

# Virginia Town & City

Volume 18  
September 1983  
Number 9

1983 Conference and Awards Issue

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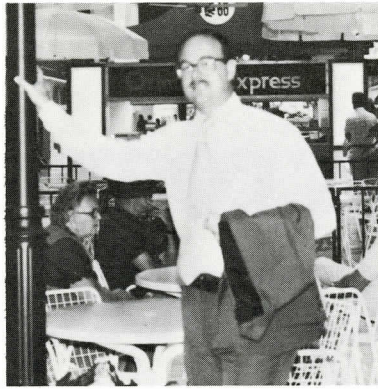
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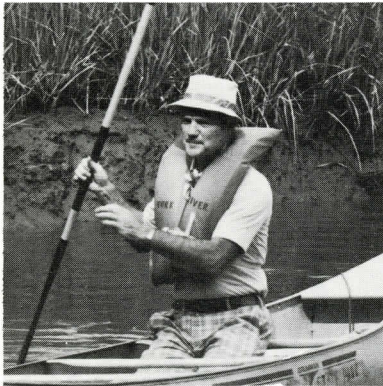
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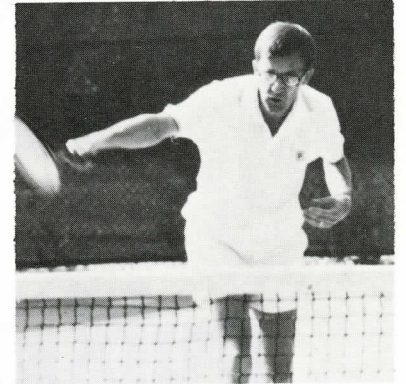
# The Many Faces of James City County



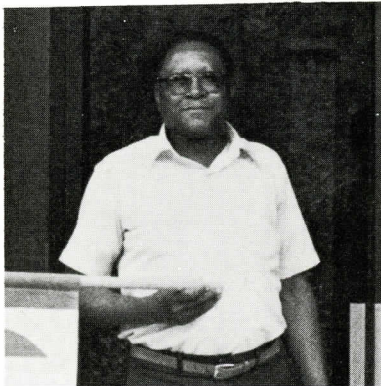
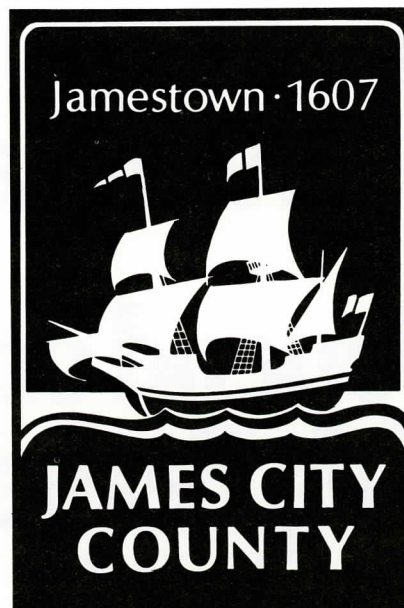
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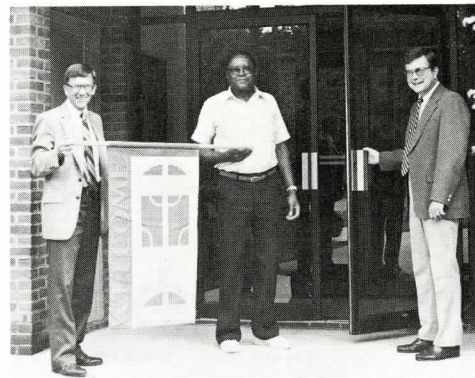
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We are proud of our community and its role as host of the VML Conference. Our red carpet is out. We are looking forward to your visit with us.



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# Virginia & Town & City

**Telephone** 804/649-8471**Volume 18****September 1983****Number 9****VML President**

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**On the Cover:**

James City County's administrative building is at the center of the county government complex. It houses the county's administrative offices and the board of supervisors' meeting room.

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**The Contributors:**

*Talented writers from the various localities contributed to the achievement award entries.*

*Sally Steele, communications administrator for James City County, contributed the stories on the host locality.*

*Nancy Denton, a free-lance graphic artist, designed the issue.*



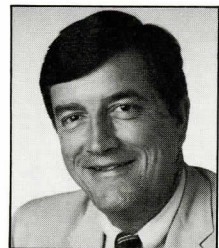
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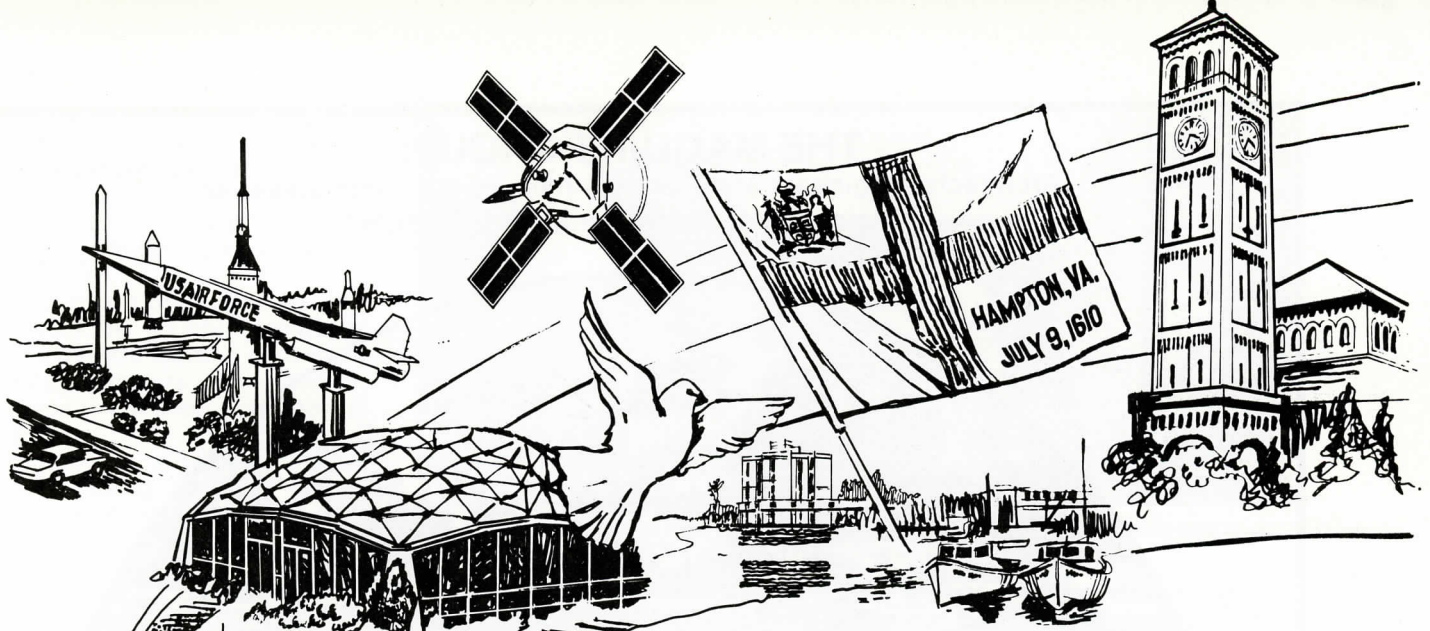


Jack's road maps and car keys are always nearby. If it means traveling across the state to present and discuss our options with you, he'll do it.

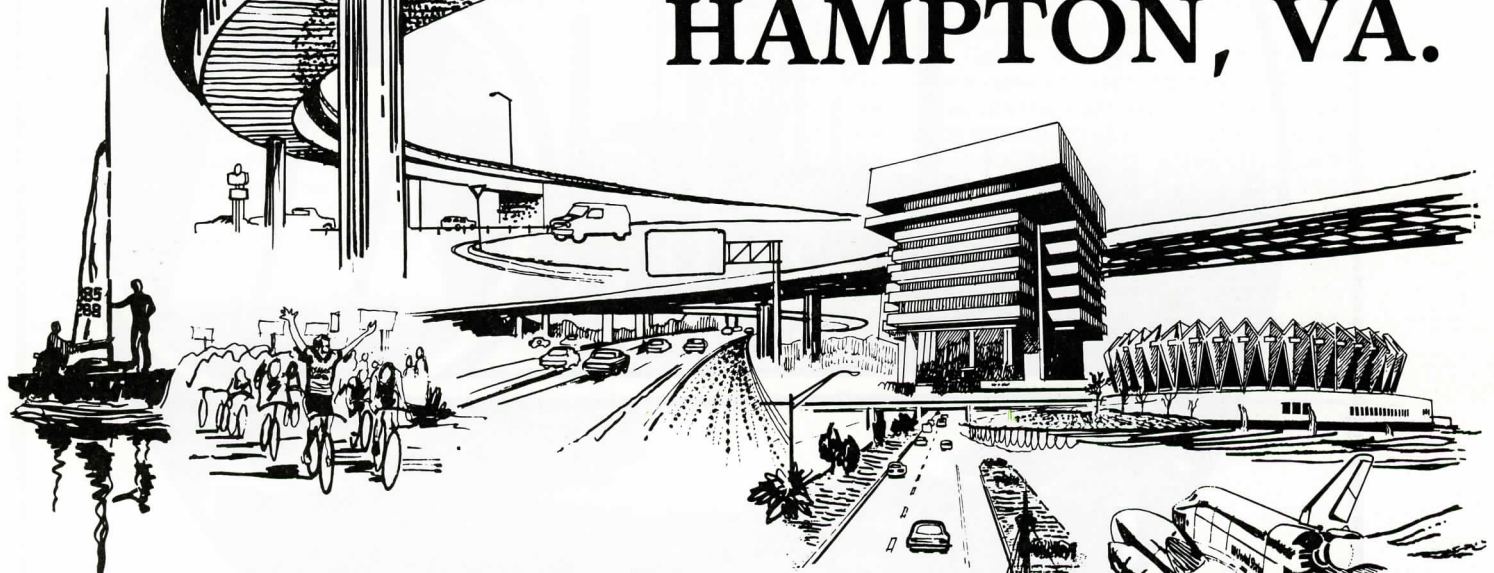
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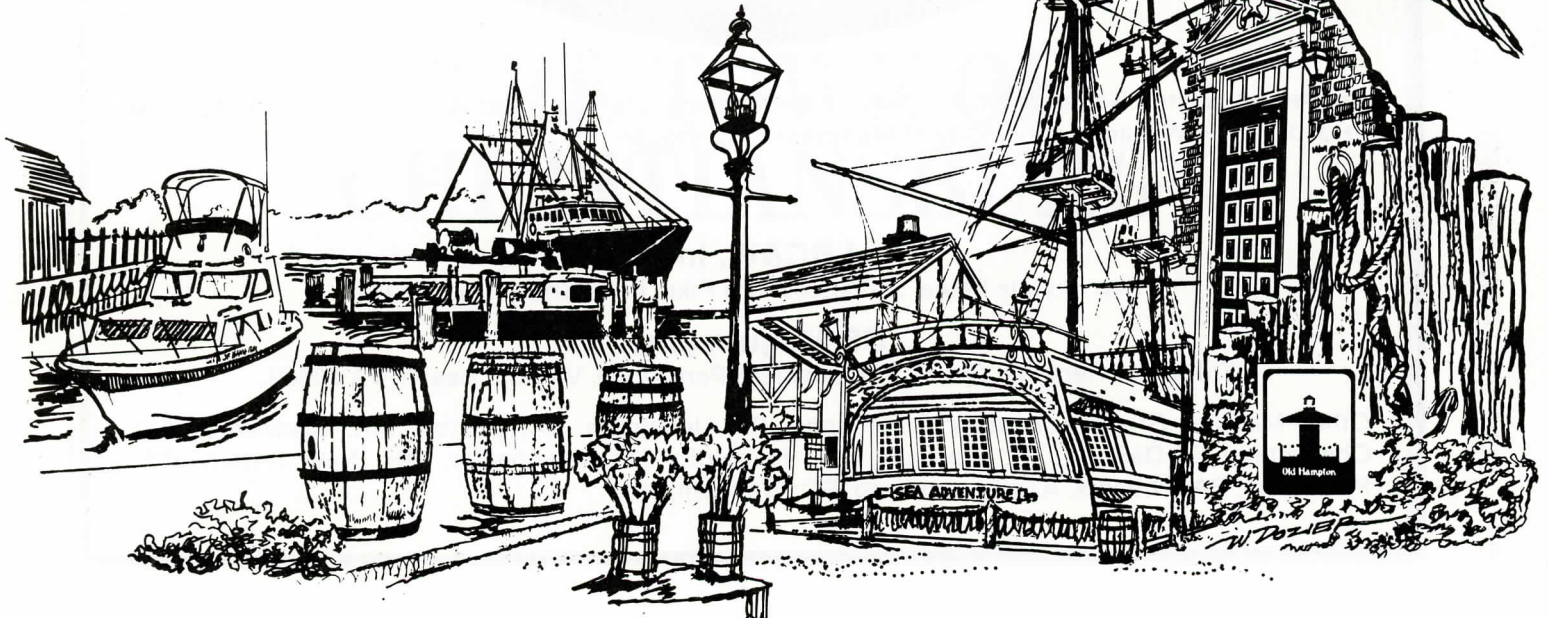




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# 1983 VML Achievement Awards

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Come blow your horn! Norfolk, Newport News, Pearisburg, Blacksburg, James City County, Henrico County, Appalachia, Alexandria, Pamplin—winners of the 1983 Achievement Awards.

You have much to be proud of, for you have appeared to pull “magical” strings. On a closer look, however, no strings were pulled. People, working together, perhaps a few long hours into the night, made things happen through creative thinking, effort and cooperation.

Pamplin, a town with its major industry devastated by fire, made a remarkable recovery. Appalachia, through real teamwork gave itself a downtown park. Newport News, with remarkable cooperative efforts and progressive thinking made a significant dent in a community’s crime rate. Creative thinking abounded in Alexandria’s Torpedo Factory project, Henrico County’s Metro Alternatives and Norfolk’s trolley system. Blacksburg and James City County demonstrated some progressive moves that have literally paid off. The changes in Pearis-

burg’s police department have paid off in another way—increasing officer pride and community esteem. And the development of Norfolk’s backflow prevention system must have taken untold work that has resulted in considerable acclaim.

But what is most outstanding is not the “pat-on-the-back” aspect of the awards that everyone involved rightfully deserves, but the scope of the effects throughout the commonwealth of the total efforts. Through these efforts, Virginia’s communities have been made safer, better and more efficient, benefitting all Virginia.

Our judges this year were Wayne F. Anderson, Virginia’s secretary of administration and finance; Jennifer Lantrip, assistant director of Virginia Commonwealth University’s Center for Public Affairs; and Harold I. Baumes, former executive director of the Virginia Municipal League.

This year the League made a special effort to recognize the efforts of Virginia’s towns.

## The 1983 VML Achievement Award Winners

### **Public Safety**

Newport News  
Pearisburg

### **Effective Government**

James City County

### **Transportation**

Norfolk

### **Environmental Quality**

Norfolk  
Blacksburg

### **Human Development**

Henrico County  
Appalachia

### **Community Development**

Alexandria  
Pamplin



# Reducing Crime in Briarfield Manor



*Renovated apartments, like the one above, contributed to a sense of community pride.*

Throughout the state and country police departments everywhere are faced with the ever-increasing problems of combating crime. Day in and day out they are plagued with reports of burglaries, robberies, rapes, murders, thefts. One wonders if the battle is ever won.

The city of Newport News took the bull by the horns and approached the crime battle by attempting to stop the act before it is committed. In so doing the city's police department launched a comprehensive program geared toward changing the attitudes of its citizens about crime and educating them as to ways they can help curtail the problem.

Last year the city's newly-formed Crime Prevention Unit initiated an innovative program. Known as the Briarfield Manor Project, the program is a cohesive effort of the public sector and Newport News governmental agencies to provide public safety and community betterment.

New Briarfield Manor, a federally funded housing project located on the fringe of the Newport News inner city problem area, was long known and recognized 'as a high crime area. With numerous changes in management and ownership since completion in 1940 the complex had deteriorated by the mid-70s. Renovation consisted of cos-

metic changes and did not address problems plaguing tenants.

A survey conducted by the Crime Prevention Unit indicated one common problem was the fear of being victimized by burglary. Police investigations showed Briarfield Manor had the highest consistent burglary rate in the city. Compared with more than 1,000 low-income units in the area, Briarfield had a 500 percent greater burglary rate and a 550 percent greater vacancy rate. On-site analysis indicated a distinct correlation between the safety features of the complex and the rate of burglary. Rear doors and windows had inadequate protection, lighting was poor and most units needed in-



terior and exterior repairs. What could be done to minimize the burglary problem and address the underlying needs of the residents?

A five-point conceptual approach was formulated by the police department stressing the following basic tenets:

—True success depends on changes of attitude, not simply statistical reduction of crime.

—Programs not placing equal responsibility of success or failure on the individuals they attempt to

backbone and with the realization that a successful project was dependent on identifying, interrelating and resolving individual needs and services, the Crime Prevention Unit tackled the functional aspect of the program in three parts—management problems, tenant problems and police and community relations.

To get the ball rolling, management was presented with a cost effective method of making Briarfield a safer and more productive hous-

cuss.

A resident mass meeting attended by Newport News city council members and management officials was conducted and repair projects at a cost in excess of \$800,000 (expended by management), as well as other programs, were outlined.

A tenant screening process was initiated and persistent trouble makers were evicted. A Crime Watch Program run by the residents was begun, and in an effort to develop interaction between the residents and establish a sense of belonging, organized recreational activities and programs were started.

Support was provided by other city agencies. The city Codes Compliance Department worked with specific structural deficiencies and repair programs. The Parks and Recreation Department developed programs and opened a neighborhood school, hiring a recreational director specifically for the Briarfield area. Also, Agricultural Extension Services made landscaping suggestions.

The residents formed a tenant association and by January 1983, they were seeking and receiving funds from area businesses for additional projects.

The success of Briarfield Manor Project is the result of the collaborative efforts of both the public and private sectors. Analysis indicates the first year period showed a 37 percent reduction in burglary and a 28 percent reduction in overall crime. Occupancy rate is above 98 percent and Briarfield has been added to several referral services who originally had rejected them from their lists.

The best measure of success is the change in attitudes evidenced by the cooperation and movement of all participants toward one common goal with a new mutual respect and understanding of each other. As stated by Police Chief Darryl Stephens, "It is important that citizens have a sense of pride and belonging to their communities. The Briarfield Manor Project is a prime example of what city government, the business community and citizens can accomplish when they come together to address a specific problem."



*A new sign added a finishing touch to the project renovations.*

serve should be resisted and not forced when equal participation is refused.

—Any human interaction requires flexibility due to changing needs, opinions and new alternatives. Programs should not be rigid or unyielding to frequent changes and improvements.

—Surface problems often mask basic intrinsic issues which the program should work to resolve.

—Programs should incorporate involvement of all police divisions without interruption of services to other areas of the city; no program should become the axis around which the department revolves.

With these basic concepts as a

ing project. Realizing that many tenant problems could be addressed through the managing agent, the Crime Prevention Unit solicited management as the catalyst to become aware of and act on tenant problems with the aid of two detectives. What better way to resolve a problem than when all involved parties work together for a common goal?

Receptive to the cooperative effort, management provided the police department with an apartment, utilities and telephone free of charge. In hopes of developing better community relations, residents were encouraged to call or drop by with anything they wished to dis-



# Pearisburg Police: A New Look—A New Image

When Pearisburg's Police Chief Earl Martin announced his plans to retire after 26 years with the department, his advance notice gave town council the opportunity to exercise some good planning in plotting the future direction of the police department. Council undertook this opportunity with sincerity and zeal.

During the winter of 1982 council began making an evaluation of the police department. One of the key elements of this evaluation was the effort to determine how the public perceived the department, its operation, programs, services and personnel. This process reinforced council's ideas on changes which were needed and brought to light items which the public felt should be addressed.

The evaluation revealed that the Pearisburg Police Department needed an improved image. Citizens did not understand department operations and little had been done in the area of public relations to correct this problem. Furthermore, the citizens expressed interest in a Community Watch Crime Prevention Program and better police coverage in both residential and commercial areas.

Internally, questions arose surrounding issues of leadership, training, morale and communications. In talking with police personnel it became evident the officers were aware of their public image and wanted to change it. Each member of the department had suggestions on dealing with the problems that existed, and each offered full cooperation to the person council selected as the new chief of police.

Good management was obviously needed to work toward the goals of the town, the council and the department. During early spring the "police committee" of town council devised a method to evaluate applicants for the position of police chief that was closely tied to the evaluation made of the department. Materials from the International City Management Association, the



*Community Services Officer G. R. Price fingerprints a Girl Scout during a safety talk.*

Police Foundation and the International Association of Chiefs of Police were found most helpful to the town in this regard.

With good planning, Pearisburg was able to secure an individual who was well qualified to meet the immediate needs of the department and who could take the lead in working toward the goals felt desirable by the citizens, the council and the department. Under the guidance of the newly appointed Chief of Police Ronald L. Lemons and Assistant Chief John T. Moyer the Pearisburg Police Department entered into several new concepts of policing which resulted in improved quality and productivity of police services.

A participative management approach was taken not only to solicit new ideas from the entire department but also to challenge each officer with new responsibilities. In the months that followed each officer was put in charge of certain aspects of the department such as investigations, juvenile, community services, firearms, business security, etc. With an officer concentrating on each area, the department and the individual officers benefited.

A new look became visible as changes were made in police uniforms and a complete reorganization of office space took place. A new filing system including all new



daily reporting forms was instigated as well as a new identification system with fingerprints, photo files and cross references in stolen property and offense categories. With an extensive criminal history file plus the new reports and files, the ability of every officer to perform his investigative duties was enhanced.

Schedule changes were made which benefited both the department and the town. With input from department personnel straight shifts replaced the previous swing shifts and were geared to each officer's preference. The new shifts resulted in shorter work weeks for the officers giving them time off after a maximum of five work days. On a 28-day schedule, the officers only work 19 days.

The schedule changes also provided double protection to the town during the evenings or peak crime hours. Officers are now familiar with the setting and activities of their shifts and changes from the normal are noticed much quicker.

Adoption of a "preventive policing" concept resulted in many new police actions also beneficial to the town. Business districts now enjoy foot patrols at night as well as in the daytime, and residential patrols have been doubled. In addition, school zones and high accident lo-

cations have become the targets of selective traffic enforcement.

Public safety and crime prevention programs initiated by the department have had the greatest positive impact and feedback from the town's citizens. Numerous safety programs were given to elementary and pre-school children and Girl Scouts in groups of 5 to 500. At a Halloween program "Witch Hazel" helped officers teach children about Halloween safety and every elementary child was given a bright orange trick-or-treat bag with candy. Other programs such as the Muppet Safety Show imported from the Wythe County Sheriffs Department have been both educational for the children and improved relationships with the police officers.

Community Watch Programs were promoted through talks, demonstrations and handout materials given by Chief Lemons to public citizen meetings at Town Hall as well as to numerous civic, church, neighborhood and block groups. Community Watch signs were erected at every entrance into town and the police department provided security audits for homeowners and businesses. Through "operation identification," the department provided electric engravers for marking property at no charge.

A new training program was undertaken with officers attending specialized training schools in officer survival, juvenile affairs, training methods and responsibilities, and post-blast and bomb threat investigation. After completion of the schools, attending officers presented seminars on the various subjects to the entire department. In-house training also was initiated on topics such as hazardous materials response and handling driving under the influence detection and enforcement.

Finally, ties with other towns in the county were made as the department realized the need for assistance and services from other local police and the sheriff's department. A mutual aid assistance agreement for police services was developed with the five other towns in the county and the sheriff's department.

With these undertakings preceded by some effective planning, the morale and public image of the Pearisburg Police Department have reached a new high. "Just as the doctors at our local hospital are as professional as any doctors in the country," said Chief Lemons, "the Pearisburg Police Department can be as professional as any police department in the country."

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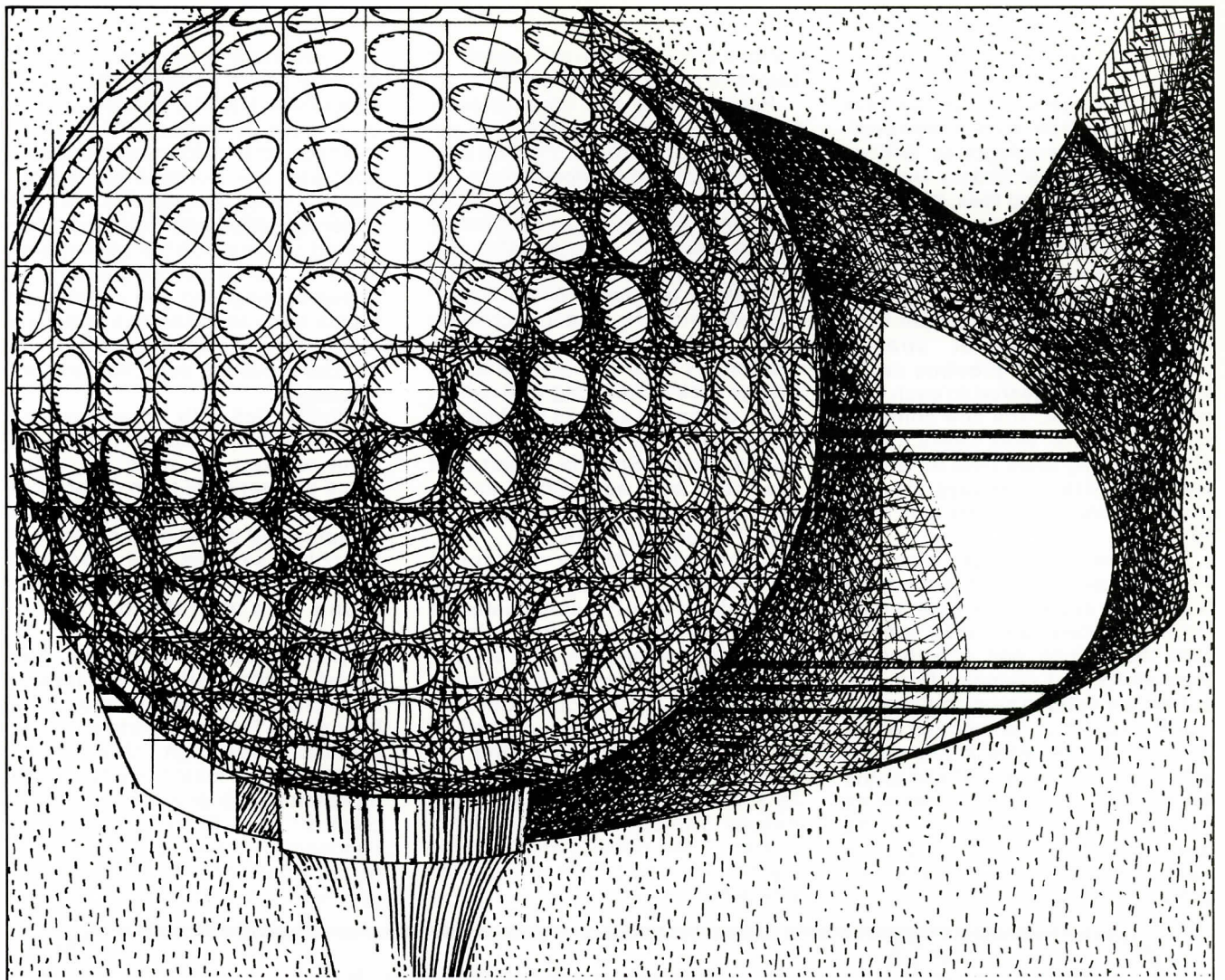


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Norfolk

# Making the City's Water System Safe

It happened in Virginia in 1979—the kind of mishap every municipal-dreads.

A professional exterminator was using a home garden hose to spray toxic chemicals when a temporary loss of water service sucked the deadly pesticide back into the supply line contaminating an entire area's water system. Fortunately no one died from the incident, but several people were taken ill and a number of water lines had to be dug up and replaced.

This type of mishap is far less likely to happen in Norfolk, however, because of the city's model Cross-Connection and Backflow Prevention Program.

The dangers of backflow, the siphon effect created by a loss of water pressure, have long been acknowledged by plumbers and utility professionals but generally have gone unrecognized by public officials and the public. Incidents of illnesses and poisonings caused by backflow conditions remain obscure, but the famed outbreak of legionnaire's disease in Philadelphia, probably caused in part by a backflow and cross-connection problem, increasing environmental concerns and the growing emphasis on water-related issues have brought increasing focus to the problem.

The city of Norfolk began its cross-connection and backflow prevention program in 1968 when first mandated by the U.S. Public Health Service. As in other communities, backflow devices became fairly common in schools, restaurants, hotels, mortuaries, bakeries, plating firms, bottling plants, shipyards, industries and other major water users. However, it was the fledgling Environmental Protection Agency that really turned the city's head. EPA inspectors raised the specter of major contamination from one of the thousands of foreign vessels that visit the port each year and really struck home. Throughout the city's 300-year history the sea lanes have brought industry and commerce, but sometimes pestilence and disease as well. A yellow fever

outbreak in 1855 wiped out almost half the citizenry. Under the tutelage of EPA the backflow prevention program was upgraded in 1973 and a clearly more aggressive approach was initiated.

Unfortunately, at the time there were no guidelines for an all out assault on possible sources of backflow contamination. Virginia municipalities had the authority to protect their water systems at the meter, but there were no local codes or state authorizing legislation to go on private property or require installation of preventative devices at the spigot level.

Division personnel essentially developed both, lobbying for passage of state initiatives and drafting the local requirements that would come to serve as model legislation elsewhere. Although there were several backflow devices on the market, no one had developed the technical criteria for their liberal application, created a testing program for code compliance, or adopted the generalities of laboratory findings to specific field situations. Norfolk's staff broke ground developing procedures manuals and training materials for its own personnel that would set the standard for professional plumbing and technical contractors as well.

A master list of businesses was prepared from license records and Environmental Services arranged for inspection, testing and certification of backflow devices at least annually at every commercial and industrial location in the city. Building, plumbing and housing inspectors were trained in the application of appropriate technology and backflow prevention was made a requirement of new construction, building renovations, housing code enforcement procedures and community development assistance programs in residential neighborhoods.

Norfolk literally wrote the book on municipal enforcement, developing the codes, the technical criteria, field applications, training manuals and the role of private partnership in the process. As a result, the city

now operates one of two national training, testing, and certification centers in the country (the only one on the East Coast) for backflow prevention techniques. Plumbing, building, mechanical and water utility professionals come to Norfolk from all areas of the country to sharpen their skills and earn credentials and Norfolk's Cross-Connection and Backflow Prevention Program has served as a model for the development of similar programs throughout the state. The sharing of this city's hard-won skills, knowledge and proven procedures has worked to protect not only its own citizens but citizens throughout the nation.

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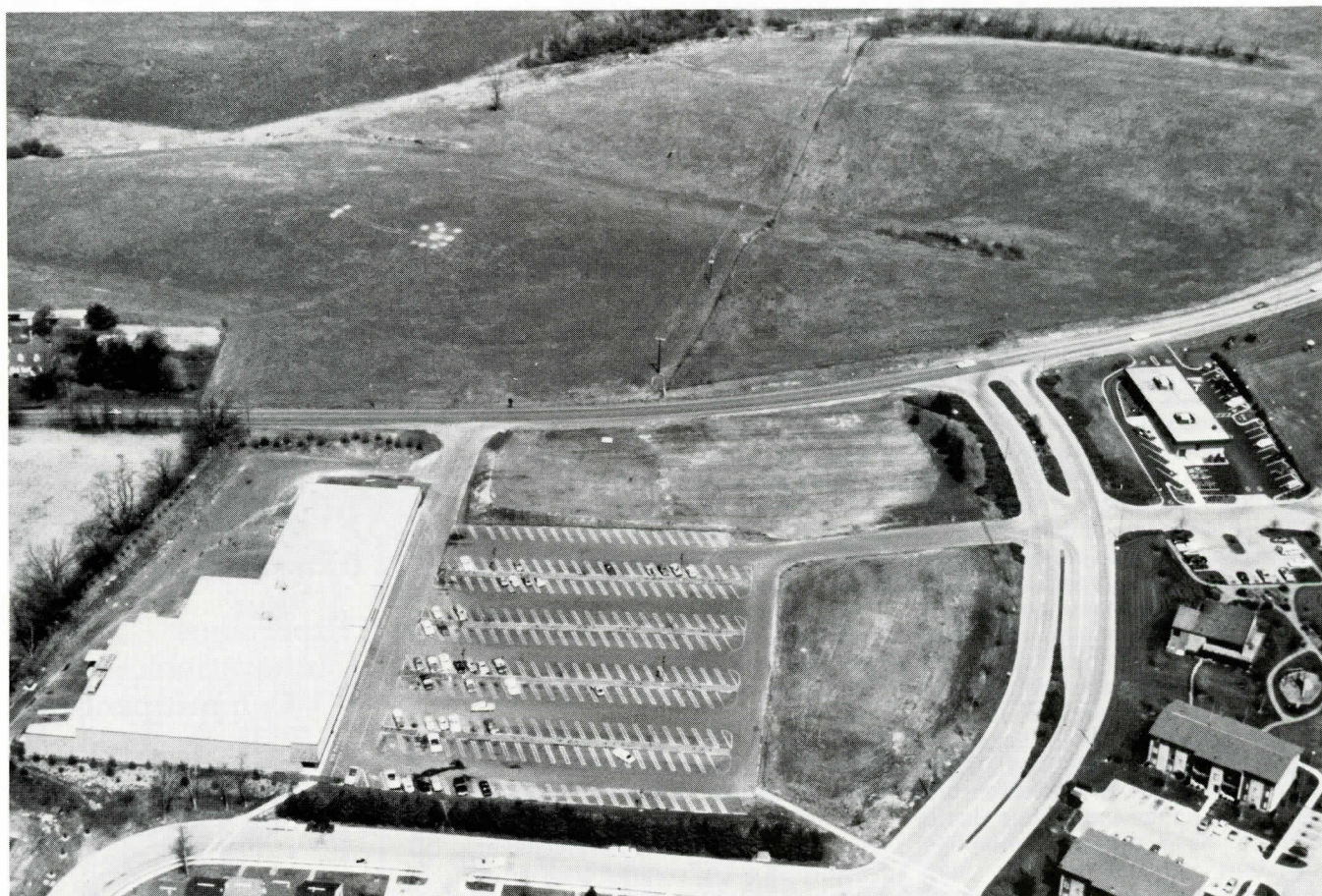


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# The Environmental Negotiation of Hethwood Village Shopping Center



*The existing shopping center with rental apartments, bank and sales office at right. Proposed development will take place in parcel above parking lot.*

An eight acre shopping center had been planned in Blacksburg as a neighborhood commercial center for Hethwood since the residential planned unit development was originally approved in the early 1970s. In 1979, the original developers, Snyder-Hunt Corp., sold the site to an outside developer, Little-McMahon of Charlotte, NC, who proceeded to design the shopping center, but several parties became concerned about potential land use impacts

and on-site and off-site traffic circulation.

The plan was eventually approved and the shopping center constructed with the first store opening December 1981. Difficulties continued however. After opening, the developer requested the town extend the operating hours which had been one of the conditions originally proffered by the developer. A small extension of the hours was approved, but the major portion of

the request was denied. The shopping center was sold to Lester Development Corp. Lester soon claimed that the recession and the limited operating hours were making it impossible to find tenants for the shopping center and therefore requested another extension of operating hours, which was again denied.

In the meantime, Lester proposed a gas station-convenience store-car wash complex for one of the out-



parcels. When the Blacksburg Planning Commission began reviewing the proposed site plan for the complex, it became apparent that there were widely diverging views concerning the development plan.

At that time, the planning commission and the planning department saw the need for outside help and the Institute for Environmental Negotiation from the University of Virginia was invited to assist the town in designing and facilitating negotiations aimed at arriving at a consensus on the future development of the shopping center. Without such negotiations, the only other realistic alternative appeared to be litigation.

The institute was asked to organize and mediate negotiations involving the five parties in the land use dispute: the town, Haymarket Square Homeowner's Association, representing a townhouse neighborhood across from the shopping center, Hethwood Foundation, an umbrella homeowners organization for the entire neighborhood, Snyder-Hunt Corp., the original developers, and Lester Development Corp., the present owners.

Representatives of the institute first interviewed representatives of each group. As a result, some pre-negotiating conditions which all parties were asked to agree to were set up. At the first meeting it was agreed that each party would be allowed up to three representatives and that negotiations should be completed in five weeks. The deadline was to coincide with the site plan approval schedule of the planning commission.

During the course of the negotiations, the facilitators first attempted to identify areas of agreement. Then areas of disagreement were isolated and the negotiations concentrated on trying to develop a consensus opinion that all parties could live with. All parties were assigned "homework" between the weekly negotiating sessions and in some cases private caucus sessions were held during the negotiating sessions. The length of the weekly meetings ranged from two hours to four and one-half hours.

While the negotiations were very difficult and trying for everyone, a twelve-point settlement was reached. The negotiators representing Haymarket Square Homeowner's Association and the Hethwood Foundation agreed to support the agreement before the planning commission and the town council, and the developer agreed to submit the agreements as part of the site plan proposal. The town agreed to

consider an amendment to its zoning ordinance, and Haymarket Square Homeowner's Association, Hethwood Foundation and the developer agreed to support the ordinance change. All parties agreed to support development of a convenience store, a gas station and a car wash. The area was clearly divided into two zones for hours of business operations and a number of agreements were made regarding lighting and the screening of car headlights.

This was the first negotiated settlement on land use in which the town had participated. The planning commission had a great deal of debate on the merits of the settle-

ment, however, the commissioners recommended the site design agreed to by the negotiating parties for approval and put to rest an issue which had continued to confront the community for more than two years.

The plan was unanimously approved by town council clearly avoiding a serious dispute over the development of the shopping center. Litigation was avoided, the shopping center owner and the neighbors feel the development plan and operating rules are settled and spelled out for all parties and the issue of operating hours is resolved for at least five years as stipulated in the agreement.

# Invest in a planner

As public funding tightens, our communities face serious cutbacks in housing, transportation, energy, social services—the full spectrum of social, economic and physical needs. And reacting to these cutbacks simply isn't enough.

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Milton Martin, President  
Planning Director, City of Hopewell, Virginia

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VML Achievement Award  
Effective Government  
James City County

# James City County's Data Processing Plan



Charlene Thomas, standing, and Jean Kuo, computer programmers, ran the office while Director Ham worked on the data collection survey.

The data processing office at James City County's Government Center has been a busy one since its creation in 1978. Each year the level of services it provides has increased with few problems. Because of its success, the county and the Williamsburg-James City County School Board last year created a joint Data Processing Steering Committee to develop a plan to direct the growth of data automation.

This committee was asked to evaluate the county's current computer resources and capabilities, determine future automation needs, devise an orderly method for satisfying those needs, produce a plan document and insure proper implementation of the plan. To tackle the tasks, the committee created a long-range planning subcommittee made up of the data processing manager, two administrative analysts from the Office of Management Services, a county planner and the school board's director of finance. An office automation consulting firm was selected by the subcommittee to aid in the initial phases of the project.

The consultant's role in the plan was a limited one. He conducted initial presentations for each county office, offered advice on the development of survey forms, assisted in the translation of user requirements to hardware and software specifications, edited the plan document and participated in the presentations of the final plan to the steering committee and planning commission.

Long-range planning subcommittee members gave themselves five months to complete the entire project. They were eager to have a completed plan ready by the time the capital improvements budget cycle began.

Early in the project the group discovered the job would be bigger than anticipated. Generating and maintaining enthusiasm for the project throughout the county government was difficult. But with



Jim Ham, head of data processing, explains part of the 5-year plan to county users.



continuing, visible support from county and school board administration, the group kept its spirits up.

Data collection began with the distribution of a survey designed to gather information about currently automated functions, non-automated office functions and expected changes in office functions or the volume of data processed. Information from the surveys was expanded by file research, site visits and interviews. In interviews key staff members in many county offices were asked to write a "wish list" of automation applications.

Evaluating the survey data involved categorizing all current and desired data processing applications by offices and by application type. Group members evaluated the applications using these criteria:

- Is the application urgently required?
- To what degree will the application provide or improve direct service to the public?
- Will the application result in substantial benefit to the community from the investment dollar?
- Does the application relate specifically to other existing or proposed systems?
- What is the likelihood of successful implementation?

After the applications were ranked, the group assessed what could be realistically accomplished during the five-year planning period. The full Data Processing Steering Committee then established priorities among the applications.

Hardware acquisition, software acquisition and development, and training were plotted on a five-year fiscal time line. A two-volume plan was compiled containing information about existing resources and applications, existing costs, future requirements and costs, projected costs and savings, and the timetable for implementation. Because the entire user community had been involved in the total process, the Data Processing Steering Committee gave its unanimous approval of the plan with only cosmetic changes suggested.

When the plan reached the board of supervisors as part of the formal capital improvements project approval process, the supervisors decided they did not have the necessary expertise to evaluate such a technical plan and a Data Processing Citizens Advisory Committee was formed from county residents.

The only major suggestion made by the committee involved soliciting bids from all interested parties

rather than considering only bids based on equipment made by the current computer manufacturer. That suggestion was incorporated in the Request for Proposals sent to potential bidders.

If all goes as planned, a contract for the equipment necessary to implement the first year of the plan should be awarded in early October.

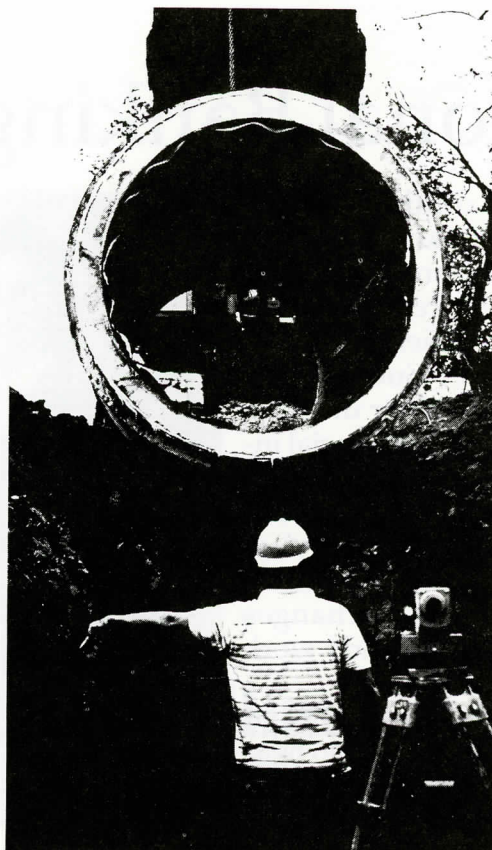
In addition to the achievement of the primary goal of producing a flexible blueprint for automated services for the county, the long-range planning effort produced a number of other benefits. By limiting the role of an outside consultant, county staff members learned how to plan and manage a project of this type as well as how to conduct field research and requirements analysis. In addition, the county became fully aware of the extent of in-house and time-shared automation services, their cost and their value.

Cost of the planning project was relatively inexpensive largely because it was conducted by in-house personnel. The board of supervisors

did appropriate \$22,500 for a consultant to oversee, critique and advise on the in-house process.

Total cost of the five-year capital improvement project is estimated at \$584,000 and will be funded through the capital improvement budget. Implementing the plan will save the county \$1.2 million during the five-year period. A two-to-one return on investment will be realized.

Equally important as return on investment is the improvement in the delivery of services to the public. A Crime Analysis Support System will shorten the time required to narrow a search for offenders and improve the police department's case clearance rate. Upgrading the computer system will improve the school board's student data base, improve the county's land data base, improve the catalog system at the regional library, improve equity in property assessment and reduce tax growth through long-term improvements in management productivity which will allow increased workload without increases in staff.



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Human Development  
Henrico County

# Seeking Solutions to Human Service Needs

Realizing human service problems do not stop at geographic or political boundaries and resources to address these problems are shrinking at federal, state and local levels, Henrico County created Metropolitan Alternatives.

Metropolitan Alternatives is a unique public/private partnership focusing on human service issues. Members of the group represent local governments (the city of Richmond and the counties of Henrico, Chesterfield and Hanover), the private sector (Metro Richmond Chamber of Commerce) and the volunteer sector (the United Way of Greater Richmond). They meet monthly to discuss what they see as the human service needs of their areas, identifying issues as they talk. From there the group acts as a catalyst for the development of "alternative solutions," solutions other than the traditional solution of more governmental operating funds.

Metropolitan Alternatives, led by Henrico's Deputy County Manager for Human Services George T. Drumwright Jr., developed out of a Human Services Innovations Project awarded Henrico County by the National Association of Counties and Stanford Research International Inc.

Metro Alternatives' first issue of common concern was day care. Investigation showed that despite the dramatic need for day care many centers in the area were closing because of money problems. The need was cited in a position paper, "Child Care: A Problem Diagnosis." Richmond area localities showed 35,194 children under age four, yet there are only 8,143 day care spaces available. This need was echoed by several corporate personnel directors who had been hearing the plea for years.

Metro Alternatives addressed the issue by sponsoring an educational seminar called "Child Care: Corporate Alternatives" which used a diverse group of organizations and businesses. Held in May 1982, 54 firms and businesses sent 80 repre-

sentatives to the seminar. Speakers emphasized that child care reduces employee absenteeism, draws and retains good employees, keeps families together and increases productivity. In addition, a booklet outlining employer tax incentives for child day care was distributed.

The results: within a day a developer from Henrico County inquired how he could attract a child care center to his corporate industrial park. Later, another downtown business contacted the United Way about developing day care for its employees' children and the Henrico County Board of Supervisors approved a rezoning case for property adjacent to the Henrico Government Complex to be used for a free-standing private center to provide county employees with day care services.

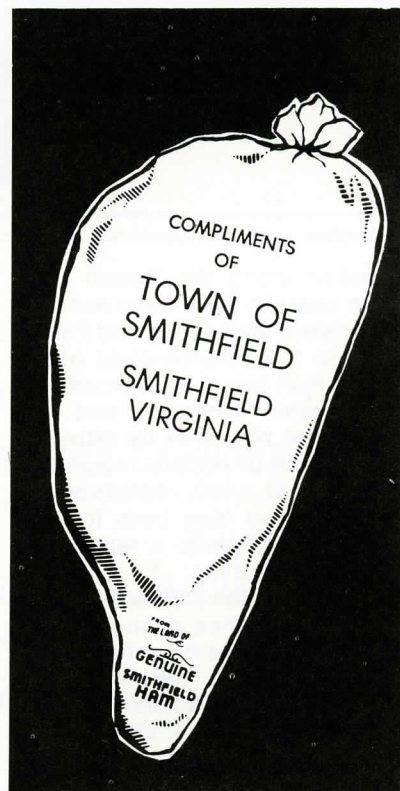
In the role of public advocate, Metro Alternatives stimulated a major Colorado based firm specializing in child care to make the biggest expansion move in its thirteen year history. The company would develop seven day care centers in the Richmond area within 12 months at a cost of about \$3.8 million. One company official called the area "underserved" by child care centers. In addition, a major area firm signed an agreement with the child care developer allowing any of its employees to use the centers receiving a 10 percent discount and waiving the \$25 application fee.

In another move, Henrico County agreed to approve the Bond Inducement Resolution for a national child care facility company for \$1 million to acquire, construct and equip two child care centers in the county. As part of the terms, the company agreed to reserve over the term of the bonds (normally 25 years) 17 child care slots in each of the facilities for children in the Aid to Dependent Children program or other comparable federal or state programs. This unique arrangement was conceived by L. Ray Shadwell, Henrico County Board of Supervisors member and previous chair-

man, who has been active in Metro Alternatives.

In addition to the child day care project, Metro Alternatives has conducted a survey of federal, state and local budget cuts experienced by area agencies. With the help of the Chamber of Commerce and key business people, Metro Alternatives published the results of the survey in a form useful to the business community. Strides are also being made in providing adequate housing for the mentally ill, another area of concern for Metro Alternatives.

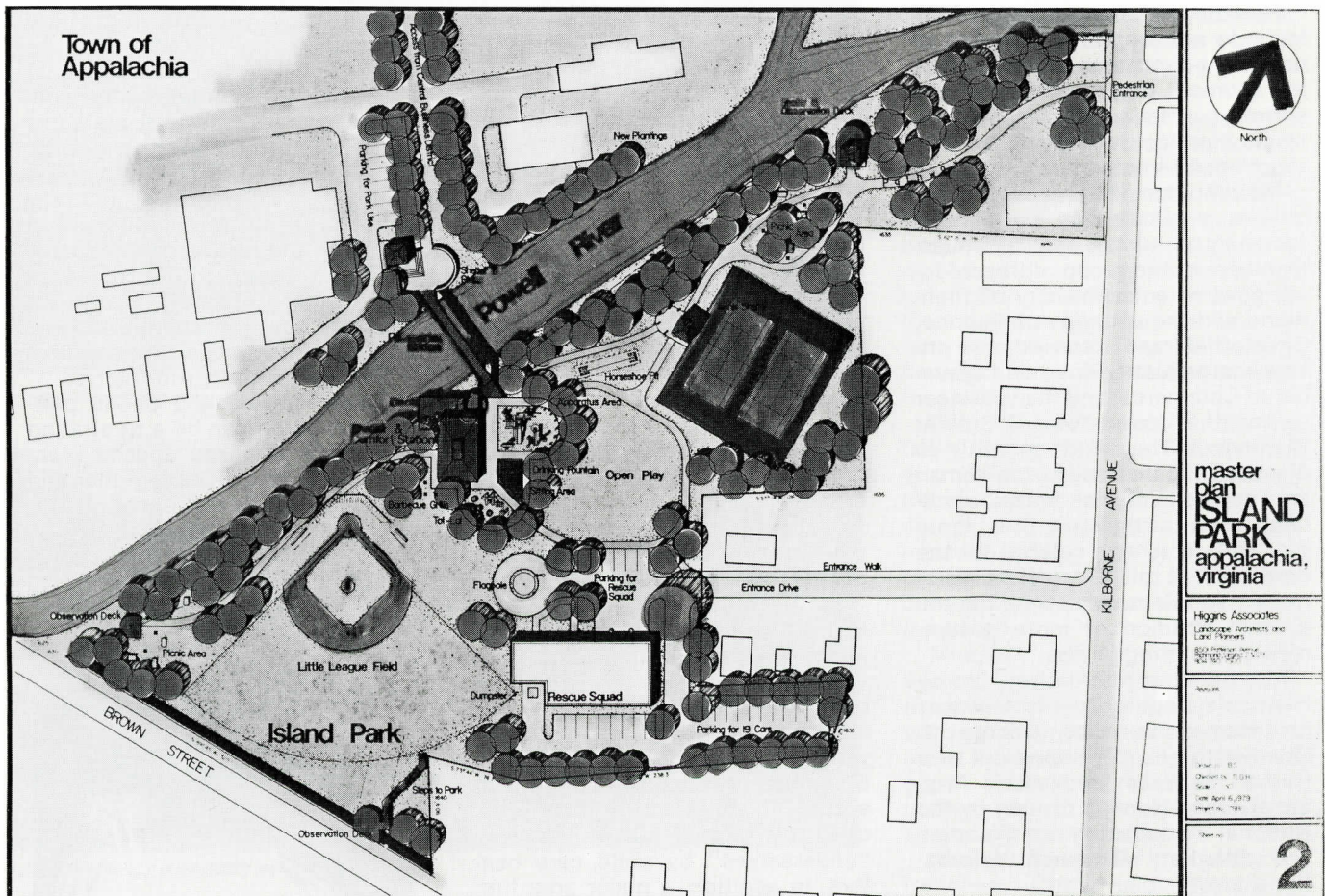
Getting private and public partnerships going can be a frustrating experience. It takes special planning to pull resources together and to channel ideas and energies into results, but Metro Alternatives has been a positive force in the area and demonstrated that it can be done.





VML Achievement Award  
Human Development  
Appalachia

# Island Park: An Oasis for Appalachia



*The designers' rendering of Appalachia's Island Park.*

Nestled along the Powell River like an oasis in an ill-used and poverty stricken land lies Island Park, a tribute to the determination of Virginia's small towns to overcome insurmountable obstacles and provide for the needs of its citizen's. For the town of Appalachia and its population of 2,850, recreation opportunities had long been lost. Island Park represents a renewal of those opportunities.

The name of the park was derived from its appearance as an island located between the downtown business district and the residential neighborhoods of Old and New Bottom at the base of Little Stone Mountain. The area was once a product of neglect, the town's eye-

sore, characterized by frequent flooding, abandoned junk cars and other debris, overgrown brush, sinkholes, infestation and severe topographic and drainage problems. Since, it has been transformed into a beautiful, efficient community park and town recreation center providing a means by which recreation programs, once again, can be made available by local government and private organizations.

The accomplishment is not so much the provision of needed recreation space, but rather the determination to overcome the many factors inherent to Southwest Virginia in order to provide the most elementary of public services.

Appalachia in particular had to

overcome the lack of financial resources created by an eroding economy and tax base, one which had declined in real dollars for ten years. This was particularly difficult in light of the deteriorating town infrastructure which demanded high priority. Also, the rugged mountainous environment contributes to a lack of undeveloped, physically suitable sites in the community and the enormous potential cost of any improvements.

Island Park was initially conceived for recreational purposes during the early 1960s by three Appalachia families. Property ownership was transferred to the Community League with the stipulation that it would be used for recreational



purposes. After many unsuccessful attempts at development, the league gave the land to the town in 1974.

Once obtaining ownership, the town requested assistance from the LENOWISCO Planning District Commission for preparation of conceptual plans for community-wide recreation facilities and assistance in submitting an application for Land and Water Conservation funds through the Virginia Commission of Outdoor Recreation. The initial concept prepared by LENOWISCO involved the development of Island Park with the Legion Hall Recreation Complex. The funding application was approved with a commitment of \$100,300 in grant funds and the town responsible for matching the amount in local monies and/or in-kind services.

It soon became obvious that the approved construction budget was completely inadequate to develop both facilities and in 1978 the town formally requested a revision of the project to allow development of only Island Park.

Island Park (4.29 acres) represented the only sizable tract of land available with a central location in town. In spite of the site's numerous problems, town council envisioned improvement as a stimulus for neighborhood and downtown revitalization. A direct link could be established between the commercial core and Old and New Bottom through an attractive park.

Although development funds were limited, development of the park included design features to ensure a lasting, top-rate facility. Additional property adjacent to the park was acquired through condemnation and some property was donated by property owners.

Plans were prepared in accordance with specific design considerations. The most costly recreation equipment and facilities are concentrated in highly visible areas within view of the 24-hour rescue squad facilities. Less accommodation for vehicular traffic is intended to discourage vandals, and on-site parking is limited to encourage park users to walk from surrounding residences or downtown. Emphasis is placed on ground cover and preservation of natural vegetation along the Powell River banks as opposed to extensive grass lawns requiring constant maintenance.

An arched pedestrian bridge over the Powell River provides easy access to and from the business district, encouraging park use by downtown employees, shoppers



and those enroute to the central business district. Pedestrian paths from three other entrance points offer access for all the surrounding neighborhoods.

Sycamore trees lining the river are preserved for bank stabilization and to provide an esthetic backdrop, and a memorial garden is planned at one entrance where town residents may contribute trees and shrubs in memory of


loved ones. Passive picnic areas are also interspersed along the river. Activity centers consist of a Little League field, a shelter/playground, tennis courts and picnic/observation areas. They are of a diverse character and allow activities to take place concurrently and independently.

The intensive involvement of the community at-large represented the one intrinsic feature of Island Park's development that contributed to its success. Site preparation was entirely an effort of the town's personnel and citizens. After a year of operation, the pride in such an undertaking shows. Vandalism is non-existent, no graffiti adorns the shelter walls and the park is extensively used by a diverse number of groups. The appraised value of the improvement amounts to more than \$450,000 supported only with the expenditure of \$100,300 in grant funds. It was not unusual to find employees and citizens operating a bulldozer, seeding grass or planting azaleas long after working hours.

The park encompasses a part of all those who planned, designed and built it with their own hands. After almost ten years, Appalachia once again can hear the crack of a Little League bat, the clang of horseshoes and the laughter of children on the playground.

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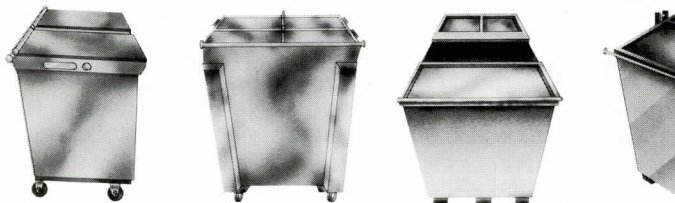
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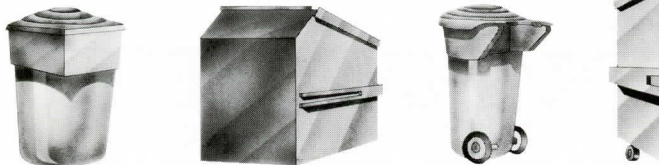


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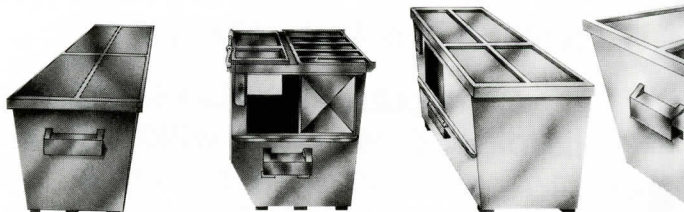
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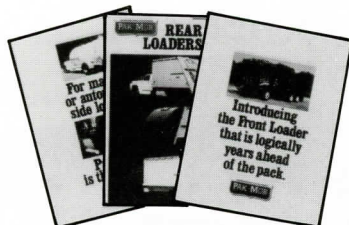
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# Building a Better Downtown

Downtowns are places with collections of activities that thrive on people; the more people the better. Downtown Norfolk is no exception. It's the people that create activity and breathe life into downtown businesses, structures and outdoor places.

People come to downtown Norfolk for various reasons—to work, to shop, to purchase services, to meet, to be entertained, to sightsee. Some come because they have always come; others because they are drawn by a renewed sense of excitement or new activities and combinations of activities not readily found elsewhere. Downtown opportunities have been rediscovered, but nowadays it takes a successful transportation system to have a successful downtown.

Historically people have used transit to reach downtowns. The advent of the automobile, however, brought the challenge of providing convenient parking. Also, downtown leaders have seen from their competition the desirability of providing easy access to other opportunities for the single purpose downtown user. Parking "service" and accessibility "service" heavily influence people's satisfaction with a downtown area, and greater satisfaction translates into increased downtown economic activity and enhancement.

The Norfolk Downtown Shopper and Parker Trolley Shuttle Project developed and grew out of the strong desire to see that these two services, parking and general downtown accessibility, were provided to the maximum satisfaction of anyone who had the inclination to use the downtown area.

Some time ago, downtown Norfolk employers and merchants along with city officials began to stress the importance of drawing together all-day, inexpensive peripheral public parking and diverse activities in a way that would be perceived as attractive, convenient and efficient. One approach was to tie together peripheral parking with the high-density employment in the downtown financial area. Another approach was to provide a midday shuttle service between downtown

office employment locations and the Granby Mall shopping and services district. Each approach was transit-based.

Initial success led to formation of the Norfolk Downtown Transit Group with its diverse membership from private and public sectors. Armed with evaluations, extensive technical support and option analyses developed by Southeastern Virginia Planning District Commission (SVPDC) and Tidewater Transportation District Commission (TTDC) staff, the group secured city council's authorization to implement the Shopper and Parker Trolley System. Implementation of the program rests with the Department of Public Works. The service together with capital grant support is provided by TTDC.

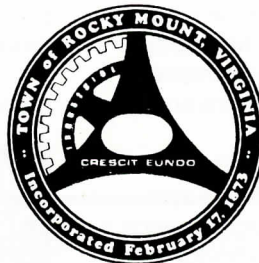
The trolley system currently consists of the two internal transit routes connecting the downtown employment area with parking facilities and Granby Mall. Plans are for the system to be extended to tie the downtown network with Norfolk's new Waterside.

The trolleys themselves are rubber-tired vehicles and a key element in the success of the program. Their high profile and easy visibility make them easily recognizable to patrons

and add to the perception that they are fun to ride. The vehicles hold more excitement and interest than the standard bus and are more convenient than automobiles.

The shuttle routes are not supported by fare box revenues. Costs have been made up through the city's public transit service support account and the earmarking of a portion of the revenue from the most remote parking lot that would receive little usage were it not for the shuttle route. The sale of advertising space on the trolleys is also a source of revenue. Some cost savings has also been realized by the consolidation of previously duplicative services. In addition, the trolleys can be made available on a charter basis to supplement city tourist and convention activities.

The Norfolk Downtown Transit Group appropriately brought together private and public interests to make downtown Norfolk work better. The convenient, accessible and supportive shopper and parker transit system is an important element in downtown's success. The approach gives benefits both presently and prospectively, adding to heightened activity in downtown Norfolk and increased expectations for the city's future.



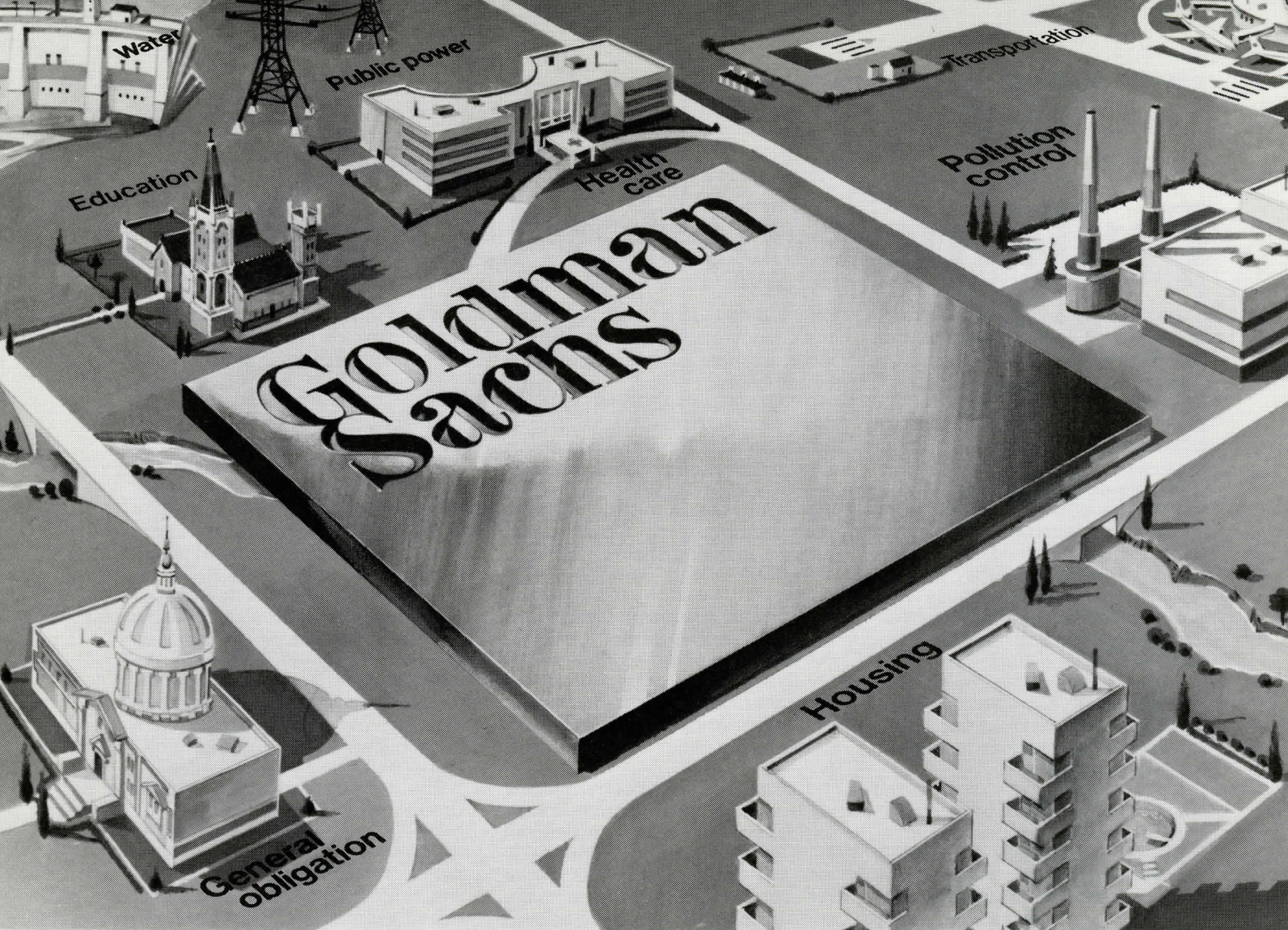
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# Alexandria's Torpedo Factory Art Center



*The Torpedo Factory, once an artillery plant, now an art center, is cased in glass and draped with flags.*

On May 20, 1983 the Torpedo Factory Art Center's renovated facility opened as the permanent centerpiece of the city of Alexandria's waterfront development project. This event marked the culmination of more than a decade of cooperative public and private community development effort.

Located on the Potomac River in the heart of the Old Town historic district, the Torpedo Factory complex was an unlikely source of civic pride or artistic appreciation when purchased by the city of Alexandria in 1969. Today, adaptive reuse and development of one of these buildings as an art center has become a major city cultural asset and a source of inspiration to other localities in Virginia and around the country.

Constructed in 1918 and expanded during World War II by the U.S. Navy, the four large buildings on six acres of river waterfront were designed to manufacture torpedo shell cases and serve as an ordnance plant. Production ceased in 1945 and the complex then became a federal repository for miscellany: old tax files, Nazi war records, and even surplus dinosaur bones from the Smithsonian Institute.

After an extended period of negotiation with the federal government, in 1969 the city of Alexandria purchased the complex with ownership transfer to be effective in 1974. The city chose to gamble on a new concept, an art center, and the Tor-

pedo Factory Art Center began in December 1973 when the Alexandria City Council unanimously agreed to appropriate \$140,000 in capital funds to paint the exterior, expand the existing plumbing and electrical services and build interior studio walls.

Marion Van Landingham, the art center's first director and then president of the Art League, rapidly enlisted a group of dedicated professional artists to organize and launch the project. The art center opened July 1974 and proved to be an attraction to more than half a million visitors a year.

The unique attraction of the Torpedo Factory Art Center centers on the working studios of more than 200 professional artists and apprentices. Unlike other art centers, studios are open so visitors can meet the artists, watch them work and ask questions.

The success of the art center project had a number of positive impacts on planning for the long-term development of the entire Torpedo Factory complex. A new plan called for renovation of three existing structures and dedication of the original and oldest Torpedo Factory building for public use.

In the spring of 1979, the Alexandria Waterfront Restoration Group's bid for development of the Torpedo Factory complex was accepted. The agreement called for the sale of two sites by the city to the group. The largest, inland from the waterfront,

would be razed for the development of 114 one-to-three bedroom condominium units to be built atop a garage facility.

The second site was sold for private development. It contained one of the more modern factory buildings which, when renovated, would be a five-story structure containing 104,000 square feet of rental office space. The waterfront behind both buildings, would feature a multi-level plaza with additional parking, small waterfront market buildings, kiosks and glass structures. The old wooden pier would become a small boat marina, while Pier One will have berthing available for tour boats, tall ships and other seaside visitors. The centerpiece, a restaurant at pier's head, will be designed after a 19th Century Victorian rowing club.

For the renovation of the principal building planned to house the art center, the city of Alexandria's Archaeology Research Program and Laboratory and facilities for public meetings, the city committed \$2.9 million of capital funds. In these tough times it is important to stress the problems and solutions for creating a self-sustaining program that can pay its own way rather than depend on grants or public subsidy. In this regard, the new facility is unique in some of its financing mechanisms. The new facility is the first municipal building in Virginia planned to be financed under provisions of the Economic Recovery Act of 1982 permitting "sale-lease-back" financing. This will result in a savings of \$1.2 million or approximately 20 percent of total construction cost. The city's lease payments will include custodial, utility and maintenance costs. Management of the facility's use and programs will continue to be the responsibility of city employees.

Alexandria found that a creative partnership of public and private interests and resources can produce solutions that benefit all sectors of the community.



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# Pamplin's Recovery



*The morning of March 8, 1982 dawned on this scene of Pamplin's major industry and left many people without jobs.*

March 8, 1982 brought a morning the townspeople of Pamplin are not likely to forget. The small town of 237 people awoke to find its major industry in ruins. The Amelia Dress Co. had burned to the ground and 48 people were instantly out of work.

Although no one was injured in the blaze, the town's economy was severely threatened as the town's retail businesses soon felt the squeeze of the community's reduced income. Yet as is often the case, out of disaster arose new opportunities and the story that follows is one of success brought on by the hard work of the residents of the community and the cooperation of private industry and the county.

Members of the community met with the intent of working out something to put the factory back into production. A local bank offered to finance a new building and the equipment necessary to resume production; however, three months

after the fire the owner decided not to rebuild.

At the time, the townspeople were very much aware of the permanent closing of the Pamplin Elementary School. The school had served about 150 Pamplin children in kindergarten through sixth grade and most of the population had attended this school. In fact the townspeople had put up quite a fight to keep the school from closing as many parents were concerned about their children riding the school bus 10 miles to 15 miles twice each day to another school. However, soon enthusiasm began to mount for using the vacant school building to house a new garment factory.

The idea appeared to be sound but the town encountered difficulty in finding qualified help to operate the business. Consideration had been given to urging the former plant manager to start up the busi-

ness, but he had gone to Texas to work in a garment factory where his wife was living.

The town next contacted the State Division of Industrial Development. "They were not really interested in trying to help us find a tenant for the vacant school building," said Mayor Patrick Harrison. Too many vacant school buildings were available and no public water or sewer lines were available. The final answer: "We would have to locate a tenant ourselves."

The town was determined to get the garment workers back on the job and so began to look for an employer. The former factory manager contacted the operator of a number of garment factories. The interest was there and a deal was worked out provided the town could obtain ownership of the school building.

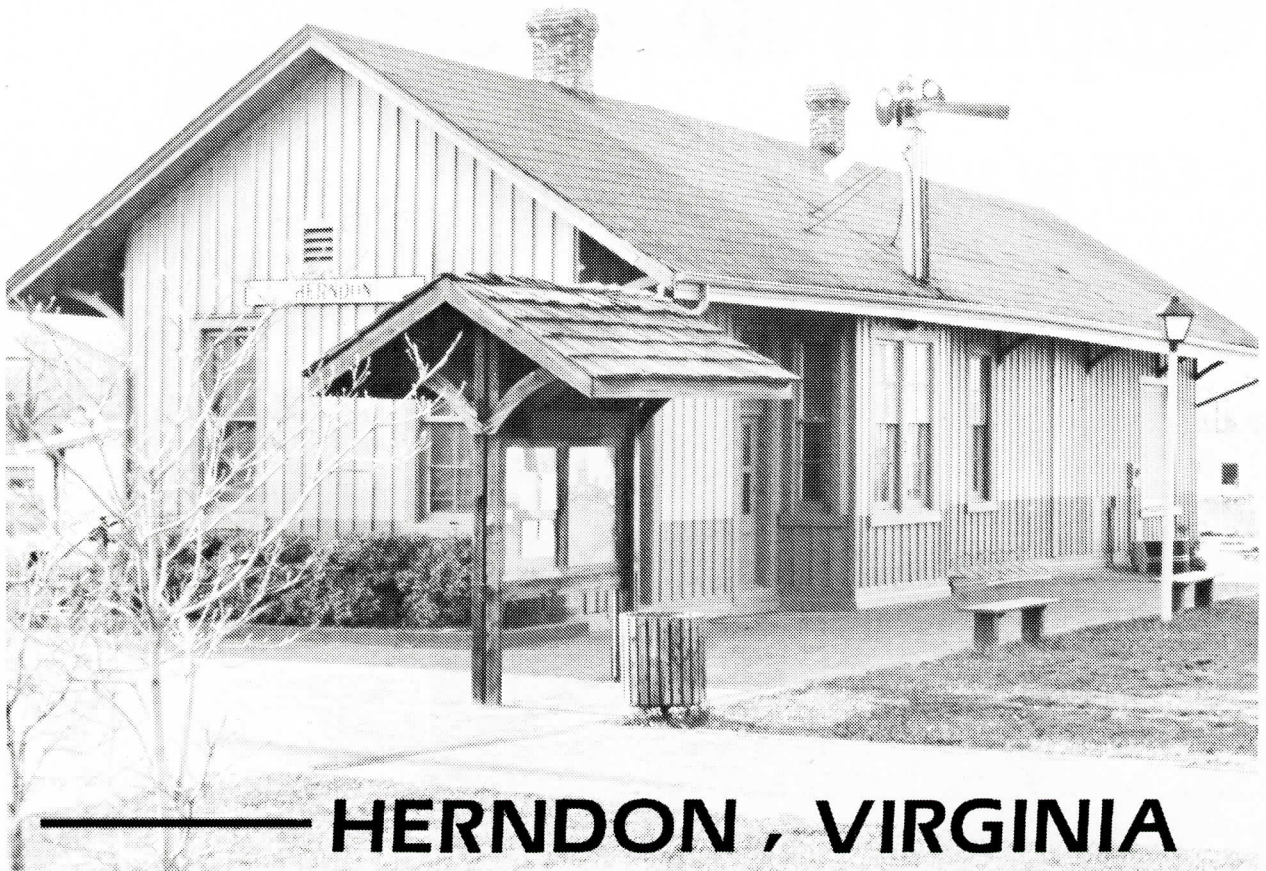
Appomattox County School Board held the title to the school building. The school board agreed to turn the building over to the county board of supervisors who in turn gave it to the town of Pamplin. The town furnished approximately \$30,000 to renovate the building to suit the tenant's requirements. The money will be repaid in monthly installments over a five-year period with the right to renew the lease.

Renovation of the building began in November 1982 and a number of area people volunteered help in order to hold down costs. Windows were boarded up with insulation and plywood to cut down on cold winter air and to make air conditioning easier. The renovation ran smoothly except for a problem toward the end in getting some electrical equipment required as part of the wiring system.

Work on the new factory was completed in December and start up was scheduled for Jan. 3, 1983. By January 20, there were 30 employees on the job; by April there were 50. The employment level of the old factory has been matched. More employees will be added as the business can absorb them, and a rapid decay which could have all but destroyed the community has been prevented.



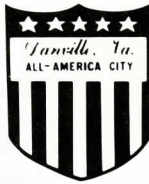
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excitement and growth of the future.***





## CITY OF DANVILLE

AND ITS



WATER, GAS AND ELECTRIC DEPARTMENTS  
DANVILLE'S MUNICIPALLY OWNED UTILITIES

**"A City on the Move"**



**Courtesy of  
the Mayor and  
The City Council**

# 1983 IS OUR 99th YEAR NEXT YEAR WE CELEBRATE—



## PLAN NOW TO JOIN US!!



# VIRGINIA MUNICIPAL GROUP SE

The Virginia Municipal Group Self Insurance Association was formed on July 1, 1980 with 10 members. Since that time it has grown to over 100 members. The total premium in 1980 was \$1.5 million in annualized premium with more members joining. The average experience and investment earnings are returned to members. For 1980-81, 21% was returned, and for 1981-82 the average dividend was an excess of 50% of their premium. As of July 1, 1983 there were 100 members. Current membership in the Association includes:

Town of Abingdon  
Albemarle County Board of Supervisors  
Albemarle County Service Authority  
Alexandria City School Board  
Town of Altavista  
Amelia County Board of Supervisors  
Amelia County Public Schools  
Town of Appalachia  
Arlington County School Board  
Town of Ashland  
Bedford Recreation Commission  
City of Bedford  
Town of Berryville  
Town of Bluefield  
Botetourt County Board of Supervisors  
Town of Buchanan  
Buckingham County Board of Supervisors  
Campbell County Board of Supervisors  
Town of Cape Charles  
Charlotte County Board of Supervisors  
Charlottesville-Albemarle County Airport Board  
Charlottesville-Albemarle County Joint Security Complex  
Charlottesville Redevelopment and Housing Authority  
Chesapeake School Board  
Clarke County Board of Supervisors  
Town of Cleveland  
Town of Colonial Beach  
City of Covington  
Crater Detention Home  
Town of Crewe  
Cumberland County School Board  
Cumberland Plateau Planning District Commission  
Town of Dayton  
Town of Dumfries  
Town of Edinburg  
City of Emporia

Town of Exmore  
City of Fairfax  
City of Falls Church  
Town of Farmville  
Town of Fries  
City of Galax  
Town of Gate City  
Giles County Board of Supervisors  
Giles County School Board  
Goochland County Board of Supervisors  
Town of Gordonsville  
Grayson County Board of Supervisors  
Greensville County Board of Supervisors  
Greensville County School Board  
Greensville County Water & Sewer Authority  
Greensville-Emporia Department of Social Services  
Town of Grottoes  
Halifax County Board of Supervisors  
Hampton Redevelopment & Housing Authority  
Highland County School Board  
Town of Hillsville  
City of Hopewell  
Town of Hurt  
Town of Irvington  
James City County Board of Supervisors  
James City County Service Authority  
James City County Social Services  
James City County-Williamsburg City School Board  
Town of Kenbridge  
Town of Keysville  
Town of Kilmarnock  
King & Queen County Board of Supervisors  
King & Queen County School Board  
King William County Board of Supervisors  
King William County School Board  
Town of LaCrosse



# SELF INSURANCE ASSOCIATION

ation began offering workmen's compensation insurance as grown to almost 150 members and approximately \$5 joining all the time. The program is available to all cities, ment agencies. Savings accrued through favorable loss mbers as dividends. For 1980-81 an average dividend of dend was 32%. Some members received a dividend in the program offers a 15% up front rate deviation to all cludes:

Town of Lawrenceville  
Town of Leesburg  
Lord Fairfax Planning District Commission  
Loudoun County Fire & Rescue Association  
Town of Lovettesville  
Town of Luray  
Manassas Park City School Board  
City of Manassas Park  
City of Martinsville  
Mathews County School Board  
Middle Peninsula Planning District Commission  
Middle Peninsula Regional Security Center  
Town of Middleburg  
Montgomery County Board of Supervisors  
Montgomery County School Board  
Town of Narrows  
New Kent County Board of Supervisors  
New Kent County School Board  
Norfolk Redevelopment & Housing Authority  
Northern Virginia Planning District Commission  
Northern Virginia Transportation Commission  
City of Norton  
Nottoway County Board of Supervisors  
Nottoway County School Board  
Patrick County School Board  
Town of Pearisburg  
Peninsula Transportation District Commission  
City of Portsmouth-CETA Agency  
Powhatan County School Board  
Prince Edward County School Board  
Prince George County Board of Supervisors  
Prince George County School Board  
Town of Purcellville  
Town of Quantico  
City of Radford  
Rapidan Service Authority

Rappahannock Rapidan Planning District Commission  
Rappahannock Social Services Department  
Town of Rich Creek  
Town of Ridgeway  
Town of Rocky Mount  
Rowanty Vocational Technical Center  
Town of Rural Retreat  
Russell County Board of Supervisors  
Russell County CETA Programs  
Shenandoah County Board of Supervisors  
Smyth County Board of Supervisors  
City of South Boston  
Town of South Hill  
Southeastern Virginia Planning District Commission  
Southwest Virginia Alcohol Safety Action Program  
Stafford County School Board  
Town of Stanley  
City of Stuart  
City of Suffolk  
Town of Tazewell  
Town of Timberville  
Town of Urbanna  
Virginia Association of Counties  
Virginia Housing Development Authority  
Town of Victoria  
Town of Vienna  
Town of Vinton  
Virginia Municipal League  
Warren County Board of Supervisors  
Town of Warrenton  
Town of Warsaw  
City of Waynesboro  
Town of Weber City  
Town of West Point  
West Point School Board  
Town of Wytheville

For further information contact:

John M. Wyatt, IV  
Account Executive  
Alexander & Alexander of Virginia, Inc.  
P.O. Box 1177  
Richmond, Virginia 23209  
(804) 788-4490



# *The Town of Vienna*

*Is Proud to Continue  
Its Active Participation  
in the  
Virginia Municipal League*



*Drawing by Vienna artist David Paul Skibiak*

*One of the oldest and most distinguished landmarks in the Town of Vienna is Moorefield, built around 1790 as the home of Baptist minister Jeremiah Moore, who campaigned for freedom of religion and separation of church and state in Virginia. It is believed his preaching and writing influenced Jefferson, Washington, Madison, Mason and other leaders in establishing the principles of religious liberty in America following the Revolutionary War.*

*Moorefield has been placed on the Virginia Register of Historic Landmarks and on the National Register of Historic Places.*



The City Council, Administration  
and Citizens of Martinsville  
Congratulate

**COUNCILMAN  
FRANCIS T. WEST**

On a Successful Term as  
President of the  
Virginia Municipal League



*Francis T. West, President  
Virginia Municipal League  
1982-1983*





# The Annual Report

By the President, Francis T. West

This has been a year of great challenge to the state and the cities, towns and counties of the commonwealth of Virginia. Local governments in Virginia and the nation as a whole have been through some of the most austere times in recent memory and by working together through our association, the Virginia Municipal League, we have come through this year in strong shape.

There have been no startling new programs developed and funded to assist local government through this difficult time. Instead, we have depended on strong leadership from our elected officials and strong management from our local managers. As a result most local governments through cutbacks and innovative management have been able to weather these difficult times without major tax increases and with a tolerable level of program reductions.

The VML has proven very beneficial during this period by working to ensure that the state did not pass the brunt of its budget cuts on to local governments. The General Assembly this past session restored nearly all the cuts the administration had proposed in education. In addition, corrections received additional monies despite these difficult times with the addition of \$4 million to partially fund the new corrections reimbursement formula. There were some cuts in compensation board funding and in a few smaller areas, but the bulk of local government aid remained intact. This I am sure was a major factor in helping all of us in local government weather these difficult times.

In the administration's preliminary budget projections for the 1984-86 budget, the governor is placing a significant new commitment to education and to full funding of the new corrections formula. This is a further indication of state/local relations strengthened through your involvement in your association.

Over the past year the league has been involved in a variety of specific activities to benefit your locality. For example, last year at this time

we concluded the first round of negotiations with the Appalachian Power Co. for localities in that electrical service area, and this year I am pleased to report that another round of our ongoing negotiation process with Virginia Electric and Power Co. has been completed. Based on our successes in electrical utility rate negotiations for local governments, another joint effort with the VML and the Virginia Association of Counties is being launched as we recently began negotiations with Chesapeake and Potomac Telephone Co.

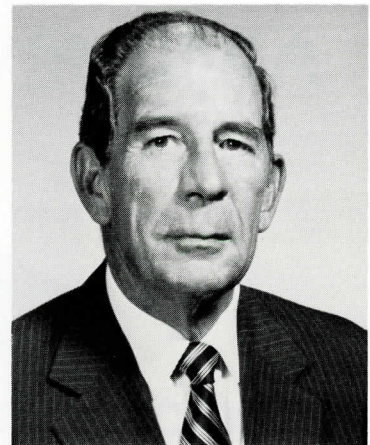
The Virginia Municipal Group Self Insurance Association Board, of which I am a member, declared its second dividend this year. The average return for the 1981-82 fund year was 33 percent. The program continues to grow, even in the face of intense competition from the insurance industry. More information on this innovative program can be found elsewhere in this issue.

The VML has sponsored several training sessions this year. For the second time a Local Government Law Conference was offered in conjunction with the Office of Attorney General Gerald Baliles in June. A major topic at this year's law conference was the new Comprehensive Conflict of Interests Act. This issue was also discussed in much detail during the January Legislative Day meeting. That session allowed local government officials an opportunity to express their opinions prior to the final adoption of the comprehensive act. We also cosponsored a series of User Fee Workshops with the Center for Public Affairs at Virginia Commonwealth University.

I was particularly pleased to have the opportunity to represent Virginia, along with our executive director, at a special White House briefing in May. Representatives of state municipal leagues from around the country were in attendance to hear the president and his top assistants review their positions on various issues of concern to local government.

I am pleased to report that the VML maintains a very solvent financial position as is reflected in the Financial Statement. Planning for the future, the executive committee has recently started a building fund to permit future consideration of the purchase of a permanent league headquarters building in Richmond.

Serving as your president for the past year has been rewarding in very many ways. I appreciate the support I have received from local officials from throughout the commonwealth and I especially want to thank my colleagues on the VML Executive Committee and our staff in Richmond for their assistance during the year. As we conclude our 78th year of operation, the league has much to be proud of as we consider our past accomplishments and assess our strengths to face the challenges in the future.



FRANCIS T. WEST—

A handwritten signature in dark ink, reading "Francis T. West". The signature is written in a cursive, flowing style.



# Financial Statement

## Balance Sheet Year Ended June 30, 1983

	Current Funds Unrestricted	
Assets	1983	1982
Cash and Temporary Investments:		
Checking accounts	\$ 1,156	\$ 742
Savings accounts and certificates	202,615	101,911
Pooled master notes participation	12,700	41,700
Accounts Receivable	3,734	
Advances to Employees and Others	4,042	5,380
TOTAL	<u>\$224,247</u>	<u>\$149,733</u>

Liabilities and Fund Balance	1983	1982
Liabilities:		
Funds Borrowed from Pension Plan	\$ 3,823	\$ 3,081
Payroll Taxes Withheld from Employees	1,239	1,256
Dues and Fees Collected in Advance	7,689	8,838
Accrued Compensated Consolidated Leave	13,607	14,500
Total Liabilities and Deferred Revenue	<u>26,358</u>	<u>27,675</u>
Fund Balances:		
Designated for building fund	107,446	
Undesignated available for general activities	90,443	122,058
TOTAL	<u>\$224,247</u>	<u>\$149,733</u>

## Statement of Revenue and Expenses and Changes in Fund Balance Year Ended June 30, 1983

Revenue:	Current Funds Unrestricted
Membership dues	\$357,267
Convention registration	57,060
Convention exhibits	13,600
Regional meeting	4,055
Affiliate groups	8,778
Interest	33,993
Magazine	40,873
League letter	1,705
Directories and report sales	2,623
Grants and special projects	8,673
VMGSIA administration fee	73,950
Miscellaneous	2,044

<b>Total Revenue</b>	<u>604,621</u>
----------------------	----------------

Expenses:	
Employment compensation and benefits	285,310
Convention	43,626
Regional meetings	4,413
Travel	16,341
Office supplies and postage	28,674
Space and equipment rentals	33,045
Leasehold and equipment repairs	3,384
Dues and subscriptions	4,292
National League of Cities dues	9,303
Telephone	9,453
Insurance	2,402
Professional fees	11,385
Legislative supplies	600
Magazine publishing (except salaries)	36,982
Conferences/workshops/seminars	4,528
Directory	1,090
Executive committee	1,487
Harold I. Baumes Scholarship	1,000
Retirement	10,928
Miscellaneous	2,262

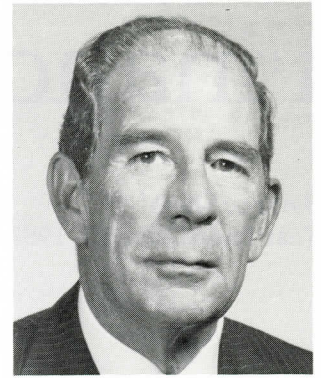
<b>Total Expenses</b>	<u>510,505</u>
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Excess of Revenue Over Expenses	94,116
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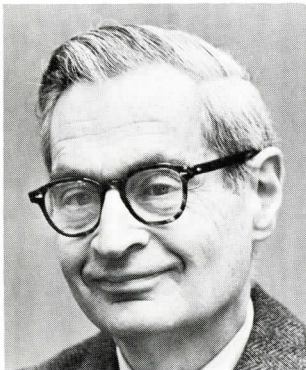
Other Changes in Fund Balance:	
Property and equipment acquisitions from unrestricted funds	( 14,839)
Payment on installment loan from unrestricted funds	( 3,446)
Fund Balance, Beginning of Year	122,058
Fund Balance, End of Year	<u>\$197,889</u>



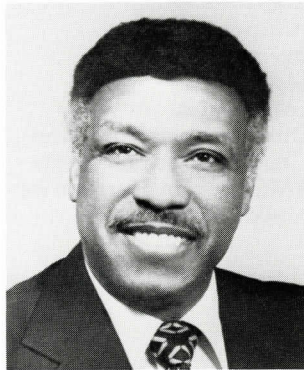
# 1983 VML Executive Committee



President  
**Francis T. West**  
Councilman, Martinsville



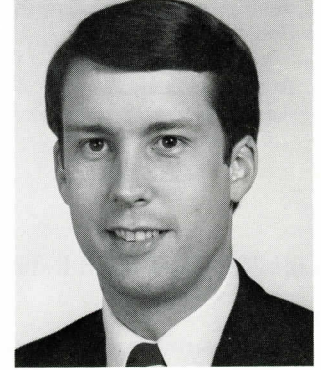
First Vice President  
**Honorable Charles A. Robinson, Jr.**  
Mayor, Vienna



Second Vice President  
**Honorable Lawrence A. Davies**  
Mayor, Fredericksburg



Third Vice President  
**Honorable Vincent J. Thomas**  
Mayor, Norfolk



Fourth Vice President  
**Samuel W. Adams, III**  
Councilman, Emporia

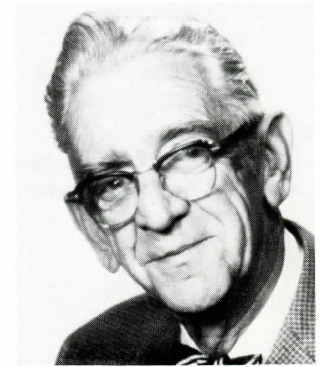
## COMMITTEE MEMBERS



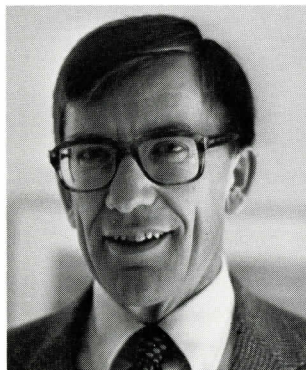
**Robert T. Williams**  
City Manager, Newport News



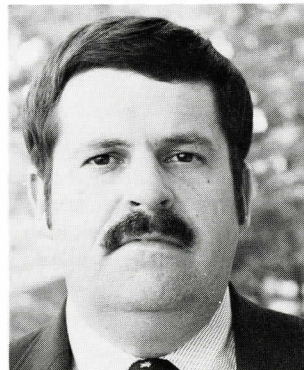
**Jane L. Hough**  
Councilwoman, Salem



**Honorable Arlie C. Payne**  
Mayor, Gordonsville



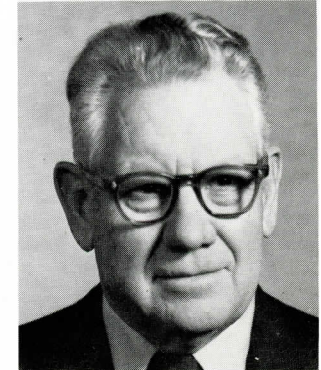
**Jack D. Edwards**  
Boardmember, James City  
County  
Chairman, City Section



**Honorable Ronald C. Spiggle**  
Mayor, Appomattox  
Chairman, Town Section



**Honorable Martha V. Pennino**  
Boardmember, Fairfax County  
Chairman, Urban Section



Immediate Past President  
**Honorable Raymond F. Ratcliffe**  
Mayor, Pulaski



# VML's Insurance Program Expands and Changes

During its third year of operation the Virginia Municipal Group Self Insurance Association grew to almost 150 members with approximately \$5 million in annual premium. The program, which is the oldest and largest workers' compensation program in the commonwealth, declared its second dividend this year for the 106 members in the 1981-82 fund year. A total of \$1,175,835 in dividends was distributed representing an average 33.4 percent dividend. Even though the average was 33.4 percent, seven members had dividends over 50 percent and 49 members had dividends between 40 percent and 49 percent. Only 10 members had dividends less than 20 percent.

Effective July 1, 1983, the program was authorized to grant members a 15 percent rate deviation. This up front premium savings helps the VMGSIA remain competitive with aggressive new insurance carrier plans introduced in response to group self insurance programs.

VML Executive Director R. Michael Amyx said, "In 1980 when the VMGSIA first began operations, no insurance companies were offering rate reductions or dividends. In fact, many insisted upon classifying municipal accounts as 'assigned risks' with a premium surcharge. Since the advent of group self insurance, the assigned risk pool has disappeared and companies are offering all sorts of cash flow programs to recapture or maintain municipal accounts. As a result of this competition, even local governments that do not participate in the VMGSIA are now saving on their workers' compensation premiums. Of course, one must assume that the savings potential is not as great as with the VMGSIA, since our program pays no insurance agent commission, retains no insurance company profit and returns all the investment income to the members."

In May of 1983 the VMGSIA Board voted to discontinue its service agreement with Hall Risk Man-

agement Services Inc. and to retain the services of Alexander and Alexander Inc.

Commenting on the change, Brad Harmes, administrator at the time of the transition, said: "Hall Risk played an instrumental role in getting the VMGSIA off the ground. All our members seemed quite pleased with their claims handling service; however, there were some other aspects which left us disappointed with their overall performance. We are confident that Alexander & Alexander will do an outstanding job of claims administration and will also provide us with the expertise to branch out into new lines of insurance."

The VMGSIA has offered several loss control training opportunities this year. Last winter a series of management seminars was held around the state to acquaint managers and financial officers with the mechanics of the program. In the spring another series of regional seminars was offered for first line

supervisors. Also, several specialized courses were offered for the three member cities with electrical utilities.

Margaret Nichols has been the staff member responsible for coordinating this training. She is also involved in establishing a resource library of films, audio-visuals and publications related to loss control and safety management. These materials are kept at the League Office and are available for loan free of charge to VMGSIA members.

The VMGSIA is open to all political subdivisions, including cities, towns, counties, school boards, special districts and other governmental agencies. If your locality or agency is interested in joining the VMGSIA, please contact the service company at (804) 788-4490 or write: John M. Wyatt IV, Account Executive, Alexander & Alexander of Virginia Inc., P.O. Box 1177, Richmond, VA 23209.

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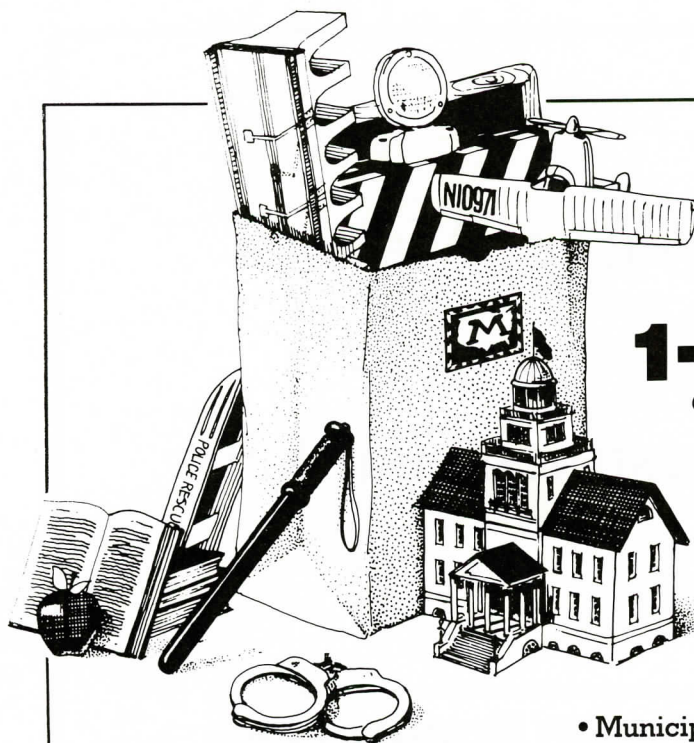
COMPLIMENTS OF THE  
TOWN OF PEARISBURG, VIRGINIA

C. J. TAYLOR, MAYOR

COUNCILMEN

MARVIN E. COULTHARD      GEORGE G. PSATHAS  
WINSTON E. FAUST          JOHN B. ROLLER, JR.  
GEORGE E. FLEEMAN      FRANK M. WINSTON

A. LEE GALLOWAY, TOWN MANAGER  
JAMES A. HARTLEY, TOWN ATTORNEY



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# THE TALLEST TOWN IN VIRGINIA IS 100 YEARS OLD



1883–1983

## BLUEFIELD, VIRGINIA

In 1883 the first coal mined from the Pocahontas coal seam was shipped from nearby Pocahontas, Virginia to Norfolk and the coal industry in southwest Virginia was rolling. The same year the Town of Graham, Virginia was formed. (In 1924 the town's name was changed from Graham to Bluefield.)

Today, the sister communities of Bluefield, Va. and Bluefield, W. Va. serve the region as a commercial hub and popular place to live. With 6,000 residents in Bluefield, Va. and 16,000 in Bluefield, W. Va., the following are some of the attributes which have developed in our community: two four-year colleges, two modern hospitals, two major industrial parks, a regional shopping mall, two country clubs and a third public golf course, a minor league baseball team, two dance studios and a community performing arts group, a well developed YMCA and park system, modern schools and numerous institutions of worship.

Traveling to Bluefield is easy enough. Just go north from I-81 to I-77 and go through Big Walker Mountain Tunnel (approximately 1 mile long), cross the Thomas Jefferson National Forest and go through the East River Mountain Tunnel (approximately 1 mile long). After exiting the second tunnel, go west on the 460 connector and drive about 5 miles to one of our modern motels located on the base of East River Mountain in Bluefield. (East River Mountain rises to over 4,000 feet above sea level and is a popular launch site for hang gliders which usually land on the athletic field of one the area high schools.)

So next summer, when the air conditioning breaks, "come on up!" We'll provide a better guarantee than the repairman. If the temperature goes over 90°F., the Greater Bluefield Chamber of Commerce serves free lemonade at sites throughout the community.

### Bluefield, Virginia Town Officers:

*Mayor, Cecile Richardson*  
*Vice-Mayor, Robert Cofer*  
*Councilman, Hudson Huffard, Jr.*  
*Councilman, Edward Graham*

*Councilman, David Johnson*  
*Treasurer, Harry Burton*  
*Town Manager, Art Mead*



# Law Enforcement in Transition

The James City County Police Department and James City County Sheriff's Department officially bid friendly farewells to each other June 30 of this year. The parting of the combined departments was foreseen as early as 1979 when Sheriff A. M. Brenegan told county officials he might not seek another four-year term.

At that time there was no police department in James City County. County Administrator James Oliver said a police department had been a long-range county goal and with Brenegan's retirement plans and a change in state law providing economic incentive, the county supervisors authorized a police department effective January 1980. In recognition of Brenegan's leadership as sheriff he was appointed chief of the new department and served as both police chief and sheriff for almost three years.

"The police department under Brenegan's leadership was a full service department with 12 positions in excess of what the state Compensation Board required for county sheriff departments," said Oliver. "With Brenegan's retirement we saw an appropriate opportunity to separate the departments which had co-existed for three years.

"The sheriff's department had a good history of honest, aggressive law enforcement," Oliver said, "but with the county's growth we couldn't leave law enforcement to political chance. We felt a professional environment could be better created in a police department with an appointed chief and permanent employees."

In addition, James City County's population presents a unique challenge to law enforcement because its demands are so drastically varied.

"On any one day, twice the county's permanent population is at either Busch Gardens or the Pottery," Oliver noted. "Our police must service a population of 65,000 every day during tourist season. While one corner of the county is the epitome of rural peacefulness, the other side is as busy as Times-Square, and that's a law enforcement challenge."



*James City County's Chief of Police Robert Clayton Key is caught in a thoughtful moment.*

A national golf tournament such as the Anheuser-Busch Golf Classic and appearances of international celebrities at Busch Gardens bring their own set of pressures to law enforcement in the county. Citizens expect their law enforcement officers to meet the challenges of increasing demands as crime becomes more sophisticated.

County supervisors voted to separate the departments last November. "They wanted to give candidates for sheriff in the November 1983 election a year notice of the type of work a new sheriff would be doing," Oliver explained.

Law enforcement officers from across the country expressed interest in becoming the county's first full-time police chief and the county received 190 applications. After a lengthy screening process, four finalists were interviewed by the board of supervisors. Robert Key of Wilson, NC, gained the supervisors' unanimous approval.

The sheriff's department has relocated in the Williamsburg-James City County Courthouse where it will provide courtroom security and

serve legal process. The police department will remain at the law enforcement facility. The police department now has 27 sworn officers and an \$867,000 annual budget. Since last year 17 sworn officers have been added to the force either through transfer or the creation of new positions.

"We created nine new positions in the police department last year in anticipation of the transition," Oliver said, "and we already have a need for more personnel."

Oliver applauded Brenegan for developing a good generalized department into a more mature, complicated department.

"I see that development continuing under Chief Key," Oliver said. "The dual departments were at a disadvantage because of the multitude of functions they had to perform. Now that the police are separate, I expect they will have a clearer mission and be harder hitting."

Oliver sees the police absorbing new investigative functions to address white collar crime as the transition from rural to urban law enforcement in James City County occurs. Additional emphasis on training and specialties are also foreseen. Administrator and board see the separation of the sheriff's department and the police department as beneficial to both agencies enabling them to better serve the residents of James City County.

James City County's new police chief is 45-year-old Robert Clayton Key, a former Wilson, NC, police chief.

Although born in Florida, Key is no stranger to Virginia. He is a 16-year veteran of the Alexandria Police Department where he worked his way up from patrolman to commander of planning and research. In 1977, he left Virginia to become police chief of Wilson. He resigned that position in 1981 to return to school for a master's degree in management and public administration. While working toward the degree he taught criminal justice and social sciences at Wilson County Technical Institute. He assumed his duties as James City County's chief of police July 1.





CHARTERED 1778

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# "This Can't Be the County Dump"



A new trench is dug at the county landfill.



Land at the landfill is gradually reclaimed by grasses.

Driving along the country road lined by tall, green trees and dotted by signs pointing to the Boy Scout camp, first-time users of James City County's landfill find it difficult to believe the county "dump" could be near. What they find past the professionally designed county landfill sign is not a dusty dirt road leading to a smelly, fly and rodent inhabited trash pile but rather a modern professional refuse disposal system in operation.

"We run such a clean operation here," landfill superintendent Steve Crider said, "that even people who live in the subdivision that adjoins the landfill's property don't complain about our operation."

James City County's landfill opened 10 years ago on 191 acres at a site near Lightfoot about four

miles off Route 60, one of the county's main access roads. A recent land purchase by the board of supervisors added 240 acres to the landfill and extended its life about 50 years.

On a hot summer day at Busch Gardens, tourists consume lots of ice-cold snowcones, chocolate-covered bananas and sodas. The paper cups and wrappers as well as beechwood chips, filters, defective cans and bottles generated by the brewery nearby all find their way to a waste container and eventually make their way to the county landfill.

Last June an average of 95.8 tons of refuse arrived daily at the landfill. In August, traditionally the busiest month at the landfill, 96.1 tons of garbage were processed daily.

That's 2,980 tons of garbage disposed of in one month.

Seven days a week refuse disposal trucks roll onto the scales at the landfill. Six employees work at the landfill with one employee operating the scales.

"I have the responsibility of making sure people who use the landfill are James City County residents," scales operator Charlotte Watkins said. "That's not always such an easy thing. Because we have such a nice landfill, people from several neighboring localities want to bring their garbage here but we have to turn them away." There is no fee, however, for county residents using the landfill.

Once past the scales, trucks travel on a paved road for about a quarter of a mile to a long, deep trench currently being used for dumping. A large trash compacting machine works nearby loosening dirt from a huge mound as the truck dumps its load down the slope of the trench.

Minutes after the truck pulls away, the trash compactor operator uses his machine to spread the refuse into a thin layer. The machine's metal spikes crush glass and shred paper. After the refuse is compacted, the machine is used to spread dirt over the area.

"It's really a job to stay ahead in trenches," Crider said. "We try to stay one year ahead of our needs in clearing trees and digging trenches."

A new type of trench is being prepared on a recently purchased piece of landfill property. The trench contains a leachate drain and collection system mandated by new government regulations.

"Leachate is the liquid generated from trash," Crider explained. "Although our other trenches don't have such systems, we haven't had any serious contamination problems."

A large pipe has been installed in a clay-lined ditch at the bottom of the newest trench. Two more feet of clay cover the pipe. The pipe is merely a safety precaution in case the clay liner leaks. When the clay eventually fails in 10 or 20 years, the



pipe will collect the leachate and send it to a collection point where it will be disposed of on-site or taken to a disposal plant.

Colorful fibers fill a trench across the road from the new trench. The fibers come from the Dow-Badische plant in the eastern section of the county. This waste product from the manufacture of carpets cannot be compacted with regular refuse because it will not shred. Only machines can handle the fibers because of their toxic chemical make-up. Each day the trench containing the fibers gets a coat of dirt.

Past the fiber trench is a ravine filled with tree stumps and limbs. "We just let nature take its course on that type garbage rather than waste dirt covering it," Crider said.

Good firewood doesn't go to waste at the landfill. County resi-

dents participate in clearing land for new trenches through a firewood permit program. Each July county residents apply for free permits to cut firewood at the landfill. Last year 180 permits were issued.

"We call residents in the order they were permitted when we have wood available," Crider explained. "Each resident gets one pick-up truck load per call."

Providing firewood isn't the only special service the landfill offers county residents. More than a dozen container sites are located around James City County to save residents a trip to the landfill.

"We are in the process of purchasing more sites for containers so that we can remove some from private property," Crider said.

For those residents who do drive to the landfill, paved roads through-

out the landfill provide easy, safe access in all kinds of weather.

As residents leave the landfill, they see grassy fields on either side of the road. Those fields were once trenches and have been reclaimed. The county's new animal shelter is built on reclaimed land just inside the landfill gate and some of the reclaimed land may be used for a county recreation department softball field in the future. Refuse disposal in James City County could be radically changed in the not-too-distant future if plans for a steam plant at Dow-Badische materialize. James City County is one of several localities interested in pursuing the idea.

"If that steam plant ever goes into operation," Crider mused, "we'll be digging a lot less trenches and seeing a lot less garbage."

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# Urban Homesteading— Working Together

There was no Anheuser-Busch brewery or Busch Gardens theme park in James City County when Forest Glen subdivision, a rural housing development for low income families, was born in 1967. The county was rural, but officials had recognized the need for low cost housing.

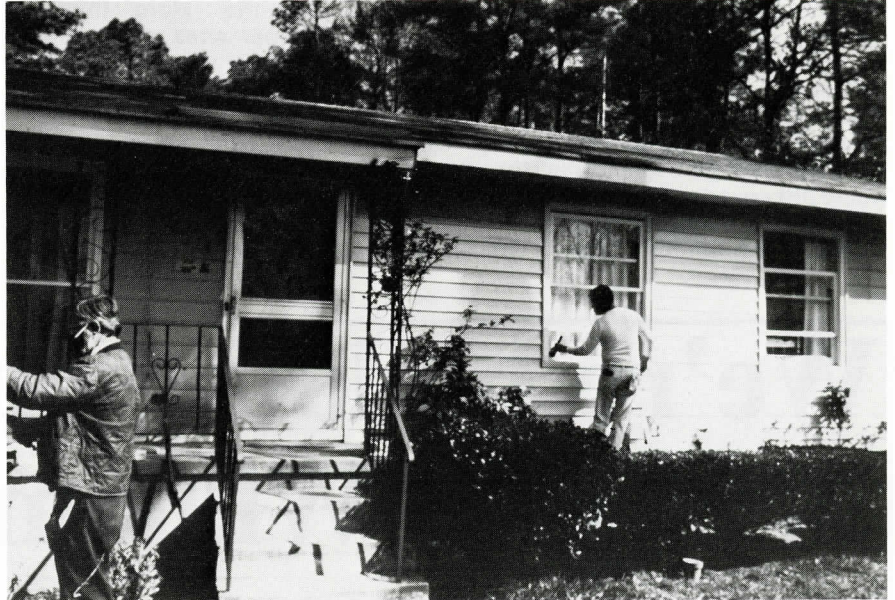
As the county grew and developed into a more urban environment, Forest Glen found itself fighting for life. For almost 13 years residents had an uneven relationship with federal agencies. Then James City County officials got involved. Today the future is bright for a number of residents due to the cooperative efforts of James City County, the Farmer's Home Administration (FmHA), the Department of Housing and Urban Development (HUD) and Virginia Housing Development Authority (VHDA).

FmHA had provided the mortgage funding for residents who purchased the original 144 homes built in Forest Glen by private developers. The purpose of the project was a commendable one – to provide low-income residents the opportunity to own their own homes – but problems developed quickly.

Undercapitalization caused the project to collapse leaving many necessary street, drainage and utility improvements unfinished. Because four homes were constructed in the path of natural drainage, periodic flooding occurred causing unstable foundations on several houses. Promised recreation facilities because of their location were available only to a small percentage of homes.

The problems of Forest Glen grew. Unpaved streets were impassable in wet weather, soil erosion and drainage problems increased and worst of all many homes were abandoned. High utility bills caused by poor insulation hindered Forest Glen homeowners in making mortgage payments and FmHA was forced to foreclose several mortgages.

The future of the neighborhood brightened in early 1980 when HUD awarded James City County a community development block grant of



*Homesteaders were required to make repairs to their homes in Forest Glen.*

\$633,000 to revitalize Forest Glen. The funds were earmarked for repairing drainage problems, paving existing streets, constructing planned streets, rehabilitating housing and providing financial assistance with connection fees to the county's central water and sewer systems. A companion loan and grant was awarded the county by FmHA to install water and sewer lines.

While these grants and loans went a long way toward solving Forest Glen's problems, the problem of numerous vacant and boarded-up houses persisted. The empty houses were targets for vandals and eyesores for the community. Some means of getting homeowners back into these houses had to be discovered.

Clouds of gloom hung over Forest Glen in September 1981 when FmHA was forced to target 30 homes for foreclosure in an attempt to reduce its high delinquency rate. These were in addition to 17 vacant FmHA houses and 25 vacant privately developed houses.

James City County officials saw HUD's urban homesteading program as a possible solution even

though it was a novel idea. The program required potential property owners to make certain improvements to a house and then live in it usually for three years in exchange for receiving clear title to the property. In addition, homesteaders could use housing rehabilitation funds from the community development block grant to make the required improvements.

Urban homesteading had been used successfully in several cities to revitalize downtown residential areas but had always been used with HUD properties and projects. James City County would be the first Virginia county to try the program and involve not only HUD but also FmHA.

FmHA officials agreed to cooperate, viewing the joint project as beneficial because it reduced the administration's inventory of vacant houses.

An application for \$50,000 in HUD homesteading funds was filed by the county with FmHA's approval. Three vacant houses were purchased from FmHA with the funds, and later seven more houses were purchased with additional urban homesteading funds.



When word got out about the county's project, citizen response was overwhelming. Seventy people applied for the first three houses. Screening the applicants was a complicated and time consuming process.

Applicants were told that in addition to the three-year residency requirement, homesteaders must make repairs and move into a house within 18 months of taking over the property. They were told also that the property had to be maintained in a manner acceptable to the county with the county reserving the right to inspect the premises. The next step for applicants still interested in participating in the program was a complicated financial screening. Credit checks, verifications and follow-up calls were necessary. After this a dozen applicants were chosen for interviews by a selection committee.

The selection committee was composed of a Forest Glen resident, a local bank executive and a county official. The purpose of the interview was to determine which applicants would make significant contributions to the revitalization of the Forest Glen community. Eight

applicants were finally selected.

Matching the potential homesteaders with homes came next. County residents were given the first opportunity to select their homes followed by applicants who worked in the county but lived elsewhere. After touring the houses, each applicant chose a different home.

While the committee screened the applicants, the county evaluated the properties and the successful applicants were given a list of problems with their houses that needed to be corrected along with repair estimates.

One more agency's cooperation was necessary to make the urban homesteading program go. The county legally could not hold deeds of trust or make rehabilitation loans to homesteaders, but VHDA could. Detailed legal matters threatened to stymie the project but an agreement was finally reached.

The pioneer group of urban homesteaders are now nearly finished refurbishing their homes and applicants are currently being screened for the final two houses in the project.

Signs of revitalization are elsewhere in Forest Glen. A Neighbor-

hood Watch program is in full swing with the help of the county police department. The county has leased a vacant house from FmHA for a community center where a variety of agency sponsored and citizen initiated activities for Forest Glen residents are held. Programs are sponsored by extension, recreation, community development and social services.

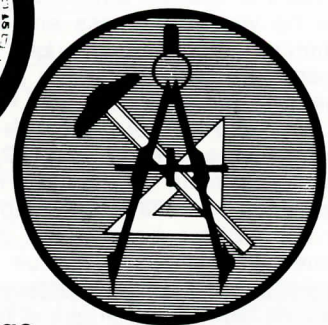
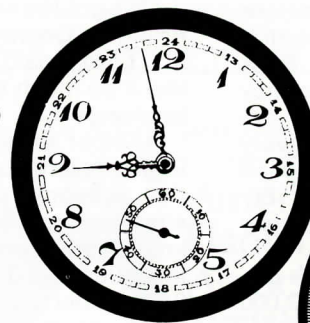
The community donated a site for a county dumpster. Property to be used for recreation has been leased and a bank has donated property in a centrally located area for a second recreation area to be devoted to tots.

Bright days are ahead for the residents of Forest Glen. Property values in Forest Glen rose 14.5 percent last year, the highest increase in any neighborhood in the county, after declining in previous years. With the combined efforts of the Farmer's Home Administration, the Department of Housing and Urban Development, the Virginia Housing Development Authority, James City County and the residents themselves, Forest Glen is developing into the community it was envisioned to become.

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what's happening in the **City of Manassas, Va.***



# For Emergency Help, Call 911

*"James City County Emergency Dispatch."*

*"What type of fire is it?"*

*"What's the location of the fire?"*

*"Where on Centerville Road?"*

*"What is it near?"*

*"The number you're calling from?"*

*"Your name?"*

*"Have someone watching for the fire truck and we'll be there in a few minutes."*

Between 12 seconds and 25 seconds after lead dispatcher Jackie Carroll hangs up the telephone in the radio room, firemen from one or more of the county's four fire stations will be rushing to the scene. As the fire call is dispatched, another dispatcher sitting beside Carroll might be dispatching police units on other emergency calls. This is Central Dispatch in action.

James City County spent nearly two years studying dispatching systems in other Virginia localities and in the District of Columbia before adopting a civilian staffed central dispatch unit in January 1980. Russ Lowry, the county's emergency medical services coordinator, designed the system but says every time he visits the glass enclosed dispatching room in the Law Enforcement Center he learns a new capability of the system.

Lowry said the county's nine dispatchers answered about 12,000 emergency calls and 50,000 non-emergency calls last year. Although the dispatchers have never been firemen, policemen or rescue personnel, Lowry said, "Once they understand what goes on in the field, they are just as capable as firemen or policemen who dispatch."

The immediate advantage of the new system was the one-third reduction in personnel needed to operate it. Five full-time and four permanent part-time dispatchers currently handle the variety of calls that come in each week.

Full-time dispatchers work 12-hour shifts for two days, have a day off, then work 12-hour shifts for two more days before getting four days off. During an eight-week period, dispatchers work approximately 42 hours a week.



*Betty Cowles handles a call at Central Dispatch.*

"We got the scheduling idea from Arlington County and decided to try it," Lowry said. "The dispatchers like it so much that they don't want to change it."

Another advantage of the system is having one central number, 911, that residents call for all types of emergencies. The number is so well known that residents in adjoining localities call James City County's 911 number although their localities don't use the number. James City County dispatchers transfer about 1,000 of these calls every year to the proper locality.

One of the best advantages of Central Dispatch is the speed of response. Lowry said civilian dispatchers at Central Dispatch can handle radio traffic and phone calls faster than police and fire units dispatching from several different offices. When two dispatchers are working from 8 a.m. to midnight, one handles police calls while the other handles fire, rescue and non-emergency calls.

Lowry meets with police, fire and rescue officials often to insure dispatchers are meeting their needs. He also meets with dispatchers every five weeks to hear their complaints and ideas. Dispatcher turn-

over is low with the newest dispatcher having worked for the county 2½ years.

Because Central Dispatch has gained a reputation for its professionalism with county residents, other law enforcement offices and emergency services departments in the area, dispatchers often find themselves handling calls that are not real emergencies. Also, Central Dispatch is the only 24-hour a day operation in James City County.

"Our dispatchers handle calls about water and dog problems not to mention questions about bus schedules and Little League baseball games," Lowry said.

"These types of calls add up to about 50,000 a year," Lowry explained. "I had several frustrated dispatchers the day of the Easter egg hunt when the rain started and everyone called Central Dispatch."

State police who work in the James City County area often use Central Dispatch for quick responses to their questions. "Our dispatchers are asked to run license checks for state police because we can get the information the officer needs within five seconds or so," Lowry explained.

In addition to the public and state



police calling Central Dispatch for help in non-emergency situations, other area fire departments call for help in emergencies. "Because our dispatchers know the geographical area extremely well," Lowry said, "fire dispatchers from neighboring localities often ask for clarification in emergencies about which county or city should respond with its firemen or rescue personnel."

Lowry hopes in the future to be able to add a dispatcher to handle non-emergency calls during the day to take some of the pressure off dispatchers who handle police, fire and rescue calls.

Demands on Central Dispatch are growing as the county population grows. Neighborhood Watch, a crime prevention program now operating in 35 neighborhoods and subdivisions in James City County, surprised dispatchers.

"We didn't realize the impact this program would have on dispatchers," Lowry said. "People call Central Dispatch all the time to report strange people in their neighbor-

hoods, which is the proper thing to do but adds many calls per year."

Home alarm systems connected to the 911 number often swamp dispatchers, especially when a power failure causes alarms to be triggered across the county. "We have asked residents not to connect their alarm systems to the emergency number but it looks like we are going to have to develop an ordinance to deal with the problem," Lowry said.

Being a neighbor of Virginia Electric & Power Company's nuclear power plant in Surry adds to dispatchers' responsibilities. Dispatchers run silent tests of the warning sirens system throughout the county each month and full tests every quarter. Twice a day the hot line is tested between the nuclear power station and Central Dispatch. In addition, about every six weeks dispatchers receive word on the hot line that an "unusual event" has occurred at the Surry plant and a list of detailed procedures is followed by dispatchers to insure the

safety of county residents in the event of a nuclear accident.

With all their varied responsibilities, James City County dispatchers needed a home specially suited to accommodate their radio, telephones, teletype machine and other equipment. Lowry designed an office enclosed by bullet proof glass and with room for more equipment, and dispatchers moved into their new office at the Law Enforcement Center in late July 1982.

What does the future hold for Central Dispatch in James City County? "I hope to have three dispatchers working in the day to maintain our professional, efficient service," Lowry said. "To best meet all our citizens' needs, we would have one dispatcher working police calls, one working fire and rescue calls, and the other working all the non-emergency calls." But for now Lowry said he's proud of his civilian dispatchers and the professional job they do.

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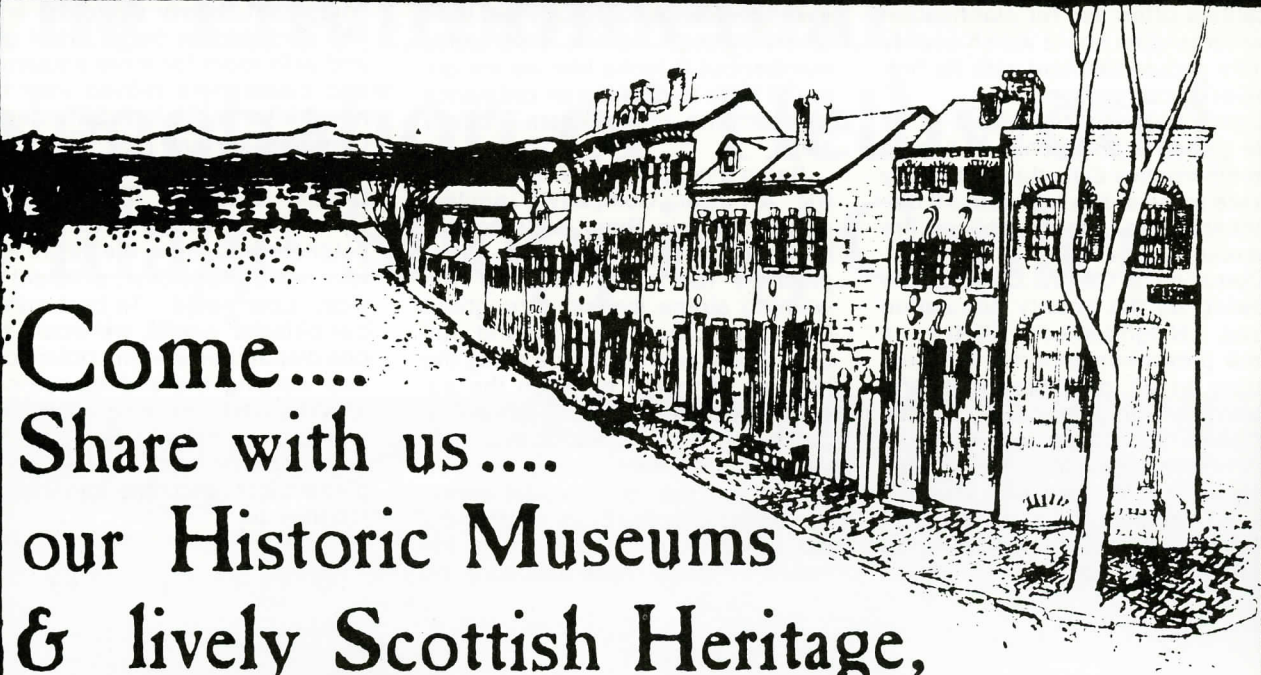
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## VISIT



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## VIRGINIA

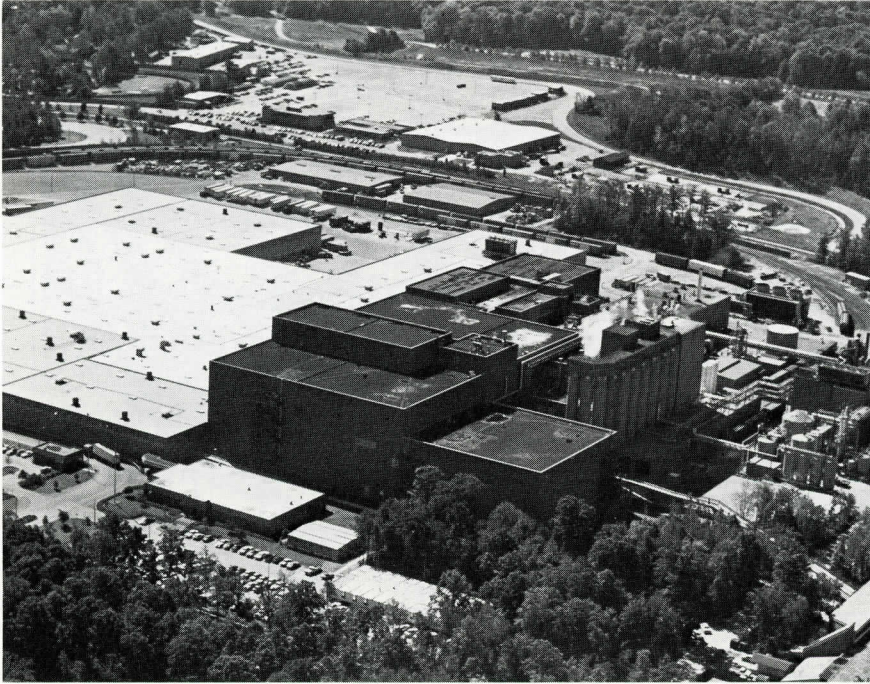


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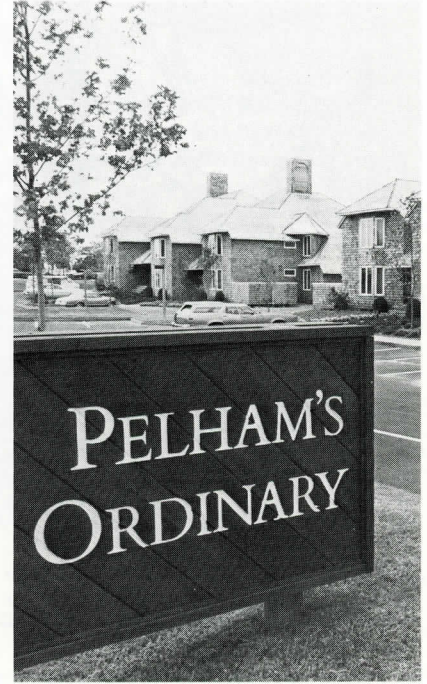
**A SPECIAL PLACE IN THE VIRGINIA HIGHLANDS**



# Assessing Financial Health in James City County



County growth generated by the Anheuser-Busch Brewery increases revenues and demands.



Many retired citizens reside in Pelham's Ordinary.

The eyeball approach to budgetary analysis and economic forecasting is a thing of the past in James City County. For years the county's financial planners based their budget recommendations on a deluge of information from a wide variety of sources, some scientific, most of them not. While methods of predicting the economic future worked relatively well, the board of supervisors and county staff decided in 1981 to move toward a systematic assessment of financial conditions before the budget process got underway each year.

The need for such a process was accentuated by the major physical and economic growth experienced by the county since 1968. Growth was first concentrated in construction of the Anheuser-Busch brewery followed by Busch Gardens, Kingsmill-on-the-James, Ball-Metal Container Corp., the Octoberfest addition to Busch Gardens, a mini-brewery expansion, a major brewery expansion, Owens-Illinois, the Italy addition to Busch Gardens, the Old Colony Shopping Center, a new solar building at the Williamsburg Pottery and finally, two new outlet

malls with 43 stores and 16 kiosks which opened this past spring. While these facilities generate new revenue, they also require expansion of county services.

In short, James City County has grown from a predominately rural community to a semi-urban/industrial area in little more than a decade and increased sophistication in charting a financial course was needed. Any system used had to clearly identify significant underlying trends driving the county's revenue and expenditure bases but be simple enough for staff, board of supervisors and citizenry to understand while having a minimum impact on staff time and resources.

After considering several approaches the county chose the Financial Trend Monitoring System (FTMS) developed by the International City Management Association, the Municipal Finance Officers Association and the accounting firm of Peat, Marwick, Mitchell and Co. FTMS is an applied, practical approach to monitoring a locality's ability to pay its way on a continuing basis by identifying factors that affect financial conditions and ar-

ranging them in a rational order for easy analysis and measurement. The system is a management tool that pulls together pertinent information from budgetary and financial reports, mixes this information with appropriate economic and demographic data, and creates a series of local government financial indicators. When plotted over a period of time, these indicators can be used to monitor changes in financial conditions.

The primary tool for evaluating the indicators is trend analysis—examining each indicator in a multi-year perspective of at least five years. Using trend analysis a municipality can determine where an indicator is headed, how fast it is changing and compare one trend to another. A comparison of the municipality to regional and national economic trends also is possible. A data base is provided by trend analysis that can be used for making two- to five-year projections necessary for effective budgeting, capital facility planning and general policy making.

Thirty-one economic indicators have now been developed. They are



grouped into revenue, debt, operating expenditures and economic/demographic categories. Seven years of data have been incorporated into most of them. Trends are charted using multiple regression analysis techniques. Two indicators pertaining to real estate tax revenue per household (in constant dollars) are shown at right.

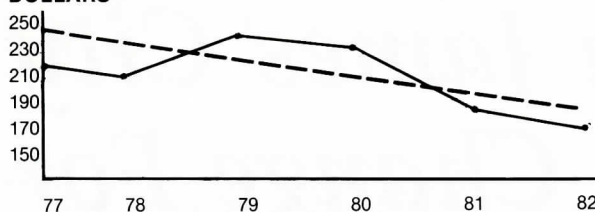
As seen, shifts are occurring in real estate tax revenue per household, with the amount raised from taxes on residential property trending downward on a per household basis, while the commercial/industrial segment is trending upward because of the expanding revenue base.

Each December county staff present to the board of supervisors in a public session their analysis of the county's financial health. Considering overall county financial conditions before the budget process gets underway has given board members the opportunity to better direct staff in preparing a budget.

Budget guidance given staff by the county board for use in preparing the FY 1984 budget was based on major conclusions presented in the December 1982 analysis. Those conclusions were that the county's current financial health was very good, a greater percentage of new revenue growth had come from the commercial/industrial rather than the residential sector, there appeared to be a correlation between new revenue growth and new commercial/industrial construction, sales tax growth, sometimes perceived as relief from "per household" taxes, was not growing as the raw numbers showed, and real estate personal property and local sales tax revenues accounted for approximately 66.3 percent of general fund revenue, each of these showing a slackening in growth rate.

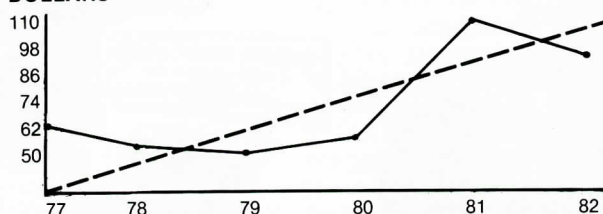
Evaluating a locality's financial condition and developing a financial plan can be a complex undertaking, particularly for a small government that has no full-time budget staff. The process involves sorting through a large number of pieces including the state of the economy, population level and composition, local business climate, actions of federal, state and local government and the character of the internal finances of the local government itself. No single piece tells the whole story. The great benefit of ICMA's Financial Trend Monitoring System is that it provides a baseline from which the rationalization process can start.

#### DOLLARS



RESIDENTIAL REAL ESTATE TAX REVENUE PER HOUSEHOLD  
(IN CONSTANT DOLLARS)

#### DOLLARS



COMMERCIAL/INDUSTRIAL REAL ESTATE TAX REVENUE  
PER HOUSEHOLD  
(IN CONSTANT DOLLARS)

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that is so evident  
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*Lincoln J. Thomas*

Mayor



# Central Purchasing in James City County— A Change For the Better



*A \$5,506 difference between high and low bids came in on this truck.*

Consultants are sometimes perceived as misguided soothsayers, but James City County purchasing officials have seen a consultant's optimistic predictions come true in a big way. Three years ago a consultant projected savings in excess of \$65,000 a year if the county centralized its purchasing activities. That's what the county did and the savings are mounting each year.

The transition from decentralized to centralized purchasing started with the adoption of the county's first formal purchasing manual in May 1981. One month later the first purchasing agent was hired. With these two key elements in place, centralized purchasing became a reality in July 1981.

The centralized purchasing system was designed to meet eight specific objectives: to service and support the entire organization, to introduce greater financial control of expenditures specifically as related to procurement of commodities, contractual services and capital outlay items, to promote communication and good will in county vendor relations and intra-departmental relations relative to purchasing, to formulate procedures to enhance efficiency of the procurement process allowing purchases to be made in a timely and proper manner, to assure realization of the principles of competitive purchasing and best buy at least cost, to promote equal opportunity policies

through procurement relations with vendors, to effect maximum feasible standardization of products in order to minimize stock levels and obtain better prices through larger quantity purchases, and to meet the requirements of the Code of Virginia concerning purchasing.

During the first two years of operation the system achieved each of these objectives.

James City County's purchasing procedures closely follow those recommended in the American Bar Association Model Procurement Code as well as the new Virginia Public Procurement Act. They are structured to ensure fair and open competition thereby reducing the opportunity for favoritism and increasing public confidence that contracts are awarded equitably and economically.

Several standard purchase methods are employed by the county to facilitate a centralized flow of purchase actions. The most widely used is the small purchase procedure.

Any procurement not exceeding \$5,000 may be made under this procedure which recognizes that not all public procurements justify the administrative time and expense necessary for competitive sealed bidding. At least three quotes are obtained either by phone or in writing and an award is made to the vendor with the lowest responsive quote.

A variation of the small purchase procedure is the blanket purchase order method which provides for issuance of a single open purchase order to a vendor for procurement of repetitively used, low cost items needed for immediate use. Discounts are negotiated with vendors prior to issuing a blanket purchase order.

County departments are authorized to place orders against the blanket as required, as long as no single order exceeds \$500 and no single item exceeds \$100. This procedure is a real timesaver and is well liked by user departments. Forty-five blanket purchase orders are currently in use for items ranging from hardware to lawn and garden supplies.

All procurements exceeding \$5,000 are made by competitive sealed bidding or competitive sealed proposals. Both methods require issuance of a formal invitation for bids or a request for proposals and formal opening and evaluation to determine the lowest responsive responsible bidder.

A "team" approach is utilized in writing specifications and evaluating these formal procurements. The team includes the purchasing agent, a representative of the requesting department, the controller and the county attorney.

After the formal bid specifications or proposal package has been prepared by the team, it receives full staff coordination and final approval by the county administrator. This staffing process is documented on a special approval form which becomes a permanent part of the procurement file. Use of these procedures has increased dramatically since implementation of the centralized purchasing system and resulted in both increased savings and improved financial control.

Planned purchasing and term contracts are used extensively. Previously, under decentralized purchasing each department would order items of furniture or major



equipment as needed. Now these purchases are consolidated by the purchasing agent using an annual purchase plan and schedule. Buying larger quantities has resulted in lower prices and more effective use of personnel and funds.

Term contracts have proven extremely useful as a means of providing for competitive procurement when a definite quantity cannot be established. Gasoline, fuel oil, gravel, stone, office supplies, printing and radio maintenance are but a few examples. Invitations for bid are issued for term contracts setting forth estimated annual requirements. Once a contract is let, orders are placed against the contract at the prices set in the contract. Depending on the items involved, an escalation/de-escalation clause may be included to provide for fluctuations in market prices. James City County was one of the first localities in Tidewater to bid gasoline using this method. During the first year, more than \$50,000 was saved on gasoline and diesel fuel purchases.

Cooperative purchasing has been an added benefit of the centralized purchasing system. The county has actively pursued cooperative purchasing agreements with other lo-

calities as well as other activities to benefit from volume buying and the resulting lower prices.

Items currently purchased under cooperative purchasing agreements include gas, fuel oil, trash collection, heating/cooling system maintenance and radio maintenance. Savings were realized from all these cooperative purchases. On the trash collection contract alone, \$6,000 was saved. Additional cooperative purchasing ventures are continuously sought through direct coordination with other localities and active participation in the local chapter of the National Institute of Government Purchasing.

The entire purchasing function is now extensively automated. Using purchasing requisitions submitted by requesting departments, purchase orders are entered directly into the computer. The program automatically encumbers the appropriate accounts, prints the purchase order and monitors delivery.

Computerizing the purchasing process has enabled the county to tighten financial controls, streamline the process of purchasing and improve management of purchasing. Delinquent deliveries of purchase orders have been reduced by the delivery monitoring program

from more than 100 a month two years ago to less than 10 during April 1983. Contracts are also encumbered and managed by the computer providing total financial control of all procurement dollars and up-to-the-minute financial status reports of specific projects.

The transition to centralized purchasing is complete in James City County. Each year the payoffs continue to mount. The consultant's \$65,000 yearly savings estimate contained in the original study proved ultraconservative. County officials were pleasantly surprised to see the first year of centralized purchasing result in an estimated \$120,000 savings. The estimated savings this year is \$250,000. A by-product of the new system has been better discipline by all county activities in the purchase of goods and services and better appreciation of the role of proper planning and programming. Service has improved, goods and services are provided in a timely manner and more efficient use is made of personnel time. The modest investment required to make the transition has more than been repaid by the monetary savings, increased efficiency and financial controls realized through centralized purchasing.



This photograph depicts the \$275 million downtown Newport News redevelopment plan which includes a new hotel, retail and office complexes, and residential towers.



# Cooperation Not Confrontation



Assistant County Administrator John McDonald, left, and School Board Finance Director Sandy Wanner talk over school and county finances.



Linda Byrd, a school board employee, uses the county computer terminal while Jean Quo, standing, and Dee Scott watch.

James City County's school board isn't typical as Virginia school boards go. A single board serves both the county and a major city within the county. This is unusual, but local officials in James City County and the city of Williamsburg think their joint school board benefits both communities.

A special relationship has developed between the joint school board and James City County over the years. A spirit of cooperation exists between County Administrator James Oliver and Superintendent of Schools Dr. John Allen which extends to their staffs, and in 1980 the county built the school board its own building which it now leases at the county government complex.

The spirit of cooperation has improved the delivery of services not only to the schools but also to county residents. Several broad areas of joint efforts currently exist and new cooperative ventures are added each year.

Because the school board's purchasing policy is basically a mirror image of the county's policy, cooperative purchasing efforts are legally possible. Through cooperative procurements with the county the

school board is realizing savings in several areas. The schools and the county jointly purchase gasoline and diesel fuel for the school bus fleet and county vehicles; heating oils; trash removal services and maintenance services for radio-telecommunication equipment. Future cooperative purchases are planned for custodial supplies and common automotive parts. The trash disposal contract alone has saved the school board \$6,000 annually.

In addition, the timely exchange of accurate information between school board officials and county administration has improved budget processes. County financial briefings are attended by the school board's finance director who in turn provides the county with state Department of Education budget information and local enrollment data.

This dialogue has created a forum which has resulted in each organization learning about the peculiar problems, goals and objectives of the other. Because both administrations have more information about the other and a better appreciation of the other's goals, their respective budget responsibilities can be better carried out and the public per-

ceives both groups as effective resource managers.

One way the two effectively manage resources is by sharing equipment. The school board purchases computer operation services from the county based on CPU hours used, pages printed and terminal hours. Microcomputers and software owned by the school board are used by the county's Office of Management Services to produce financial trend analysis.

Two school administrators and county officials worked together to produce a long-range data processing plan. The school board will participate financially in the upgrading of the county's computer during the next five years and computer terminals will be placed in the systems' seven schools to assist with attendance reports, grade reporting and class scheduling.

County offices use the school board's copy machine for printing. The machine was purchased jointly by city and county with the locality's investments repaid by the school board through printing credits. County user departments are charged by the school board on a per copy basis.



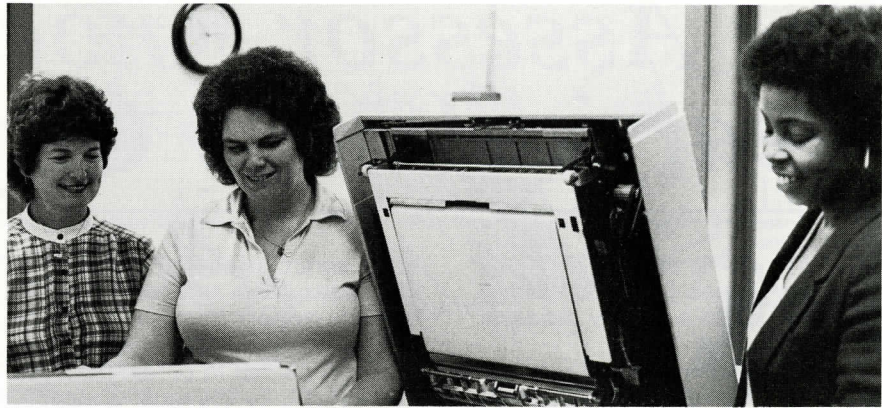
When the county studies ways to increase effectiveness and reduce costs, the school board often participates. Such joint studies have involved telephone systems, insurance, data processing and records management.

School board office grounds are maintained by county employees with the assistance of high school students. Students interested in landscape work help with spring plantings.

Planning for sidewalks in the county is being done by school transportation staff working with county officials. The school board's interest is to provide safe walking zones which could reduce the number of students who must be bussed. A computerizing bus routing system helps the county and school board decide where sidewalks should be placed to reduce operating expenses and increase pedestrian safety.

The school system opens its buildings and grounds to the county recreational department for an average of three hours after school each day without charge. The city recreation department also uses the school facilities.

Tennis courts at two schools have been resurfaced with improvement funds from the county recre-



*The school board does the county's copying in exchange for use of the machine. Josephine Gardner, left, Becky West, center, and Rose Sutherlin use the machine.*

ation department. The department also built a softball field at another school. County recreation programs benefit from these improvements during after school programs while the schools use the facilities during the day.

When James City County officials set goals for the year, school administration representatives are there. In addition, school officials attend monthly county staff breakfasts and serve on several county government committees.

The school board and school superintendent lent their support to the county's 1983 lobbying efforts in Richmond. During the General

Assembly session, the school board went on record in support of county efforts to obtain state approval to levy a lodging tax and the school superintendent lobbied the legislature for the tax.

Timely exchange of information and careful planning have led to a successful partnership between the Williamsburg-James City County School Board and James City County. Cooperative ventures in purchasing, equipment use and information sharing are expected to increase as more and more savings are realized. The cooperative spirit between the school board and the county is making the public the ultimate winner.

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# *The Assessor Knocks Once a Year in James City County*

"What's going on here?" That's what new James City County residents ask when a county assessor pays them a visit.

"People retiring here in James City County from the North never had their property assessed annually," Henry Taylor, director of real estate assessments said. "Once we explain how the system works, they realize what we are doing."

James City County adopted the annual assessment approach in 1976 and is now one of nine counties in the commonwealth using the system. "Annual assessments have stabilized the tax rate and revenue collected by the real estate tax," Taylor explained.

Taylor's office is responsible for estimating the fair market value of all real properties both taxable and non-taxable and maintaining a current record of all owners of real property. His office is staffed by two real estate appraisers, a mapping technician and an abstractor who doubles as a secretary.

The county's sale/assessment ratio, at 93.4 percent, is the highest of all annual assessment counties in Virginia, according to the latest Department of Taxation statistics. Taxpayers can take comfort in the fact that because of the high sales/assessment ratio they are paying only their "fair share." When cities are added to the statistics, James City County is ranked second in the state. Only Chesapeake is ahead with a 93.9 percent ratio.

James City County's growth is reflected in the fair market value of its property. Current fair market value of the county's 10,511 taxable parcels and 196 non-taxable parcels is \$966,408,000. In 1978, the county property's fair market value was \$497 million.

In the mid-1970s, James City County adopted agricultural/horticultural land use tax assessments. At the end of the decade forestry land use was instituted. About 37 percent or 31,334 acres of the county's total 85,040 acres is in land use. A total of \$41,841,500 of taxable value was exempt from taxes last year because of land use assessment. Another \$4,977,110 of taxable value was exempted for the elderly and handicapped.

The commissioner of the revenue supervises land use assessment. Property owners must file an application with the commissioner and pay an initial fee to obtain land use assessment. Each year a new application must be filed but no additional fee is charged.

An important aspect of the Office of Real Estate Assessments is mapping. The county's real property maps are updated frequently from assessment information. Assigning street numbers to all properties in the county is a task the mapping department has been working on for a year and is expected to complete by late next year.

Taylor's office uses an on-line computer to keep track of all real estate records. The system contains assessment records for each parcel and has the capability of producing numerous reports for daily use such

as the ratio studies, sales information and building permit records generated by the computer.

Other departments also use the computerized real estate assessment information. The commissioner of revenue uses the real estate data base to update records and print the land book. The building inspections office and the planning department will be able to use the assessment information late this fiscal year as the county computer system is upgraded.

Computers are very much in the future of the Real Estate Assessments Office. As the county continues to grow, the workload on the assessors who value real estate year round will increase. By the 1986-1987 assessment cycle, the assessors will be assisted by a computer appraisal system.

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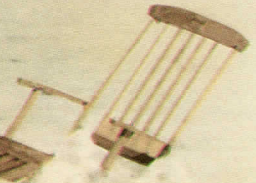
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