

# Virginia Town & City

VOLUME 13 • DECEMBER 1978 • NUMBER 12

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## "PROPOSITION 13?"

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# Editorial

## PROPOSITION 13 AND ITS CONSEQUENCES FOR PUBLIC MANAGEMENT\*

Adoption of Proposition 13 by the citizens of California was certainly an important event. It was not, however, as it has been frequently characterized, a turning point in the public concern about government spending. My experience as a mayor, and that of many of my colleagues, indicated that efforts to close the seemingly ever widening revenue-expenditure gap we face every year in putting our budgets together is not a new phenomenon. During the decade of the seventies, local governments have faced a slow down in the rate of growth in federal government assistance, double digit inflation and a recession which has been worse than any since the Great Depression of the 1930s.

Proposition 13 does not represent something new; it is also not simply a property tax revolt. It is an extreme and exaggerated example of difficulties which local governments around the country have been facing for many years. The special circumstances which existed in California, rapidly rising tax assessments and a five billion dollar surplus at the state government level with no plans for its use, helped to create the extreme reactions on the part of the citizens of California. Other states adopted, prior to Proposition 13, devices for limiting the growth of expenditures at the state level. Still other states have considered similar proposals in the past and, of course, are considering them now. Perhaps more important, mayors, city councilmen and the public in general through the political process have been placing severe restrictions on the ability of local government to finance additional activities and in some cases have made it necessary to reduce significantly local public spending and services.

It does not appear to me the Proposition 13 is the issue we should be talking about. The real issue is what does Proposition 13 symbolize: What is it an example of? Is it a taxpayer revolt? Is it a quest for property tax reform? Is it an expression of lack of confidence in government? Is it an expression of frustration by the public in reaction to the problems growing out of high levels of inflation and a slowly growing economy which has resulted in many people having a loss in real income? Is it a desire on the part of the public to obtain greater accountability for the monies they provide to government? Perhaps all of these factors are at the root of the growing resistance on the part of the public to approve increased taxes or higher levels of spending by government unless they have a clear understanding and appreciation of how much bang they are getting for their bucks.

Some of our staff at the U.S. Conference of Mayors have coined the phrase "political management" which embraces the increasing amount of attention mayors are giving to political decision making about management issues. Management and finance receive a great deal more attention in local elections now than they have received in the past. Once in office the questions of which taxes to cut or to raise, what function should

be carried out by local government, which services should be cut, require a combination of political and managerial decision making. Mayors and city councilmen are increasingly being held accountable for their ability to make wise political management decisions. One result, therefore, of the economic and social problems of the seventies for local government has been the increasing involvement of political leadership in managerial questions at the local level.

A second key development growing out of the particular circumstances of the seventies has been the growing importance of the strategic use of public funds and authorities to achieve public goals through private action. In my own city of Portsmouth, we developed a project which actually involves the private sector constructing a public building for our use. This unique arrangement typifies that an increasing number of localities are attempting to do in using public powers to influence private investment in ways which are profitable for both.

Improved management of local government is another high priority issue growing out of the experience of the seventies. An increasing number of elected officials are looking upon their city government as a corporation much like a private free enterprise corporation president attempts to deal with making a profit. Productivity is not simply a buzz word for local officials; it actually means taking specific measures to get a more efficient operation, to find and promote employees based on their performance and to identify measures by which city government activities can be evaluated and monitored.

Labor management relations is another critical area and in some cities productivity measures are being made a part of collective bargaining agreements. Several mayors have resisted what they have felt to be budget-busting labor union agreements and have had to withstand recall petitions in order to maintain the fiscal integrity of their city government.

This private corporation approach to the management of local government has many hazards: however, most of the mayors that I know recognize the need for a political balance between the needs of the citizens and the maintenance of the fiscal integrity of local government. The real test for the elected official is whether or not the public is satisfied with the management of the corporation. Simply balancing the books is not enough. The manner in which the books are balanced and what receives a priority must be subjected to the scrutiny of the voters through the ballot box. Therefore, those of us who are mayors know it is impossible to look at local government exclusively as a private corporation. We also, recognize how much more difficult it is to achieve an efficient, well-managed, fiscally sound local government as compared to making a profit in the private business world.

There is a final hoped for consequence of the Proposition 13 phenomenon which was addressed in some detail in a resolution adopted at the Annual Meeting of the U.S. Conference of Mayors. It is called "Tax Reform and Needed Municipal Services." It is our hope that the Proposition 13 fever will enable us to engage in a nation-wide debate about the need for altering our intergovernmental fiscal system. Some items should be paid for and administered at the local level. Other governmental functions should be administered at the local level but financed by federal taxes. The present crazy quilt system should be changed. It will take a long time to do it but the time to start is now. Many of these proposals would require a major shifting of responsibilities within the intergovernmental system. In our view, that should be the consequence of the Proposition 13 debate and discussion.

Richard J. Davis, Mayor  
Portsmouth and Executive Committeeman, VML



\* The editorial is an excerpt of Mayor Davis' remarks at Georgetown University, September 15, 1978.



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### ON THE COVER:

Proposition 13 cover designed by Virginia Municipal League staff.

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VIRGINIA TOWN & CITY



# PROPOSITION 13 IN VIRGINIA

A VML Staff Report

Political observers nationwide have been awaiting the aftermath of California's Proposition 13 "tax revolt". Many observers feel that it is only a matter of time before this revolt spreads nationwide. However, those who are expecting a series of Proposition 13s around the country may be in for a surprise. As Mark Keane, Executive Director of the International City Management Association, has clearly stated:

"It is not necessarily true that the San Andreas fault runs from Marin County, California to Dade County, Florida. The tax revolt need not be inevitable elsewhere."<sup>1</sup>

Several prominent Virginians have said they believe the chances of a tax limitation as stringent as Proposition 13 are slim in the Commonwealth because our property tax burden is not nearly as great as California's. Additionally, the Virginia Constitution does not permit a referendum by petition, which was the vehicle used by proponents of Proposition 13 in California. Even though the chances of a repeat of the California experience in Virginia may be slim, it is clear that the seeds for some form of tax or expenditure limitations have been planted.

Many individuals in the public sector have assumed that the tax revolt mentality represents an anti-government philosophy. This is not necessarily the case. While it may be true that the most ardent supporters of a tax revolt earnestly believe that government is full of fat and is growing for the sake of growth, surveys have shown that the demand for tax relief reaches across all spectrums and ideologies. California's Proposition 13 received strong support across that state from liberals, moderates and conservatives. The key point is that voters in California were not necessarily enticed into supporting Proposition 13 by a strong anti-government feeling. Rather, the voters were striking out against the pressures of inflation.

High property taxes in California resulted from skyrocketing prices in the real estate market. We all know the personal frustration of feeling trapped by inflation. In a small way many of us try to beat inflation by efforts to economize, and cut back in our family budgets. But, what can you do when the demand for real estate in your community is such that the assessable value of your home continues to rise at unprecedented rates? Nothing you have done

has caused this increase, nor have you received any immediate benefits. To the contrary, the only recognition you receive is from the tax assessor who tells you that more taxes are due on your now more valuable (but physically unchanged) house, even though the tax rate remained stable. What is the reaction? Taxes are too high, and no end is in sight for this ever increasing burden.

William Schneider, associate professor of Government at Harvard, has stated:

"It would be a mistake to interpret the Proposition 13 vote as more than it was. It was a vote against high taxes. The property tax is a particularly good target because it is billed and not withheld, because its rate of increase in most areas has been truly outrageous, and because it taxes what most Americans regard as an essential component of success and security—owning your own home. The "yes of 13" forces pointedly advertised their campaign as one to "save the American Dream."<sup>2</sup>

Noted economist Walter Heller has also identified inflation as a key culprit in the California tax revolt. Heller claims that the dramatic increase in property tax revenues was largely inadvertent, as a result of inflation. This was compounded by the skyrocketing property values in California and also by the practice of keeping assessments current. These factors were all related to the rapid increase in revenues going to government. Heller's criticism is that instead of returning these revenue increases to the taxpayers by lowering rates as assessment increased, the local governments "just went right ahead and spent it."<sup>3</sup> To compound the problem, the State treasury was accumulating a \$5 billion surplus. Thus, there was overspending at the local level, overtaking at the State level and a surge of reassessments, all of which set the mood for a "tax revolt."

## The Situation In Virginia

Virginia can hardly be accused of reckless and excessive spending at the local level or of overtaking at the State level. Neither the State nor local governments have had such surplus funds available. On the contrary, Virginia has developed an outstanding record of fiscal conservatism. Proponents of tax expenditure limitations in Virginia have recognized the fiscal responsibility in Virginia's governments, but still say taxes are too high. Again, the culprit is inflation. Tax revenue in "real" dollars may have increased only marginally, but the absolute dollar amounts of the tax bills have increased dramatically due to inflation.

Mark Keane, Executive Director of ICMA, has stated, "The clearest lesson of California's Proposition 13 is that we are too dependent on the property tax."<sup>4</sup> Opinion polls show income taxes and sales taxes to be much more favorably accepted by the public than are property taxes. The fact that the property tax comes in a lump bill instead of being withheld from a paycheck or added to a retail purchase adds further to its negative image. And, of

<sup>1</sup> Mark E. Keane "The Crumbling Consensus or the Shrinking Pie". *Public Management*, August, 1978.

<sup>2</sup> William Schneider, *Los Angeles Times*, June 11, 1978.

<sup>3</sup> "Tax Revolt: The Lady or the Tiger?", *Public Opinion*, July/August, 1978.

<sup>4</sup> Mark E. Keane, *ibid*.



course, the property tax can be extremely regressive to those on fixed or limited incomes.

All of these factors indicate that the property tax is an undesirable means of raising revenue. Yet, local governments in Virginia are faced with the dilemma that the property tax is virtually the only revenue source which they control. Limitations and constraints have been put on virtually every other source of revenue that has been granted to localities by the General Assembly. To place a limitation on that remaining source would nearly place local government in a financial straight-jacket.

Even if alternative revenue sources are found which could be used by local governments to reduce the burden of the property tax, local elected officials must remain aware of an important lesson from the California experience: Inflation is a double edged sword. In this volatile world of ours prices can fluctuate so widely as to make living within a budget a real nightmare. Public finance officers have stressed the importance of adopting taxes which track inflation such as sales or income taxes. They have also stressed the importance of keeping assessments current so that the property tax rolls do not fall far behind due to inflation.

One edge of the two edged sword of inflation is found when a tax source does not grow with inflation (an example is gasoline taxes by the gallon). In order to match the revenue source with rising costs

caused by inflation, elected officials are forced into raising the tax rate, which may prove to be difficult and unpopular. By relying on taxes that track inflation, elected officials have avoided the cumbersome prospects of raising rates, since tax revenues increase as dollar levels increase.

The other edge of that two edged sword of inflation comes into play if the elected officials allow revenues to escalate unchecked. Even though the tax rate may remain unchanged, it is entirely possible in this day of *constant* inflation for revenues to exceed the readily justifiable and needed expenditures in a locality. This has not happened in Virginia because tax rates and property values are still nominal. However, the lesson has been clearly shown that unless elected officials voluntarily return surplus revenues to the taxpayers in the form of lower tax rates, (which means not using the funds to start new programs), the voters will demand that mandatory tax and expenditure limitations be imposed.

Efforts should be made to reduce the property tax and local governments are willing to do this *IF* alternative revenue sources are available. The General Assembly need not fear that local government will use the new revenue sources to fund vast expansions of service. The climate is such now that services are being curtailed. Yet, the pressure on the property tax remains and can only be alleviated by additional sources of revenue.



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## COMMENTS ON CALIFORNIA'S PROPOSITION 13\*

"The passage of Proposition 13 is the political miracle of the year, for few Americans felt that there could be a reduction in the size of government. The tax structure in Virginia and California are not the same and, therefore, the demands for tax change are not the same, but the movement in Virginia for lower taxes by reduction in the size of government—federal, state, and local—is strong. Virginians are aware that inflation is our Number One problem, and that it cannot be controlled unless the growth of government and taxes are arrested. Proposition 13, with all its faults, gives hope for the future."

**E. C. Ferguson, President  
Virginia State Chamber of  
Commerce, Richmond, Virginia**

"I think that to lock yourself into expenditure limitations in the constitution just runs counter to the sensible principles of constitution making."

**Walter W. Heller, former chairman of the  
Council of Economic Advisors, quoted in State Legisla-  
tures, July/August 1978**

"About 30 percent of the projected cutbacks of \$7 billion in property taxes will go to business property and about 30 percent to income producing housing. . . Pacific Telephone and Telegraph Company will save \$130.2 million annually . . . the Southern California Edison Company \$53.8 million, the Pacific Gas and Electric Company \$90.6 million. . ."

**New York Times, June 13, 1978**

"The small homeowners will find that it is the corporations and the big land owners who are getting the tax break and that the little guy will, once again, be paying the bills."

**George Meany, President, AFL-CIO, quoted in  
the New Haven Register, August 22, 1978**

"It's rather obvious that the very much vaunted savings of Proposition 13 are not being passed on to all the tenants of California."

**California Governor Edmund G. Brown, Jr.,  
quoted in the New Haven Register, August 30, 1978**

"This vote means layoffs, with minority workers who have least seniority losing their jobs; it means curtailed services for poor people, and it means the crippling of affirmative action programs. If people look carefully at what they are calling the new black middle class, they will find that a large portion of those people are employed in public jobs. Those are the jobs that are imperilled by Proposition 13."

**Carl Holman, president of the National Urban  
Coalition, quoted in the New York Times,  
June 23, 1978**

"Virginia is not California, Proposition 13 was brought on in California by the State government starving the localities. This began under Governor Reagan and continued under Governor Brown. The result was an ever increasing tax burden on the property owner at the local level until the people revolted and I think rightfully so. I am against any legislation that will freeze taxes at the State level at this time because such a freezing would restrict tax monies collected at the state level that go back to the localities. At present 56 percent of all money collected in the general fund goes to local governments. This does not include the localities share of the sales tax. Before we think in terms of putting restrictions on the General Assembly as to tax authority, we need to formulate and adopt a better plan of local/state tax revenue division than we have at present."

**William B. Hopkins  
Member, Virginia State Senate**

"Q—You mean that (President) Jefferson would have voted "no" on Proposition 13?

"A— . . . (President Jefferson) would probably have been appalled by such a silly question as whether the people wanted higher or lower taxes. He would have been pleased that the people of California warned the Government not to go too far in their tendency to tax and tax and spend and spend but he would probably have insisted that Proposition 13 was a sensible warning but a ridiculous basis for policy, that went too far."

**James Reston, "Uniquack on Propostition 13,"  
New York Times, June 9, 1978**

\* Reprinted with permission of Connecticut Conference of Municipalities except for direct quotes of Mr. E. C. Ferguson and Senator William B. Hopkins.



# WHY NOT VOLUNTEERS?

by Edwin S. Clay, III

One out of every five Americans (more than 42 million) volunteer in some capacity. This figure, accordingly, constitutes an incredible commitment to community betterment and serves to document the "people helping people idea."

Private agencies have benefited from volunteers for many years. Few are unaware of the work performed by Red Cross volunteers and volunteers in United Community Fund campaigns. These agencies, and hundreds of others, literally could not function without the volunteer. They have learned how to deal with and be assisted by the volunteer.

On the State level, Virginia has been a leader in the encouragement of the use of volunteers in state agencies. By executive order of former Governor Miles Godwin, the Office of Volunteerism was established initially as a part of his office, and is now a bureau of the Department of Intergovernmental Affairs. This order was later formalized in the Virginia State Government Volunteers Act.

Enacted by the 1976 Virginia General Assembly, this legislation was intended; . . . "to assure that people of Virginia may derive optimal benefit from volunteers and that the time and talents of volunteers in state service may be put to their best use." A primary role of the State Office is to prepare guidelines for the development of volunteer programs and the utilization of volunteers within state agencies. Since its establishment, the State Office has been most successful in fostering volunteerism in state offices. (Ed.'s Note: See the July, 1978 issue of this publication for further information on the Office of Volunteerism.)

## Local governments have not utilized volunteers

Although one of the earliest organized volunteer efforts was formed to supply a municipal service, fire protection (Benjamin Franklin organized one of the first companies), local governments have not utilized volunteers to a great extent. Of course, citizens have been appointed to various boards and commissions, but they have not been concerned with departmental activities.

Two forces now appear to be moving in a direction that may lead to more volunteers active in local governmental agencies: inflation and the changing role of the volunteer. As inflation challenges a locality's ability to continue providing adequate municipal services, city agencies begin to see the benefits of recruiting qualified volunteers to assist in enriching and strengthening ongoing city programs. The result is better programs for citizens and satisfied volunteers.

Several assumptions and definitions are basic to a philosophy regarding the involvement of volunteers in municipal service:

- there are departmental tasks that can be effectively accomplished by volunteers;
- there is within the city an adequate and qualified volunteer resource pool;
- city departments wish to integrate volunteers within departmental activities;
- city departments are able to recruit and to train these volunteer workers; and
- "volunteer" shall mean any person who, of his own freewill, provides goods or services, without financial gain, to any agency, instrumentality, or department.

## The Virginia Beach Model

In a recent telephone survey of Virginia cities and counties with a population in excess of 100,000, only Virginia Beach was found to be in the process of establishing a city-wide coordinated usage of volunteers in terms of recruitment, placement and evaluation. The City of Norfolk has investigated the possibility of creating a city office of volunteerism.

Before initiating a coordinated volunteer program, staff members and members of Council should examine thoroughly the potential advantages and disadvantages of such an endeavor. An approach to this issue taken by the City of Virginia Beach may serve as an example.

On October 3, 1977, the Virginia Beach City Council appointed the Mayor's Committee on the Use of Volunteers. Composed of one member of Council (who served as chairman), three citizen-volunteers, the City's Personnel Director and an assistant to the City Manager, the Committee sought to respond initially to two questions: What has been the experience with municipal services volunteers in other cities? What are the needs and attitudes relative to municipal services volunteers among City of Virginia Beach department heads?

In an attempt to obtain answers to these questions, information relative to local government volunteer programs was secured from five volunteer information agencies, eight local governments and two states. A survey was also conducted of Virginia Beach department heads for their reactions to the utilization of volunteers.

The city survey found that more than 1,400 individuals served in voluntary positions within city agencies with a combined total value of services of \$7.3 million; agency support costs equaled \$181,000. It is most important to note that the majority of

## ABOUT THE AUTHOR

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agencies already used volunteers.

Based upon the information and data obtained and codified, the Committee met several times to develop a plan for the more effective and coordinated utilization of volunteers within the municipal corporation. The resulting draft plan was forwarded to all city agencies, the United Community Fund and the local Voluntary Action Center for review and comment. The consensus of those agencies which commented was that the original plan was too heavily structured and rigid; consequently, the proposal was streamlined and simplified. The revised proposal was then sent out for a second review. It was subsequently presented to City Council on May 8, 1978 and approval was forthcoming.

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### **Volunteers complement staff, not replace**

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The aim of the Virginia Beach City Volunteer Program is to expand and enhance existing city services through involvement of volunteers in services delivery. Implicit in this statement of purpose is the intent to have volunteers supplement and complement, rather than replace city staff.

Heads of departments must insure that such is the case and assure departmental staff that volunteers pose no threat to their job security. Failure to promote this assurance could result in lowered staff morale and friction between staff and volunteers. Staff orientation sessions on the status and utilization of volunteers should be undertaken to avoid this situation.

The Virginia Beach City Volunteer Program will endeavor to recruit volunteers from *all* segments of the city's population whenever and wherever such

recruitment is feasible. Representation on the Volunteer Policy Board will be awarded those groups, agencies and institutions having key program roles or large numbers of program participants.

Department staff need to afford volunteer workers the same respect given regular city employees. Supervisory personnel must insure that the volunteers are assigned tasks that are meaningful and potentially rewarding. Recognition for exceptional performance must be readily given the volunteer, as complimentary recognition is the volunteer's salary. Formal recognition of all volunteer program participants is accomplished annually via the city's civic recognition dinner.

Coordination of the program is accomplished by the Department-Volunteer Council. Membership includes two individuals (one representative of the department, one representative of the department's volunteers) from each agency using volunteers and one person from an agency not now using volunteers. It is chaired by an assistant to the City Manager and a volunteer appointed by City Council.

Information sharing, the development of recruitment programs and orientation programs are the initial goals of the Council. Unresolved issues to be dealt with involve insurance for volunteers and cooperation with other area volunteer agencies.

No one plan will work best for all localities. There are, however, hundreds of successful city-wide volunteer programs in existence throughout the country that can serve as examples. Regardless of whether or not a locality decides to go with a coordinated program or an individual department-based program, serious consideration should be given to the potential of volunteer assistance.

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## **People**

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### **O'Grady Appointed**

**PAUL T. O'GRADY** was chosen by the Falls Church City Council as the City's first appointed city attorney. As city attorney, O'Grady will advise the city council, boards and commissions on a wide variety of matters. Mr. O'Grady received his law degree from Boston College Law School. Before assuming the appointed position, O'Grady served as the elected city attorney from 1974 to 1979.

### **Poquoson Appoints**

The City Council of Poquoson appointed **CHARLES R. BROWN** as city treasurer. Brown is a former Air Force Lieutenant Colonel and served on the advance team for presidential flight support. He has a degree from Christopher Newport College and replaces former treasurer Wiley Gene White.

### **Norfolk Employee Honored**

City of Norfolk Police Planner **SARAH WILLIAMS** recently received the 1978 J. Sargeant Reynolds Award for outstanding service in public administration. The honor was awarded by Virginia members of the American Society for Public Administration. Mrs. Williams has been affiliated with the City since 1974 and is responsible for police department budgeting and affirmative action issues.

### **White Honored**

**O. WENDELL WHITE**, Hampton City Manager, received the T. Edward Temple Award for distinguished service in public administration recently by the Tidewater, Northern Virginia and the Central Virginia Chapters of the American Society for Public Administration. White was assistant city

manager of Hampton from 1961 to 1974 and became city manager in 1975. A native of Charleston, West Virginia, White holds degrees from Berea College and Maxwell Graduate School of Citizenship and Public Administration, University of Syracuse. He was also recently appointed to State level committees, the Council on Criminal Justice and the Marine Patrol Study Commission.

### **Burton Named**

Lynchburg City Manager David B. Norman appointed **J. W. BURTON** as director of fiscal management for the City. Prior to his appointment, Burton was president and a member of the board of directors of Virginia National Bank of Lynchburg. He was formerly affiliated with the Fidelity National Bank and Jefferson National Bank. A



graduate of Lynchburg College, Burton assumed his new office on October 1.

### Hendrix Elected

**COLE HENDRIX**, City Manager, Charlottesville, was elected to the International City Management Association Executive Board as the Southeast Regional Vice President. Hendrix, who will serve a two year term as regional vice president, also serves as vice chairman of the Virginia Local Government Administrators Committee for Professional Development.

### Library Names

The Henrico County Public Library System named **CORAL GILLS** to the position of public information officer. Ms. Gills holds a degree from Virginia Commonwealth University. Prior to her new post, she was a trade journal editor.

### Stanley Appoints Mayor

**MRS. GEORGIA L. ALESHIRE** has been appointed mayor of Stanley to succeed her husband, H. Franklin Aleshire. Aleshire died June 19 after serving as mayor for 13 years. Active in Stanley community affairs, Mrs. Aleshire's appointment was effective October 1.

### Parker Heads PTI

**JOHN K. PARKER** was appointed president of Public Technology, Inc. (PTI), the science and technology service for municipalities. A graduate of George Washington University and the Fels Institute of the Wharton School of Finance, University of Pennsylvania, Parker has held several positions in local government. Prior to his new appointment, he had directed the work of PIT's Urban Consortium Program.

### Chandler Cited

**RICHARD A. CHANDLER**, Richmond's real estate assessor, has been named outstanding certified assessment evaluator by the International Association of Assessing Officers. The Award was made during an association conference in Toronto, Canada. Chandler also was presented the association's certificate of continuing professional accomplishment.

### Miles Named

**FRANK M. MILES** has been named director of recreation for the Town of Vinton. A native of Bluefield, Miles was previously director of recreation in Franklin County. He is a graduate of

Bluefield State College and Radford College.

### Borberg Named

**JAMES R. BORBERG** has been named general manager of the Hampton Roads Sanitation District, replacing William J. Love who resigned in June. Borberg holds degrees from the University of Missouri and Rennselaer Polytechnic Institute.

### Kennedy Retires

Police Sergeant **C. T. KENNEDY** retired. His position was Chief of Police of Buchanan. Kennedy had been chief of the department for the past 28 years. Don Bittner has been appointed acting chief.

### Shaver Retires

Ashland Town Manager **H. D. SHAVER** retired November 30. Shaver has been Ashland's town manager for the past six years. Prior to his appointment to manager, he was a former highway department official.

### Stover Appointed Chief

W. Vernon Ford appointed **CAPTAIN WILLIAM K. STOVER** as Arlington County Chief of Police. Stover, a 22-year veteran of the Arlington Police Department, began as a patrolman in 1956. He was promoted through the ranks; his most recent appointment was captain in 1976. The bulk of his career has been spent in investigation work. Stover attended Harrisonburg College and the American University in addition to numerous specialized training courses in police work. Stover succeeds Roy C. McLaren who retired in September.

### Lowry To Serve

Ashland Town Council appointed **HANK LOWRY** to the vacant council position. Lowry was elected to council in 1977 during the special annexation election but lost his bid for reelection in May, 1978. Lowry fills the position left vacant by Richard Glave who moved to South Carolina.

### Strasburg Names Clerk

**MS. MARY B. TAYLOR** assumed the position of Strasburg clerk and bookkeeper, replacing Kay S. Ritenour who recently resigned to join a local firm. Ms. Taylor attended Triplett Business and Technical Institute.

### Association Names

The State Fire Chiefs Association of Virginia recently honored two retired

members. **CLARENCE L. KEGLEY**, retired fire chief, Newport News, and **JOHN F. FINNEGAN**, retired fire chief, Richmond, were awarded honorary membership by the Executive Committee at their October meeting.

### Dombrower Dies

**RALPH L. DOMBROWER, SR.**, founder and president of the Ralph L. Dombrower Company, Inc. died October 17. Dombrower was affiliated with the *Virginia Municipal Review*, a publication of the Virginia Municipal League until 1966. Dombrower continued to publish the *Review* until his recent illness. He was an organizer and boardmember of the Second National Bank in Richmond. The Virginia Municipal League extends sincere sympathy to his two sons, Malcolm B. and Ralph L. Dombrower, Jr.

### Richmond Names Chief

**RONALD C. LEWIS**, a battalion chief in the Philadelphia Fire Department, became Richmond's fire chief on November 15. He joined the Philadelphia Fire Department in 1956 and rose through the ranks to become battalion chief in 1974. He had supervised 202 firefighters in his previous position. Lewis succeeds John F. Finnegan, Jr. who retired in January.

### Roeder Named

The Fairfax City Council has appointed **WILLIAM F. ROEDER, JR.**, as city attorney. Roeder is a partner in the law firm of Chess, Durrett & Roeder. As city attorney, Roeder will provide legal counsel to city officials and prosecution in the city court. He succeeds John H. Rust, Jr., who resigned to devote more time to private law practice.

### Manassas Park Appoints

**JACK E. DORMAN** has been appointed director of community services and will be the representative for planning, zoning and recreation. Prior to his new post he was a planner for the Northern Virginia Planning District Commission and was zoning administrator for the City of Mobile, Alabama. The new chief of police/director of public safety is **THOMAS STONE**. He will also serve as administrator for the fire department and Animal Control Bureau. Stone has served as the investigator for the State Attorney's Office, State of Florida and has been affiliated with the police force for the Town of Courtland and City of Hopewell.



# Places

**GORDONSVILLE**—Town Council recently selected an official seal for the Town. Featured in the design is Old Gordon Inn, the tavern and resting spot from which Gordonsville adopted its name in 1813.

**STAUNTON**—City Council's offer to divide the cost of revitalizing the downtown area with a nonprofit development corporation has captured the attention of a large segment of the Staunton business community. Former mayor Frank R. Pancake, new chairman of the council's advisory committee on community development, reported that the idea has received tentative approval from the advisory committee and commitments from area chambers of commerce. The Council was applauded for its step to increase civic pride and promote public enthusiasm for revitalization.

**BROOKNEAL**—In the form of a resolution to accept funds from the Federal Aviation Administration, Council

made official its commitment to co-sponsor an airport. In a joint venture with Campbell County, the Council will accept grant funds of \$250,000, 90 percent of the project, for the initial phase. Scheduled to be completed in 1980, the total project, consisting of three phases, is estimated to cost \$1 million.

**NORFOLK, PORTSMOUTH, RICHMOND**—These three cities have been selected to participate in a nationwide program to revitalize selected neighborhoods during the next five years. They were among the 118 localities announced by the Department of Housing and Urban Development to receive federal funds in neighborhood strategy areas program.

**BEDFORD**—The City recently started cleaning the streets on Sunday morning. The program, a proposal by Mayor Russell J. Otey, involves only the streets in front of the City's eight churches and public parking lots. Fa-

vorable comments on the program have been received and it is hoped that the program will continue.

**NORFOLK**—The City won top honors in the 1978 City Hall Public Information Awards competition sponsored by *City Hall Digest*, the municipal government newsletter. The "Grand Award" was given for Norfolk's public information projects.

**FAIRFAX COUNTY**—The County has received an AAA rating for a forthcoming \$35 million bond issue. The bond sale will provide for school construction, parks and a new courthouse. Additionally, the Fairfax County Library has been awarded a grant for \$83,216 by the Office of Education, Department of Health, Education and Welfare for a consumer education project entitled *The Assertive Consumer*. The purpose of the grant is to prepare videotapes in Vietnamese to introduce Vietnamese consumers to the American marketplace.

# Calendar

Regional Legislative Meetings  
November 16, OMNI International Hotel, Norfolk, 6:30 p.m., Tidewater Jurisdictions and Eastern Shore Towns.

December 5, Martha Washington Inn, Abingdon, 6:00 p.m.

December 6, Hotel Roanoke, Roanoke, 6:00 p.m.

December 7, Sheraton Inn, I-81, Harrisonburg, 6:00 p.m.

December 12, Marriott Twin Bridges, Arlington County, 6:30 p.m.

December 13, Weston's Restaurant, Crewe, 5:30 p.m.

December 14, Holiday Inn Crossroads, Richmond, 6:30 p.m.

Local Government Officials Day, Hotel John Marshall, February 2, Richmond

Municipal Electric Power Association of Virginia, April 11-13, Marriott Inn, Blacksburg

Virginia Section, International City Management Association, April 25-27, Marriott Inn, Blacksburg

State Fire Chiefs Association of Virginia, July 12-14, Sheraton Inn, Harrisonburg

Virginia Weights and Measures Association, August 5-7, Sheraton Inn, Fredericksburg

Virginia Association of Chiefs of Police, August 26-29, OMNI International Hotel, Norfolk

Virginia Building Officials Association, October 14-17, New Cavalier Hotel, Virginia Beach

## Financing Public Power Requirements



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# VIRGINIA MANAGERS HONORED\*

During the Annual Conference of the International City Management Association in Cincinnati, Ohio, two Virginia managers and their communities were honored in the field of municipal management. The awards are considered joint awards, to the professional behind the program and to the community that supported the effort. Cole Hendrix, City Manager, Charlottesville, received a Management Innovation Award and W. Vernon Ford, County Manager, Arlington, won the Clarence E. Ridley Award.

Although Charlottesville has established and supported a number of positive programs in the area of housing, employment, training and neighborhood improvement in an attempt to answer the needs of low- and moderate-income residents, the needs of these residents had not been met. Problem areas were security, employment opportunities, information on city services, recreational opportunities and education of the programs and responsibilities of the police department. Charlottesville then established a Social Development Commission to coordinate planning to answer certain areas of need. A community developer, whose office was in one of the low income areas, established a system of daily contact with the community, requesting problems and solutions through neighborhoods. In addition, the local government and the housing authority developed a position of community service officer to provide security for public housing developments in surrounding com-

munities. In an attempt to eliminate the gap between the youth and the establishment, the school resource officer program was established. A police officer enters the school on a daily basis and remains there as part of the school staff for the entire day.

Other programs include summer band concerts in low income areas, a tennis and boxing program directed at minority youth, a crisis intervention team in the police department trained to handle family crisis, a homemaker service designed to go into the community to help citizens gain grant money and loan money for home improvement and counsel on home budgeting. The Social Development Commission has had some impact. The crime incident rate around the public housing has decreased and residents are now more active in the City's planning efforts.

W. Vernon Ford was cited for in-service training. Ford reviewed the original training model used by the City of Lynchburg, in 1976 and one that had previously received the Clarence E. Ridley Award. He appointed a group of county management personnel to a training task force, chaired by a department head who recently initiated a successful training program for supervisory personnel in his own department. The task force chairman guided the group in the development of a written proposal to the county manager. The report recognized the need for a complete training on a regular systematic cycle to all employees in order "to enhance personal and career development and growth to im-

prove employee performance." A multi-year budget was proposed together with targets for participation by 450 supervisory employees. The program attempted to consider the training needs of employees at all levels, supervisory and non-supervisory. A variety of training techniques including self help programs, orientation programs and classroom programs were used. Also, a variety of local, state and federal funding sources were considered and the training program utilized all available resources.

A program administrator with prior experience both in teaching and public administration was hired. Although the task force report recommended the initial emphasis be placed on management training and employee-citizen relations, the task force called for a long term development of a larger training program. The task force report is being used currently as a model for interested local governments throughout Virginia.

The Virginia Municipal League and the Virginia Section, International City Management Association salutes Cole Hendrix and W. Vernon Ford and their municipalities for their successful ideas to better serve local government.

\* Information adopted from articles by: C. Robert Stripling, "An Answer to Social Conflict", *Public Management*, October, 1978.

Oliver S. Merriam, "Arlington Produces a Winning Training Program", *Ibid*.

## Marketplace

### USED HEAVY CONSTRUCTION EQUIPMENT

Sealed bids for a FWD Compactor, a Terex Dozer, two Allis-Chalmers Towed Scrapers and a Michigan Scraper are being accepted and will be publicly opened at 2:00 P.M., December 19, at the office of Fairfax County Purchasing Agent, 4100 Chain Bridge Road, Fairfax, Virginia 22030. Items may be viewed at Fairfax County Land Fill, 4618 West Ox Road, Fairfax, Virginia, Monday through Friday, between the hours of 7:30 A.M. and 4:00 P.M., November 15th through December 15, 1978. For technical information, contact Hubert T. Alexander, Supt., Land Fill, telephone (703) 631-1178 or 631-1179. Bid invitations will be on hand at the Land Fill or arrangements for obtaining Invitation For Bid 9-0658-12-12 may be made by telephoning Mr. Olson (703) 691-2465.

### ASSISTANT DIRECTOR

The Center for Public Affairs at Virginia Commonwealth University is seeking an Assistant Director. Job responsibilities include: conduct of applied research, proposal preparation and grants management, technical assistance to state and local government, assistance in the administration of the Center. Qualifications: (1) background in state and/or local government, (2) skill and experience in survey research and analysis, and (3) expertise in at least one of the following: financial management, personnel management, planning, organizational analysis, or a substantive area in state and local government. Masters degree is required, doctorate desirable but not necessary. The Center for Public Affairs is a newly created unit in the School of Community Services at Virginia Commonwealth University. The Center is de-

signed to provide university based skills to state and local government and other publicly oriented organizations through applied research, technical assistance, and continuing education. Deadline for applications is December 15, 1978. Starting date, February 1, 1979 or as soon thereafter as possible. Salary, 20,000-25,000 annually, depending on qualifications. Send resume and the names of three references to Ralph Hambrick, Director, Center for Public Affairs, Virginia Commonwealth University, 909 West Franklin Street, Richmond, VA 23284.



## ANNOUNCEMENT

# THE WALLERSTEIN SCHOLARSHIP

THE WALLERSTEIN SCHOLARSHIP was established by a gift from Ruth C. and Morton L. Wallerstein to the University of Virginia to foster interest and research in Virginia municipal government.

The scholarship is administered by the Virginia Municipal League and the Institute of Government, University of Virginia.

### ELIGIBILITY:

Applicants must be:

1. An employee or official of a Virginia municipality who would like to spend a year at the University of Virginia engaged in research and study with the Institute of Government; or
2. A person, preferably an employee or official of a Virginia municipality, seeking to undertake graduate work at the University of Virginia in a field related to municipal government. It is hoped, but not required, that the recipient intends to enter or re-enter Virginia municipal government service upon completion of the graduate work.

### SELECTION CRITERIA:

While an applicant must show promise of benefiting substantially from a year at the University and a degree applicant must meet admission standards, the selection committee will place heavy emphasis upon the individual's potential for public service in Virginia.

### DURATION OF THE AWARD:

The award is made for a twelve-month period, beginning, at the recipient's wishes, between June 1, 1979 and September 1, 1979, and may continue for a second year dependent upon the recipient's need and his or her first year record.

### AMOUNT OF THE AWARD:

The amount is \$4,200, with an additional \$400 each for up to two dependents.

### APPLICATION PROCEDURE:

Applicants for the scholarship may obtain the necessary forms by writing to the Institute. Applicants seeking a graduate degree must fulfill all the requirements for admission to the graduate school of the University. Contact for information regarding graduate school requirements should be made to the Dean of the Graduate School of Arts and Sciences, 438 Cabell hall, University of Virginia, Charlottesville 22903.

### DATES FOR SELECTION:

All applications must be submitted no later than February 1, 1979. A personal interview may be requested either at the Institute or the Virginia Municipal League, or both. The recipient will be notified not later than April 15, 1979.

If further information is desired, please write to

INSTITUTE OF GOVERNMENT  
University of Virginia  
207 Minor Hall  
Charlottesville, Virginia 22903



# Legal Guidelines

## PUBLIC SERVICE CORPORATIONS—TAX EQUALITY?

By Howard W. Dobbins, General Counsel

A recent decision by the Virginia Supreme Court (*Richmond, Fredericksburg and Potomac Railroad Company v. State Corporation Commission*, decided August 31, 1978) will cause chagrin and perhaps some confusion in the minds of local government officials with respect to the equalization of taxation between public service corporations and other taxpayers.

The Virginia Constitution and pertinent statutes require the State Corporation Commission to assess for local taxation the value of real property of railroads and other public service corporations. This has been accomplished by the State Corporation Commission's Division of Public Service Taxation (the "Division") first determining the appraised property value and then determining assessed values which are certified to the various localities which in turn apply their respective tax rates to such values and levy a tax.

Prior to 1966, the assessed values of public service property were usually determined by applying a uniform 40 percent assessment ratio. However, as a result of the "Bemiss Bill", adopted by the General Assembly in 1966 (Code § 58-512.1), the Division has been required to appraise values, not on the uniform 40 percent rate but on "the local assessment ratio prevailing in such taxation district for other real estate as determined by the most recently published findings of the Department of Taxation". Subsequent to the Bemiss Bill, public service corporations' property has been appraised by the Division by comparing the property being appraised with other land which was appraised by the locality, this method being known as the "over the fence" method of appraisal. The Commission's appraiser having an idea of the appraised values of parcels surrounding the public service property then inspected the public service property and proceeded to make a determination of value. However, it has been the practice of the Division to adjust the value of the property being appraised by a "factor" which reflects the relationship of locally appraised land values to fair market values as determined

by the Virginia Department of Taxation and to that adjusted valuation an appropriate percentage established by the Bemiss Bill was applied thereby reducing the assessment of the particular parcel for local taxation. This procedure came under attack when in 1975 the RF&P filed its application for a review and correction of its assessment contending that use of the adjustment "factor" was unlawful. The SCC affirmed the tax assessment against the RF&P and that decision was appealed to the Virginia Supreme Court. The Supreme Court, in the opinion written by Justice Compton concluded that the use by the Division of the "factor" to adjust to fair market value was unlawful, characterizing the factor as an "additive".

Although the RF&P questioned the "over the fence" method of valuing property, the Supreme Court refused to reverse on that ground but specifically disapproved the use of the "additive" factor saying:

"We believe employment of the factor in this case was contrary to law. Such a procedure directly violates the constitutional provision requiring assessments of realty to be made based upon fair market value. Under the Commission's procedure employed in this case, the assessment was made based upon fair market value increased and inflated by the amount computed by use of the factor. Such a system is constitutionally infirm."

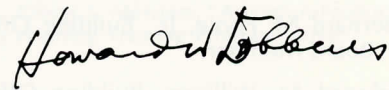
Arlington County and the State Corporation Commission argued that the equalization process set in motion by the Bemiss Bill justified use of the additive factor. However, the Court disagreed saying:

"The provisions of the Bemiss Bill contemplate application of the true assessment ratio to the fair market value properly determined and does not authorize employment of the ratio twice—once to compute on additive factor and again to fix the assessment. The equalization of assessments is to be accomplished by use of the formula set out in the

statute, which is to be applied after fair market value has been established, and not before."

Immediately after receipt of the opinion in this case, Arlington County and the SCC filed a petition with the Supreme Court for reconsideration. The Virginia Municipal League, the Attorney General of Virginia and the Virginia Association of Counties also filed briefs as *amicus curiae* supporting the petitions for rehearing, it being the position of all petitioners that the Court's opinion resulted in inequality rather than equality of assessment which was the aim of the Bemiss Bill, and use of the factor was essential in order to develop "fair market value".

Sad to say, the Court in a brief order refused the petitions for rehearing and the initial opinion of August 31, 1978 stands as the law of Virginia unless the legislature sees fit to change it. As the League stated in its brief filed with the Supreme Court, this decision will have enormous adverse economic effect on Virginia local governments.





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(Continued on page 20)



# INDEX TO ADVERTISERS

The Virginia Municipal League/*VIRGINIA TOWN & CITY* would like to take this opportunity to express its sincere appreciation to the many outstanding commercial and professional firms who have taken an interest in this publication during the past year. We thank them for their advertising program with us and hope it has been a worthwhile venture. A special "thank you" is also given to the localities who honored us with an advertisement in the September Convention Issue. A list of 1978 advertisers appears below.

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## WILL VIRGINIA GO TO I/M?

by John M. Cabaniss, Jr.

For years people have felt that the purposes of vehicular air pollution control systems were counter to the need for good vehicle economy and performance. There is a widely accepted air pollution control strategy involving motor vehicles which not only results in cleaner air, but also facilitates vehicle economy and performance—vehicular inspection and maintenance (I/M).

### *What is I/M?*

I/M is a program which requires that in-service vehicles have their exhaust emissions checked annually to assure that each vehicle does not emit excessive pollutants into the atmosphere. Currently the pollutants that are checked are carbon monoxide and hydrocarbons.

### *How does I/M work?*

An inspector checks each vehicle's exhaust emission by inserting a probe in the tailpipe. The measured emission values are then compared to predetermined standards for that year, make and model vehicle. A pass/fail determination is then made for the vehicle and failing vehicles must undergo repair and retest. It has been other states' experience that the majority of failing vehicles only need to have some simple repair, e.g., carburetor adjustments or air cleaner replacement. However, some vehicles may need a complete tune-up or an air pollution control system repair.

### *What benefits are provided by I/M?*

I/M programs have been shown to provide several direct benefits to vehicle owners. Studies of operating I/M programs have shown that vehicles under such programs show improvements in fuel economy of 5 to 10 percent, which is quite a savings in gasoline costs. But there are other benefits as well. Properly tuned and maintained vehicles need fewer major repairs and they have a longer life, which produce a savings either by longer vehicle use or a better trade-in. In addition, properly tuned and maintained vehicles are more reliable and safer than untuned vehicles. And last but not least, I/M programs result in cleaner air, a major purpose of I/M. Virginia, like

most other states, does not meet the air quality standard for ozone. Ozone (commonly referred to as smog in the past) is partially attributable to emissions from motor vehicles; therefore, one of the best attainment strategies for Virginia to use in combatting the ozone problem is an I/M program. The inconvenience of other strategies that limit vehicle use by the individual motorist may then be avoided.

### *Who Will Do the I/M Inspection?*

The 1978 General Assembly appointed an Air Pollution Study Commission. The primary issue under review by the Commission is whether the I/M inspection will be conducted in private franchised garages, as the current safety inspection program is handled, or by a contracting firm specifically retained to conduct the I/M inspections. Both approaches have their advantages and disadvantages.

Several factors need to be considered in assessing these two options. One important factor is convenience to the public. A private garage system would mean that many I/M inspection stations would exist similar to the present safety inspection program. Since there would be more stations, there should be more convenience to the public. A private garage system would mean that many I/M inspection stations would exist similar to the present safety inspection program. Since there would be more stations, there should be more convenience for citizens in terms of travel time. With a contractor system the number of I/M inspection stations would be limited. However, through the use of vehicle population density information, it is possible for the contractor to situate the inspection stations so that 70-80 percent of the vehicles are within five miles of a testing site and another 15-20 percent of the vehicles are within 10 miles of a station. A contractor can also include convenience factors by altering his operating schedule regarding hours per day and days per week to meet the needs of the community. In addition, the contractor would handle only I/M inspections and thus would never have any of his facilities tied up for repair purposes.

Another important factor in considering the options is public acceptance. The present safety inspection program in the private garages enjoys a high level of citizen support. Citizens are accustomed to the semi-annual safety check and are comfortable with it. Since the private franchised garage I/M option would be very similar to this present system, this procedure might foster quicker public acceptance of I/M. In order to obtain public acceptance, the I/M program must stress quality assurance. With a contractor system the public could be assured of testing uniformity and objectivity, since the contractor would use highly sophisticated, automatic equipment with little or no chance of operator error. Uniformity and objectivity are very important elements in a program dealing with an abstract thing like vehicle emissions.

Cost information is still another important factor in the analysis of the options. The total costs of the two options appear to be roughly equivalent to the surface; however, the nature of the costs differ to some extent. In a private garage system the administration costs to the State would be higher than in a contrac-

### ABOUT THE AUTHOR

John M. Cabaniss, Jr. is a planner with the State Air Pollution Control Board.



tor system. The main reason for this difference is that a private garage system would require about twice as many State personnel as the contractor system to insure standard testing and uniform quality, statewide.

In summary, the private garage option offers possibly more convenience due to the large number of inspection stations and an inspection process to which Virginia's citizens are already accustomed. On the other hand, the contractor option offers uniformity, objectivity, fewer State employees (more private sector jobs) and separation of the inspection and repair functions.

#### *How Much of the State Will be Affected?*

The Commission is presently of the opinion that I/M should be limited to four major metropolitan areas in Virginia. These areas are Northern Virginia, greater Richmond, Hampton-Newport News, and the southeastern Virginia area surrounding Norfolk. It is felt that limiting I/M to just the "metro" areas would be more cost effective. Since a majority of Virginia's vehicles are in these areas, most vehicles would still be under the program if it is limited to these four areas. Limiting the program would also be much less expensive than a statewide program. If I/M proves to be effective in these areas, it could be expanded to include other areas, or possibly the whole state, at a later time.

#### *When Will I/M Start?*

The starting time for I/M in Virginia is uncertain. If the program was instituted in the private franchise garages, it could start as early as January, 1980, but if I/M is handled under a contractor system, it could begin as late as January, 1983. The starting time is dependent on several things. One factor is the type of system that is used. Federal guidelines require that a private garage system start one year earlier than a contractor system. Another factor is whether an introductory I/M period is desirable during which the inspection is mandatory but the maintenance is voluntary. Many people advocate the use of such an introductory period for at least a year before mandatory maintenance begins. These matters will have to be settled before the starting time for I/M can be decided.

#### *What Will I/M Cost Virginia?*

It has been estimated that the total cost for an I/M program in Virginia's four major metropolitan areas would be about \$10 million per year in terms of 1978 dollars. That boils down to about \$7 per vehicle in those areas. The General Assembly will have to decide how the I/M program will be funded.

On one hand, the legislature could require that the program be paid for entirely from the general fund and thus make the inspection process free at the inspection station itself. Such a method would allow the costs of the I/M program to be spread over the whole State. This type of approach might be appropriate since all Virginians will benefit from an I/M program, even though the program is in the "metro" areas only. Other "spreading" alternatives for funding include a general increase in vehicle registration fees or a slight increase in the fuel tax

statewide. This latter alternative would also "spread" the burden to out-of-state vehicle users who pollute Virginia's air.

On the other hand, the vehicle owner could be required to pay an inspection fee when he had his vehicle inspected. This would place most of the burden of paying for the I/M program on those persons who were subjected to it.

Of course, there are many funding options open to the General Assembly. Those include the ones mentioned above, combinations of them, variations of them and still others not discussed.

#### *What is the Experience with I/M in Other States?*

There are already existing I/M programs in many other states, but there is much variation in the types of programs. Arizona, for example, has a contractor system, while New Jersey uses a state-owned and operated system. Rhode Island recently instituted a private franchised garage program which will start mandatory maintenance in January, 1979. About the only thing that is generally true about other states' programs is that they work. All of the states which have effective I/M programs can identify reductions in vehicle-related pollutants. For this reason and because of the other benefits previously mentioned, over 100 major metropolitan areas in the U.S. are now considering the implementation of I/M programs.

#### *What is the State's Role in I/M?*

In either option the State's role is to administer the program. There must be general supervision of the inspection process, direction of a public relations campaign, coordination of a mechanics training program and execution of a quality assurance program. Supervision of the program is necessary to assure that proper methods and equipment are being utilized in the inspection process. A public relations campaign is essential to acquaint the public with the I/M program, its purpose, its process and other relevant information. The mechanics training program is necessary to provide an assurance that proper maintenance of failing vehicles is being provided. Finally, an extensive quality assurance effort must be undertaken to provide program effectiveness and public acceptance.

#### *What Input do Citizens and Localities have in developing I/M in Virginia?*

As mentioned previously, the Air Pollution Study Commission is presently reviewing these matters. The Commission's report to the General Assembly and the Governor was due December 1.

Localities are also encouraged to provide input into the I/M program development process. Only those municipalities in the four "metro" areas previously mentioned will be directly affected by I/M initially, but I/M could conceivably be expanded in the future to include perhaps the whole State. Therefore, it is important for localities to provide their inputs now while I/M is in its formative stages.



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## HENRICO HONORED

Henrico County was presented a 1978 Achievement Award at the 43rd Annual Conference of the National Association of Counties (NACo). The Annual Awards are given to counties who have been specially honored for their outstanding citizen service and for innovative programs leading to more efficient, modern county government. Henrico received the award for its Volunteer Services Handbook.

Since beginning with three volunteers in 1973, Henrico has established a full-time probation department supervisory position to address volunteer services and needs. In May, 1976, 90 citizens, organizations and businesses were recognized for varied volunteer services that year. To assist the volunteers, a Volunteer Services Handbook was developed, dealing with the court process, expectations of volunteers and community resources.

The Virginia Municipal League congratulates Henrico County for its service to local government.

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## BARRINGER: RECORD SERVICE

By Robert H. McNeil

John Martin Barringer, Jr., professor of business administration at Virginia Tech, has served as Mayor of Blacksburg for more than 35 years, which is believed to be a record in Virginia, and equal to a record established by the mayor of Albany, New York. Barringer, a native of Michigan, attended the University of Virginia, where he received a Bachelor of Arts degree in 1932 and a Master of Science degree in 1933. He joined the faculty of Virginia Polytechnic Institute, (now VPI&SU), in 1937 and in the years that followed advanced through the ranks to full professor. In the department of business administration, he teaches labor problems, labor law and economics.

Friends during his early years in Blacksburg recall that he loved to discuss anything that was being considered, whether it was international affairs, national or state politics, economics or political theories. No matter what the topic, he was ready and eager to discuss or debate it. He was urged to make practical use of his debating skills.

Less than five years after he came to Blacksburg, he decided to run for Town Council. When Barringer first ran successfully in June, 1942, the terms were for two years, but later, the terms were changed by the town charter to four years.

After Barringer assumed his office September 1, 1942, the late William W. ("Willie") Argabrite resigned as mayor to accept appointment as postmaster of Blacksburg. Barringer was then elected by his colleagues on Council to fill the vacancy and he took the oath of office as mayor on April 18, 1943. Some of the winning margins for Barringer in the local elections were close; the last time he was challenged was in 1970.

Barringer believes that the greatest achievement during his years as mayor was the creation of the VPI&SU—Blacksburg-Christiansburg Water Authority in 1955 and the formation of the VPI&SU-Blacksburg Sanitation Authority to collect and treat sewage and waste water of the area.

Several annexations during Barringer's tenure as mayor saw the area

of Blacksburg increase from about 3.5 square miles to more than 15 times that amount, and the growth in population increased from 2,500 persons to more than 32,000. The growth is attributed to VPI&SU and in recent years to the location of several industries in Blacksburg.

Barringer presided at Council meetings with an easy manner and was able to handle situations that might get out of hand. Only once did a quip backfire. It happened as the last councilman to leave a council meeting slammed shut a big textbook and then slammed it on the table to clearly show his anger. Barringer mused "I must have said something that he really didn't like."

The mayor emeritus liked to meet people. He made the rounds of downtown Blacksburg after teaching his morning classes at VPI&SU and almost daily he visited Town Hall. He was accessible and people sometimes conferred with him as he made his rounds. His manner enabled him to get along with people and he had the ability of getting to the heart of someone's complaint and making suggestions for possible solutions. He also worked well in committees and did not try to dominate any meeting or situation; he often had a solution to enable partisans to compromise without "losing face".

Now as mayor emeritus, the title voted by Council to honor him upon his retirement as mayor, Barringer continues to make his rounds of downtown Blacksburg and to drop in at the municipal building and other places he visited when he was mayor.

Seven days after he had retired as mayor, Barringer was honored at a testimonial dinner at the Donaldson Brown Center at VPI&SU with more than 200 persons in attendance. He received gifts and heard testimonials to his service as mayor from community and University leaders. Barringer has indeed etched his name in the records as a local elected official that will be difficult for anyone to surpass.

(Continued from page 14)

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### Eckenrode Elected

LEX T. ECKENRODE, Assistant Director of the Virginia Criminal Justice Services Commission, was elected President of the National Association of State Directors of Law Enforcement Training at the recent 85th Conference of the International Association of Chiefs of Police. The National Association of State Directors of Law Enforcement Training is a nationwide organization with representation from each state. Its purpose is to upgrade and maintain effective liaison for the advancement of training in law enforcement and criminal justice.

#### ABOUT THE AUTHOR

Robert H. McNeil is Associate Editor, The Blacksburg-Christiansburg News Messenger.



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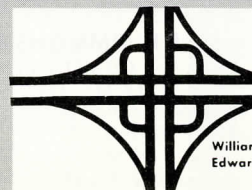


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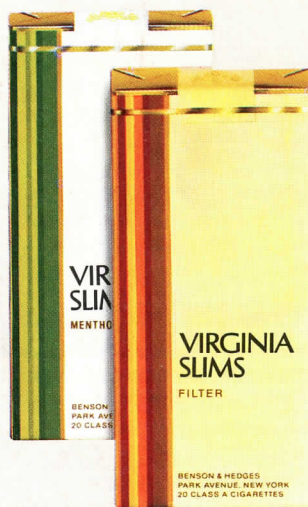
*Through rain, sleet and snow, the woman of 1909 always made sure her male got through.*



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