

# Virginia Town & City

VOLUME 15

JUNE 1980

NUMBER 6



**Affirmative Action—Do You Have A Plan?**



---

# Editorial

---

## Affirmative Action— A Plan or a Document?

In these times of government regulation, an affirmative action plan is often viewed as "just another piece of paper," "just another hassle," or "just something to have around if someone (usually the Feds) should want to see it." An affirmative action plan can, however, be much more. An affirmative action plan can be a blueprint to becoming not only an equal opportunity employer, but an employer with a fair, sound and practical personnel system.

While there exists no model affirmative action plan, no "fill in the blanks" document, every good plan contains similar elements. These elements could be labeled qualitative and quantitative. Qualitative elements include an assessment of the current personnel system and/or affirmative action plan; a provision for developing and/or maintaining uniform procedures for recruiting, selecting and placing

employees; a provision for providing benefits and maintaining records; a provision for employee involvement in the review and administration of the Plan; and a provision for developing a classification and pay plan. Examples of the quantitative elements are an assessment of the current work force by race and sex; a comparison of the work force with the applicable labor market availability; and the goals for hiring to achieve parity with that labor market.

Of the two types of elements, I believe that the qualitative are the most important. A creative recruitment program with fair and uniform selection, advancement and placement procedures will do much to attract and retain qualified employees, including women, minorities and the handicapped. Efforts to establish a sound personnel system can, in actuality, be efforts to meet the quantitative goals which are simply tools to evaluate the effectiveness of any program.

Since affirmative action plans are required with receipt of various federal monies, why not take full advantage of the benefits they can offer rather than wasting time simply writing a useless document?



*Maya Hasegawa*

Maya Hasegawa, Manager  
Office of Equal Employment Opportunity  
Commonwealth of Virginia

# Virginia Town & City

The official publication of the Virginia Municipal League

**Editor** Charlotte Kingery  
**Associate Editor** Bragdon R. Bowling, Jr.  
**Editorial Assistant** Margaret A. Nichols  
**Advertising and Business Manager** Sandra J. Harmon

VOLUME 15

JUNE 1980

NUMBER 6

VML President Roy H. Erickson

Executive Director R. Michael Amyx

Officers: First Vice President, Harold S. Atkinson; Second Vice President, Raymond F. Ratcliffe; Third Vice President, Richard A. Farrier; and Fourth Vice President, Francis T. West.

Executive Committee: Richard J. Davis, Charles A. Robinson, Jr., Lawrence A. Davies, Arlie C. Payne, Jane L. Hough, Charles E. Beatley and Jessie M. Rattley.

**75th VML Conference**  
**September 28-30, 1980**  
**Marriott Twin Bridges, Arlington County**

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

## 5 Affirmative Action

"Richmond achieves a more balanced work force with a plan that evolved in 1973."

## 7 Councilmembers Can Cut Time

"By using volunteers and students, the life of an elected official is easier."

## 14 How To Get Along With Your Council

"Public works officials need to know how to maintain a good relationship with their elected bosses."

## 16 Mayor Spiggle Testifies

## DEPARTMENTS

2	Editorial
6	People
8	Calendar
9	Legal Guidelines
12	Places
15	Affiliates
17-19	Directories
18-19	Marketplace

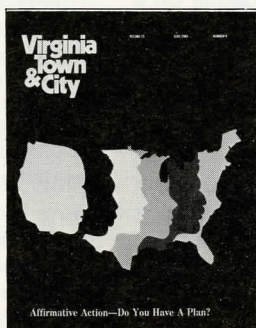
## TELEPHONE

804/649-8471

VIRGINIA TOWN & CITY (ISSN0042-6784) is the only official magazine of the Virginia Municipal League (formerly the League of Virginia Municipalities). It is published monthly at 311 Ironfronts, 1011 East Main Street, P.O. Box 753, Richmond, Virginia 23206. All contents, copyright 1980 by the Virginia Municipal League. Any reproduction or use of contents must have prior approval of the Virginia Municipal League and if granted must be accompanied by credit to VIRGINIA TOWN & CITY or the Virginia Municipal League. Second-class postage paid at Richmond, Virginia. Subscription rates: \$7.00 per year, \$1.50 per copy.

## ON THE COVER:

The cover design was adapted from a poster from Together, Incorporated in Tulsa, Oklahoma. The illustration depicts a spirit of togetherness in the work force, regardless of race, creed, nationality or sex.





# Affirmative Action

## *Richmond Achieves A More Balanced Work Force*

By Timothy A. McDermott

*Equal Employment Opportunity (EEO) is the "... state of condition of fair and equitable treatment within an organization that exists for both employees and applicants for employment." Affirmative Action is "... the term used to describe the steps or actions that will be undertaken to insure that current practices are non-discriminatory and that any effects of intentional or unintentional past discrimination are remedied." An Affirmative Action Plan (AAP) is "... the tool that is used to outline positive steps to insure that your organization is an Equal Employment Opportunity employer."\**

Both EEO and Affirmative Action are required by legislation; two public laws which are important are the Age Discrimination in Employment Act of 1972 and Title VII of the Civil Rights Act, as amended, of 1972. In addition to these laws, there are less powerful acts which also control and mandate Equal Employment Opportunity.

### Areas of Disagreement

Whether an individual, office or agency agrees with EEO and Affirmative Action makes little difference because Equal Employment Opportunity is the law. Court ordered remedies for noncompliance have included awards of back pay, court costs and court ordered changes in employment practices. In 1975, the City entered into a consent decree with the Richmond Black Police Officers Association in which the City agreed to pay settlements to Black policemen according to the following schedule:

- \$200.00—paid to those employed from 1 to 5 years;
- \$400.00—paid to those employed from 5 to 7½ years,
- \$800.00—paid to those employed from 7½ to 10 years;
- \$1,400.00—paid to those employed over 10 years.

\*Hunter, George, "Affirmative Action Planning," *Maine Townsman*, August, 1979.

### ABOUT THE AUTHOR

Mr. McDermott is a Research Assistant with the Virginia Municipal League. He attends Virginia Commonwealth University, seeking a MPA degree.

In addition to the case settlements, the court ordered Richmond to revise its promotion policy to insure that Black policemen were not discriminated against because of their race.

An effective AAP not only brings a locality into compliance with the law but it also provides for a review of current personnel practices and serves as an ongoing "maintenance function." An AAP also enhances the recruitment and selection process due to a better, more comprehensive personnel system.

It is essential to note that the courts have determined that Affirmative Action Plans which set quotas that are to be met regardless of the qualifications of the applicants are illegal. Rather, an effective Affirmative Action Plan works towards achieving objectives or goals, not quotas. All applicants are to be judged equally on the basis of merit. A bona fide Affirmative Action Plan states a qualified minority group member should be hired or promoted where that minority group is currently underutilized in the work force. This applies only when that minority group member has been evaluated on the same basis as other candidates. Neither preferential nor discriminatory treatment should be implied or intended in an Affirmative Action Plan so a properly conceived and implemented plan should enhance the entire personnel system of any locality or business.

### Affirmative Action In Richmond

The City of Richmond's Equal Employment Opportunity Plan, communicated to all city employees on May 11, 1973 by the City Manager, was designed to be implemented in stages with certain objectives with target dates and others working on a continuing basis.

According to Richmond's plan, the City Manager is held ultimately responsible for Equal Employment Opportunity but certain responsibilities are delegated to others within the city administration. The Assistant City Manager for Administration is responsible for coordinating the plan and each of the City's department heads designates an EEO coordinator for the department. The coordinator

reports to the Assistant City Manager for Administration regarding the department's employment profile, citing areas of apparent underutilization.

The EEO plan for Richmond is comprehensive in nature as it includes recruitment, hiring, promotion, training and testing. Special care is taken in all phases of personnel administration in order to eliminate all factors which are not merit related and are therefore prone to have an adverse impact on city applicants or employees.

Emphasis is placed on the recruitment function of the personnel department, where it is easiest to implement any affirmative steps to correct discriminatory policies and procedures. If all groups which comprise the potential work force of a locality are recruited, in time, the actual work force will become representative of the potential work force but only if affirmative steps are also taken in the rest of the personnel administrative function. In accordance with the 1973 plan, the recruiting division was directed to increase their advertising in all media sources which serve "... minority groups, women, the unemployed, the underemployed, the underskilled and the economically disadvantaged."

Two final points which deserve attention pertain to hiring and testing. As written and communicated to the City's employees, the plan stated:

"The Personnel Department shall conduct a review of qualifications and requirements for all positions to assure that such qualifications and requirements are in line with actual job performance requirements. Such review should be conducted periodically to insure that the information is accurate and recommendations for modifications in qualifications and requirements shall be forwarded to the Personnel Board for its action."

All tests were to be evaluated to insure that test questions were job related and nondiscriminatory.

### Evaluating the Plan

Overall, Affirmative Action appears to have been successful; currently there is no glaring underutilization in



the City's work force. According to 1978 figures, based on an underutilization analysis conducted by the Commonwealth of Virginia Office of Equal Employment Opportunity, there was, at that time, no underutilization of any group except women. Based on the 1978 study, there was 22.4% female underutilization in the service/maintenance job category, 4.7% underutilization in the skilled crafts and 7.5% underutilization in the official/administrative job category. As a result of this study, the City was to revise its goals for the number of women employed in each of these three categories.

To further verify the overall success of Richmond's EEO plan, a comparison of the figures stated the City Manager's Annual Reports to City Council on the status of Equal Employment Opportunity is shown in Table 1.

Obvious changes can be seen in the City's overall employment profile, reflecting the goals and objectives of the 1973 Equal Employment Opportunity Plan. The City appears to be succeeding in meeting these goals.

In discussing the City's EEO plan with the Human Relations Commission's Director, Leonardo A. Chappelle, additional successes of the EEO plan were noted. The Human Relations Commission was created by the City Council in 1968 and given two primary directives:

- Improve race relations within the City through a variety of means, including educational and community involvement programs; and
- Eliminate employment discrimination.

In fulfilling these directives, the commission has helped facilitate Equal Employment Opportunity in the City. The commission's staff has recently completed a one year training program on EEO for the City employees from department heads to first line supervisors. EEO training was one of the objectives set forth in the 1973 plan. The commission is currently undertaking the task of revising the 1973 plan in accordance with the May 29, 1979 City Council directive to design a bona fide Affirmative Action Plan. The first step in this revision is the completion of a comprehensive work force analysis. This analysis will correct one of the shortcomings of the 1973 plan which directed the Personnel Department to conduct a review of all qualifications and requirements. No official work force analysis of this nature has been conducted prior to the Human Relations Commission's current analysis. Although the Personnel Department

Fiscal Year	TOTAL WORK FORCE*			
	Male		Female	
	White	Black	White	Black
1972-1973	2,690 (52%)	1,057 (20%)	802 (15%)	659 (13%)
1973-1974	2,713 (50%)	1,145 (21%)	876 (16%)	740 (14%)
1975-1976	2,503 (47%)	1,254 (23%)	777 (14%)	847 (16%)
1976-1977	2,373 (45%)	1,282 (24%)	724 (14%)	895 (17%)
1977-1978	2,202 (39%)	1,470 (26%)	904 (15%)	1,079 (19%)
1978-1979	2,127 (42%)	1,347 (27%)	646 (18%)	923 (18%)

does review position qualifications as problems arise, no comprehensive analysis has yet been conducted.

By direction of the 1973 plan, the Personnel Department was also given the responsibility of revising the City's Personnel Manual making sure all possible discriminatory policies were deleted. To the Department's credit, this task was recently completed and the Manual was published in January, 1980.

Another success of Richmond's EEO plan can be noted in the continuing use of departmental EEO coordinators. These coordinators continue to play a key role in the location of potential and existing sources of employment discrimination. Although the effectiveness of these coordinators varies from department to department, they remain as information sources of departmental employment profiles.

#### Still More Shortcomings

The major shortcomings of Equal Employment Opportunity in Richmond can be found when viewing the City's employment profile by department. Although when viewed as a whole, or by job category without regard to department, the City appears well on its way toward becoming an EEO balanced City, not all departments can make the same claim. The

job category breakdown of the Departments of Recreation and Parks and Public Utilities-Public Works (based on 1979 data) demonstrates that although the majority of the employees in both of these departments are Black males, in both cases, well over half of these Black males are employed in skilled crafts and service/maintenance categories.

With a few exceptions, Richmond's Equal Employment Opportunity Plan is successful in overcoming employment discrimination within City employment. The new Affirmative Action Plan being developed by the Human Relations Commission appears to be a positive step towards rectifying the inadequacies in the current plan. The City also appears to be working in good faith towards the achievement of a completely balanced employment profile. In summary, because of the effect of their Equal Employment Opportunity Plan, Richmond has achieved a more well balanced work force, revised its Personnel Manual which reflects new EEO policy statements, has a better recruiting division, and a more responsive Personnel Department.

*\*Sources: The data for this table was taken and compiled from City Manager Annual Reports on EEO and from Federal EEOC reports.*



### CAPITAL

9002 MOUNTAIN ROAD  
RICHMOND, VIRGINIA 23228  
804-262-7341  
COMPLETE LINES OF EQUIPMENT FOR MUNICIPAL GOVERNMENTS

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

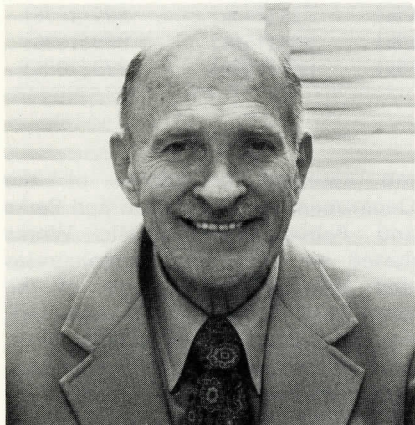
### EQUIPMENT COMPANY, INC.

BRANCH: 1201 CAVALIER BOULEVARD  
CHESAPEAKE, VIRGINIA 23323  
804-485-4485

ELGIN — Sweepers  
ATHEY MANUFACTURING CO. — Maintainer Grader  
DYNAPAC — Vibratory Rollers  
GIANT-VAC — Leaf Collectors  
DAVEY — Air Compressors  
RO CORP. — Hydraulic Cranes



# People



## Honors

**Arthur S. Owens**, a former Roanoke City Manager, (photo above) was awarded an Honorary Doctorate of Humanities degree at Ferrum College Commencement on May 11. Ferrum President Joseph T. Hart said Mr. Owens was being recognized for his "significant contributions to society, education and the college."

A native of the Manchester area of Richmond, Mr. Owens, 79, is a high school dropout who earned his high school equivalency certificate at the age of 69. He has spent the last 13 years at Ferrum College serving in several capacities, including director of college support, special assistant to the president and distinguished lecturer. Known throughout Virginia and the nation for his contributions in the field of public administration, Mr. Owens was City Manager of Roanoke for 17 years, from 1948-1965, and was City Manager of Portsmouth from 1941 to 1946. He was also coordinator of Urban Affairs for the City of Norfolk and in 1960, he was elected president of the International City Management Association.

His honors include Outstanding Educator of America in 1971, the Junior Chamber of Commerce Award in 1963 and selection for "Who's Who in America."

Mr. Owens teaches a course in public administration at Ferrum College and in 1979, his students initiated an award in his honor, the Arthur S. Owens Leadership Award, given annually at commencement to a senior division student with outstanding leadership qualities.

## Appointments

Tappahannock Town Council appointed **G. G. (Gayle) Belfield** Acting Town Manager. A native of Richmond County, Mr. Belfield attended Virginia Commonwealth University. Prior to his appointment at Tappahannock, he was a design draftsman for VEPCO and was affiliated with Investors Loan. In 1977, Mr. Belfield was hired as assistant director of public works and an inspector for the Town of Tappahannock. Active in the community, he teaches a basic emergency medical technician course at Rappahannock Community College and is an officer in a local volunteer rescue squad.

**Tim Maupin**, Assistant City Manager for the City of Richmond, has been appointed County Administrator of Richland County, South Carolina. Mr. Maupin has been an Assistant Manager since 1977.

Martinsville City Council appointed **Don R. Edmonds** City Manager effective July 1, 1980. Mr. Edmonds is currently the Executive Director of the East Texas Council of Governments and has served as City Manager of Hurst, Texas. Earlier in his career, he was a intern for the City of Lubock, Texas. When he graduated from North Texas State, Mr. Edmonds was appointed City Manager of Rosebud, Texas at the age of 22, the youngest city manager in Texas at that time.

Pearisburg Town Council appointed **James A. Hartley** Town Attorney to succeed the late Samuel A. Martin. Mr. Martin served in the post for over 30 years.

**Jere Lane Johnson**, Chief Plumbing Inspector in Stafford County, was named Building Official-Zoning Administrator for the City of Fredericksburg. Mr. Johnson had previously been employed by the Town of Christiansburg as its first fulltime building inspector and also, as field inspector for a sewer construction project. He is a certified electrical inspector as well as a plumbing inspector.

## Virginia Section Officers Selected

The City Manager of Williamsburg, **Frank Force**, was elected President of the Virginia Section, International City Management Association at the Section's Annual meeting in Virginia

Beach last month. **William J. Paxton, Jr.**, City Manager of Salem, was elected First Vice President and **Ronald H. Miller**, Town Manager of Vinton, was elected Second Vice President.

The Executive Committee includes Danville City Manager **James W. Lord**, Emporia City Manager **Robert K. McCord**, Portsmouth City Manager **Robert T. Williams**, Warrenton Town Manager **Edward L. Brower**, Hampton City Manager **O. Wendell White** and Petersburg Assistant City Manager **Robert D. Swanders**. **C. M. Moyer, Jr.**, City Manager, Past President of the association, also serves on the Executive Committee.

## MFOA Officers Elected

The Virginia Municipal Finance Officers Association elected new officers at their Annual meeting on May 2 in Virginia Beach. Elected President was **Michael Hill**, Comptroller of the City of Lynchburg and elected Vice President was **Frank Turk**, Chief Accountant for the City of Salem. Continuing as Secretary/Treasurer is **Joe Black**, Finance Director for Richmond Public Schools.

## Housing Officials Elected

**David H. Rice**, Executive Director of the Norfolk Redevelopment and Housing Authority, was elected President of the Virginia Association of Housing and Community Development Officials (VAHCO). Other officers include Vice President **L. Judson Barrett** of Suffolk, Secretary-Treasurer **George D. Morris** of Danville and Member-at-Large **Leslie J. Faircloth** of Lynchburg. The Past President of the Association is **Rudolph T. Walker** of Portsmouth.

## Death

**Samuel A. Martin**, Attorney for the Town of Pearisburg, died March 25, 1980. He had served as Town attorney for 32 years. A native of Roanoke, Mr. Martin received a degree from Roanoke College and held a L.L.B. degree from Washington & Lee University.

He was president of the Giles County Bar Association in 1975 and was vice president of the Virginia Bar Association in 1962 and 1963.



# Councilmembers Can Cut Time

## *Richmonder Uses Volunteers*

By Willie Dell

A public official never has enough time.

On one side, local officials are asked to respond to citizen concerns, analyze the constant flow of technical material on local issues, speak to citizen groups and community associations and keep abreast of council matters. On the other side, they must juggle home life, professional responsibilities and personal activities.

What's the solution? Use volunteers as staff. During my five years as a member of city council, individual citizens and student interns have served as my staff. It saves money and helps officials to be more involved and accountable to the citizens. Before picking up the telephone, though, decide what duties the volunteers should assume as well as other details.

Should the volunteers fill gaps in responding to citizens' concerns? Should they do basic research? Should they write position statements? Should they respond and interact with community groups? Should they cover meetings? How much time is demanded in supervising a staff?

How much and at what level should an elected official relinquish control to others? How will staff be viewed by the administration and received by the constituents? If volunteers are used, how many would be required? Would office space and other equipment be needed? What costs, if any, will be incurred?

### **Decide which responsibilities to delegate.**

An assistant could be of paramount importance in meeting the partially described list of duties and responsibilities. A staff would increase the official's knowledge by the information collected from attending assigned meetings, serving as a sounding board or being instrumental in sampling the community's pulse. The aide could also review professional magazines to obtain ideas for solving local problems.

Students are excellent for producing research, answering correspondence, gathering data from community meetings, receiving citizen complaints and assisting with position statements. However, students are limited according to how much work they can assume and the experience and maturity required for the position. Another disadvantage is the time spent in supervising a student, which is often required by the school for field work credit. Students are assigned for a limited period of time and a replacement is needed during their absence and in the summer.

College students are utilized in reading and analyzing printed data, drafting initial correspondence to citizens and performing limited research or in a situation requiring more skill and maturity than a high school student. For example, several years prior to the enactment of our human rights ordinance in Richmond, students had gathered data from Atlanta, New York and California on the issue. This material assisted Council in preparing an ordinance that our citizens needed.

### **Students are a good resource**

Field work students can be obtained by contacting the educational institution's field placement assignment officer or liaison person. Students are available in the areas of urban studies, political science and social work, both in undergraduate and graduate schools. There are a number of four-year colleges and community colleges in Virginia that could assign a student to work for you.

Advanced students from public high schools have also been utilized to a limited degree and have proved to be excellent workers. Teenagers are primarily used for general office tasks, taking telephone messages, typing and neighborhood surveying (phone or door-to-door contacts).

Other assistants can be found from citizen volunteer groups or individual volunteers. Volunteer groups, such as the League of Women Voters and community associations, share Council's goal of making the community a better place to live. Because of this, they are aware of current activities and the status of public programs.

The American Association of Retired Persons (AARP) is a good source of potential staffers. Retired persons often have a desire to continue working and have a knowledge of what has transpired in the community. Often retired persons have been professionals, such as engineers, accountants, or teachers and can give technical assistance that a student or an individual volunteer cannot give.

Citizens are expecting and receiving more from their elected officials and this trend will continue. They are also seeking ways to actively participate so their resources should be seriously considered. The changes in local government will be more positive as new and creative ways are used to encourage citizens to participate. This solution of using volunteer staff promotes the citizen's understanding of the decision making process while assisting overburdened, elected representatives.

### **ABOUT THE AUTHOR**

Mrs. Dell is a Councilmember for the City of Richmond and is a member of the National League of Cities' Board of Directors. She holds a degree from Virginia Commonwealth University in sociology.



# Calendar

**Local Option Workshops**, June 6, America House, Richmond and June 19, Donaldson Brown Center, VPI & SU, Blacksburg, Virginia. The one-day workshops were developed to assist localities with local option and are for all local officials, elected and appointed, and social services directors and their staff. For registration information, please contact Charlotte Kingery, 804/649-8471.

**Newly Elected Officials Conference**, June 11-13, VPI & SU, Blacksburg and June 25-27, Charlottesville, Virginia. Please contact Rick Weeks, 804/649-8471 for registration information.

**"Issues of the 80's,"** June 18-20, 1980, Virginia Beach, Virginia. The two-day workshop is planned for county administrators, managers, executives and city and town managers. Sponsored by the Office of Local Government Management Relations, please contact Felicia Monk, 804/786-7406 for information.

**Small Cities Management Training Program**, June 20, 1980, Holiday Inn Crossroads, Richmond. The one-day meeting is designed to reacquaint managers with the small cities program. The registration fee is \$65; please contact Brad Harmes, 804/649-8471.

**State Fire Chiefs Association of Virginia**, July 9-12, 1980, Sheraton-Fredericksburg Inn.

**VML 75th Annual Conference**, September 28-30, 1980, Marriott Twin Bridges, Arlington, Virginia.

**Virginia Building Officials Association**, October 19-22, 1980, Sheraton Fredericksburg Inn.

**National League of Cities Congressional Cities Conference**, November 29-December 3, 1980, Atlanta, Georgia.

**CETA Training Session for Local Elected Officials**, June 12-13, 1980, Philadelphia, Pennsylvania. Contact the NLC Employment and Training Project, 1620 Eye Street, N.W., Washington, D.C. 20006.

## Institutes for Municipal Officials

*June 11-13, Blacksburg*

*June 25-27, Charlottesville*

### Wednesday

- |                           |  |
|---------------------------|--|
| 11:00 a.m.-1:00 p.m. .... | Registration   |
| 1:00 p.m.-4:30 p.m. ....  | Opening Session  |
| (includes breaks)         | <ul style="list-style-type: none"> <li>• Municipal Government in Virginia</li> <li>• Councilmembers, Mayors &amp; Managers: Their Roles and Responsibilities</li> <li>• Effective Decisionmaking by Council</li> <li>• Working with Municipal and Regional Boards and Commissions</li> </ul> |
| 6:00 p.m. ....            | Reception  |
| 7:00 p.m. ....            | Banquet  |

### Thursday

- |                           |  |
|---------------------------|--|
| 8:30 a.m.-Noon ....       | Revenue Sources & Trends                         |
| (includes breaks)         | Dealing with the Budget                          |
|                           | Debt Management                                  |
|                           | Getting More for the Taxpayers' Money            |
| 12:00 noon-1:30 p.m. .... | Lunch — VML presentation                         |
| 1:30 p.m.-4:45 p.m. ....  | Controlling and Promoting Growth and Development |
| (includes breaks)         | Working with the News Media                      |
|                           | Communicating with Citizens                      |

### Friday

- |                           |   |
|---------------------------|---|
| 8:30 a.m.-12:00 p.m. .... | Annexation Processes and Politics                                     |
| (includes breaks)         | Legal Issues — FOI, Conflict of Interest, Public Officials' Liability |
|                           | Concurrent Sessions   |
|                           | A. City Council and the Schools                                       |
|                           | B. Town/County Relations  |
| 12:15 p.m. ....           | Lunch — The Movement to Limit Government Spending                     |

## VML Policy Committees Meet

Last month the VML Policy Committees on Human Development, Effective Government, Community and Economic Development and Environmental Quality met. On June 5, the Transportation Policy Committee will meet followed by the Public Safety Policy Committee which will meet on June 6. The VML Policy Committee's recommendations are referred to the Legislative Committee for consideration of inclusion in the League's Legislative Program.

The 1980 Policy Committee Chairmen are:

Transportation—Elizabeth K. Bowles, Councilwoman, Roanoke  
Effective Government—Elliott L. Shearer, Mayor, Lynchburg  
Human Development—Raymond E. Hicks, Councilman, Vienna  
Public Safety—C. J. Staylor, Jr., Councilman, Norfolk  
Environmental Quality—Arthur J. Walrath, Mayor, Blacksburg  
Community and Economic Development—James M. Scott, Boardmember, Fairfax County

The Legislative Committee chairman is Richard A. Farrier, a Councilman from Staunton and Third Vice President of the Virginia Municipal League.



# Legal Guidelines

## Legislation That "Disciplines" Localities

By Howard W. Dobbins, General Counsel

The ripple effect of the much commended and much condemned Proposition 13 in California continues to extend into the fiscal affairs of Virginia local governments. The 1979 General Assembly adopted what is now Virginia Code Section 58-785.1 prohibiting an increase in property taxes in excess of 101% of the previous year's levy without a public hearing by the governing body after duly advertised notice. This section was further amended by House Bill No. 770 adopted by the 1980 legislature. In addition, Senate Joint Resolution 29, passed by both the 1979 and 1980 sessions of the General Assembly, proposes an amendment to the Constitution of Virginia reducing the debt limit from 18% to 10% of the assessed valuation of real estate in a city or town. This amendment will be on the ballot in the November elections and whereas the evidence before the General Assembly indicated that no Virginia locality would be currently affected by the reduction in debt limit, nevertheless it exhibits a lack of confidence by the General Assembly in the ability of local governing bodies to levy taxes, incur debt, furnish services and indeed, to govern. Unquestionably, this amendment will be adopted, virtually by default. This will be taken as a kind of "no confidence" vote by the general public.

Another item of legislation reflecting the continuing atmosphere in the General Assembly for discipline of local governments was introduced in the House of Delegates as House Bill 84 by Delegate Michie and passed by that house but ultimately carried over to 1981 by the Senate Committee on Local Government. This bill, which is now in the form of an Amendment in the Nature of a Substitute, deals with the budget process, purporting to clarify and improve that process. However, in its present form, it represents a very serious threat to the fiscal integrity of many, if not all, of our cities, town and counties. The bill provides for an amendment to Section 15.1-160 of the Code of Virginia requiring the governing bodies of all localities to approve a "balanced" budget (said section now provides that the governing body shall prepare a

budget "for informative and fiscal planning purposes only.") Balanced budget is defined as "a plan of fiscal operations embodying an estimate of the proposed expenditures, including a reasonable contingency reserve for a given period and the proposed equal provision of resources to finance them. Resources shall include estimated revenues in the period and the *unappropriated and unencumbered balances* of the funds that will be available at the beginning of the fiscal year."

Current law (Code Section 58-839 and 58-844) provides that "any funds collected and not expended in any fiscal year shall be carried over to succeeding fiscal years . . .", thus, not requiring all unappropriated and unencumbered balances to be expended immediately in each succeeding year. Proponents of House Bill 84 contend that the provision in the definition of "balanced budget" permitting "reasonable contingency reserves" sufficiently protect unused balances from immediate application to expenditures. However, reserves for contingencies are necessary to every budget and no prudent fiscal officer would dare develop a budget without a provision for contingencies such as unanticipated increase in personnel costs, replacement of equipment, snow removal, increased utility and fuel costs and the like. But reserves for contingencies do not protect an unappropriated balance or surplus which also is a normal and generally accepted financial provision whether it be with regard to the financial projections of private individuals, private businesses or local governments. Such unappropriated reserves have been maintained and regularly used through the years by Virginia local governments only for governmental purposes. The investment of such funds produces income for current operations and they are available for capital improvements and other needs without the necessity of increasing taxes for such purposes. House Bill 84 bodes no good for local governments and they should be alert to efforts to revive House Bill 84.

The budget processes of local governments have been frequently

challenged in the courts in the past year. Unappropriated reserves of two of our counties have been challenged on constitutional grounds, the contention of the challengers being that Section 8 of Article X of the Virginia Constitution which provides that "no other or greater amount of tax or revenue shall, at any time, be required for the necessary expenses of the government, or to pay the indebtedness of the Commonwealth" requires all unappropriated reserves to be expended before taxes may be levied. In one of the cases raising this point, the petitioners have challenged the maintenance of a reserve of federal revenue sharing funds and have further contended that funds which are required for payments on capital improvements subsequent to the budget year must be included as revenues in the current budget equation of revenues versus expenses. Other lawsuits are pending or have been recently adjudicated in which licenses taxes imposed by the Virginia localities have been challenged as being invalid or unconstitutional, the assertions being on various grounds, including invalidity under Section 8 of Article X of the Constitution.

The governing bodies of Virginia localities and their administrators have traditionally run the business of our local governments in a conservative and economical manner, almost universally incurring the complete confidence of their constituents. On those rare occasions where that confidence has been lacking, governing bodies and administrators have been replaced. That is as it should be for that is a basic requisite of our democratic process. There is no reason, however, for the legislature to impose onerous fiscal limitations and restrictions on local governing bodies and those of us who have an abiding interest in maintaining the sanctity of government at the lowest and most responsible level should be ever alert to the possibility of such impositions.

*Howard W. Dobbins*



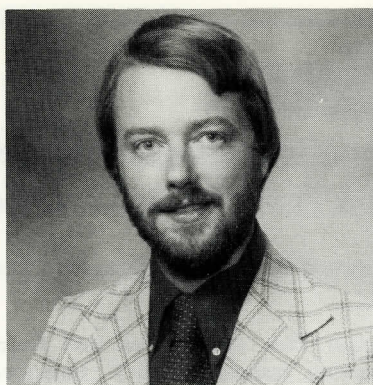
## VML Staff Appointed

Virginia Municipal League Executive Director R. Michael Amyx appointed two staff members to new positions.

Bradley K. Harmes, Senior Staff Associate, was named Deputy Director effective July 1. A graduate of the University of Evansville, he holds a Masters of Public Administration degree from Virginia Commonwealth University. In 1977, Mr. Harmes was a Henderson Fellow at the Federal Executive Institute in Charlottesville.

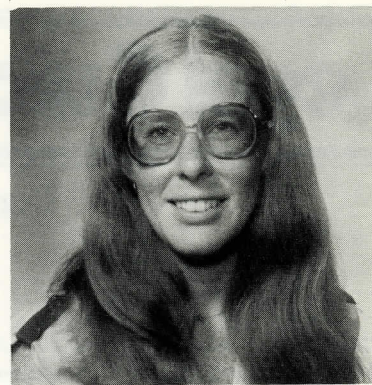
His responsibilities with the League include coordinating the development of the VML reciprocal insurance company, monitoring and analyzing the impact of State and federal legislation and regulations upon local governments and assisting with the League's annual budget. Mr. Harmes also coordinates the VML Annual Conference.

He came to the League in 1976 as the EEO Project Staff Intern and



following graduate school, he became a Staff Associate with the League. In 1977 he became a Senior Staff Associate.

Sandra J. Harmon was named Staff Assistant for Advertising and Exhibits. As part of her responsibilities, she will also staff the Municipal Electric Power Association of Virginia and will continue to serve as the business manager for VIRGINIA TOWN & CITY magazine, the publication of the League. She also staffs the VML Executive Committee.



A native of Dinwiddie County, Ms. Harmon is a graduate of Smithdale Massey Business College. She served as a secretary with the Division of Legislative Services, Commonwealth of Virginia, and as a legal secretary with a Richmond law firm. In 1977, she became administrative secretary with the League, serving as the secretary to the Executive Director, and responsible for general office duties.

Ms. Harmon's appointment was effective June 1.

**Managing underwriters and distributors of  
state, municipal, and government bonds and notes.**

**Investment bankers and advisers  
to municipalities and government authorities  
for revenue bond project financing.**

For additional information, please contact one of the following  
members of our Public Finance Division

AUSTIN V. KOENEN (212-558-3180)  
BENEDICT T. MARINO (212-558-2840)  
LEE K. BARBA (212-558-2168)  
ROBERT M. BROWN, III (212-558-3356)  
TOM E. GREENE III (212-558-2680)  
MARSHALL LANCASTER (212-558-2166)  
W. PATRICK McMULLAN (212-558-3174)  
RICHARD J. ZANARD (212-558-3182)

**Lehman Brothers Kuhn Loeb**  
Incorporated

NEW YORK • ATLANTA • BOSTON • CHICAGO • DALLAS  
HOUSTON • LOS ANGELES • SAN FRANCISCO • LONDON • TOKYO



Your first step to reduce landfill costs

# CHOOSING THE RIGHT JOHN DEERE EQUIPMENT



**JOHN DEERE on the move**

Putting the wrong machine on a particular landfill job can cost thousands of dollars in extra repair and maintenance. Worse yet, it can shorten the life of costly landfill space. That's why John Deere offers a number of machines to handle specific jobs on both small and large landfills.

**JD646-B Compactor**, with its steel-tooth wheels, delivers a much higher in-place density than a crawler. Its specially-matched torque converter and No-Spin differential provide fast working speeds and good traction . . . for compacting, excavating, and carrying cover material. Special guards and shields protect vital areas from refuse accumulation and damage.

**For major excavating** and carrying cover over long hauls, self-loading John Deere Scrapers are efficient producers. Both offer twin-turbine torque converter transmissions with fuel-efficient direct-drive lockup in transport speeds.

**Initial site preparation**, ripping, and difficult excavating jobs may require the traction, flotation, and overall production of John Deere Hydrostatic Drive Crawlers.

**All-hydraulic, articulated motor graders** easily handle haul road construction and maintenance, drainage ditch work, and finish grading on completed landfill sites.

**The speed and mobility of John Deere 4-Wheel-Drive Loaders** make them ideal choices for transfer stations and shredding or recycling plants.

To find out more about how the right John Deere equipment can help your landfill operation, see your John Deere dealer today. John Deere, Moline, Illinois 61265.





# Places

**Hampton and Norton**—Both of these cities won honorable mention in the 1980 All America Cities competition.

**Winchester**—Council is studying the possibility of a Federal Housing Assistance program that would guarantee landlord's rent through subsidization if they agree to low-and medium-income tenants. The program, Section VIII Moderate Rehabilitation Program run by HUD, would involve about 40 houses in the next three years. The program was presented to Council as part of a city-wide housing assistance plan tied to a 1 million Community Development Block Grant application which was approved and forwarded to HUD.

**Salem**—Council donated approximately \$7,000 in preliminary funds to a new medical center for the treatment of cancer patients. The Pheresis Center, to be built in Roanoke and operated by the Valley Chapter of the American Red Cross, will probably be open in late summer or fall. The Roanoke Valley is the only major urban area in the state without a Pheresis Center and other localities in the area will be asked to help fund the Center.

**Virginia Beach**—The City installed a Daktronics electronic voting system recently. The system includes a display board adaptable for an alphabetical arrangement of the 11-member Council or the 13-member Planning Commission with individual voting consoles customized to the architecture of the Council chambers. The clerk's consoles control the opening and closing of the vote as well as provide a computer printout of the date, item number, item topic and a record of individual votes. The secrecy option allows votes to be displayed simultaneously or held for display until all votes are cast. The vote can be recalled to the display board and not only saves tremendous time by eliminating the verbal roll call but also provides a permanent record of the votes cast. To our knowledge Virginia Beach has the only electronic voting system in Virginia.

**Rocky Mount**—Town Council became the first local governing body to officially adopt a resolution in support of "Franklin County Open House." The

event is being promoted by the Marketing Committee of the Franklin County Chamber of Commerce in order to share with neighboring communities the many advantages available to them in Rocky Mount and Franklin County. It is designed to promote the overall community interest in retail, wholesale, industry and recreational and services. A tabloid containing information and promotion is to be circulated through local newspapers.

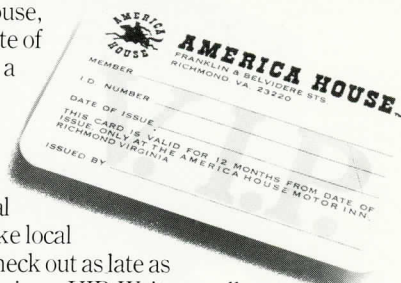
**Danville**—Council approved a committee's proposal to begin definite planning for the construction of a convention center and multi-purpose recreational facility. Council agreed to hire an architectural and engineering consultant to examine proposed sites, make estimates and prepare a feasibility study for the center. In addition to consultants, the Committee recommended that a

development committee be formed of area businessmen, councilmen, restaurant and motel owners. The proposed Center will seat up to 4,000.

**Fairfax County**—The County's decision on whether to become the largest city in Virginia will probably be based primarily on the County's road problems. The Board of Supervisors recently created the Citizen's Committee to study the potential impact of changing from county to city status. Carrington Williams, Chairman of the Citizens Committee, indicated that city status would give the local officials more control over local road construction problems but "it would probably cost more." Members of the Citizens Committee include State Senator Joseph E. Gartlan, Delegate Jack Rust and representatives of the real estate industry, the research and development industry and other civic organizations.

## Reap The Benefits.

As a VIP at the America House, you're guaranteed a reduced rate of \$20 for a single room or \$26 for a double (plus tax) throughout 1980. You're entitled to a night's free lodging after staying with us seven nights over the period of one year. You can cash personal checks of up to \$25 per day, make local phone calls free of charge and check out as late as 1:30 p.m. Reap the benefits of being a VIP. Write or call us for a VIP application at the America House Motor Inn (formerly the Sheraton), Belvidere and Franklin Streets, Richmond, Virginia 23220. (804) 643-2831.



**AMERICA HOUSE**



**Arlington County**—More money is spent on travel and tourism in the County than any other locality in Virginia, according to the Virginia State Travel Service. Slightly more than \$221.4 million was spent in Arlington in 1978, which generated an estimated 8,700 jobs and produced more than \$4.3 million in local taxes. Virginia Beach ranked second in tourism.

**Alexandria**—Council gave approval to a system that will ticket those who violate the City's trash laws. Anyone who sets trash out long before trash collections or keeps it in improper containers will be subject to a warning ticket and a possible fine for subsequent violations. The program, to begin this fall, will allow inspectors to issue tickets ranging from \$22 to \$112 to commercial and residential property owners.

### **Virginia Advisory Committee on Arson Prevention**

The Virginia Advisory Committee on Arson Prevention is a non-profit organization to promote education and understanding between the law

enforcement, prosecution, judiciary, fire fighting, legislative, insurance and other interested associations as to arson and arson problems. The committee also fosters cooperation between those communities in efforts to control arson and in continuous efforts to promote public awareness of the arson problem and its consequences.

In an effort to reach these objectives, the committee has developed an Arson Reward Program to begin July 1, 1980 to present dollar rewards to members of the general public for assisting in the arrest of arsonists. Funds for the rewards will be provided by contributions from the Insurance Industry in Virginia. A statewide toll free number will be maintained 24 hours a day to receive arson information.

As the start date of the Arson Reward Program approaches, further detailed information will be forwarded to fire, police, commonwealth attorneys and other law enforcement officials in Virginia.

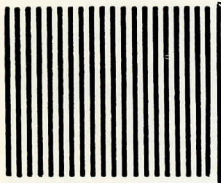
The VML views this program as an indication that private industry along with public servants are aware of and interested in the arson problem in Virginia. We applaud this interest and encourage local government officials to fully support the program.

### **Tea Party Loses Case**

In a hurried per curiam opinion which was argued on April 10 and rendered May 5, the Fourth Circuit Court of Appeals in a terse and brief statement dismissed an action brought by a taxpayers group (The Norfolk Tea Party) to compel Norfolk city officials to conduct a special initiative election on a question they submitted.

The Appeals Court in *Wright et al v. Mahan* held that neither the U.S. Constitution nor any federal statute guarantees citizens of a state a right to compel an initiative referendum. The legality of such an election is "entirely dependent on State law" and the appellants had failed to establish that Virginia law entitled them to require state officials to conduct the election they sought.

Since the case is being argued in Virginia's Supreme Court, a final result has not been reached. However, the federal opinion is a blow to the Norfolk taxpayer's group who were attempting to force an initiative on property tax reductions in that city and who had claimed that their first amendment, freedom of expression and the right to vote, was being abridged by a local judge's withdrawal of approval for an initiative. Norfolk City officials felt confident they would prevail in the Virginia Supreme Court.



New Issue

**\$44,370,000**

**Michigan Public Power Agency**

**Campbell Project Revenue Bonds**

**1980 Series**

**Smith Barney, Harris Upham & Co.**  
Incorporated

**First of Michigan Corporation**

**The First Boston Corporation**

**Bache Halsey Stuart Shields**

Incorporated

**Salomon Brothers**



# How To Get Along With Your Council

William F. Farnam

How does a public works official maintain good relationships with his elected bosses? There is no final absorbing answer—each individual is different and the interfacing of human beings is infinite. Certainly the answers will vary with the political structure, its current social environment, the personalities and goals of the body, yourself and an almost unending list of influences.

Most of us are civil engineers and we never found in Urquhart's Civil Engineering Handbook the necessary axioms and truisms to assure forthright peace of mind in the political setting. Though some of us have been reinforced with management training and other humanistic experiences, the political awakening is often instantaneous and brutal.

Following are my views of how to maintain good political relationships, recognizing that my views are isolated, prejudiced and different from anyone else's. What is hoped for, then, is that there are certain approaches and modes of professional conduct that are common and appropriate to most organizations and people. If not, then hopefully this will be mildly entertaining.

Medium-size cities of 30 years ago were markedly different than today. Then, the councilman was a retired hardware store proprietor, a kindly man in a rumpled suit, grateful to his community and wanting to serve in quiet dignity. The loyal civil servant, then, was mild in manner, salary and goals. There was a family togetherness between councilmen and bureaucrats working together as a team, often effectively, sometimes amateurishly. Today's councilman is on his or her way up; professional, politically poised, ambitious and articulate. Today's civil servant rejects the word "servant" and accepts that he is a well-paid, well-trained professional bureaucrat, who knows how things should be run. Thus, the family togetherness has evolved to an adversary struggle between politician and bureaucrat.

Some opinions of councilmen about bureaucrats can be harsh and often painfully accurate. Some see us as self-serving functionaries concerned

principally with personal survival and security, unfeeling of citizen needs but rather committed to a comfortable status quo. Other adjectives include over-paid, over-fringed, dedicated to mediocrity and "overly protected species." Some of the views of bureaucrats about politicians have been equally as dark. When politicians and bureaucrats become highly polarized from each other, the public may be poorly served. How do you maintain good relationships? Following are some suggestions.

## Do's And Don'ts

John Kenneth Galbraith tells us, "We may lay it down as a law that without public criticism, all governments will look much better and be much worse."

Today, public criticism is evident; public demands are higher; taxes offend; there are greater expectations of government and we have a participating citizenry which demands to be heard. Council meetings frequently overflow. Often it is a forum of reasoning. Just as often, it resembles a theatrical stage and sometimes a three-ring circus. When asked to perform in such a showplace, a public works official must be made of stern stuff.

As a public works official you have two principal roles to perform:

1) To be a professional advisor with engineering know-how, experiences and judgment—an expert in the field. This should be given to the council openly, honestly and freely, even if you know that it may be unpopular and not what someone may want to hear.

2) To be a manager who sees that things are done expeditiously and with good humor, even if the work to be done is opposite to the advice with recommendations you made to the council. (Anything unsafe or illegal excepted.) Thus, be an advisor on policy-making, not a competitor.

Don't dazzle council with the foreign language of engineering. You may correct believe that councils oversimplify, but don't complicate to compensate.

Be well-prepared for council questions. If you must stumble and grope for answers, you will be defrocked of your dignity. If you don't know the answer, don't fake it. For this, you will be admired.

Each council has a councilman who

appears to be the heartbeat and discipline of the council. He may be either friend or foe. You will tend to write reports and speak with that person in mind. If you do not, it will be sensed by other councilmen and resented.

Remember that councilmen take more heat from the public than you do.

Who the city manager is and how he sees his role, what his style is and what the council will permit him to do, will, in a large measure, dictate your own role and way of functioning with the council. Some will suggest that the ordinances and charters will mandate the roles. A city manager told me that this is not as important as is what power the manager assumes and the power the city council is willing to give him.

Another manager suggests that there are three basic types of managers:

- **The Doer.** He does, builds, changes, stirs up the pot, plans and is a strategist.
- **The Live-and-Let-Live Manager.** He doesn't make waves, is a housekeeper, reacts only to leaks in the dike, concerned with survival and is a tactician.
- **The Public Relations Manager.** He plans grandiose goals, great community involvement, makes cosmetic changes, talks, glows, charms and maintains the status quo with a flair. He can float from a long-range administrative strategist to a shoot-from-the-hip managerial tactician.

Each of these managers may be the most appropriate, depending upon the current needs and goals of the community. Often a community will go through all of these phases of managerial needs in a generation. It is probably best that the managerial type be in harmony with the community's current managerial needs. They otherwise may be in loggerhead conflict with each other.

Some managers may function so that the council and department heads are isolated and insulated from one another. This can exclude attendance at council meetings, requiring all correspondence and staff reports be directed to the manager who may then edit, rewrite and make presentations to the council. At the other extreme, a forthright leadership role directly with the council can exist with only an

## ABOUT THE AUTHOR

Mr. Farnam is the Public Works Director in Inglewood, California. Reprinted with permission from *Public Works*, June 1979.



occasional nudge and concurrence from the manager. This manager may vary each department's strength of contact with the council depending on his competence in the various functions and depending on the various department heads' abilities to relate to the council. A west coast manager claims that most public works types have first-class minds but third-rate intuitions about people. He says, "civil engineers are God's frozen people." If he is right, we are in trouble. If he isn't right but everyone thinks we are, we are still in trouble.

#### Helpful Hints

Councilmen are human beings and, for the most part, fine ones. The elective process is strenuous and the first year is difficult as a freshman on the council. What is found by the newly elected candidate is that running government is different than what he knew before. The red tape, the slow grinding process, the procedures—they seem to make no sense and everything appears to be functioning

lethargically at an unforgivably slow pace.

A city attorney helped me to understand why there is red tape and bureaucracy. He stated that in private enterprise you can do anything as long as it is not illegal. In public, the same is true, but, additionally, you must have a law which says you can do something in the first place. This is an enabling law which often shows no concern for reasonableness, economics or the element of time.

Thus, a public official must often seem unreasonable, avoid expeditiously getting things done, and ignore economics because the law mandates how he manages. He often is not able to consider wise approaches to management at the risk of being charged with misfeasance, malfeasance or nonfeasance of office. The plethora of laws appears to come about, in government, due to the making of an error in judgment; one error, and a new law is written so that the error won't happen again. In

private enterprise, mistakes are solved by replacing someone. In public, we expand laws or magnify the procedure.

More effective government can be realized by public officials and councilmen if they develop the ability to distinguish between administration by law, as compared to administration by judgment.

New councilmen will most often develop powerful egos. There is no question that the election process transforms personalities. Egos inevitably grow to dimensions commensurate with the agony endured in achieving victory and a touch of paranoia resulting from opponent slander. Do not be an ego ballbuster nor an ego massager. Maintain an adult rational approach to council relationships. This is not easy.

To perform well, public works officials must learn as much as possible about the political process and what makes politicians run. They must be sensitive to politics but not play it.

## VML AFFILIATED ORGANIZATIONS

#### VA. Section, ICMA

The Virginia Section, International City Management Association Annual Conference was held in Virginia Beach on April 30-May 2. City Manager of Manassas and President of the Section, Ches Moyer, Jr., presided over the three-day meeting.

Speaking about his years in the Virginia legislature, the Honorable John Warren Cooke was featured at the Opening Dinner. Sanford Groves, Director of Public Finance at the International City Management Association in Washington, D.C., explained to members how to determine the financial status of their perspective localities to see if their locality was headed for long term debt or if it was financially healthy. He used several indicators to evaluate a locality's status.

O. Wendell White, Hampton City Manager and a member of the ICMA Horizons Committee, told participants about his tenure on the Committee and some of the results of the three-year study about the management profession. A former city manager and now a professor/consultant in community development, Fred E. Fisher, spoke on management styles and Carolyn O. Marsh, the Director of the Office of Employee Relations Counselors, explained how her office works with the Governor's Advisory Council and how managers could use their services.

During the Business Session on Friday afternoon, Cole Hendrix, Southeast Regional ICMA Vice President, informed members of organizational changes in the ICMA office. The Minority Placement Program, the only one of its kind in the public sector, will now be on a self-supporting basis. Without annual contributions, the program will be discontinued. He also requested comments from Virginia managers on the services of ICMA. Mr. Hendrix will serve on the ICMA governing board until the Annual Conference this fall.

Janet Garrett, ICMA Assistant Project Director for Economic and Community Development, reviewed the Small Cities Peer Match Program. Funded by a grant from HUD, the Peer Match program provides short-term, on-site consultant service to managers with community development problems. A one-day workshop will be held on July 18 in Charlottesville at the Ramada Inn on Community Development Block Grants.

Williamsburg City Manager Frank Force was elected President for 1980-81. Other officers and the Executive Committee are featured in the People column in this issue of TOWN & CITY.

#### VBOA

In February President Bertoni appointed an Educational Committee to actively seek the educational needs of Virginia building officials. The

Committee is composed of C. G. Cooper, Chairman, D. Paul Jack, Clarence Diersing, Frank B. Kay, R. A. Ledbetter, Jr., Erwin S. Jackson and Emory Rodgers.

After several meetings the Committee decided to develop a training course with an instructional workbook on the administration of the Virginia Uniform Statewide Building Code. The Committee feels that this course will benefit many Virginia building officials. The VBOA proposes to contract with the Virginia Department of Housing and Community Development to fund the program.

The Committee is endeavoring to develop and implement the workshop prior to the October Conference.

#### SFCAV

The State Fire Chiefs Executive Committee met on May 14, 1980. Mr. R. Michael Amyx, Executive Director of the VML and Executive Secretary of the SFCAV, was introduced to the Executive Committee.

Legislative Chairman Wes Dolezal reviewed all the bills of interest to the fire service that were signed by the Governor following the adjournment of the 1980 General Assembly Session. The Executive Committee adopted guidelines for honorary membership and revised the categories of memberships. The membership proposals will be taken to the full membership for adoption at the Annual Conference in July.



## Mayor Spiggle Testifies Before Congress

Appomattox Mayor Ronald C. Spiggle testified before a subcommittee of the U.S. House Committee on Appropriations. His testimony was on behalf of cities and towns across the nation supporting adequate funding of Section 201 of the Clean Water Act. In a question and answer period after the testimony, Mayor Spiggle also had the opportunity to expound upon the acute problems faced by small towns forced to comply with the Clean Water Act.

Mayor Spiggle was accompanied by Appomattox Town Manager W. R. (Bill) Britton, Jr., VML staff members Rick Weeks and Brag Bowling and Dennis Bass of the National League of Cities. The testimony, presented on May 6, was well received. Below are excerpts from Mayor Spiggle's speech:

"Over the last decade, EPA has been given mandates by Congress in a number of complex and difficult pollution abatement areas. The National League of Cities has consistently supported the Administration's and this subcommittee's efforts in the last few years to increase funding for federal environmental programs so that adequate resources are committed to achieving the legislative mandates for a cleaner, safer environment.

Even though he was faced with extraordinary pressures to balance the fiscal 1981 budget, the President did not recommend any permanent funding reduction for environmental programs. NLC, in general, supports the President's request for EPA's fiscal 1981 budget and is especially concerned that this subcommittee approve the \$3.7 billion level of funding for the wastewater treatment construction grant program requested by the President in both his January budget and in his revised March budget.

The impact of a reduction below the Administration's request will have a magnified effect through succeeding years. Indications from Congress that funding for the 201 program will fall or become unstable will make local governments hesitant to begin planning and design activities.

The situation is complicated this year by the Administration's proposal to defer further obligations of FY 1980 funds in order to reduce outlays in FY 1981 by \$95 million. The Administration proposes only a temporary deferral; EPA will resume obligations of \$400 million FY 1980 funds in September, with the balance to be 'unfrozen' in fiscal 1981.

Even if the deferral is only temporary, it will have a severe impact on at least 19 states that are expected to spend all their FY 1979 funds before September. But an equal danger is that Congress may convert this temporary deferral into a permanent reduction by cutting the FY 1981 appropriation.

In summary, it is evident that the deferral of FY 1980 funds will cause serious dislocations in construction programs in half the states. A reduction in the FY 1981 appropriation below the \$3.7 billion request will spread the disruption to the other half of the states in upcoming years.



Mayor Ron Spiggle and Town Manager Bill Britton on the steps of the Capitol after appearing before the subcommittee.

We believe it is imperative that Congress provide an adequate appropriation to enable state and local governments to achieve the mandated goals and timetables of the federal Clean Water Act. As long as federal mandates remain in place, the federal government must continue its assistance to help state and local governments meet those mandates. The President has proposed a FY 1981 funding level for the 201 program that meets this requirement within the framework of a balanced budget. We hope this subcommittee will adopt his recommendation."

### Financing Public Power Requirements



**First Boston**  
The First Boston Corporation

20 EXCHANGE PLACE  
NEW YORK, N.Y. 10005  
(212) 825-2000



# Professional Directory

**Russnow Kane & Associates, Inc.**  
Geological, Soils and Environmental Consultants  
Ground Water Studies  
Land Disposal of Effluents and Sludges  
Solid Waste Studies • Foundation Evaluations  
11524 Jefferson Avenue, Newport News, Virginia 23601 • 804/595-5561

**Sverdrup**  
1625 Eye Street  
Washington, DC 20006  
(202) 331-1440  
8720 Georgia Avenue  
Silver Spring, MD 20910  
(301) 585-6001  
800 North 12th Boulevard  
St. Louis, MO 63101  
(314) 436-7600  
• Design  
• Planning  
• Construction Management

**HARLAND BARTHOLOMEW & ASSOCIATES, INC.**  
PLANNING • LANDSCAPE ARCHITECTURE • ENGINEERING  
COMMUNITY DEVELOPMENT CONSULTING  
400 East Main Street Richmond, Virginia 23219  
PHONE 804/649-8627

**Betz • Converse • Murdoch • Inc.**  
—Potomac Group—  
Consulting Engineers, Planners  
and  
Computer Scientists  
Vienna, Virginia • Phone: (703) 281-2400  
Staunton, Virginia • Phone: (703) 886-8555

**WESTON**  
DESIGNERS CONSULTANTS  
Dale Building - Suite 224 • 1504 Santa Rosa Road  
Richmond, VA 23288 • Phone 804-288-4051

**HDR**  
Henningson, Durham & Richardson  
Engineers • Consultants • Planners  
8 KROGER EXECUTIVE CTR  
NORFOLK, VA 23502  
(804) 461-6351  
5454 WISCONSIN AVE  
WASHINGTON, D.C. 20015  
(301) 657-1780

**BALDWIN AND GREGG, LTD.**  
620 MAY AVENUE • NORFOLK, VIRGINIA 23516  
(804) 623-7300  
207 SOUTH PATRICK ST., ALEXANDRIA, VA 22314  
(703) 836-7722  
Engineers  
Planners  
Surveyors

**Austin Brockenbrough and Associates**  
Consulting Engineers  
Industrial Waste Treatment • Highways  
Drainage • Water & Sewerage Systems • Surveying  
Environmental Studies • Private Projects  
114 East Cary Street • Richmond, Virginia 23219  
Telephone 804/644-9493

**Gannett Fleming Corddry & Carpenter**  
Engineers and Planners  
Norfolk, VA 804/461-0155  
Fairfax, VA 703/385-0200

**WATER WASTEWATER SOLID WASTES**  
222 S. Riverside Plaza Chicago 60606  
**GREELEY AND HANSEN**  
ENGINEERS Since 1914  
• Chicago  
• New York  
• Philadelphia  
• Richmond  
• Tampa  
• Atlanta  
• Phoenix

**MALCOLM PIRNIE ENGINEERS, INC.**  
CONSULTING ENVIRONMENTAL ENGINEERS  
12368 Warwick Boulevard,  
Newport News, VA 23606  
804-599-5511

**RUSSELL & AXON**  
ENGINEERS • ARCHITECTS, P. C.  
REGIONAL OFFICES LOCAL OFFICES  
UNITED AMERICAN PLAZA SUITE 1801 1020 OLDE FORGE PLAZA  
KNOXVILLE, TN 37929 FREDERICKSBURG, VA 22401  
615/524-2900 703/371-8040  
Offices In: Florida • Georgia • Virginia • Illinois • Missouri  
North Carolina • South Carolina • Tennessee

**Langley and McDonald**  
ENGINEERS • PLANNERS • SURVEYORS  
Highways • Utilities • Waterfront  
Facilities • Municipal Comprehensive  
Planning • Industrial Park Development  
484 NEWTOWN ROAD  
VIRGINIA BEACH, VA 23462  
804-497-8954

**HURT & PROFFITT, INC.**  
Engineers-Planners-Surveyors  
Water, Wastewater, Solid Wastes,  
Soils & Foundations  
Land Development Site Plans  
Residential, Commercial & Industrial Sub-  
divisions, Road, Dams, Airports  
1933 Fort Ave.  
Lynchburg, VA 24501  
(804) 847-7796

**THE PITOMETER ASSOCIATES**  
(212) 267-8288  
Engineers  
Water Waste Surveys  
Trunk Main Surveys  
Water Distribution Studies  
Special Hydraulic Investigations  
100 Church St., New York, N. Y. 10007  
Chicago Columbia Atlanta New Milford, Ct.

**R. STUART ROYER & ASSOCIATES**  
CONSULTING ENGINEERS  
WATER SUPPLY • REPORTS • SEWERAGE SYSTEMS  
DESIGNS • SEWAGE DISPOSAL • APPRAISALS  
P. O. Box 8687 1514 Willow Lawn Drive  
Richmond, Virginia 23226 Phone 282-7657

**FREDERICK G. GRIFFIN, P.C.**  
3229 WATERLICK ROAD  
LYNCHBURG, VIRGINIA 24502  
FREDERICK G. GRIFFIN, PRESIDENT  
804-237-2044

**BODIE, TAYLOR AND PURYEAR, INC.**  
CONSULTING ENGINEERS  
611 Research Road  
P.O. Box 2901  
Richmond, Virginia 23235  
804-794-6823

**BSJ BUCK, SEIFERT & JOST, INCORPORATED**  
Consulting Engineers  
Water Supply • Sewage • Industrial  
Waste Treatment • Treatability Studies  
• 140 Sylvan Avenue, P.O. Box 1218  
Englewood Cliffs, N.J. 07632 201-567-8990  
• 405 So. Parliament Drive, Suite 101  
Virginia Beach, Va. 23462 804-499-8508

**CH2M HILL**  
engineers  
planners  
economists  
scientists  
Wastewater Treatment,  
Water Supply Treatment,  
Airport, Park and Recreational  
Facilities Planning  
1930 Isaac Newton Square, E.  
Reston, Virginia 22090  
(703) 471-9710

**R. KENNETH WEEKS ENGINEERS**  
Water Supply and Purification • Sewerage and  
Sewage Treatment • Streets and Highways •  
Investigations and Reports • Supervision of  
Construction.  
2733 TIDEWATER DR. NORFOLK, VA. 23509



**LINGERFELT & ASSOCIATES, INC.**  
A Professional Corporation  
ENGINEERS • PLANNERS • CONSULTANTS  
804/746-4520 P. O. BOX 338  
MECHANICSVILLE, VA. 23111  
WATER SUPPLY & SEWERAGE COLLECTION  
HIGHWAY & DRAINAGE DESIGN  
SUBDIVISION & INDUSTRIAL SITE PLANNING

**Patton, Harris, Rust & Guy**  
a professional corporation  
Engineers • Surveyors • Planners  
Complete professional services for  
municipalities and public agencies  
**Main Office:**  
10523 Main Street, Fairfax, Virginia 22030. (703) 273-8700  
**Valley Office:**  
100 South Main Street, Bridgewater, Virginia 22812. (703) 828-2616

**Talbot & Associates, Inc.**  
100 Landmark Square  
Virginia Beach, Va. 23452  
Engineers • Planners  
Architects • Surveyors  
MUNICIPAL ENGINEERING, ARCHITECTURAL DESIGN  
LAND DEVELOPMENT - PLANNING, ENGINEERING,  
SURVEYING, CONSTRUCTION MANAGEMENT  
URBAN PLANNING  
FEASIBILITY STUDIES

**YARGER  
AND ASSOCIATES, INC.**  
*Over 500 Surveys*  
Position Classification and Pay Plans  
Management and Organizational Studies  
Test Construction - Fire and Police Studies  
**2830 Mary Street  
Falls Church, Va. 22042  
703/560-6900**

**Gilbert Associates of Virginia, Inc.**  
ENGINEERS/CONSULTANTS  
STUDIES • FACILITY PLANNING / DESIGN  
CONSTRUCTION MANAGEMENT • OPERATIONS  
WATER / WASTEWATER • SOLID WASTE  
HYDRAULIC SYSTEMS & STRUCTURES  
300 East Main Street, F & M Bank Building  
Norfolk, Virginia 23510 Ph. 804-627-5073

**WILLIAM C. OVERMAN ASSOCIATES**  
A PROFESSIONAL CORPORATION  
5721 SELLER DRIVE  
NORFOLK, VIRGINIA 23502  
(804) 424-9755  
ENGINEERS • SURVEYORS • PLANNERS

**MARSH & BASGIER INC., P.C.**  
ENGINEERS • SURVEYORS • PLANNERS  
M & B Office Park, Bldg. One, Suite 100  
Lynnhaven Parkway, P.O. Box 6286  
Virginia Beach, Virginia 23456  
(804) 468-2700

**SOUTHERN ENGINEERING  
COMPANY OF VIRGINIA**  
CONSULTING ENGINEERS  
1000 Crescent Avenue, N.E.  
Atlanta, Georgia 30309  
404-892-7171

**R. W. BECK  
AND ASSOCIATES**  
*Engineers and Consultants*  
• Utility Planning, Management and Design  
Services.  
• Rate Contract Evaluation.  
• Technical and Financial Feasibility.  
• Utility Property Appraisals.  
• Load Management and Energy Conservation  
Analysis.  
• Energy Source Evaluation, Fossil - Nuclear -  
Hydro - Solid Waste - Solar.  
40 Grove Street, (617) 237-4870  
Wellesley, Mass. 02181  
P.O. Box 464, Bedford, Va. 24523 (703) 586-1881

ENGINEERS • ARCHITECTS • PLANNERS • SURVEYORS  
**Greenhorne & O'Mara, Inc.**  
10710 LEE HIGHWAY, SUITE 202 • FAIRFAX, VIRGINIA 22030  
DAVID A. MINTER PHONE 703-385-9800

**BENTSON, DeBELL, ELKIN & TITUS**  
CONSULTING ENGINEERS & SURVEYORS  
P.O. BOX 429  
13924 BRADDOCK RD.  
CENTREVILLE, VA 22020  
703-631-9630  
P.O. BOX 83  
50'S EDWARDS FERRY RD.  
LEESBURG, VA 22075  
703-777-1258

**WHITMAN, REQUARDT  
AND ASSOCIATES**  
*Engineers = Consultants*  
1111 NORTH CHARLES STREET  
BALTIMORE, MARYLAND 21201  
(301) 727-3450

**BUCHART-HORN**  
CONSULTING ENGINEERS and PLANNERS  
BUSCH CORPORATE CENTER  
203 PACKETS COURT  
WILLIAMSBURG, VA. 23185  
Phone  
804-229-3359

**CAMP DRESSER & McKEE**  
8001 Forbes Place 5408 Silver Hill Road One World Trade Center, Suite 2637  
Springfield, Virginia 22151 Suitland, Maryland 20028 New York, New York 10048  
703 321-9393 301 568-5700 212 432-6700  
*environmental engineers, scientists,  
planners, & management consultants* **CDM®**

## Marketplace

**County Administrator**  
Giles County, Virginia (population 16,000). Salary negotiable. Appointment by five man Board. Degree in management or related field preferred, with experience in public administration. Experience in budget preparation, industrial development, federal and state programs and grants helpful. Send resume and salary history to Giles County Board of Supervisors, 120 North Main Street, Pearisburg, Virginia 24134.

**Assessor**  
City of Roanoke, Virginia. 44,000 parcels, yearly assessments—computer facilitated, staff of nine


appraisers. Minimum requirements; six years of proven managerial experience in appraising. Professional designation required. Salary range: \$25,000-\$35,000. Send resume to Mary Parker, City Clerk, City of Roanoke, Municipal Building, Room 456, Roanoke, Virginia, 24011 by June 16, 1980.

**Chief of Police**  
The City of Virginia Beach, Virginia (population 276,000) is seeking an individual with a comprehensive knowledge of police administration to administer the planning, development and direction of the City's Police Department. The Department includes 576 personnel, 372 of which



# Directory

George Cunningham, Field Representative  
"imagineered"  
PLAYGROUND and PARK EQUIPMENT BY  
**GAME TIME, INC.**  
CUNNINGHAM ASSOC. INC.  
Box 9554 Lakeside Br., Richmond, Va. 23228  
Phone 804/262-2401



**Overman  
Robinson  
Brown  
Incorporated**

*The Professional Group*

**Governmental  
Management  
Services**

reply to:  
Otis L. Brown  
Managing Director  
700 Building  
Suite 1521  
Seventh & Main  
Richmond, Va. 23219  
Phone 804-643-4048

Charlottesville • Norfolk • Richmond

**PUBLIC ADMINISTRATION SERVICE**

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

- Management Systems
- Police and Fire
- Personnel Administration
- Financial Management

- Courts
- Community Development
- Community Attitude Surveys
- Program Evaluations

- Labor Relations
- Productivity Analysis
- Public Works
- Employee Relations Surveys

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

WASHINGTON • CHICAGO • LOS ANGELES




**MUNICIPAL ADVISORS  
INCORPORATED**

FINANCIAL AND MANAGEMENT  
CONSULTANTS TO MUNICIPALITIES

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

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




**Public Research and Management Inc.**  
Suite 416, Washington Bldg., Wash., D.C. 20005 (202) 783-1950  
157 Luckie Street, N.W., Atlanta, Georgia 30303 (404) 525-5687

*... provides full range of organization, management, planning and development services to local government.*

- Management and Organization
- Financial Management
- Position Classification and Pay Plans
- Executive Search and Selection
- Police and Fire Studies

- City Charter Revisions
- Solid Waste Management
- Park and Recreation Plans
- Community Development
- Urban Planning and Zoning




**DAVID M. GRIFFITH  
AND ASSOCIATES, LTD.**  
Accounting Specialists To Local Government  
National Leaders in the Preparation of  
Cost Allocation Plans

1115 Hunting Ridge Rd., Raleigh, NC 27609    919/847-1069




**UTILITY SERVICE**  
p.o. box 88  
madison, north carolina 27025  
(919) 427-0216

- COMPLETE MAINTENANCE SERVICE ON STEEL WATER TANKS — SANDBLASTING, COATINGS, LINERS, RECOMMENDATIONS AND SPECIFICATIONS
- DISMANTLING AND MOVING TANKS
- LADDER SAFETY EQUIPMENT
- NEW STEEL GROUND STORAGE TANKS FOR WATER AND FUEL



**McMANIS ASSOCIATES, INC.**  
Washington, D.C.  
Management Consultants to City and County Governments  
Productivity Analysis • Fiscal and Management Systems  
Community Development • CETA/Manpower Services • Economic Development

1201 Connecticut Avenue, N.W., Washington, D.C. (202) 466-7680



Virginia's Only  
**MUNICIPAL BOND**  
Specialists  
**HORNER, BARKSDALE & COMPANY**  
725 Church St. • Lynchburg, Va. • 804 846-2711

Edward T. Pettigrew, Jr.  
Patricia A. Cooper  
William W. Wintfree, Jr.

• Dealers and Underwriters  
• Financial Advisors  
for Bond Issues

are sworn officers. Position requires extensive administrative experience in all phases of police work and BS/BA degree with major course work in police science, criminal justice, or public administration supplemented by training at a state or national police training institute. Master's degree preferred. Starting salary range: \$32,520-\$34,680 annually. Send resume and apply to: City of Virginia Beach Department of Personnel, Municipal Center, Virginia Beach, Virginia 23456. All applications must be received by August 31, 1980.

Chief of Police

The Town of Blacksburg, Virginia (population

32,000); 31 sworn officers; \$750,000 operating budget. Bachelor's degree in police science or related field with ten years experience as a police officer, five years of which are in a command position. Thorough knowledge of modern law enforcement practices and techniques and the ability to function in a university community environment. Salary range \$23,949-30,297 with excellent fringe benefit package including fully paid retirement with five year vesting, educational incentive pay, medical and life insurance. Apply to Town Manager's Office, Municipal Building, 300 South Main Street, Blacksburg, Virginia 24060 by June 30, 1980. Mark envelope, Police Chief Application.

County Director of Public Works/Engineer Alleghany County. Degree in Civil Engineering or a related field and four years responsible engineering experience in a City or County. Salary \$17,000-\$22,000 depending on qualifications and experience. Send resume to Victor H. Denton, County Administrator, Alleghany County, County Courthouse, Covington, Virginia 24426. Closing date July 15, 1980.



Mr. Alfred Whitelock  
Library Director  
Municipal Building  
Roanoke, VA 24011

# More Merit Proof!

---

Research underscores MERIT as proven taste  
alternative to high tar smoking.

---

## MERIT Sweeps Latest Tests.

Results of the newest wave of smoker research are in.  
The conclusions: undeniable.

**Blind Taste Tests:** In tests where brand identity was concealed, a significant majority of smokers rated the taste of low tar MERIT as good as—or better than—leading high tar brands. Even cigarettes having twice the tar!

**Smoker Preference:** Among the 95% of smokers stating a preference, the MERIT low tar/good taste combination was favored 3 to 1 over high tar leaders when tar levels were revealed.

MERIT is the proven alternative to high tar smoking.  
And you can taste it.

© Philip Morris Inc. 1980

Warning: The Surgeon General Has Determined  
That Cigarette Smoking Is Dangerous to Your Health.

Kings: 8 mg "tar," 0.6 mg nicotine—100's Reg: 10 mg "tar," 0.7 mg nicotine—  
100's Men: 11 mg "tar," 0.8 mg nicotine av. per cigarette, FTC Report Dec:79



# MERIT

Kings & 100's