

Virginia Town & City

VOLUME 15

AUGUST 1980

NUMBER 8

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AUG 16 1980

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CONFERENCE INFORMATION
INSIDE

Editorial

The Public Works Crisis

Can It Really Be True—that others are finally discovering what public works officials have been telling them for many years? The Urban Institute, a much-respected Washington based organization, issued a research report expressing great concern about the problems resulting from deferred maintenance and replacement of public works facilities in our cities.

Of course, the researchers studiously avoided using the term public works. Rather, they referred to "capital plant," "urban infrastructure," and "urban capital stock." But they meant public works. That's the accepted terminology used by people working in this field. It's interesting to note that 25 of the 32 largest cities in the United States have departments or boards of public works (or of public service), and that Cincinnati, which is lauded by the Institute for its maintenance and replacement programs, is one of those 25. Last year at the Congress, Cincinnati's Director of Public Works, Arthur Bird, was selected as an Honorary Member by APWA's Institute for Municipal Engineering for his exemplary work.

APWA and public works officials have continually stressed the need for adequate maintenance and programmed replacement of public works facilities. But city after city has deferred maintenance because the need was not "immediate," and refused to program replacement "because everything is working."

George Peterson of the Urban Institute notes, "Usually the consequences of deferred maintenance are not immediately visible. They may not show up for four or six years, which is a political lifetime." Apparently it's just too easy for many elected officials to pawn off these problems on whoever will be in office a few years from now.

To address this worsening situation, the APWA Board of Directors at its mid-year meeting established a Task Force on Revenue Shortfall. APWA also sponsored a special workshop on politics and professionalism at last year's Congress to help establish better communication between public works and elected officials. But much remains to be done. The problem appears to be attracting more attention, but the weeks and months pass by and each day our old sewers, water mains and streets become older.

In this regard, the United States Congress also exhibits a lack of understanding and inability to learn from the past. Federal public works programs for states and municipalities are often designed to achieve other objectives, such as alleviating unemployment. The tail wags the dog. We must find more effective ways to convince elected representatives that public works investments provide the vital services necessary to sustain urban life and allow the private sector to function more efficiently, produce more goods and employ more people. Funding public works programs for the prime objective of putting more people to work is a band-aid approach to a problem that requires the enactment of a sound investment policy. It's a quick-fix that stresses short-run objectives. A well-planned, continuous public works program would accomplish much more for each dollar invested. Public works facilities provide services for people. They are the life support systems of our cities. When aging facilities of large corporations become obsolete, they are usually closed or replaced so they do not constitute a continuing liability. For the sake of the people who depend upon urban communities, we cannot allow the maintenance of public works facilities to be deferred much longer. The problem has already reached crisis

proportions in many areas. If these life-support systems fail, business firms and manufacturing plants, the lifeblood of the cities will move and their economies will truly collapse.

This has already happened in some localities. Will our legislative bodies act in time?



Rodney E. Fleming,
Editor in Chief
apwa reporter
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reporter, Vol. 47, No. 5, May, 1980.

Virginia Town & City

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

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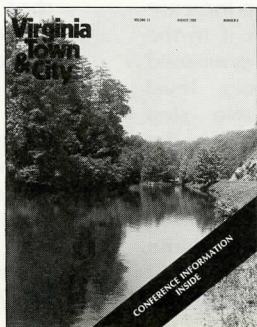
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**75th VML Conference
September 28-30, 1980
Marriott Twin Bridges, Arlington County**

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.

ABOUT THE COVER:

The tranquil scene is Otter Lake on the Blue Ridge Parkway, a favorite tourist site in Virginia. The photograph is courtesy of the Virginia State Library.



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TELEPHONE

804/649-8471

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Newport News Adopts Innovative Pay Plan

The Newport News City Council has adopted an innovative pay plan which became effective last month on July 1, 1980. This different approach to the traditional pay plan for public employees attempts to provide the following objectives:

- Compensation for positions which are reasonably competitive with the labor markets to which the City must go when recruiting and hiring employees;
- Equitable compensation for the individual employee by establishing a mechanism for placing him/her within the salary range at a point that reflects the employee's level of performance.
- Progression through a salary range that is based on level of performance rather than length of service; and
- Ladders for employee progression to higher pay and more responsible positions with the City.

Under the new plan, each salary range has up to 3 sub-ranges defined as follows:

- A. Entry rate or range.** This is the salary level for employees who meet the minimum qualifications for the position. This rate, or range, is used for orientation, training and job development. An employee at this rate or range is expected to satisfactorily perform some of the routine duties of the position. Work is generally performed under close supervision.
- B. Job range.** This is the salary level for employees who are performing the duties of the job at a satisfactory or better level. The job range consists of identified steps or a merit range. An employee is eligible for a step or merit increase within the job range when he attains and sustains a higher, more difficult level of performance. Normally, the first step in the job range indicates the employee is satisfactorily performing the routine tasks of the position under close supervision. The top step indicates the employee is more than satisfactorily performing the most difficult work of the position under general supervision. Steps or merit rates between will reflect the levels of difficulty and performance and the amount of supervision received. (Specific guidelines will be drafted for each structure.)

- C. Incentive rate.** This is the salary level for employees who perform the most complex work of the position under little supervision and who have a long record of outstanding job performance. Incentive rates are not used for designated training level positions.

Hiring

An applicant who meets all the qualifications for the position is employed at the first step in the salary range.

An employee who substantially exceeds the minimum qualifications for the position may be employed at up to 2 steps (10%) above the entry rate upon the approval of the Personnel Administrator. Approval of the City Manager is required to offer a higher starting salary. (The City Manager may give blanket approval for higher starting rates for certain positions.)

An employee who does not meet the stated minimum qualifications or equivalent may not be hired in that position unless a special exception is granted by the City Manager. In cases where a qualified applicant cannot be recruited for a vacancy, the position may be underfilled as approved by the Personnel Administrator.

Promotion, Demotion, Transfer

Generally, when an employee is promoted, demoted or transferred to another position, the employee's salary will be determined on the basis of qualification for the position. No employee will be promoted, demoted or transferred to a position when he does not meet or exceed the stated minimum qualifications for that position. Therefore, the salary of employees placed in another position will be determined individually.

Guidelines are given, however, for promotions through a recognized position structure. An employee promoted from a training level position to the next level will receive a promotional increase to the minimum of the new range or a one step increase if the ranges overlap (or 5% if in the merit range). An employee promoted to a senior or supervisory level position will receive a two step promotional increase (or 10% if in the merit range).

Administrative Promotion

When a position has been designated as a training level or is used for underfilling a budgeted position,

the incumbent may be administratively promoted to the budgeted position when he meets the qualifications for the budgeted position and had demonstrated satisfactory performance. This action is not considered a bona fide job opening and is processed without posting and recruiting.

The basis of this pay plan is paying equitable, competitive rates for the level of work performed. Automatic awarding of salary increases is eliminated. Supervisors will be given the additional responsibility of counseling employees on what they must achieve to be eligible for an increase.

Amount of Increase

An increase of up to two steps (10%) in the job rate range may be approved by the Personnel Administrator. Increases exceeding two steps or 10%, or those to the incentive rate, must be approved by the City Manager.

Performance Increases

A. Eligibility for a salary increase

An employee is placed at the salary step or area in a range that reflects the level of work performed. To be eligible for a salary increase, the employee must attain and sustain a significantly higher level of work, supported by satisfactory or better general job performance. There is no set interval for increase eligibility but the following guidelines give the usual minimum intervals between increases:

Other levels, after the first 6-12 months in a position and thereafter 12-18 months (in non-training level positions, it normally takes this long to achieve and maintain a higher level of work). Exception may be made to these minimum guidelines in unusual circumstances as recommended by the Personnel Administrator and approved by the City Manager.

An employee who is consistently performing below the level required at his salary rate may be demoted, terminated, or receive a salary reduction to the proper level depending upon the operating requirements of the department. Any such action must have the prior approval of the Personnel Administrator and the City Manager.

Comparison of Current and Proposed Pay Plan

Hourly Structure

The following comparisons are made between the current Pay Plan and the proposed one assuming proposed policy revisions.

		Current Pay Plan	Proposed Pay Plan
1. Length of range		46%	Approximately 16-27% progression dependent upon level of work performed, ability and performance. Normal anticipated progression in training levels is 1-2 years. Normal anticipated progression in other positions is 3-5 years.
2. Years to progress through a range		14½	
3. Number of steps	10		4 or 5 in grades 1-12. Open ranges in grades 13-18.
4. Differential between steps and ranges	5%		Flat rate increases between steps with progressively larger increases between steps.
	3% in the Longevity rates		Approximately \$1000-\$1500 incentive rate.
5. Criteria for step increases	Length of service/Satisfactory performance		Level of work performed and general performance.
6. Time requirement for Step increase eligibility	6 months in Step A 1 year in Steps B-F 2, 3, or 4 years in the longevity steps		There is no established time interval between increases. Eligibility for a salary increase is dependent on an employee's substantially increased productivity or efficiency or the employee achieving a higher degree of skill or expertise. Any such increase must be supported by a satisfactory or better performance evaluation. Minimum guidelines for increased performance are: <div style="margin-left: 20px;"> trainee position-6-12 months other positions-12-18 months Incentive Rate-at least 24 months; exceptions may be made in unusual cases. </div>
7. Eligibility for promotion from a training position to the next higher level	No specific provision. Promoted when vacancy exists or upon special exception. Some employees remain in training level positions long after qualification.		Training positions are so designated. An employee in a training status may be administratively promoted when he meets the qualifications of the higher position and has demonstrated the ability to perform at that level.
8. Promotional salary increase	Normally 5% in overlapping ranges		Normally 1 step (approximately 5%) from training level to next higher level. With the overlap minimized, this could be 2 steps (approximately 10%) for employees who progress faster. Promotions to senior or supervisory levels will be 2 steps (approximately 10%) in recognition of greater responsibility.
9. Overlap between ranges	Overlap for 5 ranges		Overlap for 2 ranges.

The proposed system offers the following advantages in addition to those previously stated.

1. More competitive starting salaries should enable the City to attract more qualified applicants, particularly for skilled positions.
2. More competitive job rates, the ability to progress through a range more quickly and the increased chance for promotion should enable the City to retain qualified, experienced employees and should promote employee morale and incentive.
3. Basing progression on level of work performed and general job performance should also promote employee morale and incentive.
4. The proposed rate structure and policies are realistic and in the competitive area.

While initial implementation of this plan will generally increase payroll costs by 8%, proper administration can decrease costs in the long run as follows:

- Attracting and retaining qualified employees saves training costs and time. While training is necessary and desirable, an improper balance of trainees is counter-productive. The new

trainee is rarely productive, the City invests in training programs and experienced employees' productivity may be lessened when assigned to training new employees. Once trained, it is desirable to retain the qualified employees to recoup the investment made in training. If the City is unable to retain such employees, not only has the investment in training been lost, but the same investment in training a replacement must be made.

- Attracting and retaining qualified employees should result in increased efficiency. Over a period of time this could reduce the number of employees assigned to some operations or minimize projected increases or it could allow undertaking more projects without substantially increasing the work force.
- The current system allows a 5% annual increase for most employees without requiring work at a higher level of skill or expertise. The proposed system would base increases on performance and would eliminate automatic eligibility for increases. Properly administered this should result in decrease in step increases,

although it will probably not be realized during the first year. Further, qualified employees will reach the maximum rate sooner, with no further eligibility for step increases.

- Recent practice has been to make an annual 5% adjustment in salaries. The proposed plan would allow an annual adjustment based on competitive market conditions. This will reduce the tendency to give step increases as a substitute for cost-of-living adjustments. Further, the current system has awarded average annual increases of approximately 10% combining general adjustments and step increases. Depending, of course, on competitive market increases, this may be more than necessary.
- Realistic pay scales will not overpay employees in certain positions as is now the case.

EDITOR'S NOTE:

City staff having a key role in developing the program are Randy Hildebrandt, Assistant City Manager, and J.T. Reynolds, Personnel Director.

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People

Appointments

Richard A. Arbore, Assistant Administrator for Stafford County, has been appointed City Manager of Manassas Park. Mr. Arbore joined Stafford County in 1973. The Town of Cape Charles appointed **Charles Sadler** Town Manger.

Suzanne C. Manzo was appointed Director of the Department of Manpower Services for Fairfax County. Serving as acting director since March, Ms. Manzo began working with the County in 1976 as a Manpower Specialist. Prior to joining Fairfax County, she was a social services counselor with several military service agencies and was affiliated with the Department of Social Services in Dallas, Texas. Ms. Manzo holds degrees from Indiana University and State University in New York.

Purcellville named **John Kelly** to fill a vacancy with the Town's Police Department. Mr. Kelly was previously affiliated with Applied Graphics Corporation in Maryland and served with the military police of the U.S. Army.

Bruce R. Clark was promoted to Assistant Transportation Planning Engineer with the Virginia Department of Highways and Transportation. A native of Charlottesville, he received an engineering degree from VPI & SU and holds a graduate degree from Georgia Institute of Technology.

Thomas D. Blanchard, Jr. was named Manager of the Norfolk Department of Development. A native of Tidewater, Virginia, Mr. Blanchard joined the City of Norfolk's staff in 1976 as an Economic Development Coordinator and has had primary responsibility for many economic development projects over the last several years. He holds a graduate degree from Old Dominion University and is active in the National Council for Urban and Economic Development and the Norfolk Chamber of Commerce.

Ernest W. Duncan was appointed by Gordonsville Town Council to fill the unexpired term of Councilman O.B. Omohundro, Jr. An employee of the federal government, Mr. Duncan will serve until June 30, 1982.

Honors

Mr. **C. Oral Lambert, Jr.**, Director of Public Works for the City of Virginia

Beach, has been elected to serve as a Director of the Virginia/District of Columbia/Maryland Chapter of the American Public Works Association. Mr. Lambert is a career employee with the City of Virginia Beach, having been in public service since 1961. In addition to other positions served during his tenure, he was director of general services from 1976 through October 1979, at which time he was appointed director of the Department of Public Works where he currently serves.

Hampton City Manager **O. Wendell White** was elected President of the Virginia Chapter of the American Society of Public Administration and VML Deputy Director **Bradley K. Harmes** was elected to the Board. ASPA also presented **Ann H. Kilgore**, Hampton Councilwoman, a meritorious service award for her contributions in the field of public service while a member of city council for 21 years, including 12 years as mayor. Mrs. Kilgore also served on the Virginia Municipal League Executive Committee, including holding the office of President.

Retirements

C.F. Wilkinson, Jr., Director of Public Works for the City of Richmond, retired July 11, 1980. He had been associated with the City for 28 years, the last 10 year as Director of Public Works. A native of Chesterfield County, he is a graduate of VPI&SU. During his tenure, Mr. Wilkinson reorganized the Bureau of Engineering and helped to oversee the construction of Richmond's Coliseum, City Hall, the Library expansion and improvements to the airport terminal.

Bedford City Police Chief **M.T. Harrison, III** will retire on August 29. Chief Harrison has held his post for the past twenty years.

Richmond City Attorney **Conard B. Mattox, Jr.** submitted his resignation on July 14, 1980. A city employee for 24 years, Mr. Mattox has been city attorney since 1967.

Council Changes

Franklin City Councilman **William Rhodes, Jr.** resigned from Council. His term would have expired on June 30, 1982.

Resignations

Boykins Town Manager **Barry Shockley** resigned June 30, 1980. Mr.

Shockley attended Paul D. Camp Community College and is a graduate of VPI&SU in Forestry and Urban Studies. He has plans to attend Old Dominion University, seeking a masters of public administration degree. Mr. Shockley had been with Boykins since 1977.

John Spita, Covington City Manager, resigned his post in July. Mr. Spita succeeded Robert W. Herbert as the chief administrative officer.

Deaths

Thomas Edward (Bunk) Wilson, a former Crewe Town Councilman, died June 25, 1980. Mr. Wilson owned and operated a Crewe theatre and served on the Town Council during two different periods, with a total service of more than 12 years. The Virginia Municipal League expresses sincere sympathy to his wife, Mrs. Mildred W. Wilson, and his family.

Financing Public Power Requirements



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Places

Wytheville—The official Town seal has been selected and the winning design was submitted by the late Mrs. Tommie Jones.

Buena Vista—City Council accepted a grant of \$2,000 to rehabilitate the Old Courthouse. The money provides the City with their 50 percent share of a matching grant from the National Trust for Historic Preservation.

Vienna—The Town received a Certificate of Conformance for its comprehensive annual financial report for fiscal year 1979. The Municipal Finance Officers Association created the certificate to constitute the highest form of recognition in the area of governmental accounting and financial reporting.

Bedford—City Council learned that its application for a Community Block Grant has been approved by the Department of Housing and Urban Development. The grant, totalling \$1.5 million, is to be distributed at three

separate intervals and will help to upgrade housing, construct a sheltered workshop, a sewage pump station, sidewalks and other community improvements.

Falls Church—The City may construct the first cooperatively owned public housing project in Northern Virginia and one of the few such housing developments in the country. Falls Church Planner Claudia Auburn said staff is investigating the possibility of building as many as 24 garden apartments and a housing project shared with Fairfax County. The project would be run by the Fairfax County Redevelopment and Housing Authority and funding would come from federal housing and urban development grants. The planning commission has recommended the project because of the need for low- to moderate-income housing, primarily for families with children.

Prince William County—The County's new emergency mental health services

program was recognized with an achievement award from the National Association of Counties. Developed by Dr. Charles Bruder, the program provides 24-hour a day, 7 day a week emergency services for residents suffering from psychiatric difficulties or other problems in living, who prior to this program had to use a facility 40 miles away. The program is innovative and cost effective because it utilizes services of other agencies whose personnel are especially trained to handle mental health emergencies.

Richmond—Frank McNally, Assistant to the City Manager for Public Information, announced that the City's Public Information Office received four awards for Communications Excellence in the "Best in Virginia Awards," an annual communications awards program sponsored by the Tidewater, Richmond and Shenandoah Chapters of the International Association of Business Communicators. The City's Public Information Office received awards in the audio visual, multi-media and slide sound categories.

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- Leesburg — cash management
- Roanoke — social security tax savings
- Alexandria — recovery of overpayment of social security taxes and inventory control
- Virginia Beach — telephone analysis
- Roanoke — reduce duplication between city and school
- Leesburg — risk management
- Hampton City Schools — organizational analysis
- Charlottesville — utility billing/meter reading analysis

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Commentary

Virginia Creates a Commission on Local Government

By Marcia S. Mashaw

Virginia's Commission on Local Government, a creation of the 1979 legislative compromise that culminated more than a decade of debate on annexation policy, began formal operations on January 1, 1980. Under Chapter 85 of the 1979 Acts of the General Assembly, annexation disputes and related matters will continue to be heard by a special three-judge court when litigated; however, new procedures require that all proposed local boundary changes be reviewed by the Commission before any court action is taken. By providing a mechanism for negotiation and cooperation between local governments, legislators hoped to alleviate the need for judicial resolution of boundary disputes. Further, they hoped to curtail the political and financial costs that such actions incur. For example, localities involved in twelve annexation suits initiated in Virginia between 1965 and 1971 spent a total of about \$7 million in litigation lasting from two to nine years.

Virginia scholars and legislators considered the creation of a local government commission for several years prior to its official establishment. In his 1967 study, *Annexation in Virginia*, Chester W. Bain suggested that such a permanent body be created to make continuing studies of local government problems and to provide assistance to the courts in annexation proceedings. Similarly, the Virginia Metropolitan Areas Study Commission (the Hahn Commission), in its 1967 report to the governor and the General Assembly, formally recommended that a commission on local government be established, as did the Commission on Constitutional Revision in 1969.

Although the Commission on City-County Relationships (the Stuart Commission) in the mid-1970's decided not to recommend the creation of an administrative body to assist annexation courts, the idea continued to

attract support. In connection with its effort to revise the annexation statutes, the House Committee on Counties, Cities, and Towns included in 1978 a provision in House Bill 603 (passed by the General Assembly in 1979) that established the Commission on Local Government. In part, this action was in response to a recommendation made to the committee by the Virginia Municipal League (VML) and Virginia Association of Counties (VACO) Joint Task Force on Annexation, a group that was formed in 1977 in an effort to break the impasse between municipalities and counties on boundary change issues.

The Commission on Local Government is charged with the responsibility of reviewing petitions and proposals for annexations, immunity of county areas from city-initiated annexation, incorporation of towns, transition of towns and counties to city status, and voluntary boundary adjustments between jurisdictions. When investigating these matters, the Commission is required to hold public hearings, analyze local needs, submit factual reports and make recommendations pertaining to possible resolution of the issues. Written reports of the Commission's findings are admissible as evidence in any subsequent court proceeding. If requested, the Commission also will review proposed economic growth-sharing agreements among local governments.

In addition, either prior or subsequent to filing an annexation or partial immunity suit, any county, city, or town may notify the Commission that it wishes to negotiate an agreement with one or more adjacent jurisdictions. The Commission may serve as a mediator in such negotiations, and the Commission's staff and resources will be available to the affected political subdivisions as they attempt to resolve their differences relative to annexation or partial immunity. These negotiations cannot continue for more than one year, unless the parties agree otherwise; moreover, the Commission can terminate the negotiations prior to that time if it finds, after a hearing,

that three months have passed with no substantial progress toward settlement.

Members of the Commission, who are appointed by the governor and confirmed by the General Assembly, serve staggered terms and may not hold any other elective or appointive public office during their tenure on the body. Among the primary qualifications for appointment are an individual's knowledge of and experience in local government. After receiving suggestions from spokesmen for county and municipal governments, Governor Dalton appointed to the Commission former Henrico County manager Edward A. Beck, chairman; A. George Cook, III, former city councilman in Alexandria; Billy W. Frazier, former chairman of the Scott County Board of Supervisors; Wendell D. Hensley, former member of the Montgomery County Board of Supervisors; and William S. Hubbard, former city councilman in Roanoke. The legislature appropriated \$250,000 for the Commission for the 1980-82 biennium, a sum expected to support a three-person staff and its activities. Research assistance from other state agencies is anticipated as well. Commission meetings are held at its offices in Suite 507, Heritage Building, 1001 East Main Street, Richmond.

Whether Virginia's new Commission on Local Government will prove to be the positive force that its creators envisioned remains to be seen. However, the Commission will benefit at the outset from firm executive and legislative support, the endorsement of both VML and VACO, and the board experience of its appointees. Certainly a significant contribution will be made by the Commission if it can successfully mediate local government boundary disputes and thus reduce the stress and costs associated with court battles of the past.

ABOUT THE AUTHOR

Ms. Mashaw is affiliated with the Institute of Government at the University of Virginia.



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SUNDAY, OCTOBER 19

3:00-7:30 p.m.	Registration
6:00-7:00 p.m.	President's Reception

MONDAY, OCTOBER 20

8:30 a.m.	Registration
9:00 a.m.	Opening Session
12:00 p.m.	Lunch (on your own)
2:00-4:30 p.m.	Concurrent Sessions

TUESDAY, OCTOBER 21

8:30 a.m.	Registration
9:00-11:30 a.m.	Concurrent Sessions
12:00 p.m.	Group Luncheon
2:00-4:30 p.m.	Concurrent Sessions
6:30 p.m.	Social Hour
7:30 p.m.	Banquet
8:30 p.m.	Entertainment

WEDNESDAY, OCTOBER 22

9:00 a.m.	Morning Session
10:45 a.m.	Business Session

The VBOA has an informative program featuring a presentation on Wood Stoves, concurrent sessions on "Urea formaldehyde," "Commercial Frame Structures," "Inspecting Gypsum Construction," "Wood Floor Trusses," "Oral Communications" and other topics. The Honorable Alan A. Diamonstein is the Monday luncheon speaker and manufacturers and firms will be exhibiting again this year.

Calendar

Local Government Attorneys Summer Conference, August 17, 1980, Charlottesville, Virginia. Contact Lillian R. BeVier, 207 Minor Hall, Institute of Government, University of Virginia, Charlottesville, Virginia 22903.

Virginia Civil Defense Association, September 10-12, 1980, Holiday Inn 1776, Williamsburg, Virginia.

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

Virginia Association of Chiefs of Police, August 17-20, 1980, Sheraton-

Fredericksburg Inn, Fredericksburg, Virginia.

"Wood As a Commercial Energy Source," October 1-2, Airport Holiday Inn, Richmond. Contact The Virginia Cooperative Extension Service, VPI & SU, Blacksburg 24061.

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

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

Conference on Housing Costs

The State Board of Housing and Community Development is sponsoring a statewide conference on housing costs October 14-15, 1980 at the Holiday Inn, 6531 W. Broad Street, Richmond. The purpose of the meeting is to analyze the high costs of housing production and identify steps that can stabilize or reduce these costs. Participation is being solicited from State and local officials, developers, planners and managers of land use and development policy, manufacturers and citizens. For further information contact Margaret Nichols at 804/649-8471.

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The knowledge business



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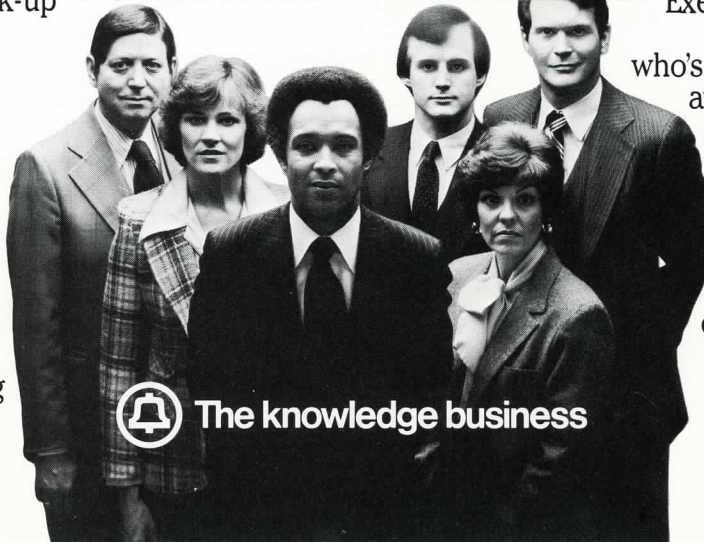
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The knowledge business

City Tries New Youth Offender Program

By Christine C. Lewis

Johnson County, Kansas is a part of the Kansas City, Missouri metropolitan area blessed with fine schools, progressive government and above-average wealth. Unfortunately, Johnson County also has a problem common to many jurisdictions: increasing numbers of young offenders, which in turn create a growing case load for the Johnson County Juvenile Court. Nearly 6,000 young people were arrested in 1978 and 1979, resulting in more than 8,000 referrals for the court.

This procedure follows tradition throughout the country. But in Johnson County, a new program initiated by its largest city, Overland Park, promises to lighten the county's case load and provide young offenders with benefits such as guidance, educational services and, most important, an alternative to the court system.

"The program gives youth a chance to start over."

The "Youth Diversion Program" is the brainchild of Overland Park Mayor Ben Sykes, who was concerned with the growing numbers of juvenile offenders in Overland Park and Johnson County. In 1977, he appointed a steering committee to work out a model program which would give young offenders a chance to start over by repaying their victims, working with school and court officials on the reasons why they committed the crime and diverting young people from the court process. The program also offers local services usually provided by an overloaded county court system.

The original steering committee was comprised of representatives from the fields of education, law enforcement, child psychiatry and juvenile justice. After months of meetings, trips to monitor programs in other cities and research on juvenile delinquency, the committee hammered out a community corrections program that would involve the cooperation of the city of Overland Park, its citizens and police department, the Johnson County Juvenile Court, the district attorney and the Shawnee Mission School District. The program became the Overland Park Youth Diversion Program.

The Youth Diversion Program serves a variety of young people and their parents. Though the bulk of referrals are youths who have been apprehended by the police, runaways and truants are also common clients. Teenagers who are having adjustment problems at home or in school qualify for the program as well. In most cases, the youth referred to the program will meet with the Youth Diversion intake officer, who will outline the program for the youth and his or her parents. The program is strictly voluntary.

"The selling point of Youth Diversion is the outcome."

When a crime is involved, the intake officer explains the options available (dismissal, adjudication or diversion). If the juvenile agrees to participate, the officer discusses with the youth the details of the case and prepares a report for the district attorney, who decides if the case will go through the formal court process or be referred to the Youth Diversion Programs. For many, the program's best selling point is the outcome. Young offenders who participate satisfactorily in the program will have no formal court record of their offense.

The Youth Diversion Program is comprised of community accountability Boards (CAB), individual and family counseling, social skill training, educational services and parent education.

Juveniles apprehended by police for a property offense have the opportunity to go before a community accountability board. The CAB is made up of Overland Park residents trained in corrections procedures, including the juvenile code and appropriate options for restitution contracts. Out of 65 volunteers, three or four sit as a CAB panel each hearing.

When a case is referred to the CAB, a staff person interviews the youth, parents, victim and arresting officer. As much information as possible is gathered about the case, including the dollar amount of damage. The panel reviews the report and talks to the young person and his or her parents. When the CAB panel reaches a decision, a restitution contract is

written and signed by the youth, parents and staff. Contracts may include monetary restitution, community service or both. Payments are made to the victim through the Youth Diversion office. (A major beneficiary has been the Shawnee Mission School District, which often receives restitution for vandalism in local schools.) Required community service time may be completed at work sites throughout the city which have been developed by the staff. During the program's first year approximately \$3,000 was repaid to victims and 940 hours of community service time were donated.

Counseling is offered to Youth Diversion participants on an individual and family basis. A social skill training program provided for adolescents consists of ten 90-minute group sessions conducted by a trained leader and an assistant, using a model developed by researchers at the University of Kansas. The focus is on teaching appropriate social interactional skills and communication techniques.

Many school-related services are also an integral part of the Youth Diversion Program. During the school year, the staff keeps in contact with school personnel to monitor a youth's situation and progress. School problems may relate to lack of motivation or specific learning disabilities, and students in the Youth Diversion Program are eligible for screening for learning disabilities with their parents' consent. The screening instrument was developed by the Institute for Research and Learning Disabilities at the University of Kansas. If warranted, additional evaluation is done through the Shawnee Mission School District.

The Youth Diversion Program also offers support and direction to parents of teenagers who run away, use drugs or break the law. A program called "Responsive Parenting" teaches adults how to deal effectively with adolescent problems through the use of behavioral management techniques. Parents learn how to define objectionable behavior, measure it and develop ways to bring about positive change in their children.

The overall goals of the Youth Diversion Program are to reduce the number of cases referred to Juvenile Court, shorten the time between offense and disposition and provide constructive alternatives to young people and their families, based on the belief that increased concern for juvenile offenders will benefit the youth as well as the community. Parents and 76 juveniles who went through the CAB process in the first

year of the program were surveyed, and 96 percent gave a favorable response. They were also asked about the restitution contract. Ninety-six percent of the parents said the contract was fair, and 94 percent of the youths agreed.

In 1979, the recidivism rate for youths in Johnson County, Kansas was 37.8%. The rate for all participants in the Youth Diversion program (including runaways, drug users, other crimes) was little less, 33.3%. The rate for those who committed a crime against property and went through the Youth Diversion community accountability board process was only 17.6%. Though there are no prior year statistics with which to compare these, the low number of repeat offenders of community accountability board participants does seem significant.

An immense amount of planning and research has brought about this exemplary program, and numerous agencies, funding resources and employing entities have worked together to make it a success. It is that spirit of cooperation from the court system, the school district, the district attorney, the city and its citizens that will continue to make it flourish.

ABOUT THE AUTHOR

Ms. Lewis is the Public Information Officer for the City of Overland Park.

INSURANCE POOL IMPLEMENTED

The workmen's compensation insurance pooling program sponsored by the Virginia Municipal League received approval from the State Bureau of Insurance to begin operations July 1, 1980. The initial fund contains \$729,000 in premium from 10 localities. Participants in the pool include Alexandria City School Board, Chesapeake City School Board, City of Martinsville and School Board, Prince George County and School Board, Town of Kenbridge, Town of Keysville, Shenandoah County and Town of Vienna. Hall Risk Management Services is establishing a Richmond office to handle claims administration. Local governments, school boards and other political subdivisions are eligible to join the program at any time. If the renewal date on your workmen's compensation coverage is approaching, you are encouraged to consider participation in the Virginia Municipal Group Self Insurance Association.

The Members' Supervisory Board held their initial meeting on July 11, 1980. Charles A. Robinson, Jr., Mayor of the Town of Vienna, was elected chairman. Other board members include Francis T. West, Coun-

cilmember, Martinsville, Richard L. Hedrick, County Administrator, Prince George County, and R. Michael Amyx, Executive Director, VML. A meeting for all participants in the Virginia Municipal Group Self Insurance Association will be held on Monday September 29, 1980 during the Annual VML Conference at the Marriott Twin Bridges Hotel in Arlington County. Additional officers will be elected at that time. If you have any questions about the insurance program, please contact Joseph Keene, Hall Risk Management Services, (Richmond office), at 804/285-8526 (Suite 130, Jefferson Building, 8100 Three Chopt Road, Richmond, 23288) or Bradley Harmes at the League office.

Fairfax County—Mobile home residents will have an opportunity to participate in a demonstration fire safety program. Approximately 2,300 mobile home residents will be offered a free smoke detector if they agree either to request a fire survey of their homes or attend a one hour lecture presentation on fire safety. The County received a \$5,000 grant from the U.S. Department of Housing and Urban Development to fund the detectors.

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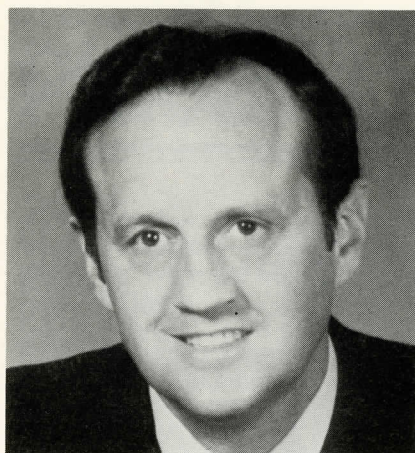
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The Mayors at the VML Convention, 1931

**75th Anniversary Conference in
Arlington County**

September 28-30, 1980



Keynote Speaker—Governor John N. Dalton

On Monday, September 28, the VML Conference delegates will have an opportunity to listen to Governor John N. Dalton. He is a graduate from the College of William & Mary and following his service in the U.S. Army, he received a J.D. Degree from the Law School of the University of Virginia. From 1957 until he became Governor in 1978, he practiced law in Radford, Virginia.

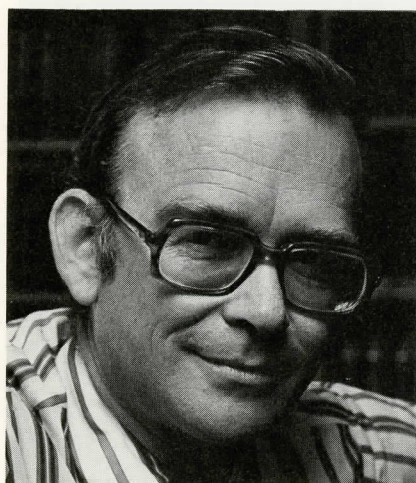
Mr. Dalton's political career began with his election to the House of Delegates in 1965. Reelected three times, he served on major committees of the House of Delegates including Appropriations as well as the Virginia Advisory Legislative Council. He was elected to the State Senate in 1972. Among his legislative accomplishments, Governor Dalton served on the Court Systems Study Commission and was chief patron of the legislation which reorganized the

court system of Virginia.

John Dalton was elected Lt. Governor of Virginia in November 1973 and a year later was chosen by *Time* magazine as one of the 200 young leaders in America. He served as Vice Chairman of the National Conference of Lt. Governors in 1976-77.

Among his honors, Governor Dalton has served on the Board of Directors of the William & Mary Alumni Association and was Vice President of the Board in 1966. In 1974, he received the William & Mary Alumni Medallion. He has also received honorary doctoral degrees from the College of William & Mary, Virginia Union University, Virginia State University and Bridgewater College.

The Virginia Municipal League cordially welcomes Governor Dalton as the keynote speaker of the 75th Anniversary Conference.



Luncheon Speaker—Neal R. Peirce

He is the author of the only weekly column on state and local government themes of federal relations. Since his column commenced in March 1975, Mr. Neal Peirce's remarks have appeared in over 150 newspapers. It is presently syndicated by the Washington Post Writers Group.

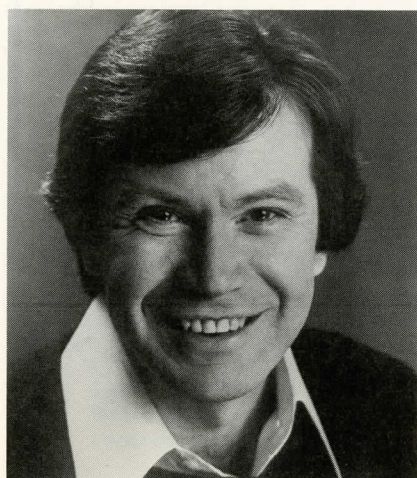
He is the founder and presently the contributing editor of the *National Journal*, Mr. Peirce has been a lecturer on governmental, urban, state-local affairs, environmental and social issues for government, business and academic groups. He has appeared at the conferences of the National Governor's Association, the National Conference of State Legislators, the National Municipal League and the National Association of Counties, among others. He has appeared on television's Meet the Press, Today Show, CBS Morning News and the

MacNeil/Lehrer Report. He has been a consultant and commentator on the national elections for CBS and NBC News.

Mr. Peirce is a Phi Beta Kappa graduate of Princeton University and served as political editor for the *Congressional Quarterly*. He was a fellow with the Woodrow Wilson International Center for Scholars in Washington, D.C. and is listed in *Who's Who in America*.

He is the author of a set of nine books on "People, Politics and Power" in each of the 50 states. In connection with the project, he traveled to all 50 states and conducted some 1,500 interviews with leaders in government, politics, business and labor.

You are cordially invited to hear Mr. Neal R. Pierce during Monday's luncheon.



Banquet Feature—Dan Ruskin

Senator Howard Baker describes Dan Ruskin's, entertainment act as "the fastest, brightest and most musical set I have ever seen!" and the *New York Times* calls Dan Ruskin "Charming...". This much talked about man is the entertainment for the 75th Anniversary Banquet on Tuesday, September 30.

His list of professional credits is impressive. He spent five years with the "Get Smart" TV show starring Don Adams and was the writer for major night club and television comedians. At one point in his life he was Associate Professor of Drama at Clark

College in Iowa.

Mr. Ruskin has also performed at the White House and the Embassies of Great Britain, the Soviet Union, The United Arab Republic, France, Argentina and West Germany. He has appeared at such night clubs as the Waldorf Astoria, New York Hilton, Washington's Shoreham Hotel, London's Stork Club and the Rainbow Room in the Rockefeller Center. His most recent film is Woody Allen's Academy Award winner *Annie Hall* in which he is a political satirist. Conference delegates will recognize his familiar voice and face from radio and TV commercials.

VIRGINIA MUNICIPAL LEAGUE 75th Annual Conference

September 28 - 30, 1980
Arlington County
Marriott Twin Bridges

REGISTRATION

Check registration desired

☐ **PACKAGE REGISTRATION** — includes all meetings, receptions, banquet and Host Localities entertainment for Conference.

	Delegate Commercial Professional	Non Member Delegate Commercial Professional	Guest Spouse* State/Fed.
	80.00	90.00	40.00
	(Prepaid before 9/12/80 70.00)	(Prepaid before 9/12/80 80.00)	(Prepaid before 9/12/80 30.00)

☐ **SUNDAY ONLY** — includes all Sunday meetings and Opening Reception.

35.00 45.00 15.00

☐ **MONDAY ONLY** — includes all Monday meetings and Host Localities entertainment.

25.00 35.00 15.00

☐ **TUESDAY ONLY** — includes all Tuesday meetings, Reception and Banquet.

35.00 45.00 25.00

TICKET EVENTS

PROFESSIONALS BREAKFAST (Monday) \$ 7.00

☐ Managers

☐ Finance Officers

☐ Attorneys

☐ Personnel Officers

☐ Women in Local Government

☐ **LUNCHEON** (Monday) \$10.00

☐ **PRAYER BREAKFAST** (Tuesday) \$ 7.00

* REGISTRATION FOR SPOUSE INCLUDES ALL SPOUSES' ACTIVITIES PAID ☐

BILL ☐

CANCELLATIONS

Cancellations of prepaid or advance registrations will be accepted until 4:00 p.m., Friday, September 26, 1980. Telephone cancellations must be followed by a letter of confirmation.

MEALS

All meal functions will be ticketed events. An exchange coupon for the Tuesday banquet is included in "package" registration or "Tuesday only" registration. All breakfasts and the Monday Luncheon are optional events. Tickets may be included in your preregistration package. Since only a limited number of tickets will be available for purchase during the conference, you are encouraged to preregister for the meal functions.

IMPORTANT

Registration forms should be forwarded to the designated official in your locality. That person should forward all advance registrations and payments to the League office to insure that you receive the proper rate and there is no duplication.

CELEBRATE

75

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PRELIMINARY PROGRAM

SUNDAY SEPTEMBER 28

- 11:00 a.m.** REGISTRATION AND EXHIBITS
2:30 p.m. POLICY COMMITTEES
— Community Development
— Effective Government
— Environmental Quality
— Human Development
— Public Safety
— Transportation
2:30 p.m. SYMPOSIA
— General Revenue Sharing
— "What is the VML?"
6:00 p.m. RECEPTION

MONDAY SEPTEMBER 29

- 7:30 a.m.** GROUP BREAKFASTS
8:00 a.m. REGISTRATION & EXHIBITS
9:30 a.m. OPENING SESSION
— Keynote Address
— Achievement Awards
— President's Report
— Executive Director's Report
— Nominations Report
12:00 noon LUNCHEON
— Neal Peirce, Syndicated Columnist
2:00 p.m. CONCURRENT SESSIONS
to
3:30 p.m. — Commission on Local Government
— Labor Relations
— Housing and Community Development
— Energy Efficiency in Community Planning
3:45 p.m. — Local Government Advisory Council
to
5:30 p.m. — Office of Energy and Emergency Services
— Land Use
7:00 p.m. HOST LOCALITIES NIGHT

TUESDAY SEPTEMBER 30

- 7:30 a.m.** PRAYER BREAKFAST
8:00 a.m. REGISTRATION & EXHIBITS
9:30 a.m. SECTION WORKSHOPS
— Urban Section
— City Section
— Town Section
2:00 p.m. BUSINESS SESSION
to
5:00 p.m.
6:00 p.m. RECEPTION
7:00 p.m. BANQUET

VIRGINIA MUNICIPAL LEAGUE ANNUAL CONFERENCE

REGISTRATION FORM

NAME _____
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ADDRESS _____
CITY _____ STATE _____ ZIP _____
Spouse Attending? YES ☐ NO ☐
FIRST NAME OF SPOUSE _____
Guest Attending? YES ☐ NO ☐
NAME(s) _____

(Over)

(Cut and return above form to Virginia Municipal League, P.O. Box 753, Richmond, Virginia 23206)

1980 CONFERENCE REGISTRATION INFORMATION

ADVANCE PREPAID REGISTRATION

If you register in advance, your badges, programs and related material will be prepared in advance and may be picked up with minimum delay at the Registration Desk. *IF YOUR ADVANCE REGISTRATION IS ACCOMPANIED BY PREPAYMENT, YOU WILL SAVE \$10 ON THE CONFERENCE REGISTRATION PACKAGE FOR EACH PERSON ATTENDING.*

PREPAID REGISTRATION MUST BE MAILED NO LATER THAN SEPTEMBER 12, 1980

September 12 is the latest date to take advantage of the special rates. Registrations postmarked after that date will be charged at the Conference rates. All other advance registrations must be received no later than Wednesday, September 24 in order to be ready for you upon arrival. Make checks payable to: Virginia Municipal League.

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Police Chief

Staunton, Virginia, located in Virginia's Shenandoah Valley. Population 24,000. Department of 55 and a budget of \$968,000. Council/Manager government. Requirements: college degree, experience in combination with college work or professional training may be considered equivalent; extensive current experience in all phases of active police work including supervision, administration, and law enforcement techniques. The chief is appointed by and reports directly to the city manager. Salary range \$21,202-\$27,563, with excellent fringe benefits including educational incentive pay, medical and life insurance and VSRS retirement plan. Send resume to: City of Staunton, Personnel Office, P.O. Box 58, Staunton, Virginia 24401. 703/886-8000. Closing date: September 15, 1980.

Police Chief

The City of Fairfax, Virginia (population 22,000 in the northern part of the Commonwealth) is

recruiting a Chief of Police for a 61-person department with an operating budget of \$1.6 million. Salary ranges from \$26,430-41,001. The Chief of Police will be selected by and directly responsible to the City Manager. Candidates for this position must have 10 years of progressively responsible police experience, five of which should be in supervisory/command positions in patrol or related police line functions and should have held the rank of at least police lieutenant or equivalent. BA degree in Police Administration, Criminal Justice or related areas in Social Sciences and graduation from FBI National Academy required. Closing date is August 29. For application contact Personnel Office, 10455 Armstrong Street, Fairfax, Virginia 22030, 703/385-7860.

Town Administrator

Town of Grundy, Buchanan County. Applicants must have experience in an administrative capacity in local government. Financial and Budget management experience required. Experience in field of federal and state grants needed. Salary Negotiable. Please send complete resume, salary history and professional references to: Office of the Mayor, P.O. Box 711, Grundy, Virginia, 14614.

Roanoke Chief President of SFCV

Roanoke Fire Chief Carl C. Holt was elected President of the State Fire Chiefs Association of Virginia at the Association's 50th Anniversary Conference. York County Fire Chief Wallace J. Robertson was elected First Vice President and Henrico County Fire Chief Walter R. Stickel was elected Second Vice President.

The Executive Committee is comprised of Christiansburg Fire Chief James W. Epperly, Roanoke County Fire Chief Robert N. Monroe, Chesterfield County Assistant Fire Chief F. Wesley Dolezal, Fairfax County Fire/Rescue Deputy Director Alfred A. Savia and Augusta County Fire Chief Ronnie B. Garber.

Harry T. Gladding, Jr., Fire Chief of Tappahannock Volunteer Fire Department, will also serve on the Executive Committee as Past President. The Association has over 300 members and is an affiliate of the Virginia Municipal League.



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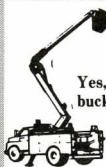


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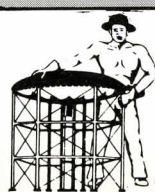
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