

Virginia & Town & City

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Education: VML Takes a Stand

- The VML Conference
- Teamwork Budgeting in Norfolk
- Developing a Job Performance Appraisal System

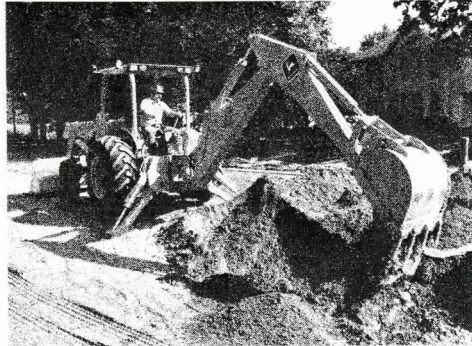
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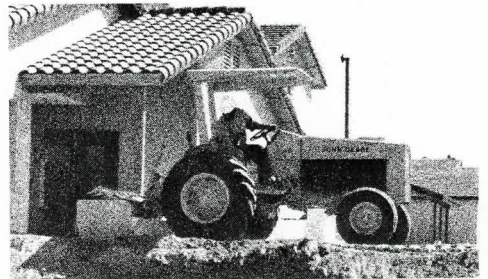
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On the Cover:

A student in the Mathematics and Science Center, a regional center which provides enrichment programs and is owned and operated by five public school divisions in the Richmond area. Photo by Bev Schultz, Media Services, Richmond Public Schools.

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Meet the President

Although not a native Virginian, Charles A. Robinson Jr. has lived in the commonwealth since his discharge from the Air Force in 1946. He came to Virginia to attend the University of Virginia, brought his high school sweetheart, Maud Ferris of Connecticut, with him, married her in Charlottesville, graduated with an electrical engineering degree in 1950 and moved to Vienna.

Not one to move around much, the couple rented in Vienna one year and then, in 1951, moved into the house which remains their home.

Two cats acquired in Charlottesville, "Agatha" and "Elmer," influenced the Robinson's move to Vienna. As considerate cat owners, when Robinson got his job with the National Rural Electric Cooperative Association headquartered in Washington the couple elected to reside in Vienna, then considered "in the country," with Robinson commuting to D.C.

They have since added on to their original "country" home five times and never been without several cats, sometimes even possums and raccoons. Robinson says, "It's the only house in the corporate limits, adjacent to a shopping center, with a 50 by 20 chicken house."

Robinson is also an amateur radio operator (call letters W4WTX) and a collector, rebuilder and refinisher of antique furniture, but don't take Robinson too lightly. Since 1950 he has graduated with honors from law school at George Washington University, established a small law practice in Vienna, risen from staff engineer to deputy general manager of the National Rural Electric Cooperative Association (NRECA), served on the Vienna town council 14 years, served as mayor of Vienna eight years and run for election every two years since 1962. He is also a director and corporate secretary of the Electric Cooperative Life Insurance Co., a di-

rector of the Western States Water and Power Consumers Conference, an active member of the American Bar Association, and presently vice chairman of the Utility Finance Committee of the ABA Public Utility Law Section.

He finds his two positions, mayor and deputy general manager of NRECA, compatible. "One complements the other," he says, noting that Vienna has a very knowledgeable and capable town manager in Brackenridge Bentley. Robinson rarely takes a vacation and also works long hours.

Despite this busy schedule, Robinson is also very committed to the Virginia Municipal League. His association with the league spans his public service career. In 1976, he was elected chairman of the town section, a position which he repeated three years.

He has since served on the executive committee and moved up the ladder. He was an early advocate of the Virginia Municipal Group Self Insurance Association and has served as chairman of its member supervisory board since its inception.

Looking at the future, Robinson said, "The significant issues for the league will be generated by the budget squeeze on state and local government plus the continuing public demand for an improving educational system and expanding government services.

"People are demanding continuing improvement in all government services, while at the same time revenues are being squeezed very hard.

"My hope is that we at the league can continue the work our predecessors initiated and pursued and continue the development of a close working relationship between the league and state and local jurisdictions throughout the commonwealth.

"The stature and influence of the league with the General Assembly is basically attributable to the support and effort of our local jurisdictions; the voters at home are the people to whom the legislators respond.

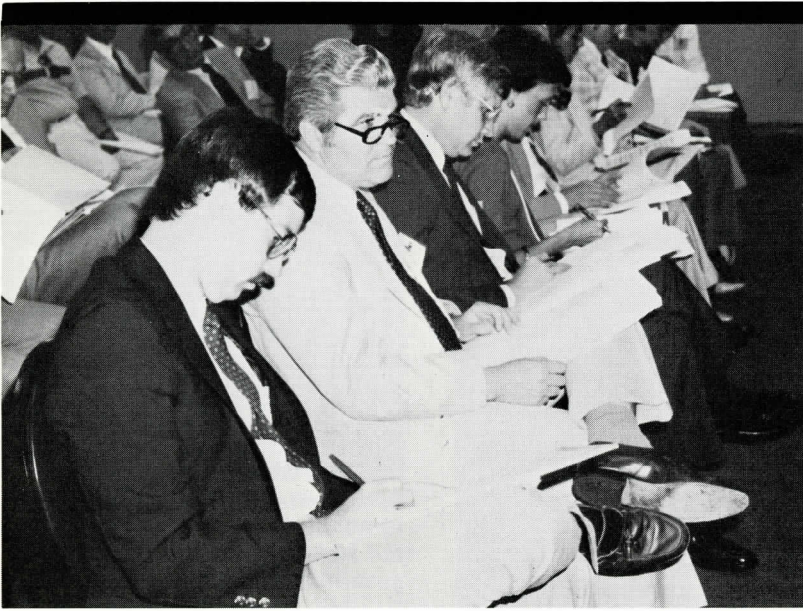
"We need to be sure that members of the league are aware of the issues and willing to speak out for what's right for their communities.

"Our league director, Mike Amyx, is an effective and eloquent spokesman for the league membership, and the league officers and executive committee constitute a group of individuals who have achieved well deserved recognition throughout the state as local government leaders.

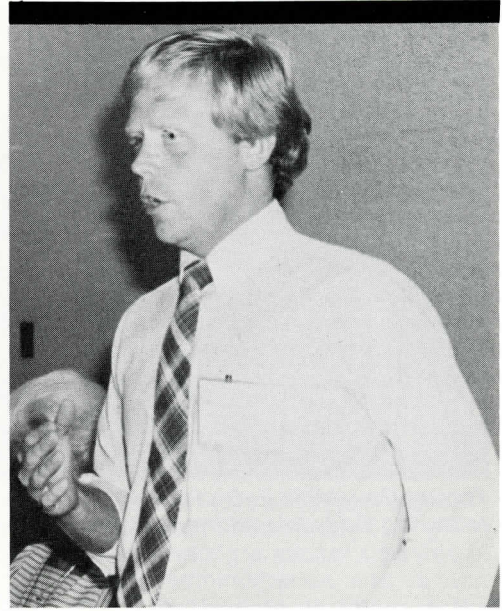
"Two things are needed for the league to succeed. We must have support at the grassroots level and we must have effective staff leadership and organization. If we can achieve these two things, then the future of the league will be successful."



—Charles A. Robinson Jr.—



VML members and others attended the legislative committee meeting with interest.



John C. Brown, R-Bristol, tried to sway the legislative committee to vote for a local option sales tax.

At the conference . . .

JLARC . . . education . . . taxes . . . Mills Godwin . . . exhibits . . . awards . . . cable TV . . . housing . . . the budget . . . quality circles . . . Hunter Andrews . . . the festhouse . . .

The 78th Annual Virginia Municipal League Conference is over and all that remains of the actual event are the echoes of success.

Former Virginia governor, Mills E. Godwin Jr., opened the conference with an address noting the fiscal challenges local governments face and encouraging those in decision-making roles to reach for rational judgments on the priorities that should govern the allocation of available funds.

"Circumstances . . .," Godwin said, "have compelled all governments to take a critical look at every phase of their operations to make sure the first determination in the distribution of resources is on the basis of that which is essential rather than that which may appear desirable.

"We must make certain that the stress of the times does not throw priorities out of focus and result in a diminution of the strength and quality of our critically required services . . ."

Dr. Johnas F. Hockaday, Virginia's new chancellor of the Community College System, was introduced at the opening session. A native of North Carolina with a doctorate in education from Duke Uni-

versity, Hockaday is the system's third chancellor in five years, not counting one acting chancellor.

Former Virginia delegate, Robinson B. James, gave an entertaining and inspirational address at the annual Prayer Breakfast which honored such familiar faces as Richard L. DeCair, former league director; Jessie M. Rattley, former VML and National League of Cities president; former VML presidents Harold Atkinson, Dr. Carl E. Stark, Roy H. Erickson and Jack P. Barnes; Harold I. Baumes, the league's first full-time director; and Julian F. Hirst, former league president and director.

At the 15 workshops held during the conference attendees learned about a wide range of subjects including computer mapping, productivity at city hall, municipal bond registration, cash management, conflict of interests, drafting town ordinances, manufactured housing and cable television, just to mention a few.

In addition, the many amenities and social activities of the conference were crowned by an enjoyable evening at Busch Gardens' Festhouse sponsored by James City County and Busch Gardens.

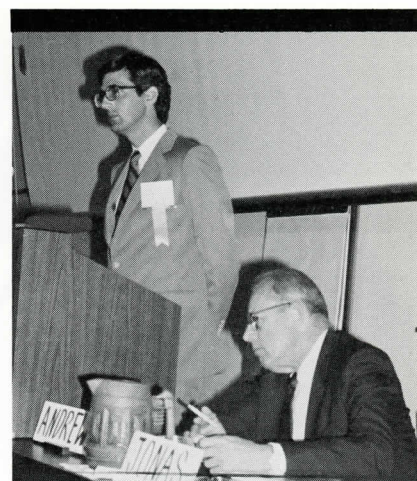
The conference is both an annual beginning and ending for the league with the changeover in officers and passage of the annual policy statement and legislative goals. Francis T. West of Martinsville stepped aside to become the league's immediate past president as Charles A. Robinson Jr. of Vienna assumed the league's presidency for the coming year.

Elected to serve as Robinson's fellow officers and moving a step up the ladder were Lawrence A. Davies of Fredericksburg, first vice president; Vincent J. Thomas of Norfolk, second vice president; and Sam W. Adams of Emporia, third vice president. Coming on the ladder was Jane L. Hough of Salem, elected to serve as fourth vice president. Elected to serve on the executive committee as at-large members were Robert T. Williams of Newport News, Arlie C. Payne of Gordonsville and Martha V. Pennino of Fairfax County.

Elected to chair the city, urban and town sections and serve on the executive committee also were Jack D. Edwards of James City County, city section; Jack P. Barnes of Portsmouth, urban section; and



Former Gov. Mills E. Godwin Jr. (l.) and Frances T. West share a smile following Godwin's address at the opening session.



Sen. Hunter B. Andrews (r.) and R. Kirk Jonas answer questions about the JLARC study on local government.

Margie Mayes of Grottoes, town section. Serving as their vice chairmen are M. Stuart Koethcke of Clifton Forge, city section; Sidney Oman of Chesapeake, urban section; and William R. Hartz of Waverly, town section.

One of the major purposes of the annual conference is the finalization of the league's policy statement and legislative program. The 1984 Virginia Municipal League Policy Statement and Legislative Program were adopted without amendment at the annual business meeting during the conference.

The adoption of the policy statement represents the successful conclusion of a new format used this year to allow each member locality ample opportunity to review the statement. The policy committees completed their work by Aug. 1, and the preliminary policy statement was mailed to each member a full month prior to the conference. In addition, copies were made available at the registration desk from the beginning of the conference.

This is a significant change in format from the past when policy committees held their final meeting on the Sunday of the annual conference. Amendments from these final committee meetings were not made available until Monday afternoon allowing only 24 hours for review.

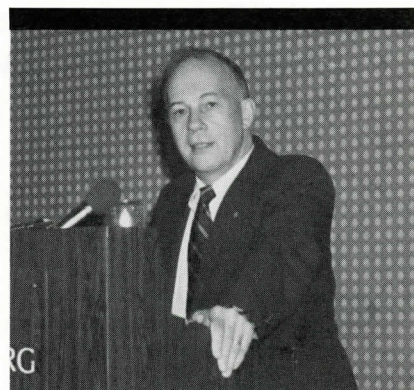
The Legislative Program was also adopted at the business session without amendment. This year, the legislative committee's final meeting prior to the business session was held on Sunday afternoon during the conference rather than on Monday morning. This change in time greatly improved attendance at this meeting. The adoption of the Legislative Program included con-

siderable work done both by the VML's executive committee and the legislative committee.

Both the executive committee and the legislative committee held numerous discussions on the need to improve education and to provide adequate funding for education. The executive committee had heard a presentation from Superintendent of Public Education John Davis in early July when he explained the proposed new and far more stringent accreditation standards. The executive committee supported the new accreditation standards and also supported additional funding to meet the full cost of providing the standards of quality. They referred the issue to the legislative committee which held considerable discussion on the need for additional funding for education. The committee concluded that the best

approach was to support an additional one percent statewide sales tax to be returned to localities based on school age population.

Support for this statewide sales tax was included in the Legislative Program and is probably the most significant item in this year's pro-



—Robison B. James—



Exhibitor Ann Clayton of VHDA speaks with a guest in the exhibit area.

gram. The shift from a local option sales tax to a statewide sales tax is a major shift as well as is the direct tie-in of the additional revenue for education.

This new position is viewed as having several advantages. A principal option is that it reduces the possible inequitable distribution of tax burden between jurisdictions which might occur if only a few communities in a given metropolitan area adopt the local option tax. In addition, education is the highest priority for a community and also the area of greatest financial need. By tying the sales tax to this need it ensures that the need will be met and also should improve the salability of the sales tax to the General Assembly and the general public.

The completed Municipal Policy Statement and Legislative Program with all the amendments made this year was mailed to each member locality in October. In addition, the Legislative Program will be presented to members of the General Assembly at the fall meetings of the Virginia Municipal League and the Virginia Association of Counties. These regional meetings are an important part of VML's legislative activities and all are encouraged to attend.



The mayor of Pamplin, Patrick Harrison (c), along with town advisor W. R. Britton Jr. (l.), receives the town's achievement award trophy from VML Executive Director R. Michael Amyx. Others receiving trophies were Norfolk, Blacksburg, Pearisburg, Henrico County, James City County, Appalachia, Newport News and Alexandria.

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Education

VML Takes a Stand

By Christy Everson

Although many topics were considered and discussed during the VML Annual Conference, one subject seemed to be pervasive—that of education.

From the opening session address of Virginia's former Governor Mills E. Godwin Jr. and the introduction of Virginia's new Community College System Chancellor Dr. Johnas F. Hockaday, through VML's legislative committee meeting, the Joint Legislative Audit and Review Commission's report on local government, the report on the state's proposed budget for 1984-86 and the "Crisis in Education" panel discussion, to the final write-ups of the conference in several local newspapers, education and its funding were key issues. Not surprising in light of recent events and the political nature the subject has taken on.

The ripple that started the educational tidal wave was the release of the report of the National Commission on Excellence in Education early this year.

The commission reported, infamously by now, "The nation is at risk [because] the educational foundations of our society are presently being eroded by a rising tide of mediocrity that threatens our very future."

Furthermore, the commission stated, "The average graduate of our schools and colleges today is not as well educated as the average graduate of 25 or 35 years ago."

Although we may question this second statement, most will agree that national education, national economy and national security are inseparable. We recognize the need to prepare future generations of Americans for a "high tech" world. We don't want Americans to be

stragglers in the world of technology for the sake of national security. As one writer aptly put it, "We must not provide our children a 1960s education for a 21st century world."

"A school without a computer is like a school without a library," said Sen. Frank Lautenberg, D-NJ.

Mark Tucker of the Carnegie Project on Information Technology and Education calculates that to have a "reasonably capable" computer for every four students in the United States would take 10 million work stations for 40 million school children at about \$1,000 each; or \$10 billion. Current estimates are that we have approximately 180 students per computer terminal, and reports indicate that these are not equitably distributed throughout the country.

Aside from funding the equipment for high tech education, we are repeatedly told that in order to achieve excellence in education we must train, attract and keep excellent teachers, and the way to do this is with money—money for better teacher colleges, higher base salaries, differential pay for math and science teachers, master teacher programs, possibly merit pay rewarding excellence.

Even Neal R. Peirce writing in "Nation's Cities Weekly" warned, "Unless states, their fiscal cries notwithstanding, improve teacher pay drastically, the results will be mediocre teachers, training, and work force—and inevitably, deteriorated state and national economies."

The new accreditation standards for schools recently approved by the Virginia Board of Education are expected to cost as much as \$11.6 million in Virginia during the first year in effect and about \$8 million annually thereafter.

The Fairfax County School Board estimated it will have to build at least 20 science labs at a cost of \$32,000 each to be in compliance. Norfolk expects the new standards

to cost it about \$2 million. Suffolk expects it will need to hire 11 more teachers.

The challenge is clear; the question is who will accept it, who will pick up the tab.

In September, a commission established by the National Science Foundation proposed to the federal government a crash program to bolster science and math education in the United States after completion of a 17-month study of science education found "problems so deep that the federal government must take the lead in solving them."

"Education is primarily a local responsibility," William T. Coleman, co-chair of the commission said, "but we think in the current situation there is a crying need for a national role and national leadership."

Apparently it will not be the Reagan administration, however, that picks up the bill. Although the president has pushed for merit pay and other educational reforms, his administration has argued repeatedly in favor of a reduced federal role in education and lower federal spending. State and local governments already bear more than 90 percent of the \$117.6 billion spent each year on public education and the Reagan administration appears firm in its refusal to take on any additional expenditures for education.

Two years ago, Congress, at the urging of the Reagan administration, cut funds for 29 school aid programs from \$724 million to \$479 million incorporating them into a block grant known as Chapter Two. In Virginia, the federal share of the cost of education has dropped from 10.6 percent to 8.1 percent.

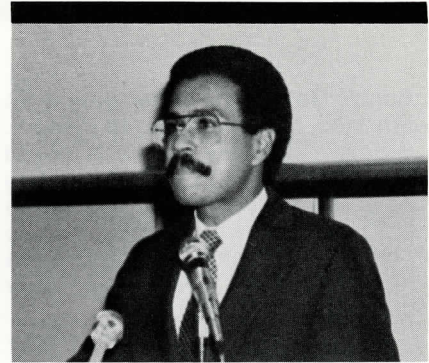
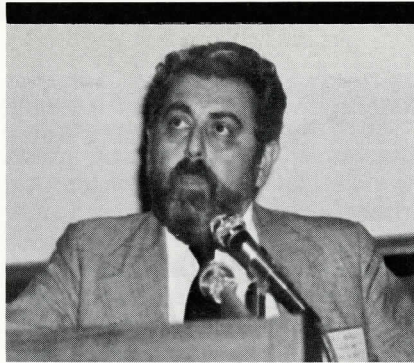
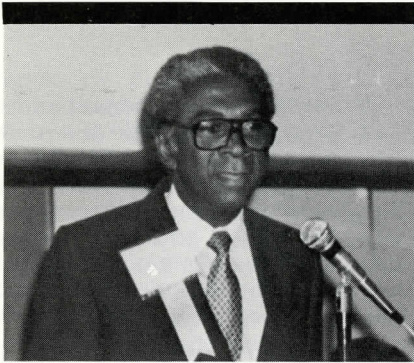
Just recently, a House task force recommended experimentation with merit pay plans but the task force offered no financial assistance.

The scene appears perhaps somewhat better on the state level. At the annual meeting of the Na-

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About the Author

Christy Everson is Director of Communications for the Virginia Municipal League and editor of "VIRGINIA TOWN & CITY" and "LEAGUE LETTER."



The Crisis in Education Panel

Jeremiah Floyd
Associate Executive Director
National School Boards
Association

Trends in the Composition of School Boards

In 1927, George Counts at the University of Chicago described the typical school board member as follows:

- upper or upper middle class
- middle age, male
- a business or professional person
- married, a parent of children in the public schools
- active in the organizational life of the community

The American School Board Journal and Virginia Tech reported the following information about the composition of school boards following their 1982 annual survey:

- 28 percent female
- 2.2 percent Afro-American
- 2.0 percent Hispanic-American
- 0.3 percent Asian-American
- 0.8 percent American-Indian
- 3.5 percent other minorities
- 91.2 percent Caucasian-American
- a median age range of 41-50
- a median annual income of about \$40,000

Floyd concludes that school boards are run largely by white, middle-aged, high-income men, essentially what Counts reported in 1927.

Facts About School Boards

- 15,538 school districts/boards of education exists in the U.S.
- 95 percent of 95,000+ school board members serving on school boards are elected
- school boards are responsible for setting and governing the educational programs carried out in 85,700 elementary and secondary schools for 40+ million students. (Public schools

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Ralph J. Shotwell
Director—Finance, Research,
Retirement & Special Services
Virginia Education Association

"It would be a grave disservice to Virginia's educational system to assume that all the educational shortcomings cited in ["A Nation at Risk," etc.] ... apply to Virginia school divisions."

- Since 1974, each class of Virginia students has performed as well or better than the previous class on standardized achievement tests given annually to fourth, eighth and eleventh graders.
- Spring 1982 testing shows average achievement test scores of Virginia students compare favorably to those of students nationwide, and achievement test scores generally continue to increase.
- In the spring of 1982, nearly 93 percent of the tenth graders who took the Virginia High School Competency Test passed both the mathematics and reading sections. In 1978, only 82 percent passed both tests.
- Since the 1950s the percentage of school-age population enrolled in public school has risen from 76 percent to 89 percent nationwide and to 91 percent in Virginia.
- In the past four years the high school dropout rate in Virginia has continued to decline.
- Only 10 percent to 20 percent of high school graduates continued their education in 1950. Today more than 60 percent in Virginia go on to college, business school or trade school.
- Handicapped students in Virginia's public schools have increased from 4 percent in 1970 to 9 percent in 1982.
- In 1981-82, 6 percent of the total school population in Virginia were enrolled in special enrichment programs.

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Cecil Frances Carter
Deputy Secretary of Education
Commonwealth of Virginia

"The governor has stated on numerous occasions that he considers education to be his top priority in addition to economic development."

"Look at the budget targets proposed for the 1984-86 biennium. Education encompasses about 56 percent of the proposed budget statement."

Regarding the flood of reports released on the quality of education, Carter said, ***"For the first time we see a nation not just criticizing but taking a hard look at what we are doing and why, and offering some assistance. We are getting positive and constructive criticisms and suggestions from all segments of society."***

"We are starting to recognize that the position of technological and economic superiority we once enjoyed is now threatened, similar to the situation we had in the late 50s with Sputnik. I like to refer to the report of the National Commission on Excellence in Education as the Sputnik of the 80s."

"The governor has recognized the critical position of the classroom teacher in the educational process and spoken to the need to develop those mechanisms to attract and retain teachers of the highest quality. He has spoken to the need of providing teachers with adequate across the board compensation for their efforts and has set a goal to establish a salary benchmark comparable to the national mores."

"Closely related to the need to provide teachers with adequate

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tional Governors' Association in Portland, ME, according to David S. Broder, "Roanoke Times & World News" reporter, "there seemed to be striking evidence that the states are moving ahead on their own to meet the challenge to improve the high schools and elementary schools of this country."

Broder said almost every governor he talked to or heard speak during the three-day conference had plans to improve teacher pay, stiffen educational standards and increase financial support.

Prior to this spring, before several reports critical to education were released, the governors had chartered a task force from the Education Commission of the States to work on educational problems.

"Our goal," North Carolina Gov. James B. Hunt Jr. is quoted as saying, "was not to criticize but to recommend a plan of action."

"Education is a national problem that cannot be solved in Washington," said Hunt. "The states must lead."

And some states are leading.

In Mississippi, a state that Gov. William F. Winter, D, said has "chronically weak schools," a bill was passed for compulsory school attendance, statewide kindergartens, a 10 percent teacher pay raise, tougher teacher certification standards, special scholarships for math and science teacher training, mid-career programs for administrators, and consolidation of small school districts, accompanied by the biggest tax hike in the history of the state at a time of high unemployment in a state with the lowest per capita income in the nation.

This was accomplished with an organized campaign including business community involvement, advertising, direct mail, a phone bank and the help of local newspapers. Public demand eventually left legislators no where to hide.

Breakthroughs are also occurring in Florida, California and Tennessee.

Tennessee Gov. Lamar Alexander, R, has designed a \$210 million "master teacher" program for his state which he hopes will be in place next spring accompanied by a 1 percent sales tax increase.

Jeremiah Floyd of the National School Boards Association presented figures during his presentation on the "Crisis in Education" panel at the VML Conference indi-

cating that from 1975-76 through 1980-81 the trend has been toward greater state support of public schools and less reliance on local monies.

In our own state, Gov. Charles S. Robb appears to be attempting a lead. He has developed experimental merit pay and master teacher programs and just recently traveled to Washington to explain his plans to House members. Deputy Secretary of Education Cecil Frances Carter, at the VML Conference, emphatically stated that education is Gov. Robb's first priority along with economic development.

In fact, Gov. Robb has earmarked \$500,000 in his preliminary 1984-86 budget for testing his experimental plans. Total funds for education encompass about 56 percent of the governor's proposed budget and include a 24.25 percent increase for elementary and secondary education for the biennium. This increase provides Standard of Quality levels of \$1,604 per pupil for fiscal year 1984-85 and \$1,758 per pupil for fiscal year 1985-86 and is intended to provide 10 percent salary increases for teachers during each fiscal year.

In the past two sessions of the General Assembly, the administration has attempted to implement 10 percent increases in teacher salaries across the board, however, this year it was reduced to 9.7 percent due to economic conditions.

This is "putting your money where your mouth is," according to Deputy Secretary Carter.

Two problems exist with this however. Local school districts are allowed to use these monies for whatever purpose they see fit, not necessarily teacher salary increases. In fact, the Virginia Education Association recently reported that only about one-third of the school districts in Virginia are attempting to provide the 9.7 percent teacher salary increases.

"If the pattern exhibited in the 1983 survey holds true," said VEA President Brenda Cloyd, "teacher salary increases for 1983-84 will probably average 6 percent to 7 percent," not the 10 percent Gov. Robb is aiming for.

Teacher salaries in Virginia rank 31st in the nation, up from 34th and averaging \$18,676. This trails the national average of \$20,531 by \$1,855, according to VEA figures.

The second part of the problem is that for nearly a decade the state has engaged in a somewhat deceptive practice in school financing. The General Assembly has calculated the state's portion of school funding on the basis of a sum that has fallen increasingly far behind the Department of Education's estimates of the actual cost of educating a school child.

When the Standards of Quality were implemented in 1974, the Board of Education requested funding on the basis of 50 instructors per 1,000 students, but the General Assembly actually funded the standards on the basis of 48 instructors per 1,000 students. This has created an increasing disparity or gap in per pupil funding through the years, a gap in the General Assembly's calculated cost of education per pupil and the estimated actual cost of education per pupil. The gap in dollar terms has increased from \$204 in 1978 to \$348 in 1983. In 1983-84, the difference between the Standards of Quality per pupil cost established by the General Assembly (\$1,464) and the actual Standards of Quality per pupil cost (\$1,773) as determined by the Department of Education is \$309, or 21 percent. The Robb administration plans to increase this level of funding from the current 48 instructors per 1,000 students to 52 per 1,000, but in reality there are currently 64 instructors per 1,000 students. This disparity is an issue of grave concern for VML.

What all this means is that although the state may be spending more money on education, its share of the total has decreased, putting the burden on local governments. The pressure is increasingly on local government.

As the VEA sees it, state aid for education has declined 8 percent from 1970 to 1980.

According to the recent Joint Legislative Audit and Review Commission study of local government, the state's share of the total cost of education has gone from 46.3 percent in 1977-78 to 40 percent in 1982-83. In 1977-78 the state passed on \$729.1 million in education costs to the localities, and in 1981-82 this sum exceeded \$1 billion.

The membership of the VML is painfully aware of this situation. In fact, 86 percent of the local governments surveyed in the JLARC study

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—Floyd—

accommodate 89 percent of all school age children in the U.S.)

- 90 percent of the boards of education are fiscally independent (i.e., they have been delegated statutory authority to set out and raise local revenues)
- current annual expenditures total \$105 billion

Funding Public Education

For the school year 1975-76, monies for public education were raised as follows:

- 47 percent locally
- 44 percent statewide
- 8.8 percent federally
- 0.2 percent from other sources

In 1980-81, monies for public education were raised as follows:

- 44 percent locally
- 47 percent statewide
- 8.3 percent federally
- 0.7 percent from other sources

Trends in Excellence

• NAEP reports in the spring of 1983 that while "additional work may be needed to prepare students for the increasingly technological world of the future, most students are 'literate' in basic reading and writing skills... lower ordered skills are well in hand."

• In 1939-40, 51 percent of high school age children graduated from high school. In 1959-60, 65 percent graduated from high school. In 1979-80, 72 percent (just more than 3 million) graduated from high school. The trend is clearly upward.

"With respect to excellence," said Floyd, "the hard part is to know what is real and to respond to it with 'informed judgement,' not the volatile top-of-the-head reaction which characterizes single issue mass opinion."

"We see the challenges identified by the major national reports as being real and have moved to assume leadership responsibilities."

—Shotwell—

• In states where an equal or greater percentage of students take the SAT Test, Virginia ranks seventh among 16.

"The crisis is not teacher performance. The crisis is school funding. The crisis is teacher salaries."

"Teacher salary increases for 1983-84 will probably average 6 to 7 percent. This means that there will be little, if any, further progress in moving the Virginia average teacher salary to the national norm."

• College graduates who choose private industry rather than teaching careers are likely to earn \$3,000 to \$10,000 more in their first year of employment.

• The median beginning salary for teachers in Virginia in 1983-84 was \$12,888.

• The average number of teacher education college graduates in Virginia eligible to begin teaching dropped from 2,444 in 1971-72 to 1,217 in 1981-82, a decline of 57 percent.

• From 1974 to 1982, inflation increased 68 percent while the income of Virginia teachers went up 46 percent.

• Since 1972-73, the buying power of the average Virginia teacher's paycheck has dropped \$1,577 or 17 percent.

VEA believes the following must be undertaken to deal with the teacher crisis:

• *increase funding for the standards of quality to a realistic level and develop a mechanism to ensure that teachers receive the state funds designated for salary improvement*

• *raise entry salaries for all teachers to a level at least equal to the beginning salaries for comparable professional career training positions in private industry*

• *move as quickly as possible to increase Virginia teacher salaries to the national norm*

"We have the financial wherewithal to do the job. Virginia is a low tax state. Virginia ranked 33rd in per capita total tax collections of state and local governments in 1980-81, 40th in state and local tax collections as a percent of personal income in 1980-81, and 36th in total current expenditures for public elementary and secondary schools in 1981-82 as a percent of personal income."

—Carter—

compensation for their efforts is the need to develop mechanisms to recognize and reward excellent teaching in the classroom. The governor has formed a special advisory committee designed to pursue the concepts delineated in his merit pay and master teacher plans and to put the plans into operation within the next year."

"The second area of concern the governor has articulated is the need for schools to improve educational foundations for all students, including emphasis on more students pursuing core academic courses. The Board of Education recently approved revised accreditation standards encompassing additional course requirements for all students in English, math and science as well as additional requirements for foreign languages for those intending to pursue higher education."

Some Feedback On Merit Pay

The purpose of merit pay programs is to improve the quality of education. Proponents say its criticisms have been derived from the failure of poorly devised programs, but curiously enough many teachers and administrators are firmly against merit pay programs.

The American Federation of Teachers only recently, and with considerable difficulty, voted to support merit pay if and only if all teachers were given higher base salaries. Union president, Albert Shanker, was able to cajole the reluctant group only with the reasoning that to be flexible on the issue would have fewer consequences than stubbornness.

The National Education Association has regarded merit pay as a step backwards from fixed salary schedules based on academic credentials and seniority.

Many educators feel the money could be better used, such as in a general pay raise for all teachers, but the most common criticisms are that merit pay systems result in mo-

—Continued on page 13—

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indicated that state aid for public education is inadequate. The topic of educational funding has been one of considerable discussion and debate among the membership.

Neal R. Peirce, again writing in "Nation's Cities Weekly," says he has found surprisingly broad public support for educational funding, "even at the cost of higher budgets and taxes," not when teacher salary increases alone are proposed, but when increases are linked with tougher teaching standards, performance testing and rewarding of the best teachers—a quid pro quo relationship.

In California, Peirce reports, there is broad bipartisan support for as much as \$840 million in new taxes for school aid. Lamar Alexander, TN-R, launched a campaign for a master teacher program requiring regular teacher evaluations linked to salary incentives and merit pay of up to \$7,000 for the most talented. Virtually every major statewide group backed his plan, according to Peirce, and so did the public—73 to 23 percent. But what is at stake? A poorly educated public? The future security of the nation?

In July, the VML Executive Com-

mittee met with Superintendent of Public Education S. John Davis for an explanation of the new, more stringent accreditation standards. Even though the new standards are expected to cost an additional \$11 million or more just to implement and \$8 million annually thereafter, the executive committee voted to support the new standards.

Considerable discussion ensued on the need for additional funding for education. With local real estate taxes and budgets already pushed to the limit, the league has voted to support a one percent statewide sales tax to support quality education. The tax could generate \$254 million during its first year in effect and the money would be returned to the localities based on school age population.

The challenge of providing the public with a quality education is formidable, but not insurmountable and not one to run from. The leadership of the VML has taken a critical look at the issues and is facing this challenge. The 1 percent sales tax increase is now part of the VML Policy Statement and will be one of the league's major goals in the 1984 General Assembly.

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The Governor's Plan for Education

In July, Virginia Gov. Charles S. Robb spoke before the U.S. House of Representatives' Task Force on Merit Pay. He described his proposed plan for testing merit pay and master teacher programs in Virginia.

Gov. Robb proposes to budget \$500,000 to the Department of Education to carry out this pilot test project. He has proposed that the project be set up so that local school divisions would submit requests for the state funds to support local experiments. In the first year, Robb anticipates two to five school divisions will participate in the project by experimenting with merit pay or master teacher programs. A parallel program also would be set up for school administrators.

The local experiments would have to meet certain basic requirements to receive funding. First, teachers would have to be directly involved in the merit pay or master teacher selection process proposed. Separate selection procedures would be required for excellent teachers and excellent administrators and results would have to be monitored and disclosed with public reports to the governor and the General Assembly.

Robb has indicated that two approaches are likely to appear, but that other approaches may be developed. One, the master teacher/merit program, involves designation of a small number of master teachers to be compensated both for the excellence of their performance in the classroom and for additional work to improve instruction, improve courses or to implement new instructional technologies or methods.

The master teacher/merit proposal will involve both designation of master teachers and specific programs to use master teachers as teachers of other teachers, especially other teachers in their early years of service.

The other approach, a performance evaluation program, provides for an annual evaluation of the work done by all teachers in a local school division with a substantial proportion of the teachers qualifying for performance supplements on the basis of this evaluation.

Compensation packages will be required to be submitted with re-

quests for funding. Robb expects to require that each local compensation package include a cash bonus, intended to be a one-time reward for excellence; a payment-in-kind, such as money for instructional equipment, a selection of books or even advanced study intended to improve instruction; and a fellowship payment to support the master teacher's work as a teacher of teachers.

As an illustration, Robb suggested that a typical pilot project might permit designation of up to 5 percent of the practicing classroom teachers within the local school division as master teachers, with compensation arranged so the cash payment would be \$1,000 and the payments-in-kind and fellowships would be \$2,500 each.

The performance evaluation program would involve all teachers within a local division in a comprehensive program of peer review and assessment, leading to performance-based salary supplements of perhaps \$1,000 per teacher to perhaps one third of the teachers in a division. This proposal entails teachers developing standards for self-evaluation within their own groups, and then certifying colleagues whom they find to be their best. The board would have the job of assigning salary supplements on the basis of ratings applied by the teachers.

Robb cites the benefits of such programs as improved teaching, movement away from the tendency toward mediocrity that exists in rigidly structured salary scales, economic advantage and prestige for top ranking teaching professionals and tenure systems without the lethargy that many critics see in a system that awards lifetime security.

Gov. Robb thinks a merit pay system in Virginia can work.

"I know no good reason why teachers should not play primary roles in choosing master teachers," he said, "or indeed why they should not choose them if all parties to the arrangement—the state, the locality, teachers organized either through existing teacher groups or on an ad hoc basis for this purpose only—subscribe to carefully drawn standards of selection.

"The often-made charges that no merit pay scheme can be fair derive,

I think, from the common assumption made by teachers that others—board members, parents or principals, perhaps—may use the evaluation system in unfair ways. Because so many other occupations and professions use performance evaluation as a cornerstone of their compensation systems, and with good results, I doubt this fear is well grounded."

Merit Pay

—from page 11—

rale problems and are impossible to fairly implement.

A recent article in "The Wall Street Journal" illustrated the problems some teachers have with merit pay. An English teacher in Pennsylvania who was among 25 of 233 teachers in the district to receive \$1,000 in merit pay said she was "horrified" by the effect of merit pay on her fellow teachers.

"Teachers," she wrote, "are very fragile, dedicated people. They receive very little praise throughout their careers—from students, from parents or from administrators. Thus, to keep on teaching, they must develop their own self-confidence, fed mostly from within. Then, poof! slash! rip! zap! Nearly 90 percent of the staff are told they don't measure up. Their aura of confidence is shattered."

The names of the 25 merit pay recipients were published in a nearby local newspaper along with a story that quoted one school official as having said, "these people will serve as models" for other teachers.

A science teacher who was not a recipient of the bonus even though his principal regards him as meritorious keeps a copy of the story in his desk drawer. On the day the story was published, his wife and a fellow church choir member called to ask why his name was not on the list.

Planning Norfolk's Budget

A Team Approach

By R. Breck Daughtrey and
Wendell C. Lawther

Municipal budgeting has become increasingly complex in the city of Norfolk, largely due to rapid growth in the range and amount of municipal services provided a rapidly growing population. A greater part of the executive responsibility for managing the budget process has had to be decentralized, whereas in the past the city manager delegated only a small part of the responsibility. This move to decentralization has led to the creation of a budget team vested not only with the responsibility for coordinating the operating budget process, but also the capital improvement, revenue sharing and community development budgets.

In Norfolk, the departments of finance and personnel as well as the executive department contribute the five members of the budget team. The department of finance is represented by the budget officer, responsible for directing and supervising the team's activities; the city controller, responsible for forecasting revenues; and a senior accountant who performs coordinating and accounting tasks. The department of personnel is represented by the senior classification and pay analyst whose task it is to assimilate all data relevant to personal expenditures. The executive department is represented by a senior administrative analyst who is responsible for all non-personal expenditures. Each member has individual tasks as well as partnership tasks.

Under the city manager's guidance, the budget team generally is responsible for setting budget policy and assembling the proposed operating budget. Work begins in early August with a preliminary assessment of revenues and expenditures. The next few months are spent compiling preliminary program budgets submitted by city departments in early fall and drafting the budget policy statement and budget instructions. In late November, the policy statement is issued,

followed in approximately six weeks by distribution of budget instructions.

Before the deadline for budget request submissions (usually in early February) all departments are notified of the date and time of their budget hearings. After the budget requests have been submitted the team begins a detailed review of all funding requests. Revenue hearings are held concurrently with internal service fund hearings for data processing and automotive maintenance services, expenditure hearings and executive hearings. At the conclusion of the budget hearings final figures are entered and the proposed operating budget is printed for presentation to city council by the manager.

Revenue Forecasting

The city controller is responsible for revenue forecasting. The revenue forecasting system used in Norfolk encompasses a decentralized data gathering process combined with centralized activities which include a combination of techniques. Each revenue producing bureau and department is provided a partially completed revenue budget worksheet. The worksheets are completed by the departments and forwarded to the controller prior to the formal budget requests.

The city uses four sources of information to assist departmental forecasting: fiscal year cash receipts for the preceding five to ten years, nine-month year-to-date receipts for the preceding five years and current year (Norfolk uses an eight month base), the immediate past year's estimate for the current year, and data to support forecasting techniques. After receiving and reviewing worksheet information, revenue budget hearings are begun. A revenue hearing is simply a "give and take" session between controller and department representatives in order to fine-tune estimates.

In addition to the departmental revenue estimate, the controller conducts his own analysis. He employs a variety of techniques de-

pending upon the importance of the revenue source. Trend analysis and a "best guess" methodology are used. For revenues generated by real and personal property taxes and auto licensing fees a deterministic model also is used. The data needed for these analyses are available as part of a continuous process of compiling revenue collection information.

Expenditure Forecasting

The expenditure side of the budget is divided into personal and non-personal categories. The senior classification and pay analyst is responsible for personal costs, and the senior administrative analyst for non-personal costs.

Personal expenditures account for close to 75 percent of the budget. Unlike some other operating expenses the cost of personal services compounds with each successive salary increase because many fringe benefits such as medical insurance, retirement, unemployment compensation and worker's compensation are calculated as a percentage of basic payroll.

The task of estimating personal services expenditures involves examining computer printouts reflecting payroll and salary histories, then compiling figures and equations for salary increments, social security deductions, retirement rates and medical insurance rates. Departments use this material to calculate the total cost for personal services.

As formal budget requests are submitted the personal team member reviews the information and has it entered on-line into the computer to check the submitted figures. During the expenditure hearings, his role is to verify the accuracy of all requested personal costs and to seek justification for problem areas such as wild fluctuations in requests for more overtime pay or temporary employees.

Non-personal expenditures are the responsibility of the senior administrative analyst. Numerous cal-

culations must be made to determine cost projections for such items as autos, heavy equipment, car pool charges, heating fuel, electricity and auto fuel. Also, all funding requests must be reviewed and compared with the budgeted amount for the current year to identify changing expenditure trends.

The senior administrative analyst plays the role of budget trimmer during the expenditure hearings. During the hearings non-personal expenditure requests are reviewed by line item. Frequently additional justification is required to supplement the formal budget request.

Another important task involves determining the accuracy of estimated funding needs for the remainder of the current fiscal year. A great deal of advance preparation is made by the non-personal team member for this category. Departmental budgeters are urged to attempt pin-point accuracy for current year estimated expenditures, and no penalty is assessed for projections lower than originally budgeted. The purpose of this is to enable the budget team to gauge as accurately as possible the carryover amount to be applied to the next fiscal year.

Work associated with the five-year budget projection is inextricably linked to the annual budget process. The senior administrative analyst provides a great deal of input for this including continual review of national, state and local economic forecasts, assumptions on expectations for the next year such as property assessment rates and military trends for the area and, of course, projecting expenditures five years into the future. The resulting figures represent the estimated cost to maintain current levels of service for the ensuing five years.

■ Coordination, Direction, Supervision

The senior accountant and the budget officer function as a team within a team. Their responsibilities are not dominated by the tasks of line by line review as are the other members. The role of the budget officer demands a broader range of analysis as he is responsible for establishing overall budget policy and managing the team.

The senior accountant does not participate in budget hearings and does not assist in formulating bud-

get policy. He is primarily responsible for coordinating activities such as distributing all forms, instructions, work papers and final approval requests forms for the proposed budget. He schedules deadlines for submissions, establishes the budget hearing schedule, coordinates printing arrangements and prepares revenue worksheets. More important responsibilities include reviewing submitted figures for the budget officer and being available at all times to assist departmental budgeters with problems they may encounter in the compilation process.

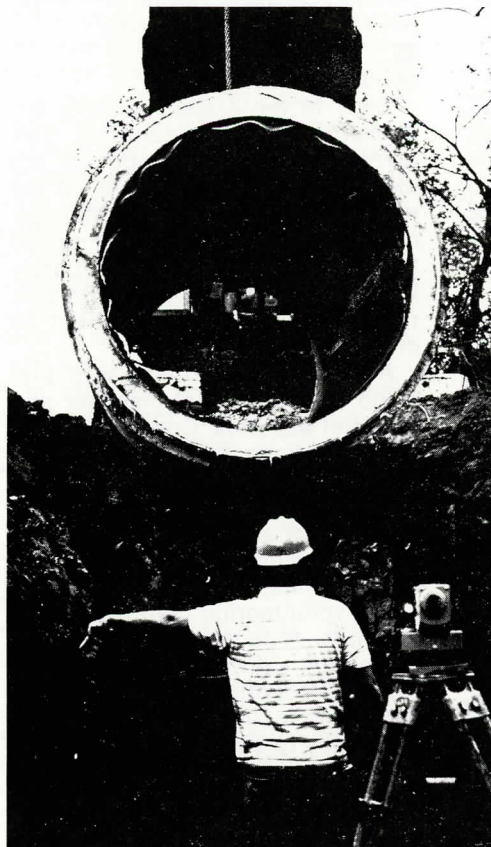
The budget officer is the key member of the budget team. His primary responsibility is to establish budget policy. During the course of the budget cycle he directs the team's activities and is continuously briefed on significant aspects of departmental funding requests. He works closely with the city manager, briefing him almost daily in much the same manner as he is briefed. Budget policy is largely determined by the budget officer subject to approval by the manager. Norfolk maintains separate policies for program and operating budgets even though they are combined into one department.

■ Summary

While the budget process in Norfolk is managed by a group labelled the budget team, it is apparent that every member has unique responsibilities and areas of concentration. Collaboration occurs on a number of occasions, but tasks are sufficiently diverse so that team members function independently under the guidance of the budget officer. On the whole, the team turns in a consistently solid performance each year. The budget team, however, is only a temporary assignment for most members. A move to make the budget team a permanent bureau could possibly improve effectiveness even further.

About the Authors

R. Breck Daughtrey is deputy city clerk for the city of Norfolk. He currently is enrolled in the MPA program at Old Dominion University. Wendell C. Lawther is with the Department of Urban Studies and Public Administration at Old Dominion University.



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Henrico Develops a Job Performance Appraisal System

By Thomas J. Hallman Jr.

One of the most rewarding, challenging and important aspects of personnel management of the 1980s and beyond will be the development of valid, job related performance appraisal systems. When one stops to ponder what they can be and what they are used for—promotion, demotion, layoff and termination decisions; development of individualized job skills training, decisions on professional development training; development of possible policy, development of performance oriented compensation systems, development of productivity standards, and several other major areas—it is quite evident that if a performance appraisal system is to be used in any organization, its potential for usefulness or trouble cannot be underestimated. With this in mind the county of Henrico decided to undertake a project, with the support of a twelve-month International Personnel Association grant, to develop a totally new performance appraisal system for use by all levels of its 2,200 general government employees.

Deciding to Proceed

Probably one of the most difficult decisions to be made initially was whether or not to even begin the project. Was there really a need to attempt to develop a totally new system when the county already had a system in place that was doing what it was designed to do: provide a simple mechanism to evaluate an employee generally on an annual basis?

A thorough analysis of the strengths and liabilities of the current system was made. Our analysis showed that based on current legislation, regulations and judicial decisions, the liabilities of the current system far outweighed its strengths. Also considered in reviewing the current system was informal feedback gathered from supervisors who had to use the system. What were their problems, comments and suggestions. Another major consideration was whether or not resources—funds, staff and expertise—were available to start and eventually accomplish the project.

Key elements in answering these questions were acceptance of an IPA grant proposal which would provide sufficient start-up funding and availability of in-house expertise to perform professional aspects of the project. Thought also had to be given to the simple matter of staff time. Maintenance of operations had to be considered as well as time for research and development. Additionally, consideration was given to availability of outside support such as automated data processing essential during development, implementation and maintenance of the project.

The future plans for professional personnel management in the county were a final consideration. Where did we want to go in the future with such concepts as performance based compensation systems, benefits and a wide variety of personnel policy that would eventually affect every employee. It was decided that a sound, content valid and professionally developed performance appraisal system would probably be the keystone for the development of these systems.

Marketing the Project

Early in the project another key decision point was identified. Simply, it was that full support of top management was essential to the success of the project. If management support could not be gained for this highly visible and potentially politically sensitive project, then the entire project would be dropped.

A series of briefings was prepared for the county manager and his chief deputies. Comments from these briefings were basically that they wanted input from their agency heads. Another series of briefings was held for all agency heads of the county. Support for the project was overwhelming with several agency heads volunteering their resources. The highest degree of employee involvement and communication would be sought throughout the life of the project in order to contribute eventually to employee acceptance at implementation.

Organizing For the Project

An internal team approach was

decided as the best way to accomplish the project. The use of outside consultants was ruled out as past experience showed considerable time lags due to simple logistical and coordination efforts. Also considerable training time would be required to familiarize consultants with the county and the project. Initially the project team was composed of a project director, project leader and temporary research analyst. Additional professional expertise in the personnel office would be tapped from time to time as needs of the project dictated. The team also would have the responsibility for implementation and maintenance of the new system.

Conducting the Project

Actual development of the new performance appraisal system lasted about two years, primarily because the system was to be content valid and based on task analysis methodology. This was extremely time consuming and detailed, but it was felt that this method would be best in order to obtain the level of validity and confidence wanted in the new system. Additionally, project staff had to divide their time between the project and normal daily operation of the office.

While many elements of the project were occurring simultaneously, certain key phases of the development process can be defined. These steps assisted in providing guidelines for study as well as organizational framework:

Preliminary Definition of Goals—One of the most crucial phases of the study was simply to define where we wanted to be at the end of the project. A type of reverse planning was used, starting at the finish and planning back to the start. The word "preliminary" was used as it was not uncommon for objectives to change during the course of the project. This goal definition was important, however, as it gave needed direction to the study.

Research and Literature Search—In order to avoid reinventing the wheel, a thorough search of what has already been accomplished is of great value. Even if unable to use fully any material gath-

ered, there still may be usefulness in the data. For example, general trends in how performance evaluation is being done may be spotted or a unique idea in form design may be found. A review of recent academic and professional literature is also important in that it provides some of the most current thought and theory.

Project Organization—An important element which needed to be accomplished early was organization, a breakdown of the project into manageable segments that can be controlled. In Henrico, the study eventually involved contact with 2,200 employees more than 370 distinct job classifications and 27 agencies. In order to reduce this to a manageable size two main actions were taken.

First, classification and compensation staff in conjunction with project staff broke the 370 job classifications into six groups. This served two main purposes. One was to provide for an orderly arrangement of the classes for the purpose of job analysis. The other was to arrange the groups that were similar so they might be used as a target population for a unique performance evaluation form.

The second action was to establish agency contact points. This provided the project team with a working partner in each agency as well as a channel of communication.

Job (Task) Analysis—The key to a sound, valid and reliable performance appraisal system is that it be based on a job analysis process. This begins with the start of the project and for all practical purposes continues throughout the project and into the implementation and maintenance phases. In Henrico almost all methods of job analysis were utilized including questionnaires, group interviews with employees and supervisors, individual meetings with employees and supervisors and desk audits. As stated earlier, this is a very time consuming process and also a low profile activity without much measurable evidence of accomplishment. Responsible or interested parties need to be made aware of this as well as of the importance of the job analysis.

Data Synthesis—In conjunction with and really a part of the job analysis is the synthesis of the data. The mountains of data must be reduced and synthesized to a manageable level. At each level of sort-

ing it is advisable to review with employees and supervisors for accuracy and acceptability. Again, this is a time consuming, low profile activity.

Form (Instrument) Design—At some point in the study you begin to have an idea of what you are going to need in the way of an instrument to accomplish your purposes. This form, even in rough draft, along with draft procedures is necessary to do any pilot study.

Pilot Study—Any project or study to implement a new or modified performance evaluation system should include a pilot study. The pilot study for this project produced several important observations. One was that employees and supervisors involved in the study highly praised the new system and thought it was much better and more meaningful than the old system. Several very good suggestions were made and eventually incorporated into form design. Weaknesses in the draft training package were made evident by problems and questions asked during the course of the pilot study. The need for clear, concise administrative procedures also was made evident.

Procedures Development—In order for any new system to work, sound administrative procedures are required. This should include complete documentation of the system and how it was developed, a manual as to how the system is to work for those charged with the responsibility of administering the program, and a supervisor's guide as to how to use the new system. Documentation of any activity which requires interagency functions is also advisable.

Training Package—All personnel required to rate personnel or have input into an individual's rating need to be trained. This training package is also useful in training new supervisors. Open information sessions for employees scheduled prior to implementation to foster good employee relations and dispel any rumors are recommended.

Summary

Several key points can be made. The selling of top management and the gaining of their support is critical to success. Without their support chances of success are drastically reduced. Also, employee involvement greatly enhances the success of the new system. By al-

lowing employee involvement to the greatest extent possible, fears are minimized, resistance to change is reduced and the employee has a sense of ownership of and pride in the new system. Early and frequent coordination with outside agencies that must support the system also is necessary. If all the pieces are to fall into place properly, channels of communication must be kept open.

Finally, do not be afraid to make changes. If you see the need to make a major change or change the direction of a project, do not hesitate to make it. It will probably pay in the long run.

About the Author

Thomas J. Hallman Jr., is the supervisor of classification, compensation and testing for the county of Henrico, VA.

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8:30 a.m.
9:00 a.m.
10:00 a.m.
10:30 a.m.

Registration
Opening Session
Candy Crafts Demonstration
FUNDAMENTALS OF REINFORCING IN
CONCRETE INSPECTION OF
REINFORCING STEEL-CONCRETE
SYSTEMS
GROUP LUNCHEON
PUBLIC RELATIONS
HOUSING AND PROPERTY MAINTENANCE
MECHANICAL EXAMINATION - LICENSE LAW

TUESDAY, DECEMBER 6

8:30 a.m.
9:00 a.m.
9:30 a.m.
9:30 a.m.
12:00 noon
2:00 - 5:00 p.m.

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CONTINUATION OF CODE CHANGE
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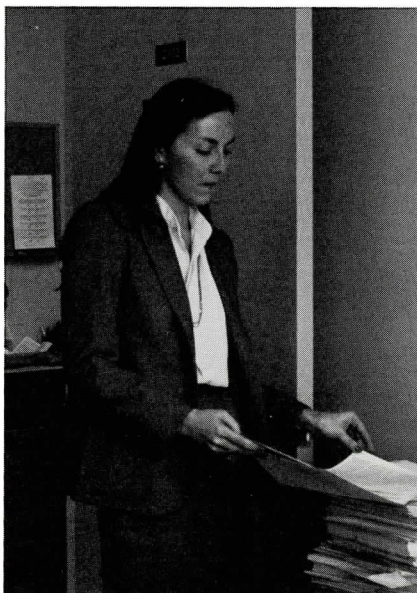
Margaret A. Nichols has been appointed the insurance administrator for the Virginia Municipal Group Self Insurance Association (VMGSIA) filling the post recently left vacant by Bradley K. Harmes who resigned to become manager of benefits financing for the city of Austin, TX. Prior to her appointment, Nichols had served as VMGSIA's acting administrator in Harmes' absence and as VMGSIA assistant administrator since October 1982.

Nichols has worked for the Virginia Municipal League since her appointment as financial assistant in 1975. She became VML office manager in 1978 and administrative assistant to the executive director in 1981. In October 1982 she was appointed finance director for the league as well as assistant administrator to VMGSIA. She also currently serves as executive director of the Virginia Association of Chiefs of Police and is a past executive secretary of the Virginia Building Officials Association and the State Fire Chiefs Association of Virginia.

Nichols is currently a member of the Self Insured Administrators Council of Virginia and a member of the board of directors of the Intergovernmental Pooling Section of the Public Risk Insurance Management Association. She is also presently pursuing a certificate as a Chartered Property Casualty Underwriter. In her new position, Nichols will have oversight responsibility for the \$4.7 million annual premium self insured workers' compensation program.

Norfolk Mayor Appointed

Mayor Vincent J. Thomas of Norfolk was recently reappointed chairman of the Community Development, Housing and Economic Development Committee for the U.S. Conference of Mayors. During his 1983-84 chairmanship he will work with four other mayors: Charles Royer of Seattle, James McNulty of Scranton, PA, Sheila Lodge of Santa Barbara, CA, and Harold Washington of Chicago.



Posivach Fills New VML Post

Ellen S. Posivach has been selected to fill the Virginia Municipal League's newly created position of director of research. Posivach has worked for the past four years as the state legislative liaison for the city of Norfolk and comes to the league not only with experience in legislative matters but also with expertise in research and statistical analysis.

Posivach holds a master's of public administration in research methods and statistics from Old Dominion University and has had extensive experience in research and statistical analysis. During the past six years she designed, conducted and wrote all of Norfolk's statistically based studies as well as analyzed every empirical study conducted for that city by consultants. On several occasions she created the research design employed by outside consultants. Prior to her employment with the city of Norfolk she worked as a consultant on empirical research projects for the Chesapeake & Potomac Telephone Co. and the city of Virginia Beach.

In her position at the league, Posivach will perform public policy research and legislative advocacy as well as work toward the publication of major manuals for use by local government.

Hawthorne Receives Baumes Scholarship

Stanley D. Hawthorne of Abbeville, AL, has received the 1983 Baumes Scholarship. The \$1,000 scholarship is presented by the Virginia Municipal League in honor of past league director Harold I. Baumes.

Hawthorne is a first year graduate student at the University of Virginia. He is seeking a master's degree in public administration and is currently working as an intern in the Charlottesville city manager's office.

Hawthorne is a graduate of Troy State University, Troy, AL, and holds a bachelor's degree in social sciences with a double minor in economics and political science. While attending Troy State, Hawthorne was a member of two honor societies. He wants a career in public administration because "you can clearly see the results of your actions" and because he enjoys working with people.

Arlington Appoints Deputy County Manager

Anton S. "Tony" Gardner has been appointed deputy county manager of Arlington County filling the post left vacant by A. H. Griffin who resigned to become city manager of Falls Church.

Gardner is a 12-year employee of the county and was previously director of the Department of Management and Finance. He began working for the county as an administrative aide in the county manager's office in 1971. In 1973 he was named chief of the newly created Fiscal Analysis Division, and in 1980 he became director of the Office of Management Systems and Budget which this past year became the Department of Management and Finance. He is a member of the Municipal Finance Officers Association, the International City Management Association and the American Society for Public Administration. He and his wife, Linda, and their three children reside in Arlington.

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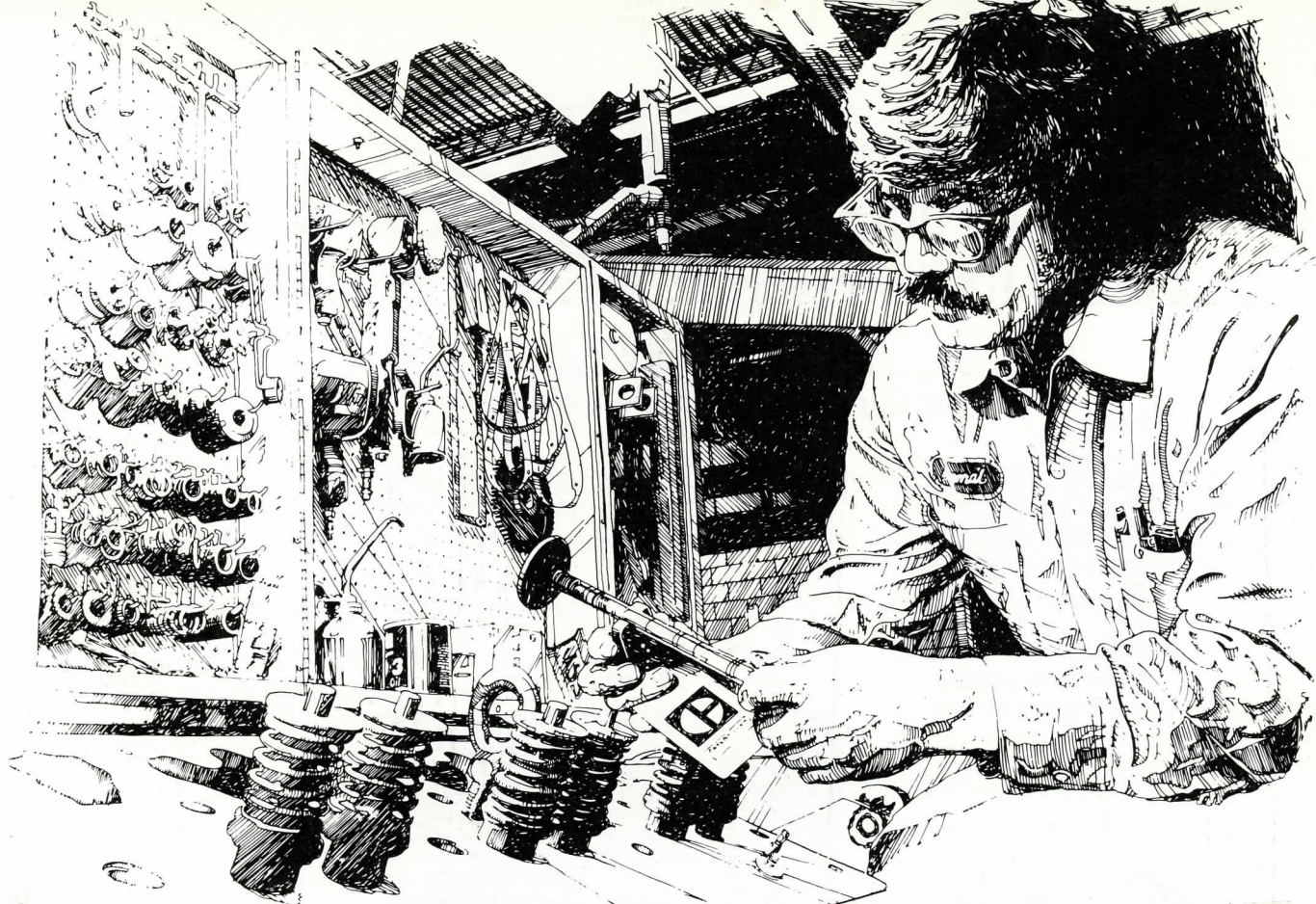
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