminated, that services are delivered efficiently and with minimum delay, and that the programs achieve **not** some side benefits, but the specific objectives we set for them. Only if we do that on a continuing basis can we assure our citizen-taxpayers that their funds are being wisely spent.

Thomas Jefferson once wrote of reform: "The patch should be commensurate with the hole." The Jarvis-Gann Amendment does not meet that test. The VML can, however, if we recognize the legitimate concerns of all taxpayers, develop reasonable and realistic alternatives for the financing of needed public services, and scrutinize existing programs to assure their value and effectiveness.

As an elected official who has made the commitment in time, energy and spirit to serve as an officer of the VML, I am confident that the VML is a strong and viable force. It is the largest state organization that exists totally to maintain the representation of local government in Richmond—from Bristol to Arlington to Newport News to Accomac.

We cannot encourage fragmentation of our membership or of our lobbying stance; otherwise, we would jeopardize the clout we are able to deliver by rallying communities of all sizes and locations on common issues.

I submit that those of us committed to the concept of local government recognize the potential for danger in the current mood of tax revolt, taking the property tax as its first victim. I further believe that it is in times like these that we realize how much of a common interest we all have, and that now more than ever, we need a voice for Virginia's municipalities.

Jessie M. Rattley
Councilwoman, Newport News
President, Virginia Municipal League

Editor's Note: This editorial is an excerpt of the address given by VML President Jessie M. Rattley during the 73rd Annual Conference of the League on September 19, 1978.



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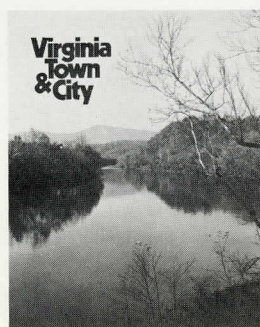
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ON THE COVER:

The James River in autumn, photograph courtesy of Virginia State Library.

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VML CONVENTION—1978

by Charlotte Kingery, Editor

"We arrived and developed clout because we got involved"

—John P. Rousakis

The topic of small cities was the thrust of Savannah Mayor John P. Rousakis in his address to delegates and guests during the 73rd Annual Conference of the Virginia Municipal League in Norfolk. Mayor Rousakis is an outstanding local official recognized nationally for his efforts. He is a former president of the Georgia Municipal Association and is currently First Vice President of the National League of Cities.

Approximately 1,200 municipal officials met in Norfolk on September 17-19 to develop a legislative program, meet with colleagues to discuss mutual problems and attend workshops that will assist them in their public service role. Newport News Councilwoman and VML President, Jessie M. Rattley, presided.



"KEEPING THE VML A VIBRANT ORGANIZATION"

In an attempt to maintain progress and keep the Virginia Municipal League a vibrant organization, the 73rd Annual Conference introduced new items. First, in keeping with the futuristic theme of **VML Vision: 2020**, a program on futures was offered on Sunday afternoon. Sessions included a program on aerospace technology, coordinated by the National Aeronautic and Space Administration (NASA), and the Bureau of the Census' headed a program on "Population Estimates for Federal Grant Programs." The second VML introduction was the Prayer Breakfast on Tuesday morning. R. L. Light, Jr., past president of the Virginia Municipal League and former mayor of Bristol, presided. The invocation was given by G. Conoly Phillips, Councilman, Norfolk, and the message was delivered by Pat Robertson, President, Christian Broadcasting Network. Both programs were well received by delegates and guests.

The Symposia on Sunday afternoon offered a variety of topics. Municipal liability insurance, still a complex issue to local government, was the subject of Bernard Hulcher's remarks. His presentation centered on the VML self-insurance group plan. Dr. John Knapp, Delegate Joseph Leafe, William Talbott and Charles K. Tribble were the panelists on revenue resources, uniform fiscal reporting and property tax reform. Richard Kinard spoke on flood insurance management.

The Professionals Breakfast series included programs for Attorneys, Finance Officers, Managers and Personnel Officers. Bristol City Manager Hugh G. Cooper, President of the Virginia Section, International City Management Association, presided at the Manager's Breakfast. O. Gene Dishner, Director, Office of Housing and Community Development spoke on "Have I got a Deal for You. . ." The Virginia Section is also an affiliate of the Virginia Municipal League.

President Jessie M. Rattley presented the 1978 Municipal Achievement Awards to Lexington, Henrico County, Arlington County, Hampton, Blacksburg and Norfolk. Local officials from each locality were present to accept the awards. Norfolk Mayor Vincent J. Thomas accepted the award for "Most Outstanding", given for the entry on Norfolk's "Officer Friendly Program." The "Most Outstanding" award is chosen from the six winning localities.

Concurrent sessions on Monday afternoon paralleled the seven policy committees of the League. The VML Community Development Policy Committee met jointly with the Virginia Association of Housing and Community Development Officials. Portsmouth's Mayor, Richard J. Davis, Presided over the program on "Leveraging: How to Stretch your CD Dollars." Roy Perez-Daple, an official with the Department of Health, Education and Welfare in Philadelphia, told the participants in the human resources tract about "Improving Communications in the Hu-



man Services Network." Dr. Clarence Holland, Councilman, Virginia Beach, presided over the human resources session. Herndon Mayor Thomas D. Rust chaired the effective government panel on "Annexation and State Aid to Localities." Also on Monday afternoon, was a program on public information by Edwin S. "Sam" Clay, III, Assistant to the City Manager for Public Information and Human Resources, Virginia Beach. Clay's topic was "Talk of the Town or How to Talk to the Town."

"LOCAL OFFICIALS MEET IN THREE SECTIONS"

Addressing the Town Section Workshop during the League Section Workshops, the Honorable C. Richard Cranwell, House of Delegates, Vinton, spoke to the officials about important legislative matters. Cranwell stressed the need for town officials to keep abreast of the various pieces of legislation. He offered the attendees a humorous but serious outlook on 1979 legislation. Vienna Mayor Charles A. Robinson, Jr. chaired the workshop.

Newport News Councilwoman Mary Sherwood Holt presided during the Urban Section Workshop where Margaret White, Area Director, Department of Housing and Urban Development, Richmond, spoke on the "National Urban Policy." Grantsmanship was the topic of the City Section Workshop chaired by Martinsville Councilman Francis T. West. Charles A. Christopherson, Director, State Department of Intergovernmental Affairs, Richmond, addressed the topic.

"NEW OFFICERS, NEW EXECUTIVE COMMITTEE"

During Business Session I, the officers and Executive Committee were elected. Newport News Councilwoman Jessie M. Rattley was officially elected Virginia Municipal League President. Mrs. Rattley had previously assumed the office on July 1, 1978, when



the former VML president was not reelected to Council. The new officers include First Vice President, Gus W. Nicks, Mayor, Vinton; Second Vice President, Roy H. Erickson, Mayor, Harrisonburg; Third Vice President, Harold S. Atkinson, City Manager, Franklin; and Fourth Vice President, Raymond F. Ratcliffe, Mayor, Pulaski. The Executive Committee is comprised of Richard A. Farrier, Councilman, Staunton; Francis T. West, Councilman, Martinsville; Richard J. Davis, Mayor, Portsmouth; and Ann H. Kilgore, Councilwoman, Hampton and past president. As chairmen of the League sections, the following also serve on the Executive Committee: Charles A. Robinson, Jr., Mayor, Vienna and Chairman of the Town Section; Mary Sherwood Holt, Councilwoman, Newport News and Chairman of the Urban Section; and Jane L. Hough, Councilwoman, Salem and Chairman of the City Section. Virginia Beach was the selection of the 1982 Virginia Municipal League Conference.

During Business Session II, the VML Policy Statements for 1979 were adopted. The following are some key amendments to the Policy Statements:

- The VML believes that the statewide urban eco-



NEW VML EXECUTIVE COMMITTEE—(back row, left to right)

Mary Sherwood Holt, Hon. Charles A. Robinson, Jr., Howard W. Dobbins, Ann K. Kilgore, Richard A. Farrier and Jane L. Hough. (Front row, left to right) Hon. Raymond Ratcliffe, Harold F. Atkinson, Hon. Gus W. Nicks, VML President Jessie M. Rattley, Hon. Roy H. Erickson and Francis T. West. Not pictured is the Hon. Richard J. Davis, Mayor, Portsmouth.



conomic development strategy should be consistent with the President's National Urban Policy;

- The VML endorses the concept of a State Department of Community Development;
- The VML recommends the expansion of programs, such as Section III of the Rural Development Act, to assist smaller communities that also have community development needs;
- The VML supports the proposed Constitutional amendment to provide property tax abatement for rehabilitated housing;
- The VML believes that current federal housing programs are inadequate; therefore, the federal government and localities are encouraged to tie their individual housing assistance programs more closely to their allocation of housing funds in subsidized housing;
- The VML recommends that State government form a partnership of local governments to create statewide urban economic development strategies;
- The VML opposes the placing of local government employees under the mandates of the Unemployment Compensation Act;
- The VML believes that when the federal government, State Health Department and State Water Control Board require local governments to upgrade public water and sewer facilities, superimposing such requirements over local policies or capability to provide such services, funds must accompany those requirements;
- The VML requests stronger financial support from State and federal sources and ask that effective use of Congressional funds be made for human resources programs;
- The VML recognizes that present funding for local jail facilities is totally inadequate; and
- The VML urges the General Assembly to fully fund State highway construction projects for cities and towns on a level commensurate with that of counties.

"FISCAL ISSUES ARE MAJOR FOCUS"

In regard to the 1979 Legislative Program, the League has decided to focus its major legislative efforts on General Assembly response to fiscal issues; specifically, those measures presently pending before the General Assembly which would begin to redress the fiscal inequities that localities face and compensate municipalities which are now or may be prohibited from annexation by future legislative action. The areas in which the League would like to move toward full funding of the fiscal equity programs are related to: street and highway maintenance and construction, law enforcement, education, welfare programs, mental health and mental retardation, public health, transportation and administration of justice. The League believes that citizens of some local jurisdictions should not be required to pay a relatively high tax burden for the same level of service that is paid by the citizens of other jurisdictions. In addition to the other measures, the League hopes that a compensatory fund be made available to those localities presently unable to annex, those which might be precluded from annexation by pending legislation and those localities which may wish to utilize funds from that source rather than annex in future years. The League cautions the General Assembly not to enact new legislation which prohibits any city from expanding its boundaries until alternate means for ensuring economic viability of all central cities has been developed and adequate funding provided.

The 1979 Staff Work Program includes such items as payment in lieu of taxes for federal property, that salaries of councilmembers and members of boards of supervisors be set by local ordinance rather than by a charter change of special law, that the State should appropriate the total amount of funding authorized by law to public libraries and recommends that the State provide enabling legislation for localities to impose, on a local option, an additional gasoline tax to be used to support transit systems, among other items.

Candidates or the Candidate's representative for United States Senate were also present during the Convention. Andrew B. Miller, Democratic candidate, spoke to delegates and guest and State Senator A. Joe Canada represented Republican hopeful John W. Warner. Delivering a witty commentary on bureaucrats and red tape, Dr. James H. Boren gave a humorous address "When in Doubt, Mumble" during the Annual Banquet. He has appeared and been enjoyed at other state municipal leagues and Virginia was no exception. Numerous local officials have indicated that this year's VML Conference was definitely a success. Workshops and sessions were well attended and the issues were timely and important for local government.

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EXECUTIVE DIRECTOR'S REPORT

R. L. DeCair,
Executive Director.

It gives me a great deal of pleasure to report to you some of the exciting and invigorating activities with which your League has been involved, and to offer a few observations on some key issues which the Virginia Municipal League will face this coming year.

A consolidated statement of our revenues for the League this year indicates that we collected approximately \$360,000 and paid expenses of approximately \$348,000. Those revenues included grants and special projects which provide funds for at least one of the League staff employees. It should be pointed out that the Virginia Municipal League has been operating for the last three years on a very tight, very conservative budget. In these times of high inflation and increasing demands for services of a new, much more technical and complex nature, we take pride in the fact that through the leadership of your Executive Committee the League operates on such a small budget. However, it is expected that over the next few years some decisions must be made to provide some limited increase in staff support to insure that these increased demands do not go unmet. It is our view that all present League activities must first be thoroughly reviewed before any such decisions are made and it is my understanding that the Executive Committee will undertake that task shortly after the Convention adjourns. We have also provided within those budgetary constraints an ever increasing range of traditional services. These include survey requests, legislative and research inquiries and training activities. On site visits to member communities have increased this year but such visits must be increased significantly over the next year. We have also increased our liaison with those State agencies having involvement with local government and are continuing to develop a firmer communication link between them and our constituent local government units. We have also been diligently monitoring the plethora of legislative study commissions which operate between each Session of the General Assembly. We believe this increasing rapport should assist you in dealing with State officials either through the League or in direct contact.

We have just concluded negotiations with VEPCO for the rate increase related to placing of the North Anna Nuclear Power Plant. An increased involvement with the APCO service area localities, working jointly with other groups to negotiate fair electricity rates for localities, along with VEPCO negotiations, has taken a considerable amount of time from your Director as well as your General

Counsel during the last year.

VIRGINIA TOWN & CITY magazine which for the last two years has been produced at a reduced page size, has increased from a sixteen page issue, marginally in the red, to a twenty-four page issue, marginally in the black. At last year's convention we initiated the League Letter which has been published in the middle of each month to give further information about items of importance to your local governments. This is an attempt on our part to keep you apprised of some key state and national developments.

While my written report does not enumerate every activity or category of activity that your League has been involved with this last year, it does give you some idea of the range of training and research activities which are being provided through your organization. We mention these activities because they are often the most forgotten activities of the League. When one thinks of the League, one most readily thinks of legislative activities and this is certainly an important phase of our activities. However, I would like to stress to you that the majority of the League staff devotes its energies to information, training, and research; not to legislative activities. We believe it is imperative that we strengthen our research capacity if we are to be effective in serving your needs. This is a conscious decision of your Executive Committee and staff because we believe information, training and research are important prerequisites to completely understanding the impact of legislative or administrative activities upon the roles of our member local governments.

Now, seemingly like the shepherd crying wolf, I must cite a number of concerns which continue to plague us as your representative staff. We continue to be concerned with insufficient participation by elected local officials in the legislative activities of the League as a major problem in our effectiveness in dealing with state and federal legislative and administrative agencies. While we have seen some improvement in commitment during the last year, we do not believe it is sufficient to generate the level of legislative awareness of your needs and concerns whereby we may be able to gain appropriate legislation to address the state/local fiscal imbalance or to insure that even further inroads are not made into local government powers. We have seen greater concerns being expressed by you at the local level in working with your local legislators and citizens to inform them about your local needs, and this is gratifying for we believe that the root of changing attitudes

about local government lies in the homework you do year round. But, we also need that transferred to state action.

The problem of equitable finances for local government has been a predominant issue and it continues to be a top concern for the coming year. In 1979, more than any year in the recent past, it is my prediction that it will become a key element of the so called "annexation package". Our hopes are high that through cooperative efforts of the various localities comprising the League, some package can be developed which will generate support sufficient from the General Assembly to fund programs which will ease considerably the intergovernmental tensions which have existed in recent years. Further, it is our hope that the programs which might be recognized by the General Assembly will recognize present fiscal inequities in State funding programs, speak to the resolution of annexation problems in major areas of the Commonwealth and move our local governments to greater interlocal cooperation.

However, legislative action in this regard cannot come if each locality considers itself an island unto itself, for it is my prediction that such attitudes will considerably hinder positive action. One of the most difficult problems of your VML staff is trying to serve as a representative of the mixture of localities which comprise our membership at the same time. One of the greatest benefits the League brings to the legislative process is its ability to speak for such a mixture through well thought out, carefully consolidated viewpoints and statements representing the consensus thinking of officials in the various localities. Our biggest failure is the inability of some to accept a consensus viewpoint as the most reasonably enactable possibility. We must continue to rise above narrow individualistic viewpoints, as you must in your deliberations as council or board members, in order to present programs that provide a broader basis for legislative support. With that understanding and with such commitment on your part, your League provides you with the opportunity to participate in a range of committees and other bodies to work through the various local viewpoints and come to consensus. We urge you to utilize that system in order that we might generate greater legislative assistance or fight against administrative edicts which either support or mitigate against your dealing effectively with local government problems.

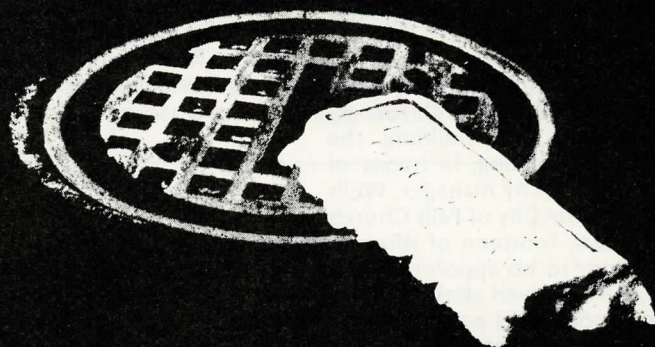
We have talked earlier about the need for better, more extensive education of local elected and appointed

officials and we have indicated that your League is providing a wide range of local training opportunities and in this day and age, you need to follow through on those training activities so that you may keep abreast of and understand the wider than local impact of the multitude of issues which now confront us in local government so that you can thoroughly involve yourself in critical reexaminations of everything that you are presently doing at the local level to insure that you have undertaken all possible measures to insure efficiency and economy. We are here to help you in those pursuits but we can do little or nothing if you do not commit yourselves to excellence, education and statesmanship.

Your Executive Committee, with a great deal of effort, has tried to provide you with a full range of topics at this Convention which we hope will assist you in better serving your constituents and better understanding local government problems. This Convention is not only valuable in the social benefits derived from socializing together, but even greater is the tremendous opportunity to speak with another jurisdiction about mutual problems and find that you are

not alone in many areas. This is indeed one of the few opportunities where local government officials can sit down and discuss without restraints timely topics of importance to the survival of our local system. We hope that you will take time to participate fully in every session and workshop you can. We ask you to honestly critique the Convention and tell us what you think will improve it next year. We urge you to take time to meet with us and our staff to bring to our attention any concerns you might have about League activities, League administration or League policies, and, most of all, we hope you go home enthused with a new spirit of inventiveness and incentive which will help you in dealing with local government problems in this time of tight dollars and enormous pressures. I commend you for taking on the often thankless task of being a local official. The newspapers are filled with vitriolic remarks indicating citizen disillusionment with government in general. The last bastion of citizen access—where they really feel they can make an impact—is local government. You may be recipients of that invective. We want to make your task in responding as easy as possible.

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People

Newport News Appoints

The City Newport News appointed **JOHN DARLING** to the position of administrator of planning in the City's Department of Development. He holds a bachelor's degree in urban studies from the University of Minnesota. Darling has been a planning consultant with several firms, president of his own consulting firm and the director of planning for Midwest Planning and Research, Inc. The City also appointed **BRADFORD HAMMER** as administrator of budget and evaluation. Prior to his appointment, Hammer was the executive director of the Colonial Mental Health and Mental Retardation Services with the Office Management and Budget, Fairfax County and the Office of Federal State Relations, State of West Virginia. Hammer holds a bachelor's and a master's degree from the University of West Virginia.

Police Chief Selected

Vienna Chief of Police **VERNON L. JONES** has been selected by Governor John N. Dalton to serve on the Consolidated Laboratory Services Advisory Board. Major Jones will represent the Virginia Association of Chiefs of Police. The Virginia Division of Consolidated Laboratory Services provides testing services in four areas and also trains law enforcement personnel in advanced investigative techniques.

City Hall Named

The Council of Falls Church has renamed the city hall building the Harry E. Wells Building, in honor of **HARRY E. WELLS**, city manager. Wells has been with the City of Falls Church for thirty years, fourteen of those as manager. Prior to his appointment as manager, he had been clerk of council, clerk of court and worked in the purchasing department.

Blacksburg Appoints

Blacksburg Town Council appointed its first full-time town attorney, **W. THOMAS HUDSON**. Hudson is a graduate of the Virginia Military Institute and received his law degree from the T. C. Williams School of Law, University of Richmond. Prior to his appointment as town attorney, Hudson served as director of appeals for the

Virginia Employment Commission and as assistant attorney general representing the Commission. Hudson's post was effective September 5.

Baran New Assessor

The City of Petersburg appointed **EDWARD S. BARAN** as city assessor. Baran is a graduate of the University of Minnesota and the William Mitchell College of Law. A native of Minneapolis, Baran was previously assistant assessor of that city and has headed the assessment program for the District of Columbia.

Hamer Acting Manager

NORMAN F. HAMER, JR., Herndon's director of planning, was named acting town manager. Hamer has been a Herndon town employee since 1974 and replaces former manager Robert S. Noe, Jr. until a permanent replacement assumes the position. Noe resigned August 1 to become county executive of Prince William County. While Hamer serves as acting manager, planner Blaise Barnes will act as director of planning.

Chief Retires

Fredericksburg's Chief of Police **ROBERT W. COBLE** retired September 1. A native of Toledo, Ohio, Coble joined the Marine Corps in 1940 and served until he retired from the Marine Corps Reserve as a major in 1973. He then was a member of the State Police

and a correctional officer at Lorton Reformatory. Coble has been the City's Chief of Police since March, 1959.

Pigman to Head New Division

EDWARD W. PIGMAN, JR., an Illinois urban transit official, was named to head a newly created public transportation division in the Virginia Department of Highways and Transportation. Pigman will be responsible for formulating and implementing plans and programs for development, improvement and coordination of public transportation facilities and services in Virginia. Since 1976, Pigman has been chief of the Bureau of Technical Studies in the Division of Public Transportation of the Illinois Department of Transportation. He holds a bachelor's and a master's degree from the University of Georgia and a doctorate degree from the University of Illinois.

New City Engineer

ARTHUR R. DANIEL, JR., a registered engineer, was appointed Danville's new city engineer. A graduate of Virginia Polytechnic Institute and State University, Daniel has served as engineering director for the City of Boca Raton and director of traffic engineering for Louisville and Jefferson County, Kentucky. He also has been affiliated with the North Carolina Highway Commission.

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Legal Guidelines

ARE YOUR REZONING DECISIONS "FAIRLY DEBATABLE?"

By Howard W. Dobbins, General Counsel

The opinion (by Justice Harrison) in the recently decided case of *Town of Vienna v. Kohler*, 244 S.E. 2d 542 (decided June 9, 1978) demonstrates some of the very real difficulties which are presented to governing bodies on rezoning matters.

The general rules of zoning law are reasonably well settled and for the most part are well known by governing bodies. The application of those legal principles to the facts and circumstances of a given case, however, often presents some of the most difficult decisions which councilmen and supervisors are called upon to make.

Thus, while a council or board may be well aware that a zoning decision must not be arbitrary, capricious or unreasonable, it frequently finds, on the facts before it, that there is a very thin demarcation between what is reasonable and what is not. A council or board normally has no difficulty with the legal proposition that one who seeks rezoning has the burden of proving the need thereof and that the decision of the governing body will be upheld (in Virginia) if the issue is "fairly debatable". The extent of the proof necessary to carry the burden of "need" for rezoning on the part of an applicant and the volume of evidence sufficient to make the issue "fairly debatable" both oftentimes require the 20-20 hindsight that few persons possess (other than judges who are blessed with that perspective).

Kohler demonstrates the dilemma with which a council can be confronted on a rezoning request which, like so many rezoning applications, is hotly opposed by applicants and objecting adjacent landowners. *Kohler* also serves as an admonition to governing bodies to avoid being influenced by highly vocal citizen opposition and illustrates the care which a governing body must exercise in drawing lines between different zoning districts.

Kohler arose on a familiar set of facts—the applicants, owning a parcel of 12.17 acres in an RS-16 zone which permitted single-family detached resi-

dential 16,000 square foot lots divided the tract into three parcels and applied for rezoning for parcels 1 and 3 to RTH District permitting townhouse clusters and to RS-10 for parcel 2 permitting 10,000 square foot residential lots. The council denied the application and rezoned the entire tract to RS-12.5 category permitting single-family detached residential 12,500 square foot lots. Not surprisingly, this action failed to delight the applicants and so they proceeded to the circuit court on a motion for declaratory judgment to reverse council's decision. The applicants carried the day in the circuit court which decreed that, based on the evidence presented, council's action was arbitrary, capricious and unreasonable or, in other words, the council failed to produce enough evidence to make the matter "fairly debatable". Council thereupon appealed to the Virginia Supreme Court which agreed with the trial court and affirmed its decision.

In the opinion, the court states that the principal reason assigned by the council for its failure to rezone parcel 3 was that Church Street, on which the parcel abutted, was determined to be the appropriate dividing line between a single-family detached zone and a cluster townhouse zone and this division was thought necessary to prevent commercial and townhouse encroachment into the residential area north of the subject tract. Unfortunately, the witnesses who testified for the landowners in the circuit court stated that a street line was not necessarily the most appropriate demarcation between zones. Even the expert witness for the council testified that both street lines and property lines were frequently used to differentiate between zones. On this evidence, the trial court found, and the Supreme Court agreed, that there was no rational basis why the dividing line should be Church Street and not moved to the property line of the subject parcel (and thereby place the parcel in a different district) and therefore it was an "arbitrary" decision. Moreover, other evidence indicated that adequate public utilities were available for townhouse clusters in the location and that on the same night that this application was denied, council approved a rezoning for townhouses on an adjoining tract of land. Furthermore, council's expert witness "could give the court no good reason for why

the tract should be zoned as single-family detached as opposed to townhouses". The lesson to be learned by governing bodies by this evidence and decision is that there should be good underlying reasons to support the location of a dividing line. Unfortunately, it is not always easy to develop clear and cogent reasons for the location of lines and in some instances, it is impossible. Moreover, a district line must be drawn somewhere and council must exercise some discretion in making the decision—otherwise the business of council would never be accomplished and the courts would always have to draw the lines. The writer fears that in the sterile atmosphere of a court, the basic necessity for legislative discretionary, and sometimes arbitrary, decisions by a governing body is often overlooked or minimized.

Testimony presented by the applicants in *Kohler* indicated that they could develop parcel 3 to greater advantage and more profitably for townhouses than for single-family detached residences. But it was not disputed that the property could also be developed profitably for single-family detached residences. The Virginia Supreme Court in previous decisions has held that one purpose of zoning ordinances is to "encourage economic development activities that provide desirable employment and enlarge the tax bases". Moreover, §15.1-490 expressly provides that in drawing up a zoning ordinance and fixing zoning districts "conservation of properties and their values and the encouragement of the most appropriate use of land" is to be considered. The opinion in *Kohler* seems to go further than the Virginia Court has previously gone, retreating somewhat from the strict "highest and best use" principle which has been applied as a standard in rezoning matters.

Justice Harrison, in the *Kohler* opinion, stated that "the only difference between a single-family detached residence and a townhouse is that townhouses are constructed in clusters and are not attached", but both are single-family residences. It may be that the entire opinion swung on this finding. If so, we would disagree with the result since governing bodies are charged by statute with the responsibility of dividing land into appro-

(Continued page 20)

WATER IN THE 21ST CENTURY

By Soula Cushing

Most of us don't think much about water; it's simply there whenever we turn on the faucet. But for local governments responsible for assuring a continuous, reliable supply of pure water for their residents, the problem can be both technically and politically difficult. Even when water is ample, new water systems are technically complex and enormously expensive. As demand increases and competition for water becomes keener, assuring an adequate supply usually requires the cooperation of a myriad of federal and state agencies, other local jurisdictions, regional bodies, advisory groups and local developers.

Despite difficulties, there are some success stories, as the City of Falls Church. This City of 10,000 residents in Northern Virginia owns and operates a water system that supplies 100,000 people in the City and surrounding areas, is valued at five times its cost and annually returns money to the City's general fund. Presently, Falls Church is planning and building an expanded water system to meet the area's needs in the 21st century.

"WATER IS AN IMPORTANT SERVICE"

This far-reaching accomplishment did not crystallize overnight. Water became an important City service when the City incorporated in 1948. That year, many large real estate developments underway in areas beyond the City's corporate limits were stalled for lack of water. The builders turned to Falls Church for help and the City, in turn, looked to the U.S. Army Corps of Engineers' Washington Aqueduct System as the future source of adequate filtered water. After Congress passed legislation enabling Falls Church to tap this system, residents approved a \$1 million bond issue in 1948 to extend the water system. Water was flowing through a new pipeline from the Dalecarlia Reservoir by August 1949 just as the City's two tanks were hitting bottom in a long drought. At the time, Falls Church had less than 7,000 people.

Subsequent bond issues coupled with pay-as-you-go improvement provided the funds to build the water system as it exists today to serve more than 100,000 people. The \$5.16 million in bond issues in the past has created a system now valued at more than \$25 million. The replacement cost of the water

system (the amount it would cost to rebuild it today) is more than \$50 million.

Neither taxes nor water rates were increased to repay the bonds. The water system is a self-supporting entity which, from its own budget, repays money borrowed for construction and improvements, and sustains its own operating cost in addition to contributing to the general revenue.

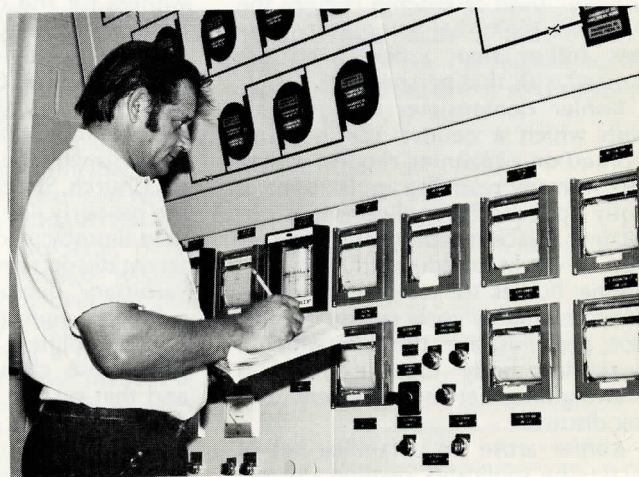
In spite of the growth, improvement and successful operation of the water system, the water service area continued to grow in population, density and demand. As a result, the City contracted with a firm to study the water system and to plan for its future.

"THE CITY HAS ITS EYE ON THE 21ST CENTURY"

Because the City has its eye on the 21st century, it has begun a series of improvements to carry the water system through the year 2000. Phase I of the improvement series has now been completed, Phases II and III are planned to begin in 1980 and 1985, respectively.

The City recently completed the most important project in the Phase I series, a new booster pumping station near Chain Bridge Road, now in operation. One of the largest on the East Coast, the station increases the capacity of the Falls Church Water System by 50 percent. Before constructing the new pumping station, pressure losses over the 12,000 feet of transmission line were becoming increasingly significant as flow rates increased but now Falls Church can assure an adequate supply of water to an area that covers about 33 square miles. In addition, the system provides water to the Fairfax County Water Authority, the Town of Vienna and during a time of crisis, a limited amount to Arlington County and the City of Fairfax. Conversely, if the City's system has a major problem it is able, through its interconnections, to receive a limited amount of water from the Fairfax County Water Authority and Arlington County.

The Falls Church Water System now has six pumping stations. The new station acts as the control cen-



Superintendent of Pumping Anthony Bickrest records the hourly tank and flow readings at the Control Center.

ABOUT THE AUTHOR

Soula Cushing is Public Information Officer, Falls Church.

ter for the five satellite stations. Although each station can be operated automatically or manually, the entire water system can be operated through the control center during an emergency.

Information from the various stations is reported to the Chain Bridge Pumping Station by telemetering units via a tone system. A pump station operator is on duty 24 hours in the control center. The operator can manipulate the equipment in the control center to the manual mode when warranted. For example, if a water storage tank should overflow, the operator will be alerted through the system. Information provided will alert the operator that specific action must be taken and to allow him to cope with any malfunction in the system through electronic controls. The operator also checks the gauges on the control panel to see which pumps are running and what the water levels are in each tank.

The ample supply of water which the present system produces has been critical to the successful development of Falls Church and its surrounding areas.

The availability of water from the Falls Church Water System enabled the development of many housing divisions. It is conceivable that, without the present system, surrounding areas may still be drawing from wells.

Despite the success of the present system, water is still very much on the minds of Falls Church public officials as the new pumping station and master plan indicate. The City is developing a water system to serve 200,000 people, which will double its present capacity, by the year 2000. Mayor Harold L. Miller and the City Council are actively working to improve and expand the present system.

If the present pattern of success continues, Falls Church and its neighbors will continue to have an ample supply of water, free of the prospects of parched lawns or dry faucets which trouble other jurisdictions. Although construction of the expanded system began only recently, the future looks bright.

Marketplace

CITY MANAGER

Fredericksburg, Virginia. Salary negotiable with \$25,900 minimum and fringe benefits. Graduate of accredited college with major work in public administration or closely related field. Degree in civil engineering helpful. Submit resume and salary requirements by November 30 to Mayor Lawrence A. Davis, P.O. Box 239, Fredericksburg 22401.

DIRECTOR OF PUBLIC WORKS

Suffolk, Virginia. Responsible for direction of public works department that includes full range of municipal services. Requires degree in civil engineering and extensive public works experience. Salary range \$19,608-\$26,404. Position available December 15, 1978. Send resume to Robert E. Taylor, P.O. Box 1858, Suffolk 23434.

CITY PLANNER

Danville, Virginia. Minimum of five years experience with three years in responsible job is required. Experience desired in zoning, subdivisions, historical preservation, urban design, etc. Bachelor or masters degree in urban planning is required. Salary \$17,052-\$23,988. Submit resume and salary history to A. R. Daniel, Jr., Director of Engineering, Planning and Inspections, P.O. Box 3300, Danville 24541.

CIVIL ENGINEER

Danville, Virginia. Salary \$18,000-\$24,000. B.S.C.E., registered in Virginia or eligible for registration within one year of appointment, 5 years experience, with 3 years in responsible charge. Supervisory position, responsible for scheduling work, training and instructing employees. Contact A. R. Daniel, Jr., Director of Engi-

neering and Planning, P.O. Box 3300, Danville, Virginia 24541.

POLICE CHIEF

Raleigh, North Carolina, (Capitol City), population 156,000. Responsible for 351 employee department with operating budget of \$6.3 million. Present chief retiring. Position requires extensive experience in law enforcement or Public Administration. Salary range \$29,236-35,536 with excellent fringe benefits. Council-Manager form of Government with selection and appointment by City Manager. Send resume to: Personnel Director, City of Raleigh, P.O. Box 590, Raleigh, N.C. 27602. The closing date for resumes is November 15, 1978.

ASSISTANT COUNTY ADMINISTRATOR

York County, Virginia. \$20,384-\$26,666 with excellent benefits. Salary commensurate with experience, qualifications. Position available November 15, 1978 in suburban-rural county of 32,000 located on peninsula between York and James Rivers in historic colonial Virginia. Responsible for administration, coordination and direction of major programs, special projects, staff responsibilities. Assists the County Administrator in development of \$30 million County budget, organization of programs, coordination of services and implementation of policies. Major staff responsibilities include administration of personnel system for 200 employees, training and labor relations, policy development, public information, budget review, preparation and liaison for legislative programs. Position requires graduate degree in public administration or related field. Must have extensive progressively responsible experience in county or municipal government; exten-

sive knowledge of organization, legal status and functions of county government, principles, practices and current trends in public administration; ability to direct and coordinate complex management activities; excellent writing skills. Must be perceptive, positive, innovative, tactful. Ability to analyze problems, recommend actions for their solution essential. Apply with resume by November 15, 1978 to R. E. Bain, County Administrator, P.O. Box 532, Yorktown, Virginia 23609.

TRAFFIC ENGINEER

Chesapeake, Virginia. Seeks individual with over five years professional traffic engineering experience, B.S. Degree in Engineering, and P.E. registration preferred. Salary, \$21,360-\$29,280. Will be responsible for administration of traffic engineering program within the Public Works Department for growing city of 353 square miles and population of 105,000. Excellent benefits. Send resume and salary requirements to Director of Personnel, City of Chesapeake, Post Office Box 15225, Chesapeake, Virginia 23320.

Commentary

The Shift in Sales Tax Revenues

By Bernard J. Caton,
Institute of Government,
University of Virginia

We are told that two things are certain in life—death and taxes. Death, however, visits us but once; taxes, on the other hand, haunt us constantly. One levy in particular is paid almost daily: the sales tax. Whenever we buy a coat, stop for a loaf of bread on the way home from work, or just order a hamburger for lunch, we pay a four percent sales tax.

This particular form of taxation is a relatively recent one, especially in Virginia, where it was introduced only twelve years ago. Proponents of the tax argued that new money was urgently needed to improve educational programs throughout the state. The General Assembly included in the tax legislation a provision allowing localities to add on a one percent levy for their own use. Within two to three years, every city and county in the state had decided to take advantage of this one percent levy for its own use, and since then localities have come to rely on the sales tax as one of their major revenue sources.

While many taxes, such as those on personal property and on utility consumption, are paid almost entirely by the residents of a locality, this is not necessarily true of the sales tax. The one percent portion of this levy remains in the jurisdiction in which it was collected, so that non-residents often bear a share of this burden. Thus, the introduction of the sales tax had the immediate effect of increasing the importation or exportation of tax dollars from one political subdivision to another; it did so especially in those less urbanized areas where a small or medium sized city had within it the lion's share of commercial enterprises while the surrounding county or counties lacked a substantial commercial base.

The flow of tax revenue from one locality to another often shifts, however, and this has happened even during the short period in which sales have been taxed statewide. Cities have always received more of this money than have counties, but their

relative share has shown a slow but steady decrease. During the seven year period from 1970 to 1977, the cities' share of total revenue realized from this source shrank from fifty-five to fifty-one percent. That this is not just a matter of population shifting is indicated by data on per capita sales tax yields. During the 1970 fiscal year, the one percent local levy yielded a statewide average of \$15.61 per capita. When cities and counties are examined separately, however, we see a significant gap between the average for these two groups. Cities received \$21.29 per capita, or thirty-six percent more than the statewide average. The corresponding figure for counties was \$11.75, or twenty-five percent less than the statewide average.

By 1977, though a gap still remained between per capita sales tax revenue received by cities and counties, it had narrowed considerably. Specifically, in fiscal year 1977, the city share was \$36.59, or only twenty-seven percent higher than the statewide average of \$28.72 per capita, while the county share was \$23.53, or eighteen percent lower. More importantly, when adjustments are made to account for inflation, counties have actually made larger real dollar gains than cities. At the end of this seven-year period, the amount per capita received by cities in deflated dollars was only \$2.27 greater than it had been in 1970, compared with \$3.40 for counties. The fact that the statewide per capita yield of the local sales tax almost doubled in this seven year period reflects primarily the impact of price inflation and secondarily of rising levels of disposable income for Virginians.

Further examination reveals that there are some counties that have profited more than others from this shift. Surprisingly, the principal gainers are not the most urbanized counties. The proportion going to the five largest counties in the state, those with a population in excess of 100,000, has grown only slightly over the past seven years. It is the less populous counties, those having a population under 100,000, that have made the greatest gain proportionally in sales tax revenues. The average county in this group more than doubled its per capita sales tax revenue during the period under study, increasing it from \$9.21 to \$19.04. Neither the cities nor

the large counties were able to show such gains; their revenues grew, respectively, from \$21.29 to \$36.59, and from \$16.61 to \$31.45, during these years. Although small counties still do not receive as much sales tax revenue per capita as cities or large counties, they have been gaining ground.

The available data in and of themselves do not explain why these changes have taken place; furthermore, there are no data which can give us this answer. Simple observation and common sense shed some light on this matter, however. We know, for instance, that during this period many suburban communities have become more affluent, and that their residents now have more money to spend on taxable sales. We can also assume that some city residents who moved to the suburbs and continued to patronize city stores for a while gradually transferred many of their commercial allegiances to the suburbs. Finally, only in recent years have many counties been able to develop their commercial potential. A short drive on a major artery through one of these counties, dotted as they are with small and large commercial enterprises, is ample evidence that this has happened. Increasingly, county shopping opportunities attract not only county residents but also shoppers from the nearby city as well.

In past years, cities more than counties have profited from the introduction of the sales tax, and it is likely that they will continue to do so well into the future. At the same time, however, counties have slowly expanded their share of this revenue source. What we can expect to see over the next decade or so is a continuation of this trend.

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CETA WORKS

by Howard L. Gebeaux

In South Hill, B & J Citgo offers gas and car repairs to passing motorists. It's just a small business, but to mechanic and shop foreman Clarence Thompson, it is his livelihood and support for himself, his wife and their two children.

Thompson got the job through the Comprehensive Employment and Training ACT (CETA). CETA-Balance of State (BOS) covers Virginia, from on-the-job training in auto mechanics that Thompson got in South Hill, to park construction in western Russell County.

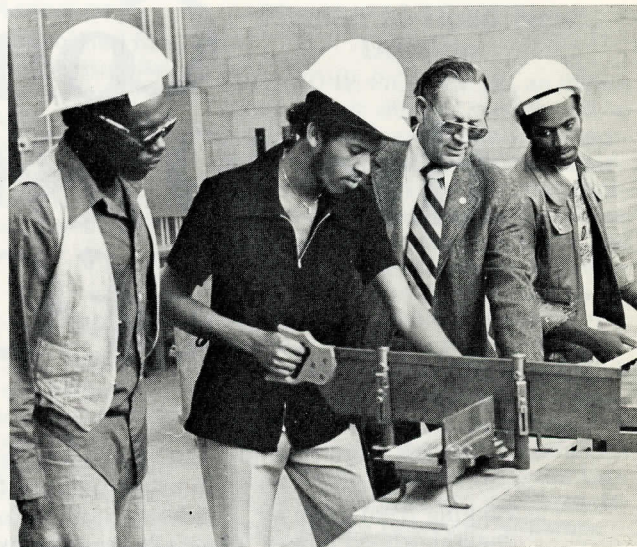
Over \$80 million was distributed to eligible Virginians this past fiscal year, October 1, 1977 to September 30, 1978, in the 77 counties and 21 cities covered by the BOS prime sponsorship, one of 10 in the State. These funds provide nearly 50,000 people with jobs or training they did not have before. CETA operates in Virginia through administrative units covering population segments of 100,000 or more. The area of the State not fitting this population requirement is covered under a single prime sponsorship headed by Governor John N. Dalton and administered through a division of the Virginia Employment Commission.

Although CETA in Virginia may be misunderstood and criticized by some, most agree it works. Through the various titles outlining CETA's functions, efforts are made to provide training and jobs to those who are unemployed, underemployed and in financial need. Funds through public service employment are also aimed at stimulating the economy with temporary jobs offered by public and non-profit organizations. Youths, both in school and out, find jobs and training programs through CETA.

In Stephens City, for instance, high school students facing problems and possible expulsion are offered alternatives. Funded through CETA, an Alternative Education Program provides work experience and classroom training to youths 16 to 19 in the regular school system who suffer from handicaps. Offered are three alternatives to dropping out—learning basic skills for a return to the regular school system, preparing for the GED or training in survival and work skills for a successful job. Over the two years of its operation, the school has worked with

nearly 100 students. The director boasts that over 80 percent have successfully entered a job or returned to school.

In the western part of the State under a youth program called YCCIP, the Youth Conservation Corps Improvement Projects, youngsters work with the Bristol Park and Recreation Department to clean up and landscape potential park sites. In the Northern Neck, students work in a brand new building on the north campus of Rappahannock Community College (RCC) learning residential wiring, carpentry or air conditioning-heating repair.



Many of the students, economically disadvantaged and lacking skills when they enter, study at the CETA-funded program thanks to support from CETA in the form of allowances paid for the hours spent in training. Teachers at the school praise the effort, citing past students now working in private industry and earning a living on their own. Training in these and other skills are offered throughout Virginia classroom training projects such as the one at RCC or other community colleges, through skill centers in Crewe, Abingdon and Wise, or through referral individually to existing training programs anywhere in the State. Through this training, Virginians who might otherwise find job-seeking a nearly impossible task are able to receive a pay check every month.

In Russell County, for instance, the recreation department has been able to plan and build a five-park system for residents with the help of CETA. PSE employees help build and maintain ball parks, tennis courts and swimming pools that provide needed recreation. The CETA coordinator in that County points to CETA as the main reason the parks exist, noting the County would "absolutely not have the system" without that help.

Across the State in Accomack County, CETA-funded PSE's help build a drainage system to curb damaging flooding to this tidal County. Throughout the State, CETA-funded employees help out financially-strapped municipalities in jobs such as policemen, firemen, bus drivers or administrators.

ABOUT THE AUTHOR

Howard L. Gebeaux is affiliated with the Virginia Employment Commission, Commonwealth of Virginia.

High school students every summer find work assistance through the CETA Summer Program for Economically Disadvantaged youth (SPEDY). This summer, nearly 6,400 youths earned money through CETA-found jobs. Youths between 14 and 21 found part-time jobs and received counseling and financial assistance.

In some way or another, CETA touches most Virginians, if not through employment and training, then in other ways. For instance, planning for CETA programs involves Area Manpower Planning Councils. These are composed of citizens throughout the State who seek out the manpower needs in local areas and determine where help for that need can be found. To most, CETA means a lot of numbers. Large-sounding money totals are matched with every-growing participant totals, but to each Virgin-

ian, CETA can be very personal.

Take Clarence Thompson in South Hill. Fresh out of the military, he was without a skill and unemployed. At B & J Citgo, the owner needed help but could not afford to hire a full-time mechanic so CETA got the two together.

Under the OJT program, a portion of Thompson's training costs were paid by CETA while he learned the skills to be a mechanic. This allowed the station owner to take him as an employee. After completion of the training, the owner not only kept Thompson on under full salary, but promoted him to shop foreman.

There are lots of Clarence Thompsons working in Virginia. CETA is working in Virginia, just look around.

Ideas

COON RAPIDS, MINNESOTA (30,500), has developed a "Policies Manual" in three parts. The first part deals with existing policy, the second shows previous city policies on the same subject and the third is an appendix with copies of council resolutions, motions, contracts and leases which established the policies. The manual was designed to be helpful to new staff, citizens and future council members. (Contact: Office of the City Manager, 1313 Coon Rapids Boulevard, Coon Rapids, Minnesota 55433.)

WEST MILFORD TOWNSHIP, NEW JERSEY (20,000), coordinates its annual order of paper supplies with the township board of education. The township averages a savings of 30 percent over the cost of individual purchasing. (Contact: Township Manager, 1480 Union Valley Road, West Milford, New Jersey 07480.)

MT. KISCO, NEW YORK (9,500), has developed a standard permit and license form applicable to nearly all departments. This standardization has eliminated 16 varied license and permit forms, thus cutting printing costs and eliminating some clerical positions. (Contact: Village Manager, 104 Main Street, Mt. Kisco, New York 10549.)

NASHVILLE-DAVIDSON COUNTY, TENNESSEE (500,000), has tested effectiveness measures for several service areas including police, fire, transportation, refuse collection, street cleanliness, wastewater treatment, water

supply, libraries and parks and recreation. (Contact: Assistant Director of Finance, 1018 Stahlman Building, Nashville, Tennessee 37301.)

KISSIMMEE, FLORIDA (7,119), A number of jurisdictions have set up service and information centers as clearinghouses for complaints and service requests. The centers handle routine questions directly and channel larger problems to the appropriate department. The center also follows up on requests and complaints to ensure satisfactory service. (Contact: City Manager, P.O. Box 340, Kissimmee, Florida 32741.)

FOND DU LAC, WISCONSIN (36,500), has held citizen meetings in inner-city school cafeterias to solicit the participation of low-income residents. The meetings helped to determine community needs, explore alternatives and recommend priorities for investing federal community development block grant funds. The recommendations were narrowed to 13 priorities, sent to the community development committee for review and forwarded to the city council. This procedure gave all citizens the opportunity to contribute ideas to the program planning process. (Contact: City Manager, P.O. Box 150, Fond du lac, Wisconsin 54935.)

SALEM, OREGON (77,700), has assigned community service officers to neighborhood planning groups to develop solutions for particular city

problems. (Contact: City Manager, City Hall, Salem, Oregon 97301.)

HAMILTON, OHIO (67,900), has assigned three police officers to work full-time in three city high schools with teacher aides. (Contact: Assistant to the City Manager, City Hall, Hamilton, Ohio 45011.)

FORT WORTH, TEXAS (393,500), is using larger trucks to reduce the number of trips to the landfill station. Because of the increased capacity of these trucks, routes have been lengthened and the total number of routes reduced. (Contact: Assistant Public Works Director, 1000 Throckmorton, Fort Worth, Texas 76102.)

SANTA ROSA, CALIFORNIA (65,000), has held 2-day training seminars for executive and middle managers. Discussion topics at these seminars have included general management responsibilities, communications and work scheduling. (Contact: Personnel Director, P.O. Box 1678, Santa Rosa, California 95403.)

EL DORADO, KANSAS (12,308), has consolidated its police and fire operations. Police respond to fires on their beat with specially equipped vehicles; firemen supervise the jail, do booking, and conduct security inspections for residents. (Contact: Director, Public Safety Department, 220 East 1st Street, El Dorado, Kansas 67042.)

GOVERNOR NAMES COUNCIL

The Honorable John N. Dalton, Governor, Commonwealth of Virginia appointed the following local officials to serve for a term of four years as a member of the Local Government Advisory Council: Hon. Carl A. Stark, Mayor, Wytheville; Hon. Noel C. Taylor, Mayor, Roanoke; Mrs. Dorothy T. Grotos, Member, Arlington County Board; Hon. J. Willard Lineweaver, Mayor, Warrenton; Hon. Laurence A. Brunton, Mayor, Charlottesville; Francis T. West, Councilman, Martinsville and an Executive Committeeman, Virginia Municipal League; Hon. E. Norborne Doyle, Mayor, Lawrenceville; Hon. J. David Crute, Mayor, Farmville; Hon. William T. Robinson, Mayor, West Point; Hon. Patrick L. Standing, Mayor, Virginia Beach; George E. Hunnicutt, Councilman, Norton; E. Merlin O'Neill, Member, Board of Supervisors, Chesterfield County; E. W. Burrow, Member, Prince George County Board of Supervisors; and Jerome W. Hogge, Councilman, Newport News. Six other county officials were also appointed. Richard L. DeCair, Executive Director, Virginia Municipal League, and George R. Long, Executive Director, Virginia Association of Counties, also serve on the Advisory Council. Governor Dalton is the Chairman of the Council and Lt. Governor Charles S. Robb serves as Vice Chairman.

MUNICIPAL CLERKS INSTITUTE

The 1978 Municipal Clerks Institute will be held Sunday, December 3-Friday, December 8 at the Holiday Inn-Scope. Sponsored by the Institute of Management School of Continuing Studies, Old Dominion University and Municipal Clerks of Virginia, the program is designed to increase the effectiveness of municipal clerks by further developing their administrative leadership skills in areas important to the daily operations of a clerk's office. Areas of

instruction will include general administrative skills, social and inner-personal skills, local government, fiscal and budgetary policy, decision making and records management.

The purpose of the Virginia Municipal Clerks Institute is to assist municipal clerks in developing and maintaining the high level of administrative expertise needed for the successful operation of the increasing complex government. The Old Dominion University training program has been approved by the International Institute of Municipal Clerks and indi-

vidual certificates can be awarded for the three phases of successful completion of the program.

The registration fee for the 1978 Institute is \$250 and includes educational materials, coffee breaks, lunches and one evening banquet. A reservation is not included and should be made directly with the Holiday-Inn Scope, 700 Monticello Avenue, Norfolk, Virginia, (804) 627-5555. Pre-registration material is required and should be obtained from the Institute of Management, School of Continuing Studies, Old Dominion University, Norfolk 23508.

Announcing

VIRGINIA FORMS

Volume 1: Civil Litigation

by

W. Clyde Gouldman, II and Amy Morris Hess

Consultant: T. Munford Boyd

Extensive changes in Virginia statutory and judicial law over the past 25 years have indicated the need for a new Virginia formbook. The book announced here, undertaken originally as a revision of **Gregory's Forms**, 1952 edition, is the result. It retains the basic structure and format of the Gregory book, but provides forms whose style and content are more suitable for current practice.

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Each year heart attack accounts for over 350,000 deaths which occur before the victim reaches the hospital. It doesn't have to be that way.

What is done for a victim within the first few minutes after a heart attack may determine survival or death. Cardiopulmonary resuscitation (CPR) could make the difference. And you can learn it.

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CPR is a basic life-saving technique, performed after a person has suffered "cardiac arrest" — that is, after the heart has stopped beating. It provides emergency life support until more advanced support is available, through a combination of chest compression and mouth-to-mouth breathing.

Trained instructors, certified by the American Heart Association, can teach you CPR. It takes several hours. It could mean a lifetime.

Contact your local Heart Association for more information on this program.

The American
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HAMPTON—The City has been awarded a Certificate of Conformance in Financial Reporting by the Municipal Finance Officers Association of the United States and Canada for its annual financial report of the fiscal year ending June 30, 1977. The Certificate of Conformance is the highest honor of recognition in governmental accounting and financial reporting and represents a significant accomplishment by a governmental unit and its management. Accompanying this award is an award of financial reporting achievement presented to Darlus Cook, director of finance, who has been designated the individual most responsible for the City of Hampton receiving the Certificate of Conformance.

HARRISONBURG—City Council has received plans to build a four-story

office building. The proposal shows space on the ground floor for shops and office space for the three upper floors. The proposal meets the need for professional and business office space in the downtown area and is consistent with the City's downtown development plans.

SALTVILLE—The Town Council decided in a special meeting to lease a portion of land within the corporate limits of the Town to a local firm to store liquid propane gas. The Town will receive a flat sum for the years the land is leased plus 10 percent of revenues on salt mined.

ALEXANDRIA—The Flora Krause Casey Health Center was recently dedicated. A native Alexandrian, Flora K. Casey became involved in medical care for low income residents and

eventually opened the Alexandria Community Health Center where she served as director for many years until she retired in 1971. Some of the funds for the center were provided by the City of Alexandria.

STEPHENS CITY—Town Council voted to authorize construction money of \$68,000 to begin a new town hall. Currently, the Town offices are located in the former Stephens City Elementary School.

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LOCAL GOVERNMENT OFFICIALS DAY

Local Government Officials Day will be held Friday, January 19, 1979 at The John Marshall Hotel, Richmond. The program, sponsored by the Virginia Municipal League, follows the Governor's Prayer Breakfast. Local Government Officials Day affords local leaders an opportunity to meet with members of the General Assembly to discuss items of local and State interest. Speakers and topics will be announced at a later date. Mark your calendar now for Local Government Officials Day.

(Continued from p. 11)

priate zones as they "may deem best suited to carry out the purposes" of the zoning statutes; the courts should not substitute their judgment for that of the governing body.

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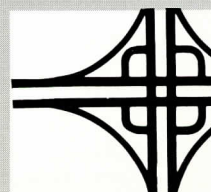
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