

Virginia Town & City

VOLUME 17

MARCH 1982

NUMBER 3

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Sarah Holt, a Mass Communications student at Virginia Commonwealth University, assisted with this month's issue.

On the Cover

Keeping municipal documents is a time-consuming and frustrating task. This month's issue explores the field of records management, offering ways to handle the responsibility. Our cover and inside photographs are courtesy of **DATA MANAGEMENT**.

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What To Throw Away and How To Manage What You Keep

By A. R. Carfagno

Anyone who has had to execute and survive a big move knows one thing: you can't keep everything. Moving forces one to reorganize and discard items to make space for more important ones.

The City of Hampton had its share of moving decisions when the city centralized its departments and prepared to move into the new city hall building in 1974. Problem: about four million documents and no space to store them. Their solution was one bred of necessity. In the interest of cleaning house and reducing costs, the city took its first steps into the world of records management.

"About 25% of the documents were either duplications or outdated."

The records management program envisioned in 1974 contained four major components—records retention and retrieval, forms management, microform systems and filing systems. To date, forms management and microform systems have been most fully implemented with records retention and retrieval the most active. Developing a filing systems program to deal with active records maintenance at departmental level is the next planned activity, pending the availability of additional resources. Each component developed as a response to an administrative problem.

The records retention and retrieval management program was necessary for dealing with not only the millions of documents already in existence, but more importantly, as an effective means of addressing future document accumulation. Up to this point, records had been created, filed, and eventually stored in rented space, basements and abandoned city buildings—in short, there was no systematic approach to records maintenance. This situation could no longer be allowed to exist. It was evident, even in 1974, that due to the growth of Hampton

and the ever-increasing amount of documentation associated with government contracts, federal commissions and projects, litigation claims, state and municipal regulations and IRS and audit requirements, the amount of paper generated would grow rather than diminish.

Central Records Storage

To deal with this situation, a two-part records retention program was developed. The first segment provided for a central records storage facility.

With the development of a records center, the capability for accumulating records systematically enabling the city to save space, time and money became a reality. Documents no longer needed for daily operations were stored in the records center and ultimately were microfilmed or destroyed, depending upon administrative or legal value and requirements. Real time savings were realized because the records center provided a method to store records, and to locate and retrieve needed documents with a minimal amount of clerical effort. Saving money is a primary goal. The records center contributed substantially by providing a storage facility for documents at about one-third the cost of active office space. It also provided a method capable of reducing overall clerical costs for the City by concentrating a large volume of records into the care of a small clerical staff.

Another cost saving factor that must be considered when evaluating the merits of a records center involves the expenditures made by individual departments for filing, storage and related equipment and supplies. Such savings can be considerable. For example, over 25 million documents are submitted to the records center for storage annually, freeing some 210 existing file cabinets to receive new, more active documents. An average file cabinet expense, the equivalent of \$31,500 in file cabinetry, is made available without additional capital outlay. Other costs, usually unrecognized but quite expensive, are outlays for file folders, tabs, index cards and other related filing supplies. A generally accepted cost figure per filing cabinet per year for such items is \$228.

By reusing approximately 60 percent of these materials, as is presently done by storing records in boxes in the center, an additional \$28,728 is saved for a total annual savings of \$60,228. The records center also provides for controlled access to documents, controlled climatic environment, and greater protection from fire than would exist in city offices. Further, it provides for compliance with provisions of the Freedom of Information Act and Privacy Act regarding document security and it reduces substantially the occurrence of lost or misplaced records.

Records Retention Schedule

The second segment of the records retention and retrieval program was the development of a records retention schedule, which is a planned, systematic, written guideline establishing the lifespan of all types of documents. Working within guidelines and legal requirements established by the federal government, provisions of the Virginia Public Records Act and the operational needs of the City, records retention scheduling has been an ongoing responsibility of the Department of Records Administration since the program began. Many guidelines exist for certain types of records, notably financial records and tax records, but many others fall in an undefined gray area and extreme care is needed to establish valid rates or retention. Once rates of retention are established, it becomes possible to monitor stored documents to determine when disposal can legally occur, thus providing additional storage space without expanded storage facilities. Since Hampton adopted this program, over three million documents have been identified as being duplications of already stored documents or as no longer legally required to be retained. They have subsequently been destroyed.

Many examples of savings realized by the City of Hampton through its records retention program exist. In a belief that certain records had to be kept for an indefinite period of time, a quasi-city office had faithfully stored over 2.2 million records occupying over 500 cubic feet of valuable space. Due to the dif-

About the Author

Mr. Carfagno was former Director of the Department of Records Administration for the City of Hampton.

difficulties in storage related problems and the volume of records being added yearly, additional storage facilities had to be created, or at least the documents had to be microfilmed. A bid of \$12,185 was submitted by a commercial microfilming firm in order to handle the project. The Department of Records Administration indicated that the legal requirement for maintaining the records in question was 10 years, and in doing so, approximately two-thirds of the documents were discarded. This afforded a savings of over \$12,000 and freed enough space to handle future record storage requirements on a continuing basis.

Microfilming

The third segment of the program, microfilm, solved the cost of storage space. Some of the benefits were: (1) a reduction in records storage space requirements, i.e., the average contents of a letter-size, vertical, file cabinet can be photographed on a single 100 foot roll of 16mm film; and (2) a reduction in labor cost provided by reduced clerical search and handling time in locating documents and fewer misfiles or lost documents at a cost of approximately \$80 per incident. Other advantages included a saving in turnaround time and the risk of documents or film costs in transit when using commercial facilities, and the ability to protect vital records inexpensively.

"To get employees to use the new system, Hampton personalized the instructions."

The initial implementation of micrographic systems into the various city departments began slowly. As a new and often misunderstood information tool, its value and ease of utilization was questioned. To deal with this natural reluctance to try something new, the Department of Records Administration instituted a system of individual microfilm development and instruction. This concept enables each department to express its specific needs and concerns with using micrographics. Since implementing the system, over one million documents have been microfilmed, and currently, over a quarter-million documents are being filmed annually (the equivalent of 28 4-drawer, vertical file cabinets or 122 cases of documents stored in the records



center). Not only is there a savings by not having to purchase additional file cabinets, but, by utilizing micrographics, storage space was reduced 98 percent.

Forms Management

The fourth segment, forms management, was designed to reduce expenditures in five specific areas: forms printing, processing, stocking, distribution and filing. In most of these areas, avoiding spending extra money is the primary goal. Printing costs, although only 4.4 percent of the total cost of forms, provide the majority of actual cash savings realized in a forms management program. Savings are realized by:

1. Designing forms that are conducive to in-house printing capabilities, eliminating the need to utilize more costly commercial printing services.

A recent survey revealed that departments are charged \$10.50 per 1000 forms produced in-house and similar printing provided commercially would conservatively average

\$16.00 per 1000. In Hampton, an average of 600,000 forms are printed annually. Because these forms are able to be printed in-house, an average of \$33,000 is saved annually.

2. Providing in-house art work, composition and form plate production capabilities will avoid more costly private industry costs. The difference in cost is a net savings.

The cost avoidance realized by utilizing the drafting and art work capabilities of Hampton's Planning and Development Departments when designing forms is unknown. It is generally accepted, however, that substantial savings are realized based upon preliminary surveys into commercial costs. A study of in-house vs. private sector plate production costs revealed Hampton was being charged \$5.00 per plate by commercial sources. A 526 percent savings to Hampton was realized when it was determined that labor and material

(Continued on next page)

costs when done in-house were only 95 cents.

3. Occasionally forms may be completely eliminated from a system without being replaced by another form.

In 1979, when the forms management program was first formalized, a survey of existing forms within departments disclosed that 1286 separate forms existed. Each department had practiced a program of producing forms they viewed as necessary to their operation. As a result, a great number of forms were found to be similar in the type of information sought and yet were not usable by all departments because of minor differences in wording and content. About 550 forms were eliminated the first year when the staff reviewed all the forms and designed new ones to serve more than one department. Currently from 5 to 10 forms are eliminated or redesigned each month.

Additional dollar savings in printing forms are realized by reducing expensive extras such as multi-colored ink usage, bleeding, perforating, shading and the use of expensive paper stock.

Of the remaining costs associated with forms, the area

which provides the greatest percentage of cost avoidance is forms processing. It is generally accepted that a healthy 84.4 percent of the total cost of forms is in the category of clerical processing. By reducing the numbers of individual forms that are used by the city or the number of forms necessary to complete a function, the time needed to process forms information can be substantially reduced. A reduction in clerical time produces reductions in labor costs and with an 84.4 percent cost factor to work with the potential savings are enormous. To have these cost reductions it becomes very important to a forms management program in a system to consolidate forms with similar functions and to guard against the unnecessary development of additional forms.

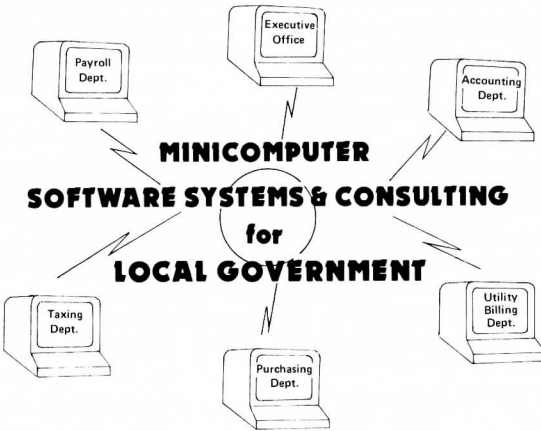
File Maintenance

The remaining 11.2 percent of forms cost is related to file maintenance. To assist in reducing these costs, Hampton's program includes efforts to standardize form size and format display. Such a program provides a means by which the need for special size and/or designed file cabinets and devices can be avoided and the need for equipment purchases eliminated. Another benefit is that by standardizing form size and format, all

departments handling the form will be able to utilize and file the form with the same ease as the originating department.

Is the development of active filing systems and uniform filing procedures throughout the city the future goal of the Department of Records Administration? Recently, Records Administration conducted a word processing feasibility study, a system which would address many existing active record problems and cut costs. The clerical needs in decentralized systems are ever increasing, whereas a centralized system could handle a greater workload with fewer increases in staff. Uniform filing systems would also assure that records duplication would be reduced and that inactive records would be more easily transferable to microfilm or secondary storage, reducing the number of clerical requirements to maintain records.

The realization by the City of Hampton that an enormous amount of paper is generated within a system of this size, that administrative costs must be controlled and that at the same time information must be readily available when needed, has led to the adoption of a program that has successfully addressed all of these needs: records management.




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People

Honors

The City of Suffolk had the opportunity in December to thank a man who has served the municipality for the past 35 years. Retiring Treasurer **S. Bertram Hazelwood** was presented a framed certificate of outstanding service to the city which he has served in a myriad of ways. He has served as Treasurer of the cities of Nansemond and Suffolk since 1973. He also served as a member of the Electoral Board for 35 years and as Chairman for 10 years. He was a member of the Nansemond County Police Advisory Commission, the Equilization Board of Tax Assessment and the Suffolk Water Resources Task Force. During the presentation, he was cited for generating extra revenue for the city through careful investments of city money which have accrued over \$4 million.

Appointments

Sam Mountain stepped down from his post as mayor of the Town of Chilhowie but he will stay on as Town Manager until July 8. Mr. Mountain announced that he no longer wished to serve as mayor, a position he has occupied for almost 12 years.

G. M. Newman began his position as Abingdon Town Manager this month. He served as City Manager of Norton immediately prior to his appointment and also acted as Town Manager of Bluefield. Mr. Newman holds a B.A. from Bluefield State College and is currently working on his MBA from Syracuse University.

Edward A. Wyatt assumed the position of Fairfax City Manager March 1. A native of Petersburg, Virginia, Mr. Wyatt has served as city manager in Greenville, North Carolina since 1978. He received a bachelor's degree in business from Virginia Polytechnic Institute and graduate degrees from the University of Richmond and Appalachian State University.

Janice O. Mapp is the new director of the Richmond Human Relations Commission. She came to the city from the Office of Youth Programs, U.S. Department of Labor and has served in leadership capacities including a White House appointment. Ms. Mapp holds

degrees from Morris Brown College, Montclair State College in New Jersey and earned a graduate degree from Columbia University in New York.

Deaths

LaRue Van Meter, 83, former Falls Church City Attorney, died in December. He became the Town Attorney in 1943 and worked to obtain city status for Falls Church. Mr. Van Meter gained national recognition when he prepared an ordinance that led to the control of massage parlors. His ordinance became the model for similar ordinances across the country. A graduate of George Washington Law School, he was active in the Fairfax and Virginia Bar Associations.

E.A. Shephard, Town Manager of Glasgow, died Tuesday, January 26, 1982. Mr. Shephard had been manager of Glasgow for 15 years and was a veteran of World War II. He is survived by his wife, Mrs. Joyce Shephard, and one son, E. G. Shephard.

W. A. Seawell, Jr., Chief of Security for the Virginia Museum, died in February. A graduate of Fork Union Military Academy, he attended what is now VPI&SU and North Carolina State University. In 1965 he received a bachelor's degree in

Criminology from Richmond Professional Institute, now part of Virginia Commonwealth University.

He began his police career as a patrolman for the Capital Police in 1956, was promoted to sergeant in 1958, lieutenant in 1960 and chief in August 1961. In 1970 he was named Chief of Security of the Virginia Museum where he remained until his death.

He was elected to Who's Who in Law Enforcement in 1979 for his efforts in the establishment of law enforcement schools at VCU and Old Dominion University and his push for education of law enforcement officers. Chief Seawell was an active member of the Virginia Association of Chiefs of Police.

Resignations

Howard McFadden, a former member of Abingdon Town Council, resigned his position in February to assume a post with Chambersburg Anesthesia Associates in Chambersburg, Pa.

George L. Hanbury, Virginia Beach City Manager, resigned on April 1 and will be succeeded by interim appointee Giles Dodd. Mr. Hanbury was assistant city manager before becoming manager in 1974.

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Commentary

Virginia's Long Trek To Safety

By Barry R. Lawrence

More than a decade after the passage of the Federal Occupational Safety and Health Act (OSHA) in 1970, Virginia's Department of Labor and Industry is assuming general responsibility for the enforcement of occupational safety and health regulations within the Commonwealth under the terms of the Act.

The 1970 legislation reflected congressional dissatisfaction with the effectiveness of then-existing programs of state governments to promote job safety; consequently, the law set stringent federal standards in order to ensure "safe and healthful working conditions." Although these standards preempted any state regulations then in effect, the law encouraged states "to assume the fullest responsibility for the administration and enforcement of their occupational safety and health laws [29 U.S.C. sec. 651(b)(11)(1970)]." Section 18 of the OSHA allows any state to develop and enforce job safety and health standards in areas for which a federal standard has been established, upon approval by the Secretary of Labor of a formal state plan. The primary condition for approval is that the plan be "at least as effective" as the federal standards [29 U.S.C. sec. 667(c)(6)]. The states are given the flexibility either to copy the federal system or to develop an alternative system that is comparable to the federal program. As Virginia has discovered, however, the closer a state comes to imitating the federal model, the fewer obstacles it has to overcome in order to gain approval of the plan.

When Virginia was faced in 1970 with preemption of its occupational safety and health laws at the national level, the state chose to build upon its existing administrative framework and submit a "developmental" state plan for approval by the U.S. Department of

Labor. State officials felt quite strongly that the Commonwealth could operate a regulatory program that would be equally as effective as the one administered by the federal government, given the availability of federal grant money to fund up to 50 percent of the cost in implementing a state plan. Virginia actually submitted its plan in late 1972 and the General Assembly passed enabling legislation in the 1973 session. Implementation of Virginia's plan did not begin until January 1, 1977 because of legal challenges to the plan and because of disagreements between federal and state officials regarding the interpretation of language in both the federal act and the state plan.

Two types of legal challenges were raised against the state plan. Representatives of various labor organizations charged that the plan excluded employee representatives from participating as third parties in enforcement proceedings against violators of safety and health standards. In addition, the United States Assistant Secretary of Labor, John Stender, initiated proceedings in court to reject the original state plan on the grounds that its enforcement procedures were not "at least as effective" as those found in the federal act. His chief objection

was that the plan made no provision for civil monetary penalties, but only for criminal sanctions. Virginia ultimately revised its plan to ensure third party representation and to provide for civil, rather than criminal, prosecution of violators of safety and health regulations.

Many of the differences in interpretation, viewed from the state's perspective, could have been avoided had the U.S. Department of Labor voiced its original objections to the Virginia plan in a clear and succinct fashion. Nonetheless, the last major roadblock to initial implementation of the state plan was overcome in 1976 when the General Assembly further amended the Commonwealth's occupational safety and health laws and clarified its system of enforcing those laws.

Interestingly, although the job safety of state and local government employees is not subject to direct regulation through the federal OSHA, a state plan cannot gain approval unless coverage is extended to these occupational groups. Although Virginia's pre-OSHA Safety and Health Codes Commission had monitored the occupational safety and health practices of state and local employees, inspection and enforcement procedures were tightened in 1975

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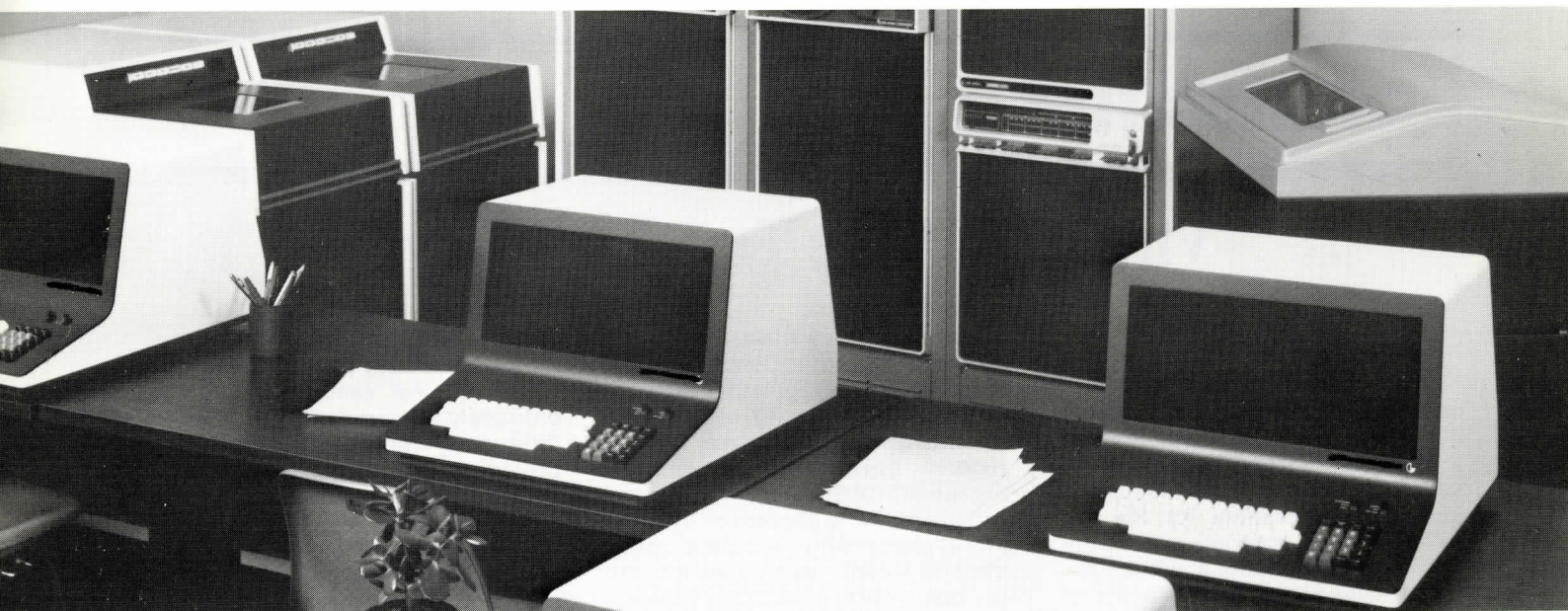
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About the Author

Mr. Lawrence is affiliated with the Institute of Government at the University of Virginia.



Recordkeeping, Microfilming and Computers *for Small Local Governments*

By Myron E. Weiner

Despite claims to the contrary, most local governments are very productive. There is built-in level of modern technology use which makes small and large municipalities economical and effective, more than is generally recognized by the public.

But improving productivity during the 1980s is still a critical issue, particularly in the office. Consequently, the subject of recordkeeping, microfilming and computers is important to all municipalities, regardless of size.

Look At All Technology

Most organizations approach this area in a piecemeal fashion, dealing with one technique or technology at a time and usually starting with computers. It would be better if a town recognized that there are a large number of technologies available, such as filing systems,

computers, word processors, micrographics, reprographics and video that need to be looked at comprehensively. Thought should be given to how they should or could be interrelated.

Look at a local government recordkeeping in a fundamental way. Most towns use records which grew incrementally over the years. There is duplication and redundancy in the paper/record processing by the different units of a local government. Just assembling and inventorying all the different forms used will lead to consolidating and reducing the volume and duplication in records and recordkeeping.

Creating and maintaining maps is a good illustration of duplication for even the smallest local governments. The number of different sets of maps kept for the same geographic areas by different municipal/county departments, other government organizations, and even private electric, gas, water or telephone companies is staggering. In view of the technologies available, improved productivity in map maintenance has great potential for local governments.

In short, the first step toward improved office productivity is the recognition of the need for a fundamental, comprehensive approach to simplify and modernize recordkeeping.

Use Employees

This process should involve key town employees interested and willing to participate and guide the effort. There are two major reasons for involvement: those most affected by change need to be involved in the change process and have ownership in the process. Technically, this is called "Action Research."

Secondly, no one knows town operations better than the employees themselves. While employees generally need knowledge of new technologies, in the long run they know best how to apply modern techniques to their work. This means that a steering committee needs to be created and begin meeting periodically to guide and direct the process. Such a group should include employees from all levels and from different units in the town. Where possible, it should include councilmembers and perhaps citizens who have particular experience helpful for the process.

Training

A good beginning point for the process is training—for members of the steering committee and, if possible, all employees. This can be done by bringing in appropriate university groups/individuals or companies/consultants which have

About the Author

Mr. Weiner spent 15 years in local and state government management before becoming a professor at the University of Connecticut. He is a graduate of Syracuse University and holds a Masters of Government Administration from the Institute of Local and State Government, Wharton Graduate School, University of Pennsylvania.

experience in this field. National professional groups such as Management Analysts in State and Local Government (MASLIG) can also be tapped. It is worthwhile to encourage town employees to enroll in training courses/workshops on their own time and to reimburse some or all their expenses. Subjects could include filing systems, micro-computers, word processing, microfilming and office automation. Also, courses should deal with fundamental subjects such as management analysis where procedures and methods analysis, records management, paperwork simplification and productivity are taught. Organization development courses are also recommended. Investing in employees is necessary.

Getting Expert Help

This is perhaps the easiest, and at the same time, the hardest step in the process. There is no shortage of "experts." There are private consultants and specialists who can help local governments from local or state universities. It is also possible to obtain an expert from a business in the community, or a retired specialist who lives in the community and is willing to provide expert advice to the town government.

There are two problems with experts: their role and their overspecialization. The expert should provide technical assistance and coordinate the improvement process, not take it over. This is a vital, but subtle, point. Outside experts have a tendency to take charge and in the long run, this would defeat the total process. The employees must guide and direct the process and become actively involved in changing recordkeeping procedures and installing new technologies. They should use the technical skills of the experts when and as they see fit.

The second difficulty is that experts are too specialized; they really have a very narrow view of the total office productivity effort. Not only do they not know the unique environment of the local government, the field of modern technologies is vast and very few experts have a command of all the facets of office productivity.

But an expert is skilled in getting technical assistance. Moreover, a number of different experts can be brought in as needed. This approach has a hidden, but important, benefit: it is cheap. Experts who specialize are expensive, whether hired individually or through their

organizations. Most small local governments cannot afford them. But when a variety of experts are used—some high priced and others possibly even volunteering their time—small communities can get technical assistance and advice at a relatively low cost.

Vendors, for example, have an obvious bias, but their employees can be called in to provide technical data which is helpful to the steering committee. The same goes for a specialist from a local company who is willing to give advice and know-how possibly on a community goodwill basis.

Use a Return on Investment Approach

The costs of local governments continue to grow, so investing in capital equipment is difficult for small municipalities. Where investments are made, "cost-displacement" is the desired result. For instance, if a town buys a \$15,000 microfilm system, can it reduce staff by one or two employees to cover the costs? This rarely should be the financial rationale. Despite the public clamor for reduced government costs, the demands on local governments keeps growing in volume and complexity. The major return on any investment, therefore, should be cost-avoidance—how can the current staff do more and avoid any increased personnel costs. This is the real saving. It is also the crux of productivity improvements. The formula is simple:

Avoided costs = Projected in-

creases in the current budget for the next five years MINUS net reduced costs from productivity improvements (current no-growth budget X 5 years - the investment.)

The small local government interested and willing to achieve improved office productivity must be willing to increase their level of office capitalization which is to make investments now for a future return. A schedule should be developed showing for the next five years the level of investment required and the estimated avoided costs. Communities are used to making investments in schools, motor vehicles, public works equipment and recreational facilities. Citizens should be willing to make investments in municipal productivity if the benefits are quantified and clearly spelled out in dollars and cents.

Phase in Techniques and Technologies

Most of today's modern office technologies can be acquired by a small local government. Small modern filing systems, possibly mechanized, are available at relatively low costs. Microfilm systems or services are used by towns at prices for less than \$12,000. They are important when whole document storage (property instruments and birth certificates) is necessary. Microfilming also conserves scarce space.

Powerful microcomputers can be acquired under \$18,000 and can be

(Continued on next page)

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used for both "data processing" and "word processing." They also can be connected through telephone lines to bigger computers when more data needs to be retrieved or stored. These machines can be used for "electronically filing records" and for "electronic mail," reducing the sending of memos or paper from one office to another.

There is a wide range of "software" available for microcomputers which eliminates the need for programming. They range in cost from \$50 to \$400 and can be used for complete accounting systems, storing and retrieving any department's data, word or text processing (for letters and reports), keeping records and calculating trends and statistics. In the jargon used in the business, this type of software is known as a fourth generation language that is developed to be "user-friendly;" in effect employees can use microcomputers for their needs and operate them with little outside assistance of an "expert." There is no need to create a position and hire a technology-specialist for the town. The key is to motivate current employees to refashion their own work environment and then give them support through training and technical

assistance.

The following is an example of what could occur if a town undertook this effort:

Phase 1— Provide training in records/procedures analysis and in modern technology and office management.

Phase 2— Initiate a records and procedures study. Begin by inventorying all forms. Streamline and combine forms citizens and use and simplify the procedures and methods of recordkeeping that are similar and involve:

- sorting and routing
- numbering and coding
- processing according to rules
- summarizing
- recording and filing
- reporting

Thus an objective is to reduce redundancy in recordkeeping and records maintained. Identify areas where microfilm and computers have potential. Remember, even with modern technology, paper is here to stay so try to modernize filing systems. Develop a five to ten year plan of equipment investment and estimate costs avoided based

on current increases in town expenditures.

Phase 3— Implement new forms and procedures and purchase initial filing and microfilm equipment. Begin training.

Phase 4— Purchase a microcomputer or lease minicomputer time sharing services. Be sure to find a system that has "fourth generation" (user-oriented) languages that are relatively programless. Utilize the computer initially for a few, high-volume data processing areas. Begin also to utilize the computer for word processing of letters and reports.

Phase 5— Spread the use of the micro/minicomputer to other applications and other organizational units. Begin to utilize it for electronic mail and as an electronic filing cabinet (data management)

Phase 6— Begin to tie in the microfilm and computer systems.

Phase 7— Begin investing in special purpose technologies such as computer-assisted mapping or electronic funds transfer.

Summary

Recordkeeping is at the heart of local government day-to-day operations, therefore, applying modern technologies, such as microfilming and computers systems will occur as the pressure for improved productivity and effectiveness continues. Municipalities have made great improvements during the past three or four decades. With the pressures of increased work, and with diminishing resources, the rapid growth in office technologies offer an opportunity to approach future improvements in office productivity in a more methodical fashion, one that involves those most affected by this effort. For the small town willing to make investment in effort in this approach, the payoffs will be both immediate and long term.

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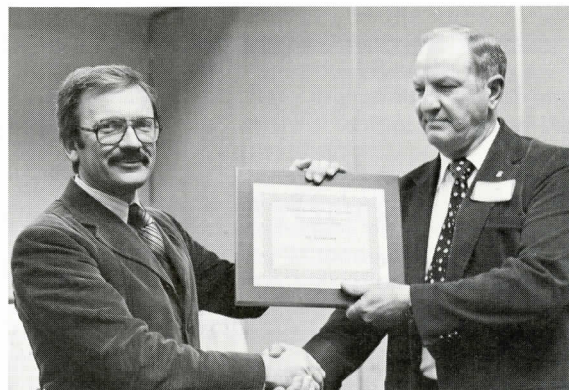
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VBOA Holds Mid-Winter Meeting

The Virginia Building Officials Association held its Mid-Winter meeting at the Holiday Inn-I-64 West in Richmond on January 25, 1982. Major topics of discussion included proposed changes to the Virginia Uniform Statewide Building Code to be heard by the State Board of Housing and Community Development on February 17, proposals concerning changes in regulations on registration of architects and engineers and a presentation on the educational program developed by the Educational Committee of the VBOA for the Department of Housing and Community Development.

In the afternoon, two awards were given. A Meritorious Architectural and Accomplishment Award was presented to Victor Leighty of Vic, Incorporated, a Newport News builder, for outstanding accomplishment in energy conservation. Clarence Diersing, VBOA Second Vice-President and Director of Code Compliance for the City of Newport News, made the presentation following the display of several color slides which attested to the company's accomplishments. Mr.



Vic Leighty (left) accepts award from VBOA 2nd V-P Clarence Diersing.

Leighty's "Energy 80" project was cited for construction of single family dwellings utilizing innovative energy conservation ideas, consisting of both active and passive solar systems, earth berming, natural cooling and other techniques.

A Meritorious Service Award was presented to Claude G. Cooper, Director of Inspection Services, Fairfax County. Jack Proctor, Director, Division of Building Regulatory Services, Virginia Department of Housing and Community Development, made the presentation citing Mr. Cooper's dedication and effort in chairing the VBOA Educational Committee and acting as representative for the VBOA at meetings held to develop improved regulations pertaining to registration of architects and engineers. Mr. Cooper led the Education Committee in developing an educational course designed to train code enforcement personnel in the administration of the Virginia Uniform Statewide Building Code.

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\$18,000,000 Serial Bonds

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1987	1,465,000	10.00	100	1992	2,335,000	12.00	100
1988	1,595,000	10.50	100	1993	2,590,000	12.30	100
1989	1,735,000	11.00	100	1994	2,895,000	12.60	100
1990	1,905,000	11.50	100				

\$ 20,000,000 13¾% Term Bonds Due July 1, 2003 Price 100%

\$127,000,000 14⅛% Term Bonds Due July 1, 2022 Price 99½%

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These securities are not available from the syndicate. These securities may or may not be available from syndicate members or others at the price indicated.

The 1982A Bonds are offered when, as and if issued and accepted by the Underwriters subject to the approval of legality by Bond Counsel, Wood & Dawson, New York, New York, and McNair Glenn Konduros Corley Singletary Porter & Dibble, P.A., Columbia, South Carolina. Certain legal matters will be passed upon on behalf of the Underwriters by Simpson Thacher & Bartlett, New York, New York. It is expected that delivery of the 1982A Bonds to the Underwriters will be made in New York on or about February 10, 1982.

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Cutting Costs

It's no secret that local governments are faced with funding shortages these days, but innovative planning could alleviate the necessity for employee layoffs.

Assistant Director of Personnel of Henrico County, George H. Cauble, Jr., has offered a few viable alternatives to cutting costs:

- Reduce your municipality's insurance costs by considering self-insurance in most of the programs (i.e., risk/liability, worker's compensation, etc.)
- Manage unemployment compensation by a reimbursable method instead of the tax method
- Make do with existing buildings and facilities whenever possible
- Conserve energy and reduce travel and conference programs
- Consider cutting employee educational assistance programs

- Limit the use of government vehicles to daytime
- Implement a worksharing program to improve efficiency, morale and turnover
- Utilize temporary help
- Transfer employees from less to more critical positions
- Alter your retirement plan to encourage higher paid employees to retire early.

Ridesharing

Since February, 1981, Alexandrians have been saving money, decreasing traffic congestion and reducing gasoline consumption by carpooling on an employer-based ridesharing program.

The Alexandria program has been particularly fruitful as compared to statistics of the U. S. Department of Transportation's October, 1978 publication *Evaluation of Carpool Demonstration Projects*. In six months of operation the City's project

reached 24 percent of the work force, only one percent shy of the national figure for 12 months of operation. Furthermore, seven percent of Alexandria's workers were interested in carpooling versus 3.9 percent in the Department's survey. Almost two-thirds of Alexandrians who carpool have three or more commuters and 97 percent are still pooling.

An Alexandria Ridesharing Council composed of local company representatives has been established to provide direction and feedback to the program which will continue for another year through a Virginia Department of Highways and Transportation grant.

For further information about the program, call (703) 838-4962.

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Herndon Gets The Gold

To get a gold medal, you must be outstanding. That's what the Sports Foundation, Inc. meant when it presented its annual National Gold Medal Award to the Herndon Parks and Recreation Department.

The main purpose of the award is to recognize continuing efforts of staff and volunteer members and acknowledge support extended by municipalities in the excellence of park and recreation departments.

Herndon was selected on the basis of its citizen and government involvement. These people, according to Parks and Recreation Director Arthur Anselene, recognized the need for good leisure and recreation programs. The town is only the second in the state to receive the award since its inception in 1966.

Three major town projects brought national acclaim to Herndon's recreational progress. The first was the Herndon Community Center, created in 1976, which includes a multi-purpose room, gymnasium, meeting room, arts and crafts and game rooms and the Recreation Department office.

In 1977, a \$3.5 million recreation complex was financed. The complex consists of an 18-hole golf course, a six-acre passive park and a 10-acre sports park.

Finally, Herndon achieved significant progress in developing a neighborhood park system. Between 1978-1981, 28 acres have been developed for three additional parks.

How have they managed it? A Recreation Co-Op Sponsorship Program was developed to give private businesses the opportunity to aid to the recreation programs. Last year they contributed \$10,000.

Also, Herndon's entire Recreation and Parks Operation, including maintenance and bond retirement, is 65 percent self-sustaining. Concession operations, advertising fees, contributions, grants, reservation fees and user fees also assist in providing for the recreation program.



Basketball is a favorite activity at the Community Center.



A toddler learns to swim through Herndon's recreation program.

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1982 Achievement Awards Program

**Entries due by
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1982 Achievement Awards Program

Virginia Municipal League

Be a winner. Last year Marion, James City County, Fairfax City and York County were among the localities which carried home an award.

All member localities are eligible to enter but an entry cannot be shared by more than two localities and both localities have to be members of the VML.

Choosing an entry

Localities should select a program that has assisted its citizens or employees regardless of how simple it may seem compared with other previous award entries. Programs in employee training, transportation, recreation and solid waste, among others, are all eligible for an Achievement Award entry.

New services offered by localities are sources for award entries. Are informational brochures for senior citizens or recruitment campaigns for public safety personnel being used? Was a new format for council meetings created that made them more productive? Are department heads working together more closely because of a different approach to staff meetings? Award entries do not have to save money—they can save time and prevent headaches.

A main concern is whether the program has shown good results. If a new service is chosen for an entry, make sure enough time has evolved between the time the service goes into effect and the time of entering the program.

Preparing the entry

Each entry should be typed double spaced and should not exceed eight (8) pages. A cover page indicating the name of the project, category, locality and bearing the signature of the chief elected official is required. Black and white photographs, line art, renderings or newspaper clippings can be sent with the entry but cannot be larger than letter size. There must be three (3) copies of each entry and of all photographs, line art, etc.

The entry should summarize the program's background, activities and results: what the program is; why the program was needed; what the program was set out to do; how the program was set up; how the program operates; what it costs; who benefited from the program; what the program has achieved and what the future is of the program. Keep the entry simple and clear.

Several of the entries are enclosed in notebooks or report covers. While this is a good practice, it is not mandatory.

A screening committee as well as the panel of judges will review the entries. Appearance, grammar, and good writing style are considered.

Categories

Twelve awards are available—one for towns, and one for cities and counties in each of the six areas that parallel the VML policy committees. Localities may enter all six categories but may only have one entry in a given category.

The panel of judges has the authority to withhold an award in any category if no entry is exceptional. Below are the categories:

- Community Development (housing and urban renewal)
- Effective Government (budget, management, training programs)
- Environmental Quality (water quality, local planning and land use, energy use, solid waste management)
- Human Development (child care programs, health care, alcohol and mental health programs, recreational services, education, employment)
- Public Safety (court system, fire and rescue services, emergency preparedness, law enforcement)
- Transportation (streets and roads improvement, public transportation systems, bicycle ways, transportation of the handicapped)



Deadline

All entries must be postmarked on or before Monday, April 26, 1982. Unlike in past years, there is no application form but don't delay—start now selecting and preparing your entry.

Announcement

Winners are announced in September and awards are given at the League's Annual Conference, September 19-21 in Virginia Beach.

All entries become the property of the Virginia Municipal League.

Need more information? Call Charlotte Kingery, 804/649-8471.

Lynchburg Offers Counseling For Employees

By Liz Browning

Alcoholism, drug abuse, marital difficulties, financial worries and emotional trouble. The national health care statistics state 10-12 percent of working Americans experience these and other problems serious enough to affect their productivity on the job.

Losses to businesses resulting from poor performance caused by problems unrelated to work exceed \$15 billion annually. When these troubles are caused by factors outside the job, the employer is not responsible, but should be concerned about the loss of a skilled employee. Troubled employees waste 25 percent of their salaries, excluding any cost of errors, insurance claims, job accidents and disruption to others.

The Employee Assistance Program is a simple step toward a solution for troubled employees. It provides confidential counseling and referral for the troubled employee or employee's family. The employee or immediate family member may voluntarily seek help from EAP or may be sent by a supervisor who is aware of the existence of some problem.

A firm in central Virginia is under contract with the City of Lynchburg. Two trained, professional counselors provide employee assistance to the city and several of Lynchburg's major industries. The counselors maintain contact with other professionals in the area and special treatment facilities throughout the state in order to provide appropriate referral if necessary.

Is it effective?

"A real miracle was worked with my child. I think anyone who goes there is almost guaranteed good results. It's the best investment Lynchburg has made," stated one employee who related her personal experience with EAP so that others might understand the value of such a program.

After six months of weekly psychological counseling for an emotionally troubled child, some problems remained. Then a headache developed and persisted for eight weeks in spite of six medical visits and more than \$1,000 in medical bills.

About the Author

Liz Browning is Lynchburg's Public Information Specialist.



Counselors Susan Mock and Charlie Grainger interview an employee.

Psychosomatic? Of course, but painful nevertheless and painful to a loving mother who had nowhere to turn for help—until she remembered a management training session on EAP. The training sessions were conducted for 220 of Lynchburg's managers and supervisors. They provided an introduction to EAP (before it was opened to employees) and a study of its concept, philosophy and use.

"Lynchburg's program helps troubled employees become productive again."

"I thought it was a good program for others who might need it," she remembered of the training session.

Ironically, EAP was the solution for her and her troubled child.

Leaving the EAP office after her child spent more than three hours with a counselor, she realized she was getting somewhere. She also realized that she was nearing exhaustion after much heartache.

She admitted later that her work had suffered from the ordeal but her boss supported her during difficult times. She was too much a professional to neglect her work, but too much a caring mother to give full attention to her work: "EAP was exactly what I needed. It wasn't just another round. First, the receptionist was a genuinely warm person who made us so comfortable with coming there. A shirt-sleeved counselor put us completely at ease and my daughter felt that she could put her trust in him. He knew immediately what she needed. He helped her start thinking about what might be wrong and helped her make room in her head for finding some answers. He helped her begin to see her strengths instead of dwelling on past failures. Both counselors are 'helping' people. I would gladly pay for that visit to EAP. It was worth more than anything else."

There is no cost to Lynchburg employees for EAP services. When referral is given, the city's insurance carrier will pay costs only as specified in the policy.

(Continued, page 22)

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(Safety, from page 9)

upon their formal incorporation into the state plan.

Generally, the same regulations that apply to private employers and employees in the Commonwealth now also apply to its non-federal public sector. The enforcement procedures, however, take into account the unique status of the public employer, particularly the inappropriateness of monetary sanctions. The state plan provides for dealing with public sector violations administratively and encourages their resolution through informal hearings before the Commission of Labor and Industry.

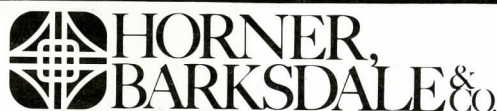
If administrative measures prove unsuccessful in abating a violation, the plan does permit the state to issue a summons and seek injunctive relief in a court of law, but this course of action is clearly intended to be one of last resort.

Virginia's state plan became fully operational last October, when federal responsibility for enforcing job safety and health standards was officially withdrawn. The state takeover occurred only after the Commonwealth had completed a number of developmental steps. Begun in September 1976, these steps required that the state secure approval for regulations covering a myriad of occupational areas, from agriculture to commercial driving; an exception was the maritime industry, which the state has chosen to leave under federal regulation.

Before the Secretary of Labor gives the Virginia plan his final stamp of approval, however, Virginia (like the other twenty-two states with a developmental plan) must receive certification from Washington that all of its developmental steps have been accomplished. This certification can be issued only after the Department of Labor has closely monitored the state plan for one year, a period that began last October. Even after certification is received, Virginia must await official affirmation of its plan, another round of bureaucratic approval, which is expected to occur sometime around the middle of the decade.

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(Lynchburg, from page 19)

EAP referred this child to a social worker who practices reality therapy. After two visits the headache disappeared. Three months later, she's still in therapy, but it's working.

"I can see results. I know now that my daughter will be well and that she will grow up and find her niche and excel," the relieved mother said.

"I hope that my sharing this very personal and satisfying experience will allow someone else to be helped the way my daughter was," she added.

Lynchburg's Personnel and Employee Department is the liaison between EAP and supervisory referrals. This includes providing on-the-job performance data which EAP uses in assessing a problem. All employee or family sessions with EAP are confidential. Neither the supervisor nor the personnel liaison is informed of the nature of the problem or treatment.

After five months with EAP, including counseling and/or referral for 15 employees or family members, Lynchburg labels the program a success.

"It will be cost effective if good employees with personal problems can be retained instead of terminated," said Personnel Director F. W. Willis, Jr.

EAP advised the city that 30 percent of the troubled employees are expected to be identified. EAP's success in rehabilitating those with non-alcohol problems exceeds 90 percent. Three-fourths of the alcoholics motivated to treatment in early or middle stages of the disease achieve successful rehabilitation. Evaluation will be a joint effort between the city and the EAP staff.

In announcing the program to each employee with a letter and brochure mailed to the home, City Manager E. Allen Culverhouse said, "The city's most valuable asset is its skilled and motivated workforce."

Lynchburg accepts a responsibility to those employees, recognizing each as a whole person made up of many facets.

For further information contact **Connie Ballard** in Lynchburg's Department of Personnel.

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