

Virginia Town & City

Conference and Awards Issue

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OFFICE OF THE MAYOR

City of Virginia Beach

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Dear Virginia Municipal League Delegates:

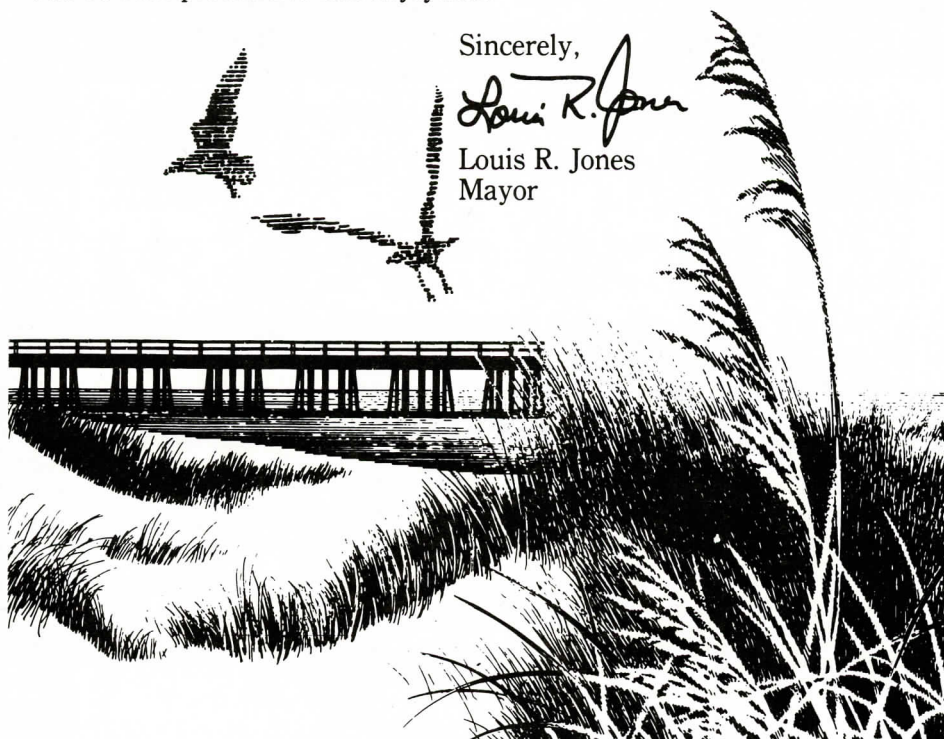
On behalf of Virginia Beach's 283,000 citizens, I wish to welcome each of you to the 77th Annual Virginia Municipal League Conference.

As you visit our City, I hope you will have the opportunity to view the "Other Side of Virginia Beach". I know you will enjoy our hotels, restaurants, beaches and convention facilities, but Virginia Beach is much more — it is historical sites, agricultural land, industrial areas, etc. It is these facets of our City I hope you will explore.

The Virginia Beach City Council and our residents look forward to hosting you in our City from September 19-21, 1982. I trust your visit will be both productive and enjoyable.

Sincerely,

Louis R. Jones
Mayor





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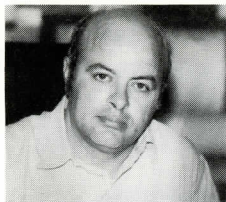
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The City of Virginia Beach, assisted by Pamela M. Lingle, contributed the host city articles. Lingle is the assistant to the public information officer.

Sarah B. Holt, a mass communications graduate of Virginia Commonwealth University, wrote the articles on the VML Achievement Awards.

The graphic design was by Nancy Denton.



Andy Clark, Vice President of Industrial Disposal Service, tells why Pak-Mor's new Link Retriever is virtually trouble-free.

"Simplicity of design. Fewer working parts means fewer parts that can stop working."

"When we bought our first Pak-Mor Link Retriever we *expected* a reliable machine. What we got was even better. ...an *almost totally* trouble-free unit.

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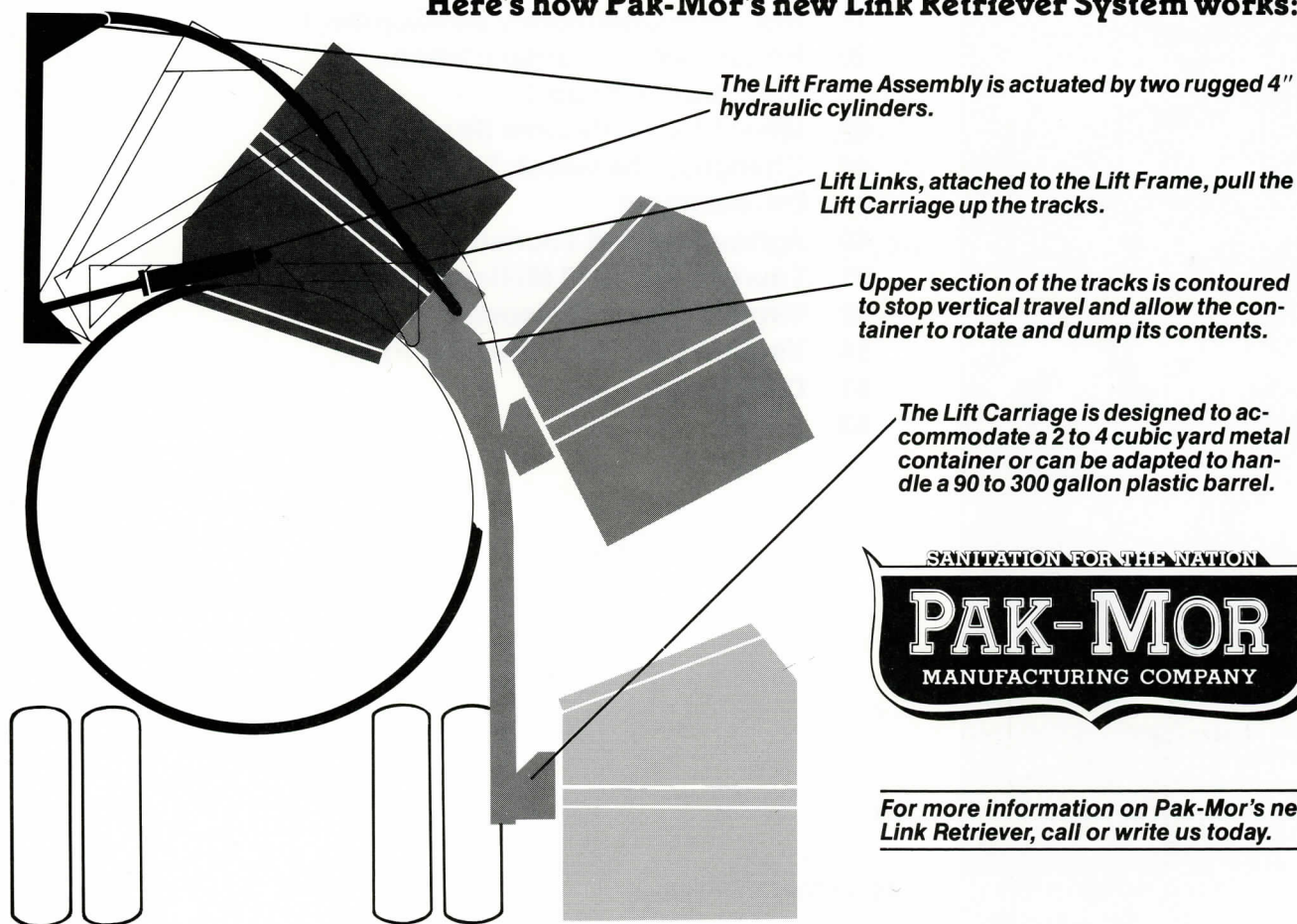


fewer working parts. And fewer working parts means fewer parts that can stop working.

With Pak-Mor we get reliability and almost totally trouble-free performance.

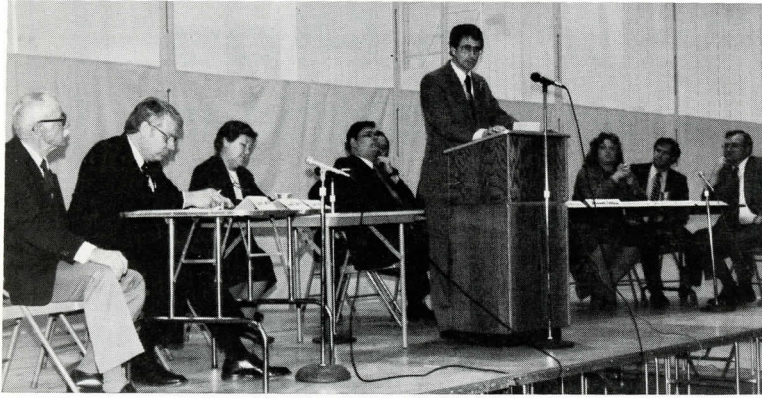
What can be better than that?"

Here's how Pak-Mor's new Link Retriever System works:



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Big things are happening in Herndon



Mayor Thomas D. Rust addresses citizens at candidates' forum, held prior to municipal elections in May.



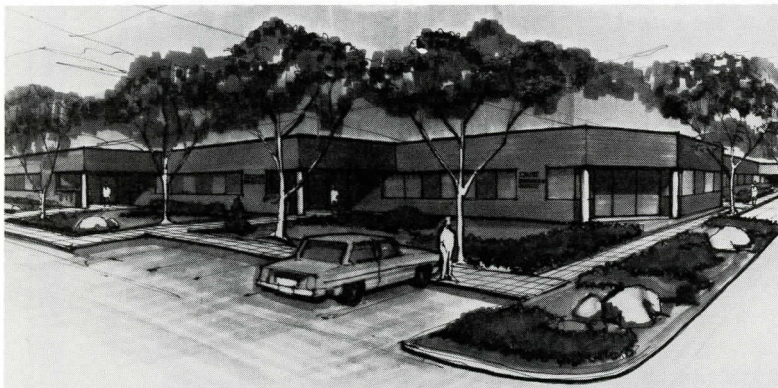
New bank office exemplifies quality of new commercial development.



Herndon Staff displays the National Sports Foundation Gold Medal Award for excellence in community recreation.



English Friends visit Nation's Capital as part of the Herndon-Runnymede Sister Cities Program.



Commercial/industrial project to be built by national developers represents portion of 400,000 square feet of space to be completed.

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The Other Virginia Beach

There's another side to Virginia Beach besides the sand and sea. It's the green fields of corn and soybeans. It's the jet fighters and naval war ships of four active military installations. It's the effort the city has made to diversify its economy, through all types of economic development.

The other side of Virginia Beach is so often overlooked by resident and tourist alike. It's like the bottom half of an iceberg, almost hidden from view.

Historically, Virginia Beach has been an agricultural community and, even though tourism has taken the upperhand in the public's eye, farming continues to be a mainstay of the area.

The area's strategic location on the eastern seaboard was not lost on military leaders either as they located air, sea and land forces in and around Virginia Beach.

Finally, the other side of Virginia Beach represents an attempt to face the future. Economic diversification has been the watchword for Virginia Beach economic developers. While tourism is given its due, efforts were also undertaken to broaden the city's tax base. Successful marketing efforts have been directed at out-of-state and foreign companies to relocate here. At all times, the search has been for business compatible with the city's tourism assets and quality of life.

The other side of Virginia Beach is actually many sides. Included in the following series of articles are stories about the major facets of the city's economy, tourism, agriculture and military, conventions and industrial development. You'll find all sides of Virginia Beach are here for your discovery.

(All information was provided by the Virginia Beach Office of Public Information.)

The Municipal Complex in Virginia Beach.

Virginia Beach is a military city and proud of it. Five active military installations are located within its boundaries and their input in both dollars and people have greatly enhanced the growth of Virginia Beach.



VML Achievement Awards

There's a saying that poor folks have to be more creative because rich folks can buy what they want. Local governments may not be rich but they're talented. Each year the winners get a little more bold and create a little more splash—but their attempts are methodical and in the end, clear.

Prince William County took its budget process apart and restructured it. Every locality deals with a budget and every locality, in some way, can use what the county executive and his staff did in Prince William.

It seems reasonable that nursing home personnel know how to evacuate a burning building, but the Fairfax City Fire Department didn't take a chance. Five staff members were trained to teach children, correctional officers, hospital staffs and others how to prevent and react to fires. An all-out campaign has reached 15,000 people in the city.

Hampton built a refuse plant that sells steam to NASA Langley Research Center. Recently, the city found a second buyer for the steam the plant emits.

How does a city get rid of its slums but not create displacement? Norfolk has restored 21,000 houses since 1977 and offered assistance to help the owners maintain their homes.

City Councils and School Boards aren't

always in agreement, yet in Portsmouth the fleet system is shared by both and the benefits to both are tremendous.

Keeping mentally retarded adults out of state institutions and in the communities where they can lead a productive life was the incentive behind the group home in Falls Church. Large enough to accommodate five residents and a live-in counselor, the 100-year old Victorian home was renovated by the city and contributions came from all over—merchants, Boy Scouts, artists and other citizens.

The full stories of this year's winners are told on the next few pages. Take time to discover what they did—fulfilling a needed service that didn't have to take a lot of money, just enough ingenuity and persistence to get it done.

Glory goes to our judges, too. Led by former VML Executive Director Harold I. Baumes, the panel of judges had the task of picking the best out of a very good lot. Elizabeth Andrews, formerly of York and James City counties and now a municipal consultant, served along with Dr. Robert J. Horgan, a political science professor at the University of Richmond. Both Ms. Andrews and Dr. Horgan have also written for Virginia Town & City.

Human Development

Falls Church

Community Development

Norfolk

Public Safety

Fairfax City

Environmental Quality

Hampton

Effective Government

Prince William

Transportation

Portsmouth

Hampton

Hampton Turns Refuse To Energy Waste Not, Want Not

Although it takes more than hot air to send the space shuttle up, steam produced from burning Hampton's refuse has saved money in heating, air conditioning and experimental purposes such as wind tunnel testing for NASA Langley Research Center. The city and the federal government have also benefited financially from the project.

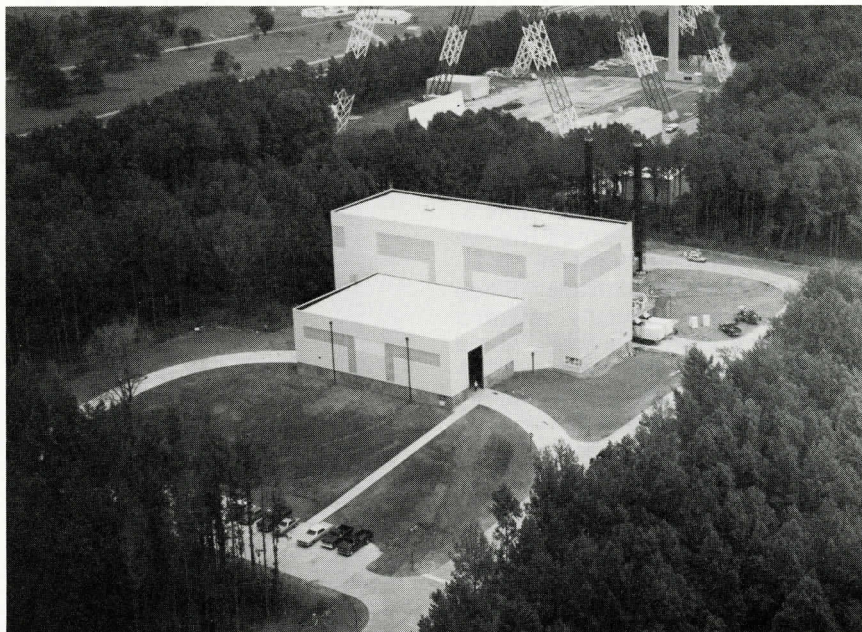
A unique coalition of the city, NASA and the U.S. Air Force has produced a refuse burning facility with great capabilities. The plant can make 66,000 pounds of steam per hour, 24 hours a day, 365 days a year!

The layout of the facility, first considered in 1971 and begun in 1978, meets all the requirements environmentally, operationally and economically. Located on NASA property, it is separated from roads and surrounding areas by trees. Trucks laden with refuse do not pose a problem to other traffic because they leave the highway via a deceleration lane and enter an enclosed tipping area. Fans keep odors from escaping the facility and refuse can be safely stored up to four days in a storage pit fed to the furnace.

The furnace consists of three inclined grate areas. The first is a feed grate that feeds refuse with a hydraulic ram. The second, a burning grate, tumbles and mixes the trash to insure proper burning. The third grate, the burn-out, assures maximum reduction of waste. This grate has reduced refuse volume by 85 percent, extending the life of the landfill almost seven times as well as lowering the toxicity of the waste.

All large fans and pumps can be electrically or steam turbine driven, allowing for power back up and steam production even when there is low demand at NASA.

Due to the unique design of the plant and the experienced boiler operators, it has operated at an 80 plus percent rate. (It must meet a 70 percent operational rate to achieve pay-back). The Navy placement services provide many of the personnel from retirement programs and others are hired in advance and trained at similar refuse fired steam plants.



Hampton's Refuse Plant.

The Economic Success

The project reaped economic success for Hampton and the federal government. Anticipated and realized savings of \$100,000 were divided so the city received \$67,000 for reduction of disposal costs and the government got \$33,000 for steam reduction costs. The operating costs, department retirement services and landfill costs were all paid before savings were realized.

The original estimates for the 20-year cost and savings were on a 70 percent operational rate and a 10 percent per year escalation rate. By the time the plant has operated 15 years, the sale of steam should cover the entire operating cost and no tipping of refuse disposal fee should be charged. The cost of disposal should be zero to the city, NASA, Langley, Fort Monroe and the Veterans Center.

"They did it—zero cost for disposal."

This is the first refuse facility of any type to achieve a zero disposal cost and its success has been widely acclaimed. Several articles in nationwide magazines have featured Hampton's project, citing the low cost.

As unique as achieving a zero disposal cost may be the agreement with the federal government. Hampton may be the only community that is able to offset the cost of a municipal service through sales to the federal government.

Further savings have been realized by a contract made with an ethanol alcohol production plant to sell steam not used by NASA. The plant will provide \$100,000 to reduce steam costs so the federal government will realize a total savings of almost \$400,000. The plant will pay property taxes to Hampton and provide about 40 jobs as well.

"Anybody who can use steam for operation can use this," said plant manager Cliff Loveland. "We don't have enough steam to take on many new customers like the alcohol producing plant," he explained, "but NASA Research Center will be with us until the end of our plant's operation."

Falls Church

Falls Church Opens Doors For Mentally Retarded

Mental retardation is crippling to the victim as well as the family. The treatment historically has been to institutionalize or hospitalize retarded individuals—to keep them from hurting themselves or others.

Falls Church has joined the nationwide effort to improve treatment of retarded citizens. Since May, 1981 five mentally retarded adults have lived in a group home project initiated by the city. Citizens, local businesses, community groups and \$135,000 in Community Development Block Grants (CDBG) funds from the U.S. Department of Housing and Urban Development have contributed to the home which houses the people and provides training and skills for independent living.

“A group home because—”

The idea for a group home was born out of a casual discussion by two city employees in 1976. The city purchased a large house and planned to demolish it, leaving the land for park expansion. But the house, more than 100 years old and a Victorian style frame structure, was suggested as a group home. The building, large enough to accommodate five clients and a live-in counselor, is located one-half block from a bus stop, within walking distance of shopping and medical facilities and borders a city park with recreation facilities for the handicapped.

Primarily, though, Falls Church felt a pressing need for a group home for mentally retarded adults. Although the city is only two square miles in size with a population of slightly more than 9,500, seven mentally retarded residents were staying at a state institution awaiting placement in one of the few community residences in Northern Virginia. At least seven more mentally retarded citizens were living at home with their elderly parents, waiting for placement. Those 14 adults were part of 103 people on a waiting list for placement in Fairfax County and Falls Church alone.



The finished product is enjoyed by two clients and counselor Alan Phillips (right).

“The group home was made possible through HUD and other funding sources.”

A group home proposal was presented to the public in 1976 along with the city's CDBG application. Although the concept was received enthusiastically by the community, the amount of block grant funds allocated to the city were not enough for the project.

In 1979, Falls Church applied for \$135,000 in block grant funds through the Metropolitan Washington Council of Governments' Area-wide Housing Opportunity Plan program. But when only \$100,000 in block grant funds were awarded, the city was forced to go “back to the drawing board.”

Several months later, however, the city applied for and received the additional \$35,000 needed from HUD (part of the Small Cities Program) for the group home project.

“It was a total community effort.”

Local citizens, businesses and community groups got in on the

ground floor of the group home project. In addition, the Planning Department, the Public Works Department, the Public Information Office and others worked closely on the project. City staff developed the program with intentions to involve the entire community. Much of the enthusiasm for the project was due to people who had experience with disabled adults.

The project architect, for example, was eager to see the project succeed because a member of his family was disabled. He not only provided the construction and bid documents, plans and some onsite inspections, but also gave unlimited free architectural and design advice.

Similarly, the general contractor was so interested in the project that he presented a bid \$20,000 under the next lowest bidder. Throughout the construction phase, he worked closely with the staff, suggesting alternative solutions when problems arose. His close attention to the construction was evident in the high degree of craftsmanship, which won praise from federal officials. HUD officials touring the group home remarked that they would be pleased if all HUD-

financed rehabilitation work resulted in the same quality craftsmanship.

Several residents provided their expertise during the construction of the group home. An engineer visited the site several times to offer solutions to structural problems. A federal worker who supervised the extermination work for a federal complex inspected the group home site at no charge and submitted wording for a contract with a pest control company. These two donations of time and expertise by citizens may have saved the city hundreds of dollars.

A local Boy Scout troop helped the city arborist collect plants and bushes to be used in landscaping the group home. In another effort to cut costs, the city planning staff provided the contract and construction administration for the project, saving approximately \$20,000 in architectural and engineering fees, waived building permit fees and rewrote the standard contract handling requirements to lessen the financial burden on the contractor.

The city also benefited from the expert advice of the staff of the Fairfax County Department of Housing and Community Development, which offered suggestions on how to cut costs and the best building materials.

The county housing department, which administers the city's Section 8 program, was closely involved in the city's negotiation with HUD to allow the Section 8 program to be used for the group home. The Housing Management Division helped develop a leasing contract and management arrangement with the clients and the managing agency and the division's legal staff reviewed all documents. The savings in time and dollars provided by various Fairfax County departments cannot be measured.

Donations: Money & Gifts

Various parts of the community were involved in the group home project in other ways. A college intern organized a drive to solicit support from civic groups, local businesses, churches and individuals to help furnish the group home. More than \$15,000 was donated. An architectural designer provided her skills which led to an attractive, yet functional and long-lasting living interior. In addition to the cash gifts, merchants donated furnishings including a television set, dining table, dishes and a silver tea service.

Others provided substantial discounts on merchandise.

The concrete contractor designed and poured a walkway and patio as his gift. The general contractor completely restored a beautiful stained glass front door, and the painter did more than his contract called for, at no extra charge.

As part of the dedication ceremony, a local artist designed the



Falls Church Group Home residents prepare for an evening meal: (clockwise from left) Davey Jackson, Counselor Alan Phillips, Nancy Roberts, Nat Todd and Pat Menatee.

cover of an invitation which was mailed to hundreds of local and regional officials, merchants and citizens. Two local women's groups catered refreshments for the dedication ceremony and local florists contributed flower arrangements. One greenhouse not only donated flowers for the ceremony, but completely furnished the house with potted plants and hanging baskets.

Operation of the Home

While owned by the city, the Group Home for Mentally Retarded Adults is managed by the Community Residence Division of the Fairfax-Falls Church Community Services Board. The board, which operates four other residences in Fairfax County, places the clients and counselors. The Falls Church home is staffed by a live-in couple.

Each of the home's residents met income requirements for the Section 8 Existing Rental Assistance program. This was the first time HUD approved the use of Section 8 existing funds for a group home project.

The services board expects residents to live in the group home for

one or two years while receiving instruction and training towards a more independent lifestyle, such as their own apartment. When the residents leave, they may keep the Section 8 certificates if they still qualify for the program.

Client Selection

Clients are selected so Falls Church residents get priority. Residents sign a lease with the city to live in the group home and are required to pay only 25 percent of their income for rent; HUD pays the remaining 75 percent. The city uses the rent money to maintain the property. When they sign a lease, residents are expected to meet responsibilities as one of the first steps in educating them about independent living.

Counselors also educate the clients in areas such as personal hygiene, grooming, domestic chores, social skills, banking and money management. In the words of the home's counselors, the group home is not an institution, but "a place where residents have the opportunity for personal growth and development."

House maintenance and upkeep is secured by the rents paid by residents and through the commitment of the city as owner and landlord. All major systems were replaced in the house during renovation and the structure was made as maintenance free as possible. The century-old building should not need major improvement for another 20 years, when reserves can be used for repairs.

The savings for the Commonwealth are substantial when projected over several years. The estimated cost of institutionalizing one person is \$21,000 for one year or \$105,000 per year for five persons—which shows the one-time expenditure of \$135,000 by the city was a good investment. But, the benefits to the five adults living in the group home, who might be unable to make such living arrangements on their own, far outweigh the cost of the program.

Mayor Carol DeLong said another asset of the home is the impact it has had on the community. She admitted there was opposition at first but neighbors have begun to welcome the home now and their original fears are allayed.

"We tried to convince people this was something Falls Church should do," she explained. "Once we refurbished the house, people started responding."

VML Achievement Award
Public Safety

Fairfax

Reading, Writing . . . Fire Prevention Fairfax City Teaches ABCs of Fire Safety



Commonwealth Hospital employee Laura Fleming learns how to extinguish a diesel fuel fire with help from Fairfax City firefighter Bill Douglas. Photo by George Borsfay, Northern Virginia Sun.

An effective fire fighting team was not enough. Working fire fighting equipment was not enough.

The City of Fairfax couldn't be satisfied with existing fire prevention and service so they went one step further and staged an extensive program to educate the public. The purpose of the program is to stop fires before they start. In the past year, firefighters have trained hospital staffs, school children, civic association members, youths and correctional officers about fire prevention. The Public Safety Education Program, requested by Department Administrator Chief Harold E. Dailey, goes beyond the department's primary mission of putting out fires and administering prehospital emergency medical care.

As a commitment to making the public aware, five people were sent to the National Fire Academy to be qualified as public safety education specialists. Besides maintaining their assigned positions as firefighters and emergency medical technicians, these people established the program's foundation. Citizens and business owners have responded enthusiastically to the program's planning, development and implementation.

Who wouldn't be enthusiastic about the innovative programs created by the department? Among them were fire olympics, simulated situations and other special education techniques.

The Summer Fire Safety Olympics, a one-day event sponsoring team competition between five city recreation sites, was the result of a youth summer fire safety class held in the city's summer recreation program. More than 300 children and counselors participated in events corresponding with the subject matter taught during previous classes. The total cost for the olympics was only \$400 since materials, food, awards and certificates were provided by local businesses.

"Professionals as well as children need to be trained in fire prevention."

About 200 doctors and nurses and support personnel scrambled around a smokey hospital setting during their training in the Institutional Health-Care Facility Fire Safety Program. While part of the day was spent in lecture, the rest of



Fairfax City youngsters take part in the first annual Fire Safety Olympics held last summer. Children won prizes for demonstrating fire safety techniques and physical agility acquired during training sessions taught by City Firefighters. Photo by Robert Paine, The Fairfax Tribune.

the day participants were put in real-to-life situations. Students were shown rescue, confinement and hospital alarm procedures, patient evacuation techniques, case studies and firefighting procedures with and without portable fire extinguishers. Nursing personnel unable to attend classes were given an explanatory manual written by the department.

The Correctional Facility Fire Safety and Advanced Breathing Apparatus Program taught correctional facility officers about fire safety. The one-day training course included classroom instruction followed by practical application with fire and smoke conditions in a training maze. A series of simulated fire situations have been held at the Fairfax County Adult Detention Center to reinforce the training. Costs for this program have been absorbed within the daily operations budget. This course will be expanded to include Northern Virginia area law enforcement officers and the Virginia State Police by use of a mobile teaching maze.

How to teach parents about holiday safety? Teach their children. Using Santa Claus as the instructor, the Fairfax City Fire Department visited classes from kindergarten

through the sixth grade in each area school to talk about holiday safety. In between prizes and treats, Santa gave a talk about fire safety and the need to watch for carelessness when decorating for Christmas. He also asked them to warn their parents about too much consumption of "holiday cheer." The Holiday Fire Safety Program cost about \$85, contributed in full by the local volunteer department and area merchants.

"Fairfax City's program has reached 15,500 people."

The progress the program has made since its inception in 1980 is astounding. The public safety message reached about 15,500 people in 1981 as compared to a little more than 2,000 residents in 1980. The number of programs in 1981 totaled 180 while there were only 60 in 1980.

Chief Dailey said there have been reports lately of program-trained persons able to rescue accident victims. "We've had 15 or 20 cases where people have written in to say they administered CPR or some other form of emergency support to victims in various circumstances."

According to one of the award judges, the "thoroughness, low cost and transferability" of this program proved it superior to similar local attempts to educate the public. Since the fire department's Public Safety Education Program is not funded by tax dollars, the funding comes from the efforts of the public education specialists to secure money and materials from outside sources. No compensation is available to the employees providing the education services, many of whom devote an average of 100-120 hours a month of their off-duty time to the program. The dedication of these individuals makes possible the completion of that one extra step toward good fire protection.

After all, as Chief Dailey said, "The role of the fire department is to prevent fires, not just fight them. The best way is to educate the public and that's what we're doing."

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Prince William

Prince William Takes the Confusion Out of the Budget Process

While the much heralded zero-base and management by objectives budget techniques are comprehensive, they are complicated and confusing to the staff, the public and the elected officials who must make budgetary decisions. They are also ineffective in establishing overall priorities, except possibly where entire programs are eliminated.

"An excellent, innovative and practical program."—Awards judges.

Prince William County has responded to this situation by developing a simple, but effective, budget process for allocating its financial resources. The process focuses on setting service priorities and recognizing future financial impacts of budget decisions.

Elements of the Process

The county budget process has four elements. While some aspects of this process are used in other jurisdictions, Prince William County's emphasis on priority setting and future financial impacts is unusual.

The first is the development of alternative service level budgets. All county agencies are requested to evaluate their service needs and establish priorities. Each agency then prepares three alternative service level budgets: No Increase, Program Maintenance and Program Improvement.

The No Increase budget level assumes the agency will receive the same dollar level as the preceding fiscal year. Any cost increases must be absorbed first through increased efficiency and a reduction in lower priority services.

Program Maintenance provides funding for continuing existing services and programs. While no dollar or percentage limitations are placed upon the Program Maintenance budget, agencies must provide extensive justification for any substantial increase in expenditures and for any new personnel.

The Program Improvement ser-

vice level provides new and/or expanded community services. No limitations are placed on the program improvement level, and no agencies are encouraged to identify all perceived budgetary needs.

"Is a new police patrol more important than a program for mentally retarded children or expanded computer capability?"

The second element of the budget process is the integration of agency requests into a comprehensive county budget. The integration process is the most difficult task in any budget because overall service priorities must be established. The following methodology was developed for determining a baseline budget setting overall service priorities.

After agency budget requests are submitted, all program improvements and major program maintenance items are identified and segregated from the base budget. The baseline budget is examined in line item detail to determine the minimum staff and funding levels required to continue current operations. All program improvements and program maintenance items not included in the baseline budget are grouped into general priority categories. Low priority items are eliminated from further consideration because adequate funding will not be available. The remaining items are then reviewed in detail by a staff group headed by the county executive and ranked from most to least important.

A funding line is then drawn based upon projected available revenue, derived by what the county executive is willing to recommend. Items within the funding line are recommended to the Board of County Supervisors for approval; items immediately outside the funding line are listed as priorities but beyond the financial capability of the county in the next fiscal year.

Two Tiered Process

Prince William County has a two tiered process for setting priorities. Individual departments evaluate their budget needs and determine priorities within their organization. These priority lists are then merged as a whole by the staff group review.

The third element of the budget process is an analysis of future financial impacts. The Prince William County Board of Supervisors endorsed three key financial objectives guiding the budget process:

- funding current expenditures from current revenues;
- retaining an adequate fund balance to provide financial flexibility in meeting the unexpected;
- stabilizing the real estate tax rate.

Budget decisions for any fiscal year are made with an understanding of present and future financial conditions. Prince William County developed a simple computer model for analyzing the impact of tax rate and budget decisions over the succeeding five year period. This model is a financial planning tool focusing not on projecting exact expenditures or revenues in the future, but on analyzing the relationship between the budget, tax rate and basic financial conditions from year to year. It is used to ensure decisions made this year will not adversely impact the ability of the county to provide services within a reasonable tax rate next year.

The fourth budget element is the review and adoption by the Board of County Supervisors. The primary aim of any budget process must be to provide adequate information to the elected officials responsible for adopting the budget and setting a tax rate. With the detailed listing in the county executive's proposed budget of what can be cut and what is required, the Board of County Supervisors is able to quickly grasp the contents of the budget and the implications it has upon services and the county's finances. This approach acknowledges that in any budget only limited amounts are

really areas of potential reduction or elimination.

The review process used by the Prince William County Board of Supervisors is equally efficient. First, all agency budget presentations are heard, focusing on the priority items. The board then reviews the priority list developed by the county executive and makes additions and deletions in accordance with budget objectives.

Once the revised priority list is developed, it is a simple matter to redraw the funding line and analyze the fiscal implications in the future.

Achievements of the Budget Process

The process developed by Prince William County has several advantages over more traditional budget approaches in dealing with many required decisions.

1. The presentation of budget material is clear and concise. The chief administrative officer and staff are entitled to state the perceived needs of the jurisdiction. Once stated, their primary mission has been completed. It is then their responsibility to present the information to the governing body to make decisions on what to approve in the budget.

The baseline budget is the foundation of the county's budget process. All new and major maintenance items are then individually added in priority order to reach the total recommended budget. The service impact of each item is explained in detail under the agency section of the budget document. The budget also contains a list of reductions from agency requests. The Board of Supervisors is therefore aware of budget items recommended by the county executive and the amounts requested by department heads but not recommended by the county executive.

2. The budget process is structured to mitigate conflict. Difficult decisions are too often resolved within an environment of conflict and hostility. The Prince William County budget process cannot eliminate this but can reduce it by:

- making the budget totally open;
- presenting a baseline budget and adding all "new" items in priority order; and
- providing a structured budget review and decision-making

(Continued page 59)



Budget guidelines were compiled in a series of booklets.



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Norfolk

Norfolk Never Breaks A Promise

Home Sweet Home. Although you may have seen that expression many times on plaques, pillows and counted cross-stitch patterns, it's an adage worth remembering to many folks in Norfolk whose homes are the result of a massive effort to wipe out urban blight.

Since 1977 the city has rehabilitated 21,700 dwellings at a private investment of \$31 million. Over 5,000 families have been trained and counseled in improving home care and 1,200 uninhabitable units have been removed from the housing market. In essence, Norfolk's "face-lift" has shown others how a good idea and determination can work for a municipality.

The City's success story has many components and is not a closed book. Although the program, "No More Slums," is a mere promise, it's one Norfolk does not intend to break.

Erwin Jackson, Housing Services Administrator, promised in 1977 to revitalize Norfolk the same time the new Division of Housing Services was established. He pledged to wipe out existing slums and prevent the deterioration of any other areas. Since Norfolk is hemmed in on all sides by other cities and/or water, building new structures could not be the answer. Most of the houses are at least 30 years old, so restoration became the most viable alternative.

"Unlike other rehabilitation programs, Norfolk's reaches a good number of people."—VML Awards Judge

Looking Backward

Revitalization, however, became the response only after Norfolk tried other approaches to the problem. The 1960s idea was to bulldoze worn-out, ugly buildings and substitute the shiny Norfolk Scope or the Ghent Square Townhouses. These new facades did little to solve the



Delapidated houses were common before Norfolk's "No More Slums" program.

problem because the poor just moved into surrounding neighborhoods, perpetuating the situation.

Just about the time the Norfolk slums were relocating, the Chicago firm of J. L. Jacobs recommended creating a Department of Community Improvement to consolidate all structure-related codes. All buildings, plumbing and electrical code functions were consolidated but the housing code enforcement remained split between the new department and the health department, out of respect for the latter.

Meanwhile, the Model City Agency was experimenting with a new concept of balancing human needs with environmental needs and the Norfolk Redevelopment and Housing Authority was pursuing rehabilitation on a voluntary basis by offering low interest loans. But the struggle against neighborhood blight wasn't getting any better because all the efforts were too slow and fragmented.

Not until 1977, when City Manager Julian F. Hirst suggested a Division of Housing Services, did Norfolk begin to take hold of its fate.

Services Offered Now

In five years, the recovery program has changed the outlook and activity of Norfolk neighborhoods. Once city council, city staff and the citizens made a commitment, the question was not can but how.

How? By creating services for the citizens. Norfolk didn't just offer shelter but also assistance in financing the renovation, moving to the redeveloped neighborhoods and maintaining the structure. A number of bureaus were established under the Division of Housing Services to offer these new services.

Preventing future slums and promising to improve existing housing, the Division of Housing Services inspects houses and rigorously enforces all the housing codes. The goal of the division is to inspect 9,000 of Norfolk's 90,000 housing units each year using the Housing Inspection Bureau. To meet the goal, the bureau is divided into four teams, each with four to six inspectors and a supervisor. Each group takes a quarter of the city as a project and a fifth conducts specialty inspections.

The division's goal has not been met, but its successes are impressive. The Oakwood section of Norfolk was transformed in five years with the relocation of 29 families, the demolition of 75 structures and the revitalization of 300. Thirty-five new homes have been built and 22 single family houses were moved to vacant lots and rehabilitated.

Norfolk Helps Individuals Relocate

The Housing Counseling Bureau helps people involved in these building improvements to relocate emotionally as well as physically. The counselors work in tandem with the inspectors to improve people's living patterns and avoid problems



Norfolk's neighborhoods have a new look!

of housing maintenance and family stability. The counselors emphasize home care training, how to be responsible tenants and how to deal with stress.

The bureau is headed by a chief and seven counselors who take in 1,200 new cases per year and have 5,000 home contacts including follow up visits. They make referrals to other agencies and consult with social workers, property managers and legal aid attorneys.

Since property maintenance is a key ingredient to successful revitalization efforts, the city created a Housing Rehabilitation Bureau to oversee maintenance and rehabilitation of selected residential structures funded by public assistance. Supported by Community Development Block Grant Funds, the Rehabilitation Bureau provided grant assistance to relocate 203 buildings at a cost of \$1,103,968. These grants have mostly been awarded to elderly low-income residents living in deteriorated places. The money increased their standard of living while ideally stimulating the rest of the area to "keep up with the Jones'" and fix up, too.

The rehabilitation staff also gives financial and technical advice and estimates of home repair costs. A tool-lending library even makes hand and power tools available.

Permits

The Occupancy Permit Bureau is another arm of the program with unique concept. It revitalizes neighborhoods by requiring all vacant houses to be upgraded according to standards developed and adopted by residents and owners. Once vacant, a dwelling unit may not be oc-

cupied again without a occupancy permit. Under this program, 2,700 inspections have been made and 2,250 units have been rehabilitated with a private investment of some \$13.5 million.

"A whole new atmosphere has been created."

It is not hard to see the progress made in Norfolk. A stroll through Ghent or Oakwood proves the success of the cohesive effort. Besides making Norfolk a better place to live for the residents, the project has brought the city into favor with other governments, realty and construction groups in the area.

Yet, the most remarkable aspect of the Norfolk story is the people, according to Dave Monola, Director of the Department of Community Improvement.

Monola further attributed the project's success to the support to the cooperative atmosphere existing between inspection bureaus and people. "Our only problem now is meeting the demands of the people," he said.

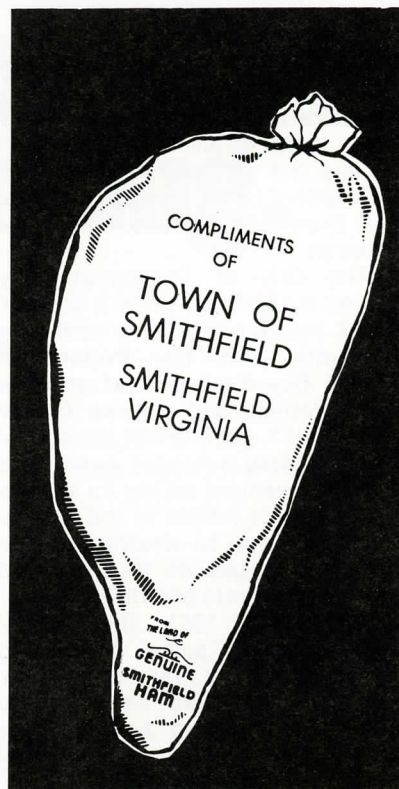
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Portsmouth

One Fleet System For Portsmouth Council & School Board Get Together



John Kirk performs school bus maintenance at the garage.

Everyone knows some things don't go together, like cats with dogs, Irishmen with Britains or conservative Republicans at a Democratic convention. And you don't usually put city council members with school board members and expect them to make beautiful music together.

The City of Portsmouth disproved the last rule when it consolidated maintenance and operating functions with the Portsmouth School Board's bus fleet and the city's Vehicle and Service Center November 1, 1981. When the school board realized it needed assistance and improvement within its vehicular system, it turned to the city instead of trying to weather the expensive changes on its own, and both departments benefited.

In August 1981, the School Board realized some distressing things about its vehicle system. The bus fleet was beginning to show its advanced age and the school garage was not able to maintain its standard of preventive maintenance during the year and vehicle overhaul during the summer. Also, fuel and some auto parts had been misused and there was evidence of possible fraud in accounting.

More important, the crisis pointed out opportunities as well as problems. The school fleet could be better maintained if its managers could accurately spot specific trends in repair problems and operating costs. Efficiency could be improved if total productive mechanic manhours were monitored. Bus replacement decisions could be made more intelligently if total maintenance costs for individual units were known. But such improvements in fleet management for a system with 184 pieces of rolling stock and some 173 pieces of other power equipment normally require sizeable investments in automated management information systems and sufficient staff expertise to make them operate effectively. Rather than divert resources from classroom instruction, the board decided to share costs of modern management techniques with the city government by consolidating the two garages.

The city's Vehicle and Service Center has existed as an independent department since 1951 and now serves a fleet of 646 units. An automated fueling station, computerized automotive parts management system and an integrated net-

work of cathode ray tubes (CRTs) for data input on inventory, labor, sublet repairs and other expenses have been recently installed to increase effectiveness.

The transition from two separate systems to one consolidated vehicle center was smooth. In August the school administration requested and received the assistance of experienced automotive repair supervisors from the center who could manage the school fleet maintenance on an interim basis. Then city and school officials prepared a report which outlined the benefits and the costs which consolidated management would bring. Chief among those advantages were:

- (1) accountability and control in purchasing, storing and dispensing automotive parts and gasoline, thus reducing both pilferage and stocking deficits or surpluses;
- (2) reduced inventory costs through bulk purchases of parts and material;
- (3) improved and more timely information about vehicle repair, maintenance and fueling costs; and

- (4) improved management expertise in maintenance and repair of vehicles, a change which would contribute to improved performance.

An initial budget of \$340,758 was adopted by City Council for the remainder of the fiscal year and on November 1, 1981, the transfer took place. The Vehicle and Service Center, operating from a 30,000 square

developed an in-house, automated system which combined the data management activities of equipment inventory, parts, fuel and mechanic labor into one integrated network. Four CRTs are at various strategic points to give managers on-line access to the system and improve monitoring and operational control. The system also accounts for inventory stock and automati-

chanics were assigned each morning to assist drivers in starting buses during cold weather, fixing minor mechanical problems, replacing stolen batteries or other vandalized components. Once the entire fleet had been repaired, monthly expenditures dropped by some \$17,000 the first month.

Accountability and control over materials and supplies was the second major benefit of the consolidation. One warehouse served both garages and the center's perpetual inventory system reduced the potential for abuse by giving managers a tool to pinpoint culprits. An effective audit trail and other important accounting controls were implemented.

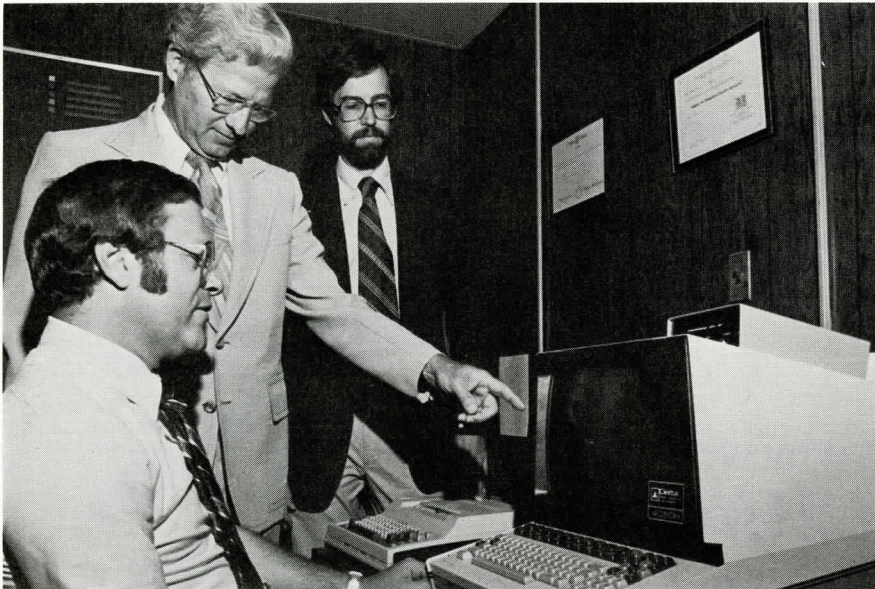
The third benefit was the professional fleet administration's expertise. School officials were able for the first time to determine costs of owning, maintaining and operating each unit of the fleet. By using the new MIS and not relying on guesswork, the School Board could compare financial data and make intelligent vehicle replacement decisions. The information, along with its hardware and professional staff, would be expensive to develop and operate. For that reason, the School Board realized cost avoidance rather than direct savings because it had not developed its own costly, duplicate management system.

The city benefited because expenses for administrative and clerical personnel, data processing and other overhead were shared. Also, when the two garages were integrated in the billing practices, mechanics could be transferred internally from an area where work was slack to one where it was needed.

The success of this program was explained by Assistant School Board Superintendent Jack Ryder: "If this type of cooperation is to be accomplished, everyone must realize you can only spend a dollar one time. We are interested in spending the money the best way possible—whether it be by the school or city."

He said the most important consideration on this project was time. "We all have to realize that a broken down school bus will make the children late to school, so we can't take our time fixing it."

Ryder said the city, School Board and Redevelopment and Housing Authority are reviewing different ways to utilize the consolidation idea. "We're exploring other operational areas ... purchasing, warehousing and business maintenance, to see if we can accomplish this again."



C. W. (Luke) McCoy, Director of City Vehicle and Service Center, seated, demonstrates use of on-line, automated vehicle management information system to John H. Ryder, Assistant Superintendent, Portsmouth School Board, and James Kitterman of the City Manager's Office.

foot garage at the city's head maintenance compound, assumed control of the School Board facility. A superintendent and auto repair supervisor were assigned to manage the shop workforce of five senior mechanics, four helpers and a clerk. A parts runner was assigned to deliver parts from the center's stockroom to the school garage. The superintendent reports directly to the center's director.

Fuel management was partially consolidated in December when 33 buses and other school vehicles began to refuel at the center's automated station in the central maintenance compound. Activated by a combination of user and vehicle identification cards, the system records data about the operator, vehicle, fuel type and consumption, mileage and date of transaction. Since the pumps are open 24 hours seven days a week they are convenient to bus drivers. Other units of the bus fleet still refuel at manual pumps located at two high schools, but automating one or both sites is being considered.

Consolidation unified two sets of recordkeeping into one. The Vehicle and Service Center recently

cally generates purchase orders to maintain minimum and maximum levels of automotive parts. The work order for each repair and maintenance task consolidates information about costs of in-house labor, sublet work, and parts, and tracking expenses for each piece of equipment. The new management information system (MIS) also aids top management in billing, controlling production, analyzing trends in maintenance expenses and measuring shop productivity.

Benefits

Once consolidation took place, the most immediate improvement was in bus fleet service. Maintenance had been deferred and buses were not up to the standards and schedules set forth by the State Department of Education. Approximately five units underwent extensive preventive maintenance and safety checks each day. In the first few months repairs were made on brakes, axles and suspension systems, work out engines were overhauled or replaced and other areas subject to excessive fatigue were inspected for safety. Several me-

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*We salute the
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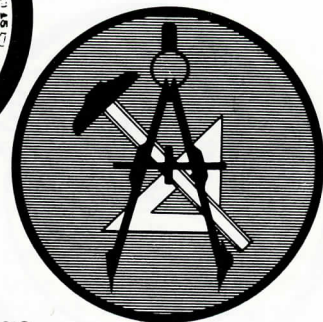
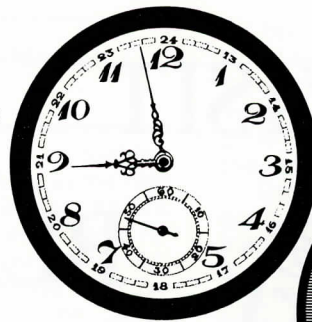
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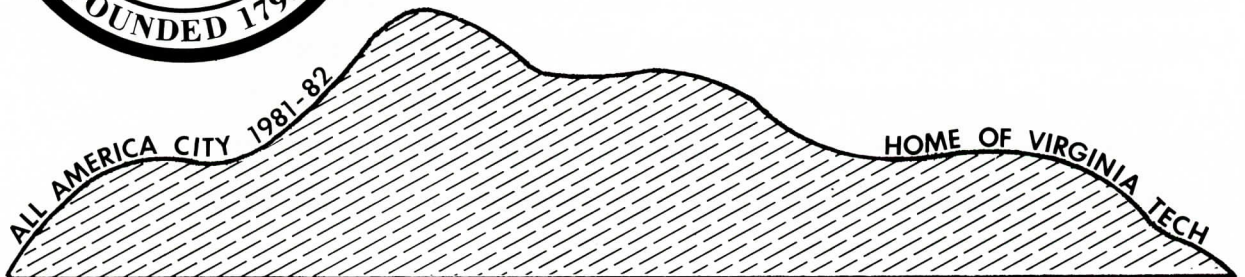
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*Raymond F. Ratcliffe, President
Virginia Municipal League, 1981-82*

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Town of Pulaski
on a successful year as President of the
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Virginia Municipal League

1982 Annual Report

President's Report



I have certainly enjoyed the opportunity to serve as your president during the past year. I have found this year to be one of steady progress, while refreshingly free of earthshaking changes.

A major change for us has been President Reagan's "New Federalism" and we've spent the past year adjusting to it. Shortly after our last annual conference, your Executive Director and I were invited to the White House to learn more about President Reagan's "New Federalism." In addition to hearing from the President and Vice President, several cabinet secretaries and key staff members briefed us on the changing intergovernmental scene. In response to the "New Federalism" we helped cosponsor a series of Block Grant Workshops with the Office of the Lieutenant Governor and the Center for Public Affairs at Virginia Commonwealth University. Comments from these workshops were transmitted to the Governor's Block Grant Task Force.

There were no earthshaking changes in annexation procedures or HB 599 funding for which we are grateful. The Commission on Local Government appears to be functioning well and is to be commended for its efforts. I am particularly pleased to see that cooperative agreements are being reached by several localities. Not only does this

avoid expensive and bitter litigation, but it offers the promise of building avenues for increased inter-local cooperation.

While education funding was substantially increased this year, the method of funding was not substantially altered. Also, the General Assembly set a precedent by strongly encouraging the expenditure of the increased funding for teacher salary increases. While we appreciate the legislature's willingness to deal with the issue of funding public education, much remains to be done in this area.

Last October we sponsored a seminar on public procurement involving several nationally prominent experts. That workshop helped us to respond positively during the 1982 session when the Virginia Public Procurement Act was being considered. With the adoption of the Act, VML staff set about drafting a model ordinance and arranging two customized workshops, one for small towns and one for larger localities.

Antitrust issues loom on the horizon in the wake of the Boulder, Colorado cable TV decision. This was one of several topics discussed at the Attorney General's Local Government Law Conferences which were cosponsored with the Attorney General and the Virginia Association of Counties during the month of May.

The VML/VACO Land Use Task Force has been perhaps our busiest and hardest working committee this year. I want to thank Jane Hough and her committee for their diligent work. Their efforts are now being reviewed by a General Assembly subcommittee chaired by Delegate C. Richard Cranwell.

The VML/VACO Steering Committee for electricity rate negotiations completed an agreement with Appalachian Power Company (APCO) in December. No sooner had the APCO agreement gone into effect than it was time to commence the Virginia

Electric Power Company (VEPCO) rate negotiations! Through these cooperative negotiating efforts local governments have saved considerable sums. Howard Dobbins, the League's General Counsel, has provided excellent leadership in this important venture.

The Virginia Municipal Group Self Insurance Association continues to grow, offering workmen's compensation coverage to political subdivisions throughout the State. In June, the program received approval of its first dividend from the State Bureau of Insurance.

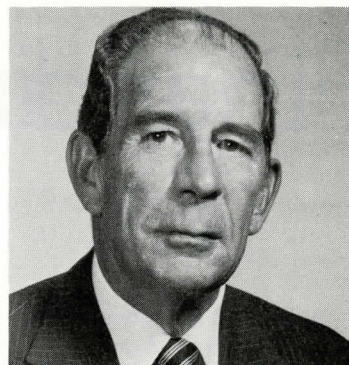
We expanded our November regional legislative meeting schedule this year to include a luncheon on the Eastern Shore, which was very well received. Our February Legislative Day drew the largest workshop attendance on record to hear members of the Governor's Cabinet outline the programs of the new administration. The Legislative Reception that evening also broke attendance records.

I am glad to report, as my predecessor did, that the VML maintains a very solvent financial posture. Our membership base remains strong and expenditure increases have remained modest, as can be seen in the accompanying financial statement. I urge you to review that and the other portions of this annual report. As you will read, we have been quite busy this past year.

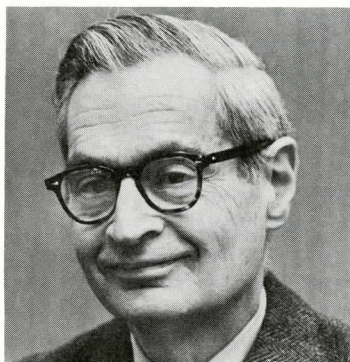
Your support of the VML by attending workshops, responding to Legislative Action Calls, returning questionnaires and keeping informed by reading our publications has been great. Without your continued support, these efforts would be futile.

Raymond F. Ratcliffe

Executive Committee



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First Vice President
Councilman, Martinsville



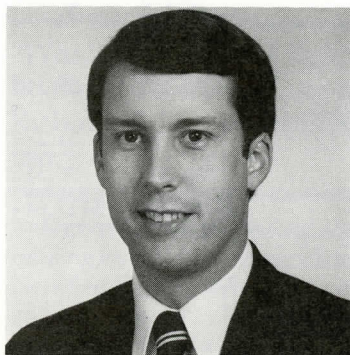
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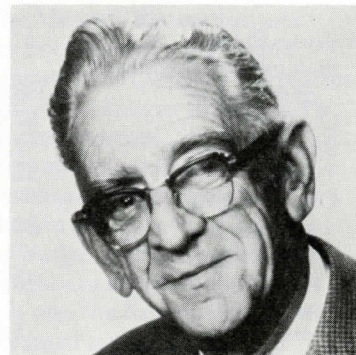
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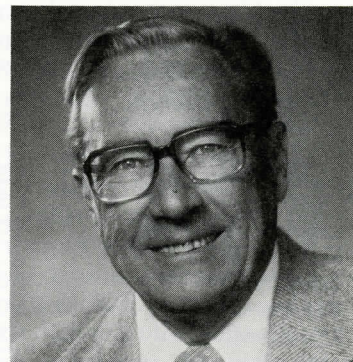
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Immediate Past President
Mayor, Harrisonburg

Financial Statement

Statement of Revenues Collected and Expenses Paid Year Ended June 30, 1982

	Budget	Actual	Actual Over (Under) Budget
Revenues Collected:			
Membership dues	\$330,640	\$325,881	(\$ 4,759)
Convention registration	47,500	41,641	(5,859)
Convention exhibits	10,000	9,050	(950)
Regional meeting	7,500	6,936	(564)
Affiliate groups	8,360	8,360	
Interest	14,000	38,180	24,180
Magazine	48,000	46,069	(1,931)
League letter	800	1,548	748
Directories and reports sales	1,000	1,708	708
Grants and special projects	14,500	20,345	5,845
VMGSIA administra- tion fee	35,000	35,000	
Miscellaneous	1,200	988	(212)
	<u>518,500</u>	<u>535,706</u>	<u>17,206</u>

Expenses Paid:

Employee compensation and benefits	258,600	256,564	(2,036)
Convention	40,000	36,377	(3,623)
Regional meeting	7,500	7,161	(339)
Travel	12,000	13,128	1,128
Office supplies and postage	29,500	27,294	(2,206)
Space and equipment rentals	43,000	33,193	(9,807)
Leasehold im- provements	5,000	3,796	(1,204)
Equipment purchases and repair	9,000	12,636	3,636
Dues and subscriptions	2,500	3,218	718
NLC	8,000	8,457	457
Telephone	13,500	9,039	(4,461)
Insurance	2,000	1,843	(157)
Professional fees	11,000	13,593	2,593
Legislative supplies	1,750	1,071	(679)
Magazine publishing (excluding salaries)	45,000	46,632	1,632
Conferences/Work- shops/Seminars	3,500	1,694	(1,806)
Directory	1,500		(1,500)
Executive committee	5,000	1,004	(3,996)
Harold I. Baumes Scholarship	1,000	1,000	
Retirement	11,000	8,336	(2,664)
Miscellaneous	1,500	3,497	1,997
	<u>511,850</u>	<u>489,533</u>	<u>(22,317)</u>

Revenues Collected Over (Under) Expenses Paid	<u>\$6,650</u>	<u>\$ 46,173</u>	<u>\$ 39,523</u>
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Statements of Assets and Liabilities Arising From Cash Transactions June 30, 1982 and 1981

	1982	1981
Assets		
Cash and Temporary Investments:		
Checking accounts	\$ 742	\$ 134
Savings accounts and certificates	101,911	65,691
Pooled master notes and participation	41,700	50,700
Advances to Employees and Others	5,380	1,119
	<u>\$149,733</u>	<u>\$117,644</u>
Liabilities and Fund Balances		
Liabilities:		
Funds borrowed from pension plan	\$ 3,081	\$ —
Payroll taxes withheld from employees	1,256	1,014
Dues and fees collected in advance	8,838	26,245
	<u>13,175</u>	<u>27,259</u>
Fund Balances:		
Balance at beginning of year	90,385	59,146
Revenues collected over expenses paid for the year	46,173	31,239
Balance at end of year	<u>136,558</u>	<u>90,385</u>
	<u>\$149,733</u>	<u>\$117,644</u>

VML Annual Report

When you contact the Virginia Municipal League, you contact more than one organization.

Indirectly, you may receive information from the Municipal Finance Officers Association or the Attorney General's Office. In the 77 years the League has been serving local governments, the cooperative relationships between state agencies, associations and universities have been growing.

We don't always have the answer to your question and sometimes it's not filed away, either. We realize this and have begun to extend our boundaries. Like Ma Bell, we want to "reach out" to keep you in touch with your interests and priorities.

In the past year we've served on committees, conducted workshops and advised or were advised by numerous people all connected with local government.

"What do you get? A link, a hookup to just about anyone in Richmond . . . or Washington."

Last year at this time we were agonizing over Reaganomics and the New Federalism. Where was it all going? Were we in local government going to be involved? This year we're still in the rip tide but we've our feet entrenched and our heads busy trying to be responsive to the turns of state government. A dozen people from local government serve on the Governor's Advisory Commission on the Block Grants and the League handed over its research and suggestions to the commission staff.

From Human Services to Housing

Since most of the block grants were in the area of human services, time was spent with the Office of the Secretary of Human Resources and agencies under that office. Staff

served on formula funding committees and monitored legislation affecting social services programs. The Commissioner of Social Services met with the League staff to discuss the future of state and local hospitalization and indirect costs. We, in turn, asked the State Boards of Health and Welfare to consider our suggestions when revamping the Medicaid program. Give and take.

A special bonding came between the Virginia Department of Housing and Community Development and the VML. When faced with the Small Cities Nonentitlement CDBG, the department called on the League for assistance. We gladly obliged. Two committees were created to get the opinions of the localities affected and a League staff member was appointed to one of them. Not stopping at committee work, the department held workshops in conjunction with the VML/VACO Regional Legislative Meetings in December to make sure they heard from everyone.

At the suggestion of the Attorney General, the League teamed with General Baliles' office to host a Legal Issues Conference last spring. We reached about 400 local officials and the Attorney General was pleased to offer some of his top staff members to discuss the Conflict of Interests Act, antitrust laws, the Procurement Act and amendments to the Freedom of Information Act. Getting all of the parts of these complicated matters straight is an undertaking by anyone but we think we relieved some of the confusion and anxiety.

To relieve some of the frustrations between local officials and the news media, four associations worked together. The League sponsored the Local Government Media Conference with the Virginia Press Association, Virginia Broadcasters Association and the Virginia Association of Counties to toss around problems reporters and local officials have with the Freedom of Information Act. This is the second

year we've gotten such diverse people in one room. After two successes, the associations will probably host a third meeting.

Local Government, So What?

Often when citizens ask what their local government does for them, we ask them if their garbage was picked up yesterday, if they had water for coffee this morning or if they noticed sidewalk repairs in their neighborhoods.

Local government does a little bit of everything from police service to volleyball games for children. When municipal recreation departments around Virginia began to see money walk out the door, local directors knew it was time to use each staff member to market programs offered by the departments.

The Virginia Recreation and Parks Society and the Virginia Commission of Outdoor Recreation recruited the League to help recreation departments. Staff spoke to participants at state and regional conferences about promoting recreation programs using a shoe-string budget and getting all recreation personnel involved in the effort. It was the first time the VML had teamed up with these two groups and judging by federal, state and local dollars for parks, it won't be the last time.

Some cooperative relationships seem to have been around for years. They have been intense at times, relaxed at others, held at arm's length sometimes but necessary all the time.

The cooperation between the League and the Virginia Association of Counties is noted the most. Our counterpart in local government, VACO, assists us in more workshops, meetings, positions and research than any other organization. We're a good team. The main difference over the last two decades has been annexation but we realized the impact of expensive court cases and

VIRGINIA MUNICIPAL GROUP

The Virginia Municipal Group Self Insurance Association was formed on July 1, 1980 with 10 members. Since that time, the Association has accumulated approximately \$4 million in annualized premium with funds available to all cities, towns, counties, school boards and other local government entities. The Association has benefited from favorable loss experience and investment performance. Current membership in the Association includes the following:

Alexandria City School Board
Chesapeake City School Board
Town of Kenbridge
City of Martinsville
Martinsville City School Board
Prince George County
Prince George County School Board
Shenandoah County
Town of Vienna
Town of Keysville
Town of Stuart
Virginia Municipal League
City of Falls Church
Town of Farmville
King William County Board of Supervisors
Town of Pearisburg
New Kent County Board of Supervisors
Middle Peninsula Regional Security Center
Town of Lacrosse
Town of Luray
Town of Rocky Mount
City of Suffolk
Town of Buchanan
Town of Edinburg
West Point School Board
Town of Colonial Beach
City of Emporia
Town of Victoria
Giles County School Board
Town of Altavista
Williamsburg/James City County School Board

King William County School Board
City of Portsmouth—CETA Agency
City of Radford
Arlington County School Board
Town of Middleburg
Town of Narrows
Town of Crewe
Albemarle County Board of Supervisors
Charlottesville-Albemarle County Joint Security Complex
Town of Leesburg
Town of Hurt
Town of Vinton
Town of Rich Creek
Town of Ashland
Clarke County Board of Supervisors
James City County Social Services
James City County Service Authority
James City County Board of Supervisors
Greensville County
New Kent County School Board
Stafford County School Board
Halifax County Board of Supervisors
Town of Wytheville
City of Hopewell
Northern Virginia Planning District Commission
Buckingham County Board of Supervisors
City of Covington
City of Waynesboro
City of South Boston
County of Botetourt Board of Supervisors
City of Norton

For further information contact:

Robert Perkins
Hall Risk Management Services, Inc.
Suite 130—Jefferson Building
8100 Three Chopt Road
Richmond, Virginia 23288
(804) 285-8525

SELF INSURANCE ASSOCIATION

sociation began offering workmen's compensation
ce that time it has grown to 125 members and ap-
more members joining all the time. The program is
ls and other local government agencies. Savings ac-
ment earnings will be returned to members as divi-
des:

Greensville County School Board	Town of Abingdon
Town of Lawrenceville	Town of Bluefield
Town of South Hill	Town of Urbanna
Crater Detention Home	Smyth County Board of Supervisors
Virginia Housing Developmental Authority	Town of Hillsville
Greensville County-Emporia Department of Social Services	Town of Weber City
Amelia County School Board	Rapidan Service Authority
Fairfax City	Town of West Point
Town of Quantico	Town of Berryville
City of Galax	Cape Charles
Town of Irvington	Town of Kilmarnock
Town of Ridgeway	Town of Purcellville
Russell County Board of Supervisors	Albemarle County Service Authority
Russell County CETA Programs	Highland County
Greensville County Water & Sewer Authority	City of Manassas Park
City of Bedford	Norfolk Redevelopment & Housing Authority
Southwest Virginia Alcohol Safety Action Program	Nottoway County Public School
Amelia County Board of Supervisors	Page County School Board
Prince Edward County School Board	S.E. Virginia Planning District Commission
Powhatan County Public Schools	Montgomery County Board of Supervisors
Town of Gordonsville	Peninsula Transportation District Commission
Grayson County Board of Supervisors	Manassas Park City Schools
Town of Grottoes	County of Campbell Board of Supervisors
Town of Exmore	County School Board of Montgomery County
Town of Dayton	Charlotte County School Board
Goochland County Board of Supervisors	Bedford Parks & Recreation Commission
Town of Appalachia	Gloucester County Board of Supervisors
Town of Stanley	Mathews County Public Schools
Town of Warrenton	Cumberland Plateau PDC
Cumberland County School Board	Loudoun County Volunteer Fire/Rescue
Town of Fries	Loudoun County

CHARLES A. ROBINSON, Jr., Chairman
BRADLEY K. HARMES, Administrator

Annual Report

frustrated citizens, not to mention local officials, and now have a workable agreement made possible by some farsighted state legislators. It's still out there but the League has been buoyed by recent city-county agreements which have been reached by walking around annexation.

Every November and December we go on the road to seven VML/VACO regional legislative meetings and during the year we cohost workshops where officials learn about the humps and bumps of local government, like the Legal Issues Conference and the Media Conference mentioned earlier.

We learned, too, that sharing research is a lot simpler than going solo. What to do with Virginia's farmland had to be decided so VML and VACO created a joint task force last year which took the issue apart, examined the inner workings and then made a recommendation. The task force considered it a dual responsibility—what affected farmlands would affect Virginia's urban areas. Keeping the task force working were members of the Virginia Local Government Attorneys Association. Again, the League reaches out to other groups to serve its member localities.

Sometimes we head north to get our information to give you information. Our umbrella organization, the National League of Cities, constantly inspects what our federal brothers and sisters are up to and through their publications, phone calls and legislative alerts, we find out what big brother is doing. A lot of Virginia local officials are personally involved in NLC. Several sit on steering and policy committees while others attend conferences and workshops. In the past, we've had two Virginians elected NLC President (the late Morton L. Wallerstein and Newport News Council Member Jessie M. Rattley) and several local officials have served on the NLC Board of Directors.



NLC has alerted us about problems with antitrust, block grants, housing, unemployment, deregulation, cable TV, water, mass transit and labor. The whirlwind won't stop. Crisis after crisis keeps coming and with the refusal of Congress to pass a budget, it has been not only hard but confusing. NLC, however, has kept its head—we keep getting and giving good information.

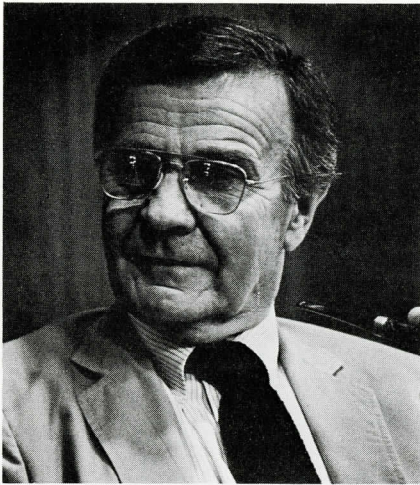
Ironically, it seems once you're out of school you feel the need to return. To better serve its members, the VML has linked up with some of Virginia's universities. The Institute of Government at The University of Virginia has shared several projects with the League over the years. The next time you get your Tax Rates Survey or pass along the Council Members Handbook to a newly elected member, remember it was a venture between the Institute and the League.

Also, every other month the Institute prepares the *Commentary* in *Virginia Town and City*. Carefully researched material on property tax exemption, how Virginia will handle New Federalism changes, educating the handicapped and regulating precious metals has been written into a *Commentary*.

The Institute administers the Wallerstein Scholarship, too. Endowed by Mr. and Mrs. Morton L. Wallerstein, this award is given to a person who wants to work/study municipal government. Chosen jointly by the VML and the Institute, many recipients have stayed in Virginia to share their talents.

Virginia Tech and Virginia Commonwealth University have also contributed to the League. The Extension Service, a division of Virginia Tech, sponsors the Institute for Newly Elected Officials along with the Institute of Government and the League. About a year ago VCU, the MFOA and the League received a cooperative network grant used to educate local officials about financial management. Visiting about 30 localities, a team of experts taught risk management, cash management and how to structure utility billings to small and medium size localities. Workshops were also held to reach a larger number of officials who were interested.

So, reach out to the VML and we'll reach out for you. When you call for information, or need training, we may not have it but we'll get it. Working with others is necessary and the relationships we've nurtured over the past years are special. We hope you think it's worth it, too.



Jack Barnes, Portsmouth, Councilman, Past VML President

After having served 22 years in local government and having been active in the Virginia Municipal League for the same period of time, I have recently been most impressed with comments made by prominent members of the General Assembly.

In conversations with the members of the Assembly in positions of leadership, it has been expressed to me that the League and its staff have been more outstanding in recent years than in the League's history. The League's ability to present local governments views to the members of the General Assembly and the manner in which the views are presented have been highly praised. The General Assembly members have also expressed to me their feelings on how well the League recently has worked with other organizations, such as VACO, in presenting their views and positions.

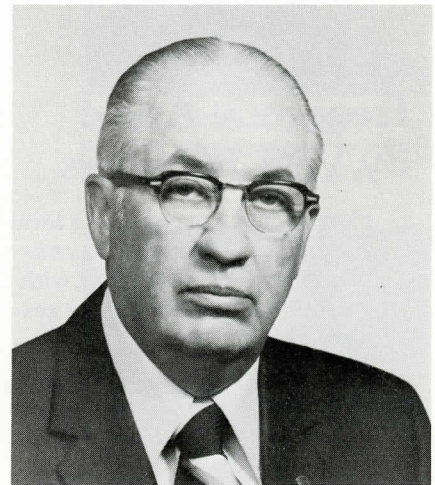


Charles F. Church, City Manager, Danville

State municipal leagues provide many opportunities for local officials to join together to solve problems and to influence the policies of the state and federal government.

The Virginia Municipal League has an extremely fine reputation among state leagues as being effectively involved in representing the interests of Virginia's cities, towns and urban counties. Also, the League is actively assisting localities in reducing the cost of municipal services such as the insurance program, serving as the secretariat for MEPAV and developing guidelines for municipal issues, like the procurement ordinance. Having an active municipal league allows local elected and appointed officials to be more effective for their communities.

The most important responsibilities of the League are to represent municipal interests in Richmond and Washington and to provide them with current information. The League's ability to inform and educate will, to some extent, determine the future of Virginia's local governments.



C. J. Taylor, Mayor, Town of Pearisburg

During the mid-1940s, when I first became involved in local government, the League of Virginia Municipalities, as it was then called, was of immense value to the Town of Pearisburg. The League was our best source of information, providing us with sample ordinances from other municipalities, supplying reports comparing tax rates and utility charges of towns and offering advice on actions of governing bodies. We continue to look to the League for information, and they never fail to answer our requests.

Perhaps the most significant change over the past 38 years has been one of orientation. With the tremendous growth of the federal government and the creation of so many federal programs, the League has found it necessary to orient toward Washington, keeping members posted on Congressional actions. Fortunately, the League has been able to do this without sacrificing the attention to the General Assembly in Richmond.

I really cannot say enough about the people at the League's office. The executive directors with whom I have worked and the various staff members have always been courteous, responsive, dedicated professionals. They deserve most of the credit for the outstanding service of the Virginia Municipal League.

Annual Report

Questions Most Frequently Asked By VML Members

Q. How should a member of a local governing body disclose a conflict of interest when faced with one during a meeting of the governing body?

A. The Virginia Conflict of Interests Act at 2.1-352 of the Virginia Code requires the member to "disclose" such interests to the governing body and "disqualify" himself or herself from voting on or participating in any consideration of that transaction. The Act does not define the terms "disclose" or "disqualify" or set forth a specific procedure to satisfy these requirements.

We offer a suggestion for adequate disclosure. At the moment the councilmember realizes he or she has a conflict, the member should make a public announcement to the council similar to the following:

"Mr. Chairman, I have a material financial interest in this matter. I therefore disqualify myself from voting on this item and from participating in any discussion or consideration of it. I ask that notation be included in the minutes indicating that I have an interest in this transaction and that I have disqualified myself from any consideration thereof."

There is no need for the council member to outline the specifics of the financial interest. Also, there is nothing to prohibit the councilmember after disqualification from moving to the other side of the council table and presenting evidence or arguing as a private citizen.

If the councilmember notes an item on the agenda prior to the meeting in which he or she

has a conflict, the best practice would be for the member to immediately send a written note to the chairman of clerk revealing the conflict and disqualifying himself or herself.

Q. What is the procedure for governing bodies to use to go into executive session?

A. Virginia's Freedom of Information Act requires governing bodies to vote in open session to go into executive session for a reason permitted by the Act. The motion, which must be passed by a majority vote, must state specifically the purpose or purposes for the closed meeting and a statement must be included in the minutes making specific reference to the applicable sections of the Act which permit the executive session. An example of an adequate motion is, "I move we go into executive session for the purpose of discussion legal matters pursuant to the exemption from open meetings allowed by Section 2.1-344 (a) (b) of the *Virginia Code*." The governing body does not need to provide details of the purpose of the executive session as long as the

motion identifies the purpose by using the applicable language of the statute.

Q. Are minutes required to be taken at local government study committee meetings?

A. The Freedom of Information Act requires minutes to be taken at study committee meetings when the committee includes a majority of the governing body.

Q. May council members receive reimbursement for personal expenses incurred while on official business in the city in which they hold office?

A. Legislation passed by the 1982 General Assembly permits council members to be reimbursed for such expenses if the claims are reasonable, itemized and documented by stamped paid receipts to the extent feasible.



Delegates assemble at 1981 Conference.



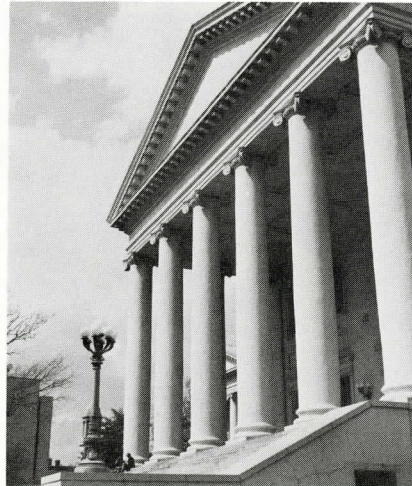
Norfolk Councilmember Claude Staylor chairs Public Safety Committee.

Q. When must localities be in compliance with the Virginia Procurement Act and which localities must follow the Act?

A. All towns, cities and counties must be in compliance with seven sections of the Act by January 1, 1983. Towns with less than 3500 residents are exempt from the remainder of the Act while the other localities must implement the balance of the Act or fashion alternative procedures based on competitive principles.

Q. If a volunteer fireman uses his own vehicle to respond to a fire may he be ticketed for violating traffic regulations?

A. Yes, he may be ticketed because he will not have the proper equipment required by state law for emergency vehicles. Drivers of emergency vehicles are permitted to disregard traffic regulations only when both lights and sirens are in operation. While state law permits volunteer firemen to have two red lights on one personal vehicle, the code does not provide for private vehicles to be equipped with a siren which meets state standards for emergency vehicles.



State Capitol. Photo by Charlotte Kingery

Q. May a locality enter into a lease requiring payment of public funds for more than a one-year period?

A. A governing body may not bind its successors to make future appropriations. A contract which is entered into in one fiscal year and requires a payment in the next fiscal year must be subject to the condition that the governing body appropriate funds during the year the payment is due.

Insurance Program Growth Continues

On July 1, 1982 the Virginia Municipal Group Self Insurance Association began its third year of operation with approximately \$3.7 million in annual premium and over 115 political subdivision members. The program, which is the oldest and largest workmen's compensation self-insurance association in Virginia, received approval in June to declare its first dividend based on savings from the 1980-81 fund year. A total of \$291,217.49 was authorized for distribution to the 46 first-year members. This represents 20.8 percent of the \$1,403,818 in collected premiums. The dividend is composed of interest earnings, which are distributed to each member on a pro rata basis, and claims fund surplus which is distributed based on each member's individual loss ratio.

While the average dividend was 20.8 percent, 12 members had dividends between 30 percent and 40 percent, 25 members had dividends between 20 percent and 30 percent, and only nine member had dividends below 20 percent. In the first year of the program only five of the 46 members had losses which exceeded their individual contributions to the claims fund.

Beginning with the July 1, 1982 year the fee paid to the service company and the fee paid for reinsurance were both reduced. Reinsurance costs were reduced from almost 15 percent to only 5.25 percent and coverage limits were greatly expanded. Under the new policy, specific per occurrence coverage is now

Annual Report



Salem Councilmember Jane Hough and Wytheville Mayor Carl Stark.

"statutory" after the fund pays \$175,000 retention. This means the reinsurer pays the full cost of any claim beyond \$175,000 in accordance with the Virginia Workmen's Compensation Act.

Previous coverage was limited to \$5 million per occurrence. Also, under the new policy, aggregate reinsurance limits were increased from \$1 million to \$5 million should the claims fund ever become exhausted.

As the program grows, the board has expressed a keen interest in more sophisticated loss control efforts. In addition to the twice annual safety inspections, plans are being made for special training seminars for supervisors, on site training for workers, developing a safety manual and responding to special requests from members for more detailed safety inspections. The board has further emphasized that mem-

bers with poor loss experience that do not make substantial efforts at improving safety conditions and reducing their losses will have their association membership discontinued.

If you are interested in joining the growing membership of this innovative association, which has demonstrated that it can save money and provide superior service, please call our service company, Hall Risk Management Services on their toll free line: 1-800-552-4255.



VML Executive Director R. Michael Amyx.

VML Staff

R. Michael Amyx
Executive Director

Bradley K. Harmes
Deputy Director

Clay Wirt
Staff Attorney

Charlotte Kingery
*Director of Communications
and Human Services*

Richard F. Weeks, Jr.
*Director of Intergovernmental
Relations*

Sandra J. Bacas
Advertising and Exhibits Manager

Margaret A. Nichols
*Administrative Assistant to the
Executive Director*

Joni Terry
Administrative Secretary

Sheree Carter
Receptionist/Secretary

Paulette P. Alexander
Bookkeeper

Ingrid M. Wynn
Clerk

Howard W. Dobbins
General Counsel

ALL-AMERICA CITY

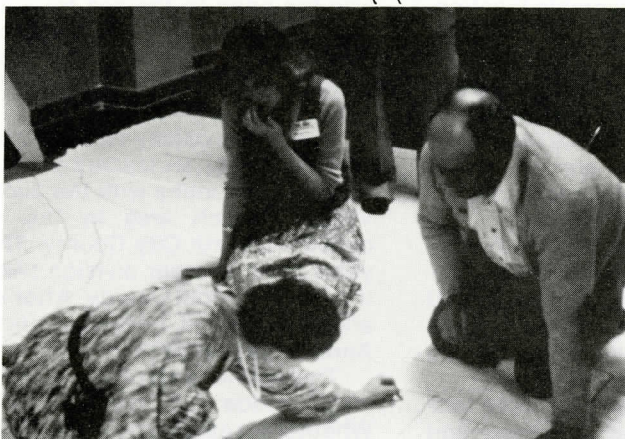
1952-1979-1982



A DRAMATIC NEW
APPROACH



Citizens plan for park improvements



Citizens plan for downtown revitalization



Citizens discuss neighborhood plans

SELF-GOVERNMENT
THROUGH

THE PEOPLE PLANNING PROCESS

City of Roanoke, Virginia

What Started Virginia Beach?



Cottage Days At Virginia Beach—In September 1920 there was no boardwalk, the streets were unimproved but the city had been well platted. The large white building was the second Princess Anne Hotel at 25th Street, torn down in the early 1960s to make way for the present building by that name. (Photo courtesy of Boice Studio).

Two F-14 fighter planes, thrown like darts against the sky, swing out over the ocean, drawing the shaded stares of sunbathers dotting the white beach below.

A few miles inland, executives at the American headquarters for several European companies are conferring with parent corporations in a buzz of French, German, Italian and Spanish.

And in nearby fields, newly planted corn and soybeans are pushing their way out of the fertile ground.

These are but a few of the many sides of Virginia Beach, a strange and unique blend of history and progress, tourism and military, industry and agriculture, a tiny seashore resort that merged with a sprawling rural community to blossom into one of the country's fastest growing areas and one of the most desirable places in Virginia to live.

To understand this municipal phenomena one must first look at the histories of two governmental bodies that eventually formed the contemporary city of Virginia Beach.

Princess Anne County

According to history buffs, it was a company of Sir Walter Raleigh's men, dispatched from the first colony at Roanoke Island in search of a more favorable location, who explored the territory extended from North Carolina to the shores of Chesapeake Bay.

And had not Raleigh fallen into disfavor with King James I and been executed, chances are the entire area would today be known as Raleigh, Virginia.

But the Roanoke Island colony disappeared, its fate always to remain a mystery. It wasn't until April 26, 1607, that the first permanent settlers landed in the New World on the shores of the Chesapeake.

A small expedition of three vessels, the *Godspeed*, *Discovery* and *Sarah Constant*, under the command of Captain Christopher Newport spent four torturous months making the crossing from England and were sorely pleased to find a safe anchorage inside the protected bay.

They reprovisioned their ships from natural resources and fought a

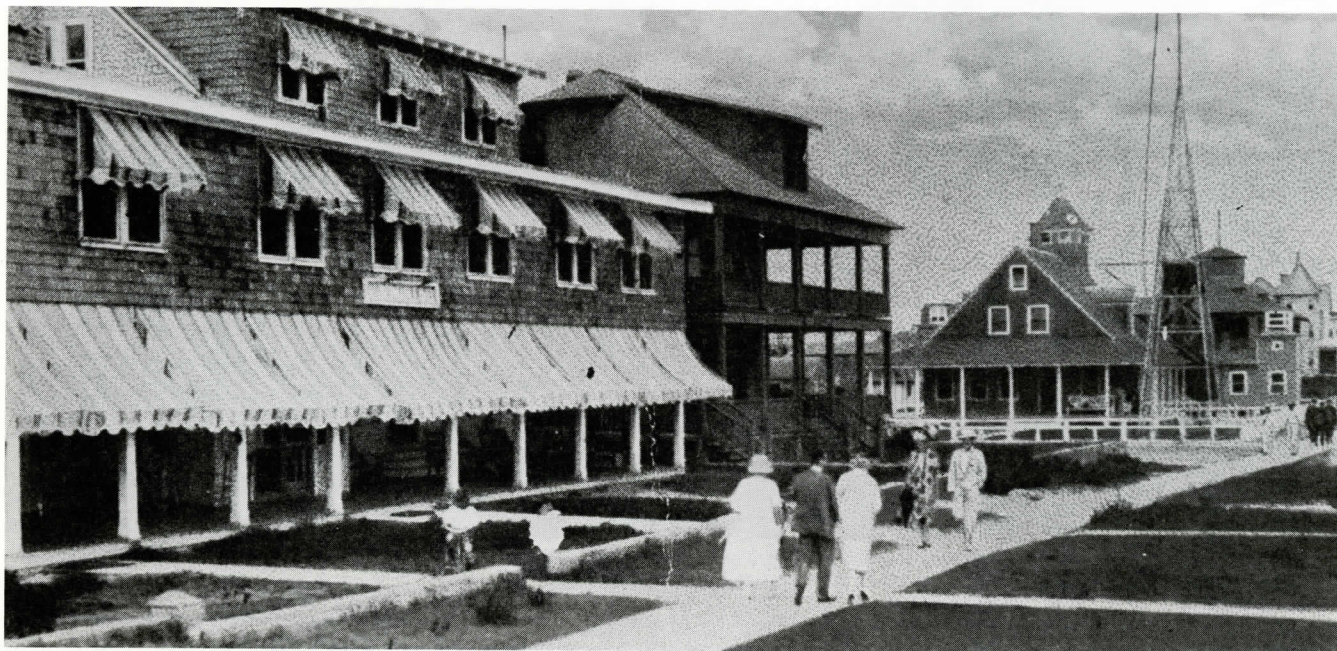
bloody skirmish with the Chesapeake Indians.

At the site of the skirmish the sailors erected a cross, claimed the land in the name of God and England and named the spot Cape Henry in honor of the 13-year-old Prince of Wales. Deciding this site was too open to the sea for settlement, they sailed up the James River and on May 13, 1607 established the colony they called Jamestown.

The young colony flourished and spread. In 1634, its leaders divided it into eight counties with the current Virginia Beach area in the one called Elizabeth City County. Three years later, another division placed it in New Norfolk County. After several divisions, it became Princess Anne County in 1691.

The inland waterways were the main mode of transportation. Whether a social call, a church service or the movement of crops to market, the trip was made by water. Just as the Chesapeake provided a source of food with its abundant marine life, the network of rivers and creeks served as a means of transportation and communication.

By the turn of the century, Princess Anne County had become a



Albemarle Hall and Lifesaving Station.

prosperous farming community, a status that portion of Virginia Beach still enjoys. The great plantations produced corn, tobacco and wheat; forests provided oak for shipbuilding and pine for tar, turpentine and lumber; flax was grown for linen and linseed oil; and fishermen were reaping great harvests of Lynnhaven oysters.

Shipping fleets were built to export crops to England and trading communities began sprouting up along the Lynnhaven River and its tributaries. The London Company set up a post on the river's eastern branch, hence the name London Bridge Creek (today still an important commercial industrial area of Virginia Beach).

In 1824, a courthouse was built at its present location in Princess Anne, the geographical center of the city. The original building still serves as a courthouse and is a focal point of the Municipal Complex of the City of Virginia Beach.

Virginia Beach—Not As Active Then

While colonists were settling other areas of the county in the first two centuries of Princess Anne's growth, the oceanfront territory remained wild and uninhabited. Except for the men who rode in relays to light bonfires along the beach from Cape Henry to the Outer Banks, there was very little action along the shoreline.

During the War of 1812, however, the county militia thwarted a British invasion and a frigate anchored offshore opened fire on the Americans. The coastline area became known as Seatack ("sea attack"), a name it kept for 50 years.

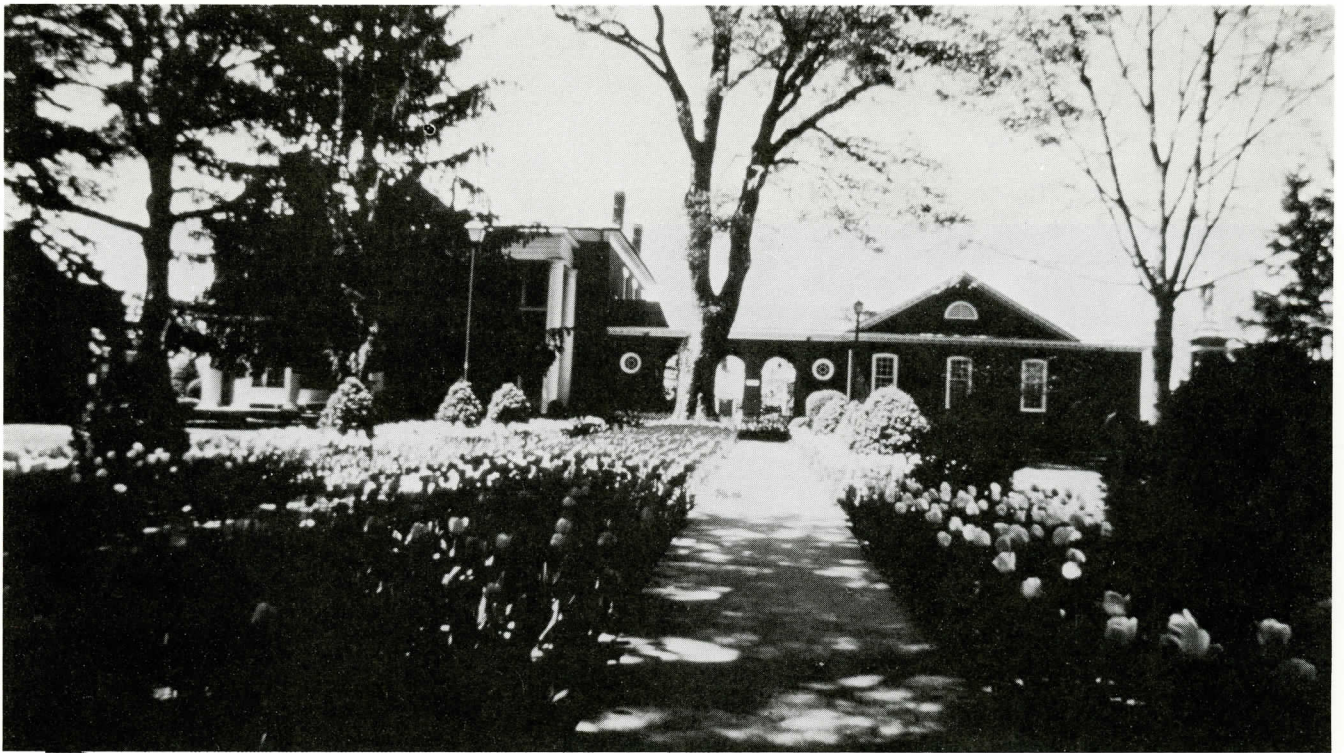
Seatack was also the site for one of the lifesaving stations and was in the area that is now 24th Street and Oceanfront. As with all the other stations, a community began to form, beginning with the lifesaving crew and their families. A group of Norfolk sportsmen built a hunting and fishing club where 17th Street is now, and the members called the area Virginia Beach. They soon recognized the potential of the beauti-

ful beach and formed the Seaside Hotel and Land Development Company. In 1883 this company built the first hotel and popularity of the Virginia Beach Hotel grew as word of the facility spread.

This group then formed the Virginia Beach Railroad and Improvement Company, which absorbed the earlier company, and immediately purchased 1600 acres of oceanfront land and built a 19-mile narrow-gauge railroad linking the little community to Norfolk.

In 1885 the group built the Princess Anne Hotel on the oceanfront between 14th and 16th Streets, with the terminus of the railroad at the lobby's entrance. The hotel was a magnificent structure and was a complete resort unto itself, attracting the rich and famous from up and down the East Coast. Virginia Beach became the fashionable place to vacation.

The early resort grew around 17th Street and it was here the first commercial development occurred. The town became incorporated and by 1907, it had a mayor, a town hall and a jail. But in June of that year, it suffered a terrible setback when the Princess Anne Hotel burned, taking



The old Princess Anne Courthouse dates back to 1824 and is still an active part of Virginia Beach's judicial system. It was the fifth courthouse built in the colonization of the area but the only one to survive to modern times.

with it the wooden boardwalk and several nearby buildings. It was the end of an era.

With the historic hotel gone, development began to move north. With the highway links of Virginia Beach Boulevard and Laskin Road, both completed in the 1920s, Virginia Beach again began to boom. Hotels increased but it remained primarily a cottage town.

Throughout the following decades Virginia Beach continued to develop as a resort, reaching the status of city of the second class, hosting small conventions and meetings, enjoying a healthy tourism business and generally fulfilling its role as a small seashore resort city.

This is where the city stayed for many years. Virginia Beach was a tiny resort, governed by a five-member council. Princess Anne County was a giant agriculture community, governed by a six-member board of supervisors. The two localities were neighbors, compatible but completely separate in their interests. Everyone was happy with the arrangement.

Annexation Prompts Virginia Beach

The first move toward a merger came in 1923, when Norfolk annexed 27 square miles of the coun-

ty, including Ocean View and the port area where Norfolk International Terminals now stand. Residents were so riled by this that 36 years later, when Norfolk again annexed county land, they made sure there would be no more annexations.

Both county and city had long held close political ties. Following the last annexation, they began talking about a merger, one that would protect both localities. In January 1962, the voters in both communities overwhelmingly approved a merger which dissolved the county and made it a part of Virginia Beach.

The new City of Virginia Beach officially came into being at 10 a.m. January 1, 1963. Overnight it grew from a resort city of 8,000 permanent residents, encompassing the area from Rudee Inlet to 48th Street, to a city of 130,000 population, spreading out over 310 square miles, bounded by the Atlantic Ocean, Chesapeake Bay, the North Carolina line, the city limits of Norfolk and Chesapeake. Included in these boundaries were 51 square miles of inland waters, the 2,710-acre Seashore State Park, the Army Reserve summer training camp at Camp Pendleton and four active military bases—Oceana Naval Air Station, Little Creek Amphibious Base, Fort Story Transportation Army Base and Dam Neck Fleet Anti-Aircraft Warfare Training Center. Today the population is 283,200.

New Identity for Virginia Beach

The new city charter established a council-manager form of government with an 11-member city council as the legislative end of the government, and the city manager as the chief administrator.

Suddenly, people began discovering the new Virginia Beach and flocked in at the rate of 1,000 per month, a rate that only in recent years has slowed to 700 per month. With these people came the need for services. The infant city struggled to provide them. As housing developments sprouted up on undeveloped land, the oceanfront began growing and flourishing as a complete seashore resort.

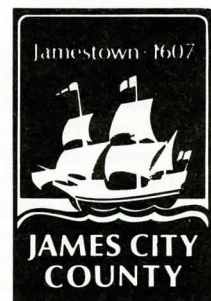
Those who saw the city through its early growing pains must be given credit for their patience and perseverance. They were not always knowledgeable in the ways of building a city, but they worked hard at finding the answers.

It was not until the newly structured government was put into effect that the chaos of merging leveled off and organized development took place. The city finally started reaching its potential and it has been exceeding all expectations since.

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Changing The Beach Through Economic Development



In one respect, economic development is simply a matter of filling empty spaces. Filling empty hotel rooms at the beach, industrial parks and convention halls. Filling these spaces results in lower tax rates and more jobs.

The department responsible for filling the empty spaces in Virginia Beach is the Department of Economic Development, directed by A. James De Bellis.

There are three divisions in this department: the Division of Industrial Development, coordinated by Harold L. Gallup Jr; the Division of Convention Promotion, coordinated by Hugh C. Barton; and the Division of Tourist Development, coordinated by James B. Ricketts.

Prior to 1970 when the Department of Economic Development came into being, there was very little industry in the city other than the valuable agriculture industry. Tourism, too, was a substantial contributor but very few conventions of any size were coming to Virginia Beach at that time. There were no organized efforts made by the Chamber of Commerce and the independent convention solicitation efforts of some of the innkeepers.

"The creation of the Department of Economic Development and its divisions changed industry and tourism."

One of the most innovative actions that launched Virginia Beach industrially was the unique land-bank concept, a brainchild of De Bellis, which led to the development of Oceana West Industrial Park.

With the support of the Virginia Beach Chamber of Commerce and the Virginia Beach Development Authority (a seven-member citizen group appointed by City Council to approve and advise in industrial matters), De Bellis set up a program involving 1,000 acres of land near the newly constructed Lynnhaven Parkway.

"Through a series of options to buy, the city controlled the growth of Oceana West Industrial Park and the types of industry to go in the park," De Bellis said. "Property owners were paid for the equity in their property as the land was sold to industries. The absolutely unique thing here is that no tax funds were invested in purchasing real estate."

One aspect of this program was that in some cases farmers could continue farming their land while industries were being sought, even though the property was officially up for sale.

The industrial staff works with local firms when needed and actively solicits Virginia companies, but its main goal is to bring in firms from outside the state.

It was with this in mind that the Development Authority established Airport Industrial Park, a 202-acre site adjacent to Norfolk Regional Airport. Airport Industrial Park is currently approaching maximum capacity. The city's third and oldest park, Lynnhaven Industrial Park, is already at full capacity.

Oceana West is the newest park and careful attention is given to the types of industry encouraged to locate in Virginia Beach. Of prime interest are nonpolluting support industries, such as light manufacturing, and packaging, warehousing and distribution. Lynnhaven Mall, the first regional mall opened here in 12 years, is part of this industrial park.

This type of industry in no way threatens the balance of the city's multi-faceted economy; it presents no adverse effect on either the agriculture or tourism industries.

"Measure of success? About 7,600 jobs and \$1.9 million in tax revenues."

The impact on the economy of the Airport and Ocean West parks, the two marketed by the Division of Industrial Development and monitored by the Virginia Beach Development Authority, is more than impressive. The two parks in 10 years have created 7,641 new jobs and contributed \$1.9 million in tax revenues.

But the success story doesn't stop with industrial parks. The department locates businesses throughout the city and has been responsible for the location of 141 new businesses and the creation of 854 new jobs other than those in the industrial parks.

An example of the types of industries populating these parks are: Hermes Abrasives Ltd., makers of industrial coated abrasives; Cooper Bearing Co., makers of split roller bearings; Eastern International Company, Inc. and Electrical Cable Division, wholesalers and distributors of wire and cable (this operation encompasses seven acres under cover); Moulinex Manufacturing, Inc., makers of small appliances; and Stihl, Inc., makers and distributors of chain saws.

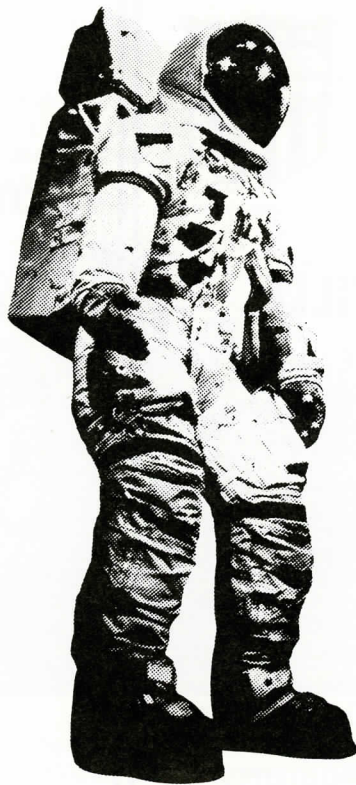
The marketing program that brought these firms to Virginia emphasized the area's strengths, such as its labor force and the availability of land.

There are no geographic barriers to the area's labor supply. Even commuters coming from North Carolina or the Peninsula have no more than 30 minutes traveling time. There is a tremendous female labor force which has proved to be reliable and capable, the military helps because those leaving the service want to remain in the area and the young population (the city's median age is now 26.9) helps attract industry because it represents a well-educated, easily trainable work force.

Securing the type of industry Virginia Beach is looking for takes time. It could take from two to 10 years from time of contact to actual location; the average probably is somewhere between three to five years. But the marketing program is paying off. Firms are coming into Virginia Beach and all areas of the city are recognizing the benefits of light industry.

And the industries are recognizing the benefits of Virginia Beach.

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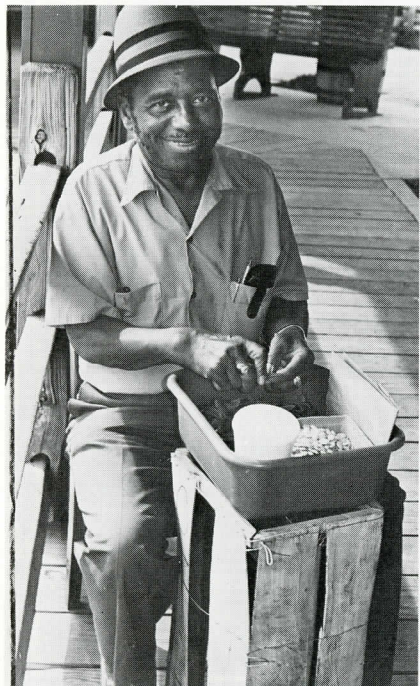
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Agriculture and Tourism

Unlikely Partners Working Together



"The friends who visit in the summer are very valuable to us," says E. R. Cockrell, Jr., Virginia Beach Director of Agriculture, "but that's only part of it. Virginia Beach is many things to many people."

"So many people think of Virginia Beach as waves pounding on the shore, of mountains of high-rise buildings. But Virginia Beach is land, lakes, streams, forests and fields. It's running room for the kids, a relaxed time for the middle-aged, a place to rest when you're as old as I am."

Dick Cockrell is far from being the old codger he'd lead you to believe.

He has been working with local farmers for 30 years now. He knows, and is quick to remind, "Virginia Beach is one of the greatest agricultural cities in the world."

"Agriculture is one of this resort city's leading industries, a little-known fact to those who live or vacation here."

In 1981 this industry contributed over \$98.9 million to the local economy. About \$31 million of that amount was attributed to the farm gate value of crops and livestock.

Only occasionally will one see giant trucks loaded with swine for market on the interstate. Yet last year 75,000 hogs and pigs were sold by Virginia Beach growers for a total in excess of \$7 million.

Agriculture reaches its peak about the same time tourism is in full swing, but the vast movements of the two industries scarcely touch each other. The reason, of course, is space.

Virginia Beach can easily absorb some 44,000 acres of farmland, a thriving seashore resort, five enormous military installations, three large industrial parks, numerous shopping malls and thousands of acres in housing developments.

Still, almost half of the city's total land area remains much as it was when British colonists first began settling it in the 1600s—wild, fertile, and rich in natural resources.

Farmland and forests are located primarily in the extreme southern section of the city, extending from the area around the Municipal Complex in Princess Anne Borough to Knotts Island on the North Carolina line. This area follows the Pungo Ridge (named after the Indian Chief Machiapungo), the highest and richest land in the city.

There are also prosperous farms in the Lynnhaven and Bayside boroughs of the city. Once grand plantations lined the banks of the Lynn-

haven River, each with its own dock and boat because waterways were the primary means of transportation.

Farming has changed considerably over the years. Farms have grown smaller, crop types are no longer the same and methods have improved.

In colonial times, the leading money crop was tobacco. It was moved from the farms, mostly by skiff and barge, to Kemps Landing (the area now known as Kempsville), where it was loaded aboard ships for export to England.

Today, soybeans are Virginia Beach's leading cash crop. In 1981, local growers produced more than one million bushels of these nutritionally rich beans on 30,200 acres of land for a whopping farm gate value of \$7.7 million.

Corn was the next highest money crop with 1.4 million bushels valued at \$4.5 million, followed by wheat with 845,000 bushels valued at about \$3.6 million.

There are many lesser crops, of course—those vegetable and fruits that fill the farmer's markets and the special fields, opened to the public to "pick-your-own."

"It's unusual for prime agriculture to be located in a resort," Cockrell said, "but I think it's fascinating to find this industry at this stage. I think it's great!"

Tourism and agriculture are strange partners, but they have proven compatible in Virginia Beach and the city has prospered by the development of each.

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Tourism— A \$210 Million Business



In tourist development, success is measured by the numbers. How much of an increase is it over previous years? For Virginia Beach, the numbers add up to an overwhelming success.

Between 1974, when the city's Division of Tourist Development was organized under the Department of Economic Development, and 1981, Virginia Beach enjoyed a 300 percent growth in tourist spending . . . from \$63.3 million to approximately \$210 million.

What really boggles the mind is during that time, there were two recessions, two nationwide gas crises, beach erosion problems and a severe drought.

The reason for Virginia Beach's success during such periods is surely related to its location.

"We are so near the heavily populated areas of the East Coast, we have a great advantage," says James B. Ricketts, coordinator of the Division of Tourist Development. "When money gets tight, these people take their vacations closer to home. They come to Virginia Beach."

Spending may be scaled down, of course, and there is evidence this is now happening. Restaurant revenues, for instance, are off slightly. More vacationers, especially families, are eating at fast food places, and less in fancier restaurants. They are also using hotel/motel efficiencies where they can prepare meals in their rooms.

Other cutbacks are noticeable. Retail sales in the resort area are still good, but the trend is toward less expensive merchandise. Such sales, however, continue to account for 19 percent of the city's overall retail sales. Not bad, when you consider the resort area only encompasses 1,600 acres (and very few shopping centers) of the 310 square miles that make up Virginia Beach.

Although the military and city government are major employees, tourism generates 6,000 full time jobs on a year around basis and another 6,000 part time summer jobs. The beach continues to be a

popular spot with college students; it's a fun place to earn money for school.

Another plus Virginia Beach offers is a friendly atmosphere, a unique fact in itself. Resort areas are not always hospitable; "locals" frequently take out frustrations caused by crowded conditions on unwary vacationers. That's not the case in Virginia Beach.

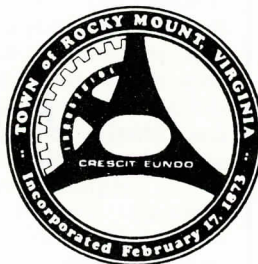
"We are getting more and more reports, or I should say compliments, on the hospitality of the people in Virginia Beach," says Ricketts. "Visitors appreciate that. We do get crowded in the summer, but our residents have come to realize problems are not caused by the tourists."

Tourists Help With Taxes

Virginia Beach residents also realize their taxes continue to remain among the lowest in the state, indeed among the lowest in the country, because city coffers are filled with out-of-town dollars.

Much of the local taxes are directly derived from the tourist industry. In 1981, \$19.7 million in personal property, real estate and restaurant taxes from tourist oriented properties went directly in the city treasury.

(Continued on next page)



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"ALL IN A LAND OF PLEASANT LIVING"

THE TOWN OF ROCKY MOUNT, VA.

(Continued from page 51)

In return, the city spent only \$2.9 million in advertising and beach replenishment to nourish this valuable industry.

Three years ago, the division's advertising message was changed from the usual surf-and-sand-and-fun to stressing Virginia Beach as a good place to stay while visiting such places as Williamsburg, Busch Gardens and others. The idea was to get more people to the beach, and to keep them longer. It worked. In 1980, 55 percent of the visitors stayed three nights or more. Last year that percentage jumped to 65.

Ricketts has also sought to expand the traditional, summer tourist season. "I felt with what we have to offer, we could take a larger part of the promotion fund and sell the off-season months." In 1975, a campaign to promote the fall "shoulder" months started. Ads touted the fall because the weather and water are still warm and the beach is less crowded. Since 1975, off-season business has increased 250 percent; the beach now enjoys a nine-month season.

It all adds up to a success story for Virginia Beach tourist development.

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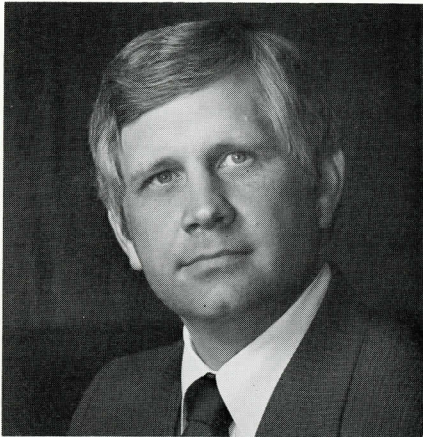
T r a d i t i o n

R a c i n g T o w a r d

t h e F u t u r e

M a r t i n s v i l l e

Virginia Beach Welcomes



When Thomas H. Muehlenbeck assumed his duties June 1 as Virginia Beach's new city manager, his reputation as a "workaholic" had preceded him. Advance news reports from Austin, Texas, where he has been deputy manager, spoke highly of the man selected by the resort's city council.

Yet, early-bird employees arriving at City Hall as early as 7:15 a.m. were surprised when they saw their new boss ahead of them. It is his policy to start his work day about 7 a.m., a trait news reporters found fascinating. After being questioned about his work habits for two days he finally retorted, "Is that really important?"

It wasn't, of course. As the days wore on Muehlenbeck met with department heads, aides, assorted personnel and generally became acquainted with his staff and adopted city. All who came in touch with him were impressed with his patience and perseverance. Always with the door wide open, he had time for everyone and gave each undivided attention.

Michigan-born, Texas-bred Muehlenbeck is 41 and prematurely graying. His blue eyes sparkle with a sense of humor and his quick wit and easy laugh immediately put

people at ease. He is known again through advance news reports for his tact and diplomacy, for cultivating contact between local government and taxpayers—all valuable attributes for a city manager, especially in a diversified city like Virginia Beach.

He began his career in public administration in Atchison, Kansas in 1967 and has since held four other positions in cities in Georgia and Texas.

His immediate priorities for Virginia Beach are continuing the search for a city water supply and developing a city capital improvement plan.

The new city manager has already purchased a home in the Middle Plantation neighborhood of the Little Neck Peninsula and will be joined in Virginia Beach by his wife, Myrtle, and two teenage children when their house in Austin is sold.

NEWPORT NEWS ***The 21st Century City!***

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City Manager

Virginia Beach — A Meeting Place



Virginia Beach's Pavilion has in the short time its been open become the cultural hub of the city. With both an excellent theater and a large convention hall the facility can easily handle the cabaret-style concerts of the Virginia Pops or a violin soloist or a theatrical production.

The lucrative convention business evaded Virginia Beach for much of its development period, primarily because there was little effort to attract the groups.

But with the creation of the Department of Economic Development in 1970 and eventually its Division of Convention Promotion, the city has jumped into the business with both feet. And it has paid off.

"I'm projecting a 20 percent increase in 1982 over 1981," said Hugh C. Barton, coordinator of the Division of Convention Promotion. "Even with the economy being a little soft, I foresee no problem with conventions."

The convention business has become a factor in the economic and physical growth of Virginia Beach. But it didn't happen overnight.

Back in the mid-1950s some farsighted citizens and city fathers decided the time was right to attract the convention trade. But there were no facilities to accommodate large gatherings, so the Alan B. Shepard Civic Center, nicknamed the Dome, was built.

The Dome, the first geometric shaped structure to be built in the United States, was a showpiece

when it opened in 1958. It is a unique building for convention and tourist trade alike.

In the 1960s, the Dome introduced some of the top names in the entertainment world at that time—the Beach Boys, Bobby Goldsboro, Roger Miller, The Rolling Stones and others. It attracted large conventions such as the Mid-Atlantic Shrine, the Virginia Association of Rescue Squads, trade shows, art exhibits, antique shows and other events.

The resort community and the convention business continued to progress. Steady but not startling . . . but two major events occurred that had drastic results on the city's future.

In 1964, the 17-mile Chesapeake Bay Bridge-Tunnel opened a land connection for Virginia Beach with the Eastern Shore and all points north. This provided a direct, time-saving link with the great northern cities.

In 1967, with the opening of the Virginia Beach-Norfolk Expressway, the city was conveniently linked to all north-south interstates and all points west.

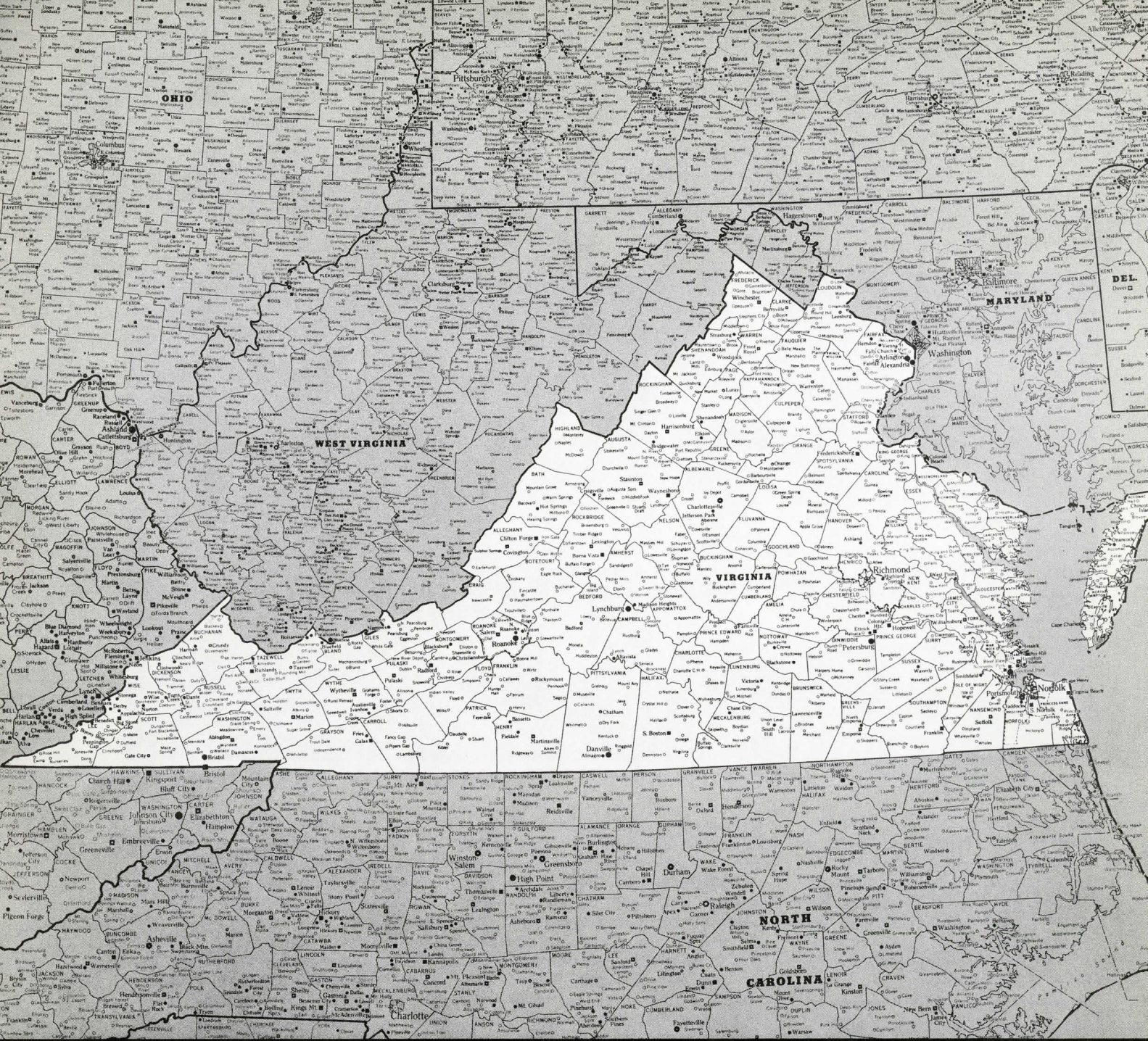
As hotel sizes increased, so did the number and size of conventions. Most convention solicitation continued to fall under the responsibility of the Chamber of Commerce and the innkeepers, with the city providing services and financial assistance, mostly in the way of advertising funds.

With the creation of the Department of Economic Development and its early convention promotion activities, however, the city became totally involved in assisting innkeepers in filling facilities and booking larger groups in the Dome.

By the mid-1970s, everyone recognized Virginia Beach's potential as a leading East Coast convention city. It only needed a facility large enough to accommodate big groups.

"We saw a jump in hotel conventions in 1978, which we attributed to our advertising program directed at this business. It was the first time we had actively solicited conventions," Barton said.

Convention figures attest to Barton's statement. In 1977, the city agency and the innkeepers attracted 32,000 delegates bringing



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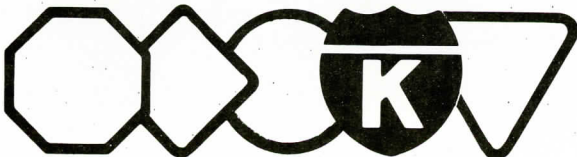
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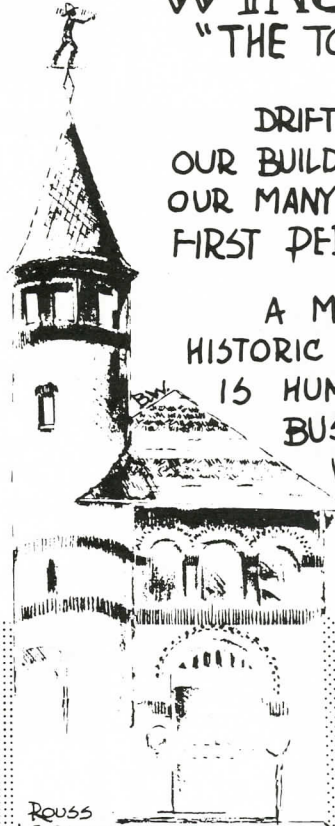


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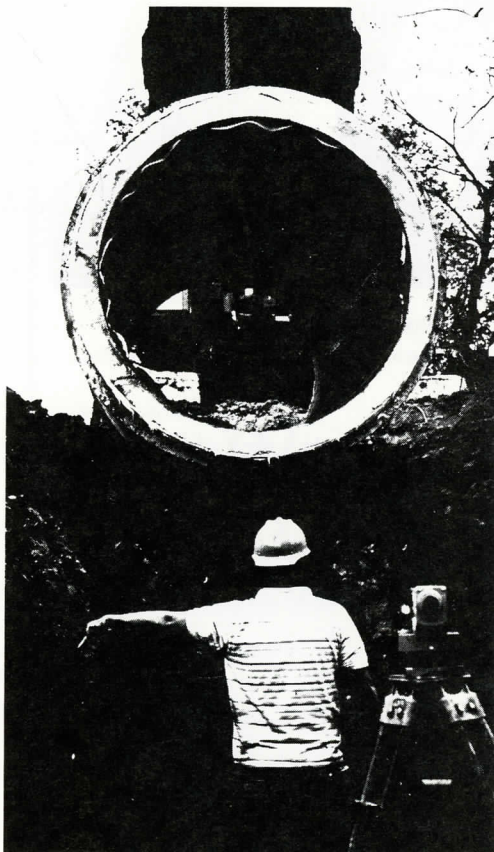


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(Prince William, from page 17)

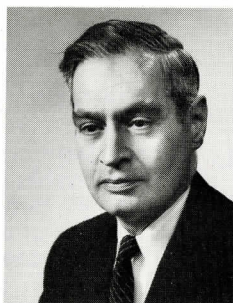
framework for the Board of Supervisors.

3. The budget process emphasizes setting priorities within individual departments and throughout the county. The Prince William County budget emphasizes this process of setting service priorities and does not avoid the difficult task of identifying them among competing services and departments. Department heads must list in priority order all new requests. In most instances, the County executive defers to the department head's priorities in recommending new dollars for the agency.
4. The budget demonstrates what happens when programs are not funded. The impacts of not funding particular budget requests are documented at the department level, evaluated at the budget office and county executive level and presented in detail to the Board of County Supervisors. The financial impact on future years for all board budget decisions is a current facet in the budget process.
5. The budget system is flexible. The financial impacts computer model and the budget priority list enable the staff to provide the Board of Supervisors and the public with a spectrum of budget alternatives. The system can respond to a wide range of "what if" questions by adjusting the variables (tax rate, expenditures and revenue growth) in the model and by reordering the priority list. Fluctuations in financial resources, such as reductions in state or federal monies, can also be quickly accommodated by adjusting the funding line up or down on the priority lists.

Summary

The goal of any budget process should be to provide the best possible decision-making framework for elected officials. To do so, the budget process must be straightforward and concise, yet comprehensive. Prince William County has developed such a process. The Board of County Supervisors has the tools to resolve difficult issues and to recognize the immediate and future implications of its decisions. In the process of local government, there is not better measure of achievement.

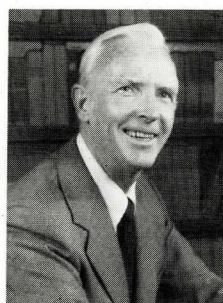
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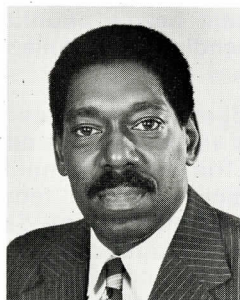
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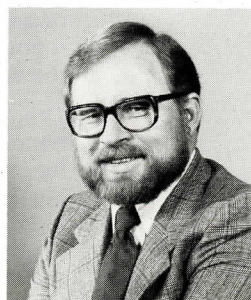
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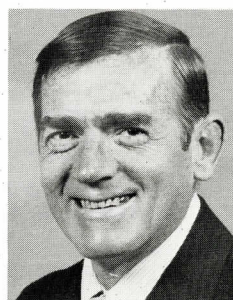
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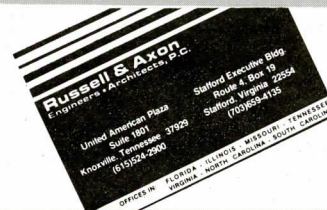
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Guild, Nathaniel B., Crain
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pp. \$39.95

In a time when inflation, high interest rates and taxpayer revolts have been front page news, increasing pressure has been placed on the managers of public funds to obtain maximum yields at minimum risk. Those low interest days when the cost of leaving sizeable balances in a checking account over the weekend were negligible are gone. Today's public sector financial managers must strive to put every idle dollar to work at the maximum return, often within very narrow legal constraints as to the definition of "acceptable level of risk."

The *Public Money Manager's Handbook* is an excellent guide for financial managers in small to medium size local governments. Such managers often can allocate only a portion of their workday to cash management and investment decisions, whereas larger governments can hire full time financial experts already well trained in the nuances of investment strategies. The sec-

tion perhaps of most immediate interest to a typical reader deals with short term investing. The two chapters in this section detail cash forecasting techniques and enumerate the many short term investment instruments available to local governments. Of the various cash management articles and publications I have seen in recent months, this is undoubtedly the most comprehensive and best written.

To build the necessary framework to determine just how much can be put into short term investments at any given time, the book examines techniques for disbursements, collections, managing float, selecting a bank and contracting for specialized banking services.

The remaining third of the book is devoted to long term investments with public pension managers obviously in mind. While this section provides a very interesting overview, it is doubtful that very many managers of small and medium sized communities would be involved in pension investment decisions. Those larger localities with their own pension funds would certainly hire specialists to manage their programs, and this section is far too general for that type of manager. Nevertheless, it provides a

useful and informative conclusion to a basic primer on the management of public funds.

The only reservations I have about the book are that it contains several typographical spelling errors, and that it has a hefty price tag of \$39.95. Unfortunately, I understand that many college text books are approaching this price range, so if you are looking for a way to upgrade your cash management skills without paying tuition for a seminar or college class, this book represents a good alternative. It is well written, can be read in several hours, was thoughtfully researched and above all, it is up to date.

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