

Volume 19 July 1984 Number 7

Virginia & Town & City

Conference Information & Registration

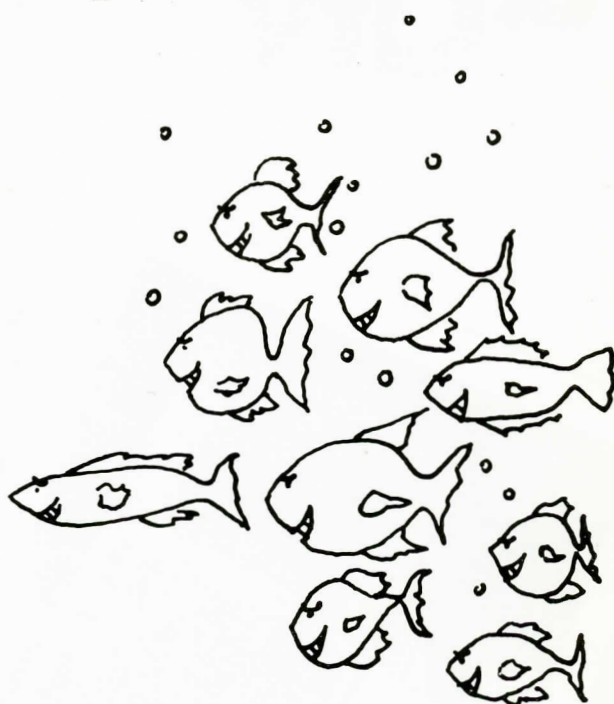
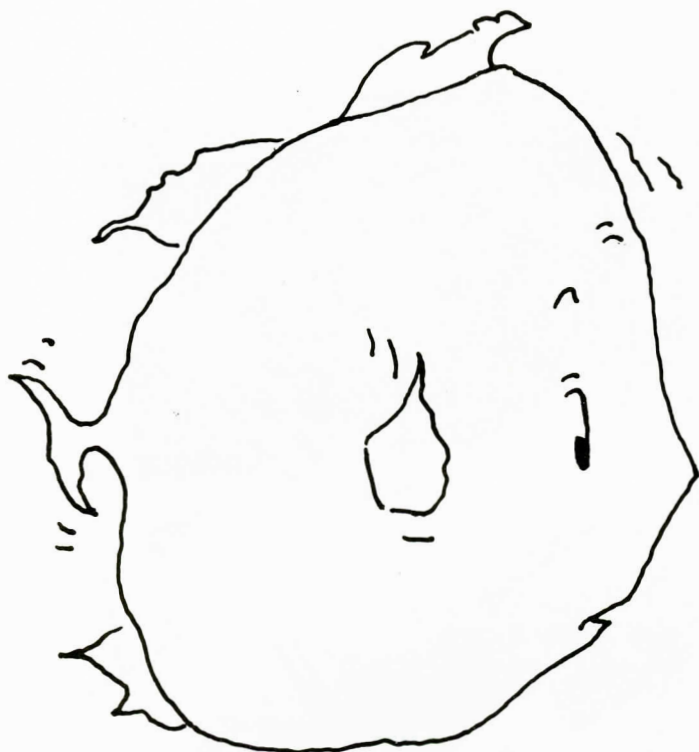
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Productivity Analysis

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Volume 19

July 1984

Number 7

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On the Cover

Jeffrey Woodson is conducting a productivity analysis of Richmond's utility department. In Phase I, he meets with Daniel Lynch, director of public utilities. Later, he watched Dispatcher Orpha Beiler do her job and goes to adjust gas pressure with maintenance mechanics George Tate and Jimmy Jenkins. See the story on page 10.

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Managers Make Moves

Chesapeake City Manager **John T. Maxwell** resigned June 30 to join a Virginia Beach consulting firm. Maxwell held the city manager position for six years. **James Rein**, assistant city manager, will temporarily take over the position.

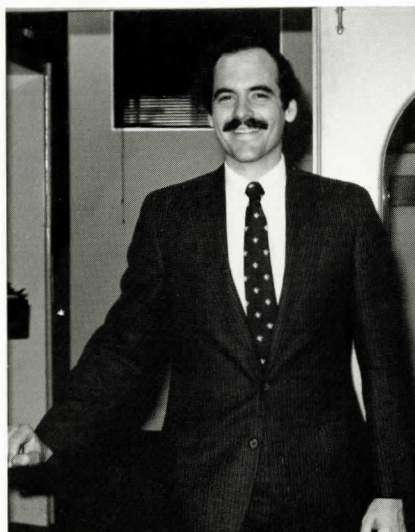
Thomas I. Miller, city manager for Hampton, will retire at the end of August after having served the city for 28 years.

Miller, who has been manager since 1980, was first employed by the city in 1957 as chief planner. He advanced to director of city planning and in 1975 was appointed assistant city manager for community development. Prior to his employment in Hampton, he worked for Princess Anne County. Miller is a graduate of Old Dominion University and is a member of the Virginia Section, International City Management Association and the American Institute of Certified Planners. He will remain in the Hampton area upon his retirement.

William F. LaVecchia became county manager for Henrico County in June. LaVecchia has been with the county 25 years, having been initially employed by the county as planning director in 1959. Prior to his appointment as manager, he had served as deputy county manager for planning and inspections since 1978. The 57-year-old native of Front Royal, VA, has also worked as the town manager of Blacksburg, VA, and as assistant city manager of Athens, TN. He holds a bachelor's in civil engineering and a master's in municipal engineering and public administration. Both degrees are from Virginia Polytechnic Institute and State University.

Robert E. Taylor is the new city manager for Colonial Heights. He replaces **Byron E. Haner** who retired.

A native of Harrisonburg, VA, Taylor comes to Colonial Heights from Red Bank, TN, where he had served as city manager since 1979. Prior to 1979, Taylor served as assistant to the city manager in Suffolk, VA. He has also worked as the senior administrative analyst in the budget office of the finance department in Nashville, TN, and taught history at Varina High School in Henrico County, VA. He holds a bachelor's degree in political science from Appalachian State University, Boone, TN, and a master's in public administration from University of Tennessee.



Feild To Become VML Staff Attorney

Robert B. Feild, VML's legal intern since July 1983, will become VML staff attorney effective August 20, 1984. In his new position he will assist with the VML's insurance program, cover certain meetings at the General Assembly, answer legal requests and handle all requests concerning local codes and ordinances.

Feild has worked with the league on a part-time basis while attending the T. C. Williams School of Law at the University of Richmond. He graduated, receiving his law degree in May, and he takes the bar examination this month. Feild's undergraduate degree is in history and from the University of Virginia.

A native of Philadelphia, Feild plans to marry in August. His fiancée is Deborah Love who attends T. C. Williams and is currently working as an intern in the attorney general's office.

Hicks Named Chief

James E. Hicks, former assistant chief of the Alexandria Fire Department, has been named chief of the department, replacing **Charles Rule**.

Chief Hicks began his fire service career in 1963 as a fire fighter in the Alexandria department. He rose through the ranks, serving as lieutenant, fire prevention inspector, training officer and assistant chief. He has served as assistant chief since 1977.

Hall, Cabe Fill Information Posts

Arlington County and the city of Fairfax have new public information officers.

Beverly Holmes Hall is the new public information officer for Arlington County in the county's Office of Citizens Assistance and Information. Hall has a background in both journalism and public affairs. She recently was director of public affairs for the American Institute for Transportation and Business Development, a non-profit trade association. She handled both press and inter-governmental relations as well as editing a newsletter and coordinating staff speaking engagements. She holds a bachelor's degree in political science from Smith College, Northampton, MA, and a master's degree in public affairs and journalism from the American University School of Communications.

Diane C. Cabe is the new public information officer for the city of Fairfax. She has been employed by the city for approximately five years, having worked as an associate planner in the planning office for more than three years. Recently, she worked in the public information office doing writing and photography for the city's newsletter, The Cityscene. Cabe has spent her entire career in municipal and regional government having been previously associated with the city of Monterey, CA, as assistant to the city manager and with the Association of Bay Area Governments, also in Monterey. She holds an undergraduate degree in public administration with a minor in English and a master's in public administration from Golden Gate University.

Sumpter To Serve Salem District

B. W. (Bob) Sumpter has been named Salem District engineer for the state Highway and Transportation Department. He will be in charge of highways for the Roanoke Valley and several other Western Virginia counties.

Sumpter succeeds **Marion E. (Gene) Wood Jr.** who retired in May after 32 years with the department. He has been with the department since 1957 and served as assistant engineer for construction and maintenance for the Lynchburg District since 1972. He is a former resident of Christiansburg and a graduate of Virginia Polytechnic Institute and State University.

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You Ought To Be In Pictures

According to Andrew Spaulding, left, director of Virginia's Film Office, movies can do a lot for your locality.

By Clare S. Osdene

From Alexandria to Gate City, from Charlottesville to Norfolk, the economic impact of attracting production companies to communities has become significant, and Virginia's towns and cities are beginning to realize the lucrative opportunities available from hosting movie companies for on-location filming. The state's localities are becoming increasingly aware that the shooting of movies is a source of revenue without expenditure, and if current trends continue, a source which will continue to grow in the years ahead.

"In the last ten years, the film industry has changed," State Film Office Director Andy Spaulding says. "Whereas previously most films were shot on sound stages and back lots in California, now a majority of movies are shot on location."

In 1983, the Virginia Film Office provided locations for 19 productions including the two network mini-series "Kennedy" and "George Washington" and a major feature film, "The River." Film makers spent an estimated \$4.2 million in Virginia shooting in nearly every region of the state.

Gate City, in southwest Virginia, served as a location for Universal Studios' upcoming film, "The River," starring Sissy Spacek, Mel Gibson and Scott Glen. The \$20 million project is scheduled for a Christmas release. "Kennedy," a seven-hour mini-series,

was shot on location for 7½ weeks in Richmond. Starring Martin Sheen and Blair Brown, the film, which was aired on NBC in November, infused the Richmond economy with an estimated \$1,340,000. The David Gerber Co. in association with MGM shot scenes in Alexandria, Fredericksburg, Yorktown and Williamsburg for "George Washington," an eight-hour network mini-series. The company spent an estimated \$2.2 million during their nine weeks in the state.

The money spent by a film crew affects a variety of local businesses. Not only do film companies rent large blocks of hotel rooms as would be expected, but other support services benefit too. Profits are realized by food service companies and businesses that lease everything from vehicles to barricades and street signs. Additionally, production equipment is serviced and repaired, and souvenirs are bought by the film crew. The "Kennedy" film company purchased things as diverse as 1960s costumes and portable two-way radios.

A movie company shooting on location amounts to setting up a business on a temporary basis and brings with it all of the accompanying expenditures. Often the companies need to lease space, equipment and furniture for offices, and they rent businesses, homes and other establishments for on-location shooting.

Another major source of revenue for

the local populace is the hiring of extras and crew. Even small productions, such as "My Dinner with Andre" which was filmed in Richmond in 1980, need extras. Larger productions such as "Kennedy" and "George Washington" employ thousands of local extras.

The benefits of hosting film companies are far reaching. Gene Winter, former economic development specialist for the city of Richmond, put it this way:

"In Richmond's case, the benefits have been two-fold. First, there is the direct economic benefit which happens anytime a small company moves into an area. The great thing about working with film companies is that it's almost a self-perpetuating cycle which builds momentum. The companies hire local people to work on their production crews which ensures experienced local people are available for subsequent productions. These crews spend large sums of money and their expenditures filter through to the tax revenues for the city through lodging and food, etc. Secondly, the city benefits from local, regional and sometimes national publicity. It's the value of free advertising."

Localities around the state are gaining exposure from appearances on television and film. The recent airing of "George Washington" increased tourism activity for many historical sites in the state. National newspapers, Travel



This battle scene in the CBS mini-series "George Washington" was one of the many sequences filmed in Fort Belvoir, Alexandria, which served as a major location for the movie. Other scenes were shot in Alexandria, Fredericksburg, Williamsburg and Yorktown. More than 2,500 extras were used to make the movie, and the production company spent more than \$2.2 million during their nine-week stay in Virginia.

and Leisure magazine and People magazine all carried stories about the filming, as did the Hollywood trade papers.

According to free-lance production executive Fred Styles, an HBO film, "Finnegan, Begin Again," will be filmed in Richmond this summer due in large part to the good reputation the city garnered for cooperation during the filming of "Kennedy" in 1983. According to Styles, Richmond's diverse architecture enabled the filming of scenes representing locations as different as Dallas, Montgomery, AL, Washington, DC, New York and Berlin.

"The cooperation of the people in Richmond was wonderful," said Styles. "We shot some of the most difficult scenes of my career there. The assassination sequence in "Kennedy" produced some of the most complicated logistical arrangements that I've ever had to deal with. It all went like clockwork, thanks to the excellent cooperation of the city officials."

Word of that cooperation gets around in what is very much a word-of-mouth business. Styles attributes the filming of "Finnegan" in Richmond to the good reports spread by the crew of "Kennedy." Two other cities, both in the Midwest where the story is set, were seriously considered, but the positive experience of filming in Richmond in 1983 convinced location scouts to film here again in 1984.

Many states have recognized the economic benefits of on-location filming and have created film commissions to increase that activity. The Virginia Film Office, established in 1980, promotes the state as a film locale and assists film companies in finding locations. Competition for business is keen, and 44 states and 12 cities around the country now have film commissions.

The functions of the Virginia Film Office are essentially two-fold. First, the office markets the state by soliciting film business as well as answering questions relating to possible filming in the state. Last year, the office fielded more than 200 such inquiries. On request the office provides specific location photography, either still or video, and serves as a liaison with state and local agencies. In addition, the office publishes "Virginia's Film Production Guide," a directory of the more than 150 production services available in the state. The office advertises in trade publications targeted to directors and producers and staff visit the major motion-picture companies in Los Angeles to promote Virginia as a film locale.

The second function of the Film Office is to act as liaison between the localities and film production companies. The office researches suitable locations around the state and coordinates with localities to meet the film companies' needs.

"The localities' investment is their cooperation," says Spaulding. "Film making is a very expensive proposition and delays can cost up to \$5,000 an hour. When logistical problems arise, they require prompt assistance from the locality in order to resume filming as quickly as possible."

Filming may require help from numerous branches of the local government including the police and fire bureaus and the traffic and street engineering departments.

"The city of Richmond works to insure that the filming is made as easy as possible for the film makers," says Gene Winter. "For example, Richmond does not require any permit fees from the film makers and tries to work with them as much as possible. Richmond feels the benefits to the city merit this kind of cooperation."

From the very first day of scouting locations, cooperation from local officials is vitally important, according to Styles. He offers these tips to localities:

- Film makers need to see the most potential locations in the shortest amount of time. Due to intense limitations of time, only places called for in the script should be shown.
- Be able to house the cast and crew under the same roof when filming is

underway. If that is not possible, hotels must be as close as possible. (A feature film usually has a crew of 70-100 people.)

- Have large and secure parking facilities close to the hotel and the various locations. Ten to twenty large trucks, some up to 70 feet long, will need to be parked within easy access.
- Security is essential because the loss of even the smallest prop or piece of equipment can mean the entire shoot must grind to a very expensive halt.
- Cooperation of police, fire and emergency units is vital for a successful shoot. Rarely will entire streets have to be blocked off, but it is likely that a lane or two of traffic will need to be restricted. Even then, it is necessary to have traffic stopped only for two or three minutes at a time, interspersed with about 20-minute intervals of regular traffic flow while the new shot is being set up. Police can also help with the logistics of parking trucks and equipment near the shoot site. Equipment will need to be located on

adjacent sidewalks, so the police can be helpful in organizing these sorts of arrangements.

"It is important to let the community at large know that a film is being shot in the area," said Styles. "It helps give people a sense of participation and they are therefore eager and ready to help. It is amazing how important that can be when, for example, you are trying to locate things quickly—anything from scotch tape to ripe watermelons. This is especially true if the community realizes they will benefit from the crew being there."

Other local benefits of hosting a film company are community pride and fun. While affixing a price tag to this is impossible, a community invariably benefits from pulling together. The excitement generated by the presence of the cast and crew during the filming of "Kennedy" in Richmond last summer became the catalyst for community involvement. The huge number of extras necessary meant that all sorts of people became involved. Richmond's Feder-

ated Arts Council provided many extras who really enjoyed their experience.

"It was very interesting to everyone, and really educational to see how the film was made," said Sandy Slabaugh of the Arts Council. The Arts Council further capitalized on the film with a post-viewing party complete with their own presentations of "Academy Awards" to locals who were seen in the mini-series as extras.

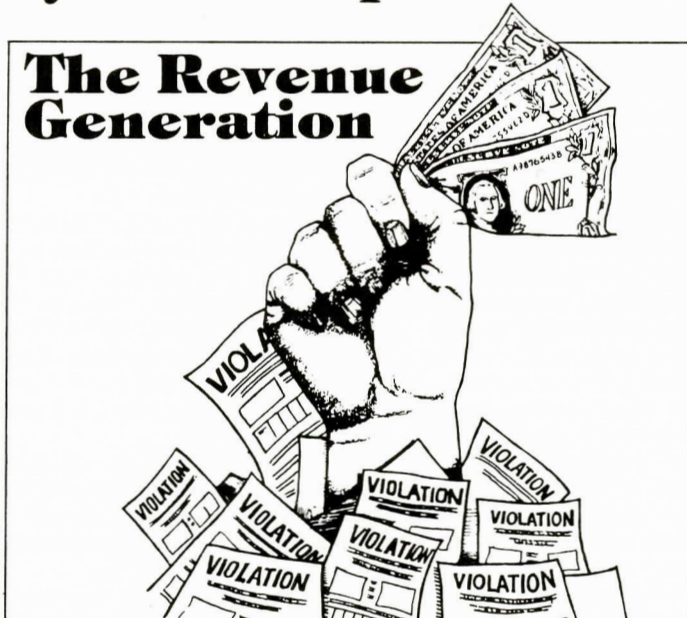
Film making in Virginia is a burgeoning industry bound to make its presence increasingly felt in the years ahead. Virginia's municipalities have much to gain from a small investment of cooperation.

About the Author

Clare S. Osdene is a 1981 graduate of the University of Virginia. As acting director of the Shockoe Slip Foundation in Richmond, Osdene has worked with the Virginia Film Office in providing historic sites for on location filming.

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AUGUST 19-22, 1984
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SUNDAY, AUGUST 19

4:00 p.m. Registration
6:00 p.m. President's Reception/Dinner

MONDAY, AUGUST 20

8:30 a.m. Registration
9:00 a.m. Opening Session
Keynote Speaker—The Honorable
Harry Lee Carrico, Chief Justice,
Virginia Supreme Court
9:45 a.m. Body Armor
10:15 a.m. Standards for Testing Police Equipment
10:45 a.m. Regional Drug Task Force on
Narcotics in Virginia
1:00 p.m. Third Annual Golf Tournament

TUESDAY, AUGUST 21

8:30 a.m. Registration
9:00 a.m. Victim/Witness Assistance Program
10:15 a.m. Legislation 1985
11:00 a.m. Terrorism
2:00 p.m. Automated Fingerprinting
Information Systems
3:15 p.m. Managing Stress
6:00 p.m. Reception/Banquet/Dance
Banquet Speaker—The Honorable
Charles S. Robb, Governor,
Commonwealth of Virginia

WEDNESDAY, AUGUST 22

10:30 a.m. Business Session
12:00 p.m. Adjournment

President Leslie T. Sheppard, chief of police, Henrico County, will preside over the 59th Annual Conference. Appreciation is extended to the 1984 conference planning committee for their efforts in organizing the annual conference. For further information, contact Kathy McIntyre in the VML office at (804) 649-8471.

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Productivity Analysis

A systematic and objective approach to improve service and reduce costs.

By Jeffrey A. Woodson

In recent years, the dilemma of meeting increased service delivery expectations with decreasing resources has challenged the administrators and governing bodies of Virginia municipalities to develop creative and innovative solutions. Typically, localities have cut budgets and reduced services in attempting to resolve these problems. While these "band-aid" approaches may satisfy short-term concerns, long-term organizational effectiveness may be jeopardized.

The city of Richmond has taken a systematic and objective approach to assessing service needs and determining how to most effectively utilize available resources. The approach is considered by some to be unusual because it involves spending money to save money. The city's administration recognized the need for an organization that could perform in-depth studies to increase efficiency and effectiveness, and a productivity analysis unit (PAU) was proposed by City Manager Deese and approved by city council.

The PAU was requested and approved in the fiscal year 1982-83 budget. The unit was organizationally placed in the budget bureau because its function was consistent with the mission of the bureau as defined in the city charter, i.e., to be responsible for effective fiscal management and efficient use of city resources.

The unit was formed with stipulations from city council. The unit must pay for itself in savings to the city within two years, and no lay-offs of city employees are to result from a study. Any reductions in personnel would be accomplished through attrition and transfers.

Funds were allocated for the unit July 1, 1982, and staff members were selected in August 1982. The staff participated in a four-week training course conducted by a consulting firm, and dur-

ing September 1982, the unit began work on its first project. Since that time, four successful studies have been completed.

The unit is currently composed of three management analysts. Although one of the analysts serves as manager of the unit, there is heavy reliance on the project-team concept to accomplish objectives. The unit is devoted to performing productivity studies on a full-time basis while periodically performing special projects.

Study Objectives

The objectives of any PAU study are subject to many variables including the size of the organization under study, the management philosophy of the agency, the scope of the study, the type of organization being evaluated, the number of analysts available to conduct the study and fiscal constraints. However, the major objectives of any study are:

- To improve operating effectiveness and efficiency;
- To assist management in improving work methods, procedures and systems;
- To assist management in improving work planning and scheduling;
- To develop manpower and work standards to balance staffing requirements and work loads, and;
- To evaluate program results and performance.

The complexity of the factors involved illustrates the need for a systematic means of evaluating the work environment. It would be quite difficult to conduct a thorough and comprehensive study without a model or methodology that ensures all relevant data is acquired, analysis of information is complete and thorough, and recommendations are based on research and exploration of all possible alternatives.

Methodology/Techniques

The Richmond PAU utilizes a model that has been proven successful by management consultants, local government managers, private sector analysts and industrial engineers.

Upon receipt of a request from an upper-level city administrator, usually a department director, the PAU meets with the manager to discuss the focus and parameters of the study to be undertaken. Lines of communication and authority are established, and preliminary background information is obtained (mission statements, organizational charts, job descriptions, ordinances, rules and regulations, etc.) to gain familiarity with the agency.

Once this background information is collected and reviewed by the analysts,

About the Author

Jeffrey A. Woodson is a management and budget analyst assigned to the Productivity Analysis Unit of the budget bureau in the city of Richmond, VA. He has a master of public administration degree from Virginia Commonwealth University and a bachelor of arts degree in sociology from Virginia State University. Prior to joining the budget bureau, he was a mid-level manager in Virginia state government.

the first formal step of the study is initiated. This is referred to as the Orientation Phase. During this step, the analysts meet with department supervisors and staff. The purpose of these meetings is threefold: to introduce the analysts and the study to the workforce, to explain the PAU's purpose and method of operation, and to answer questions employees may have about the study. Additionally, the analysts attempt to address any fears or possible resistance.

Upon completion of the Orientation Phase, the analysts begin the Operations Review Phase. The objective of this stage is to gather data through in-depth interviews, observations, review of records and employee suggestions in order to develop a thorough knowledge of organizational operations. This information is then organized and analyzed to identify areas that present the greatest opportunity for improvement. One product of this phase is a work distribution chart, which facilitates organization and analysis by illustrating patterns and providing an overall picture of current productivity.

The Methods Analysis and Improvement Phase, or third step of the study, focuses on identified opportunity areas. Employing such techniques as work simplification; value analysis; brainstorming; organizational analysis; and design, analysis, synthesis (DAS), the PAU evaluates the organization, its mission and current methods and procedures. The analysts also begin generating and reviewing alternatives for use in developing recommendations. The main thrust of this effort is to generate new or modified methods in order to eliminate unnecessary work and streamline remaining operations. One phrase commonly associated with this endeavor is "work smarter, not harder."

The Work Measurement Phase is performed next to document and verify the organization's activities and tasks as well as relative work volumes and time requirements. Several techniques are available to accomplish work measurement objectives. Analysts select the technique most appropriate for the subjects being evaluated. This is influenced by variables such as the number of staff to be evaluated, the number of analysts available to measure the work, the type of work being performed, the desired level of accuracy and time constraints.

Work measurement techniques are divided into three categories: informal, semiformal and formal. Informal techniques are easier to implement and consume less time but also tend to be less objective and quantifiable. Formal techniques attempt to achieve the highest level of statistical accuracy and the least amount of subjectivity. The semiformal



Jeffrey Woodson, left, and Andrew Narwold, right, of Richmond's productivity analysis unit watch maintenance mechanic George Tate do his job.

techniques attempt to synthesize the high statistical validity of the formal techniques with the advantages offered by the informal techniques.

Informal techniques consist of estimates, historical records and the Delphi Technique. Illustrative of semiformal techniques are diary reporting, work sampling, and multi-minute measurement. The stop watch time study and MODAPTS are two examples of formal technique work measurement. These are not all-inclusive but do highlight the more commonly used methods.

A direct result of the work measurement effort is development of a manpower budget. Analysts evaluate work volume, time requirements, number of staff required to perform tasks and the mission of the agency to determine staffing levels that will most effectively and efficiently accomplish established objectives and goals.

The next phase of the study involves development of recommendations for improved work planning, scheduling and control, improved methods and procedures and better use of equipment and resources.

These recommendations result from analyses performed during the Methods Analysis and Improvement Phase. Major considerations during this phase are seasonality of work, peak hours of operation and the amount of time and resources required to perform tasks. The emphasis is to have employees performing duties when and where they are needed most.

The final phase of the study, the Implementation of Recommendations, is generally the most difficult for the analysts and the agency. Implementing recommendations developed as the result of any study has been a source of great concern to analysts, management and

(page 14 please)

VML PRESENTS ITS 79TH ANNUAL CONFERENCE

Sept. 30–Oct. 2 in Richmond

SPEAKERS . . .

George Latimer, president of the National League of Cities and mayor of St. Paul, MN, will speak Tuesday, Oct. 2, during the VML Conference Luncheon, a new event added to the conference this year.

Latimer has served four consecutive terms as mayor of Saint Paul. Since his election as mayor of Saint Paul, Latimer has successfully streamlined the city's government merging four separate units into a unified department of planning and economic development. His efforts have fostered a climate of economic development in the city which has led to a record number of new construction starts and record increases in housing and commercial rehabilitation loans. Be there to hear him speak at 12 noon, Tuesday, Oct. 2.

PROGRAMS . . .

VML is planning a number of programs that will be informative and helpful to local officials and administrators attending the conference. Among the tentative subjects for programs are Virginia's new Water and Sewer Assistance Authority, municipal government and the press, the Virginia Innovation Group, economic development, legislation impacting local governments, time management, deinstitutionalization, highway and transit funding, education funding, computers in towns, budgeting, and town/country relations. More topics may still be added as planning continues.

EXHIBITS . . .

You will have several opportunities to visit the exhibit area and view the latest innovations in the field of local government. Approximately 30 exhibits are being planned that you won't want to miss. In addition, the Opening Reception will be held in the exhibit and adjacent area Sunday, and continental breakfast will be available in the exhibit area Monday and Tuesday.

HOST LOCALITY . . .

Richmond, the capital city, will host the 79th conference in style. The city is planning a gala evening at the Science Museum of Virginia featuring shows in the Planetarium Space Theater. The Science Museum, once the Broad Street Train Station, is on the national register of historic places. The entire building has been restored to appear as it did in 1919. It now houses a hands-on science museum and is paired with the most technically advanced planetarium in the country and the world's largest analemmic sundial.

SPECIAL ACTIVITIES . . .

This year, the conference will open with a golf tournament and barbecue sponsored by Browning Ferris Industries Inc. The tournament will feature prizes, beverages on the course and barbecue after the game.

Following this exciting start will be a reception Sunday evening at the John Marshall Hotel. Monday will be Host Locality Night and Tuesday will feature George Latimer at the Conference Luncheon, the business session

with the election of new officers and the adoption of the VML Policy Statement and 1985 Legislative Program.

The Virginia Section, ICMA will hold a luncheon Monday as will Women in Local Government. Tuesday morning will feature a Prayer Breakfast, and Tuesday evening the conference will conclude with a reception and the Annual Banquet including the presentation of the 1984 VML Achievement Awards.

HEADQUARTERS . . .

The Hotel John Marshall will serve as the 1984 conference headquarters. The John Marshall offers all the conveniences and luxuries you would expect from the finest of hotels. With downtown Richmond at its doorstep, the hotel provides easy access to the business district, retail shops and historic landmarks.

Room reservations should be made with the post card included in the official registration packet. Additional rooms will be available at the Marriott.

THE COST . . .

Package registration, which includes all activities Sunday, Monday and Tuesday, except ticketed events, is only \$100 for members and \$110 for non-members. Partial registrations are also available. See the next page for complete details.

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First Name of Spouse (if attending) _____

Guest Attending? YES _____ NO _____

Name(s) _____

Please circle appropriate registration amount:

	MEMBER	NON-MEMBER	GUEST OR SPOUSE
PACKAGE REGISTRATION —includes activities for Sunday, Monday and Tuesday except ticketed functions listed below	100.00	110.00	40.00*
SUNDAY ONLY —includes all activities except ticketed functions listed below	25.00	35.00	15.00*
MONDAY ONLY —includes all activities except ticketed functions listed below	40.00	50.00	15.00*
TUESDAY ONLY —includes all activities except ticketed functions listed below	55.00	65.00	25.00*

TICKETED EVENTS

ICMA Luncheon (Monday)	13.00
WILG Luncheon (Monday)	13.00
Prayer Breakfast (Tuesday)	8.00

*Some guest activities may require an additional fee.

TOTAL CIRCLED AND ENCLOSED \$ _____ AMOUNT TO BILL \$ _____

(Return completed form to Virginia Municipal League, P.O. Box 753, Richmond, Virginia 23206)

Productivity Analysis

(continued from page 11)

employees. Often, this is difficult to achieve due to inadequate follow-up by the analysts or resistance by individuals responsible for implementation. Many strategies are available to gain management's acceptance of the study recommendations, however, the main thrust is to reach a consensus on what can and cannot be accomplished and, in some instances, to assist management in implementing the desired improvements. This effort is facilitated by involving management in the study all along through regular briefings and meetings.

Richmond's Studies

Richmond PAU's first study involved the Bureau of Tax Enforcement and Collection in the city's finance department. This bureau is charged with assessing personal property taxes and levying business license fees, motor vehicle decal fees, food tax and other miscellaneous taxes and fees, as well as auditing business license and personal property accounts. It also is responsible for collection of current and delinquent taxes and fees along with fines levied for parking violations. Key recommendations for the bureau included a revised business license issuance procedure to

eliminate duplicate forms, mailings and records in order to streamline work flow and expedite processing. A number of recommendations sought to improve collection of delinquent taxes. The full implementation value of these and other recommendations has been estimated to be more than \$1.5 million in the first two years.

The PAU's second project was in a quite different setting, the division of street cleaning in the department of public works. This division performs mechanical sweeping and flushing of all curbed and guttered streets in the city in addition to manual sweeping in high traffic business districts, neighborhood clean-up in Community Development Block Grant areas, and spring and fall leaf and brush collection. Analysts made recommendations to enhance mechanical sweeping frequencies, restructure sweeping routes, clarify expectations of employees and improve equipment performance.

The unit's two most recent projects are nearing completion and involve the departments of public health and public safety. The agencies under review include the health department's Community Environmental Program and the department of public safety's Bureau of Building Inspection. The focus of both studies is on such issues as appropriate staffing levels, use of resources at an optimum level, streamlining the flow of work, and organizational structure and effectiveness. Meetings between PAU analysts and management staffs of both organizations are being held to review, discuss and establish a consensus on recommendations and to develop implementation strategies.

Alternative Models

Other localities throughout the nation also have created formal means for evaluating and analyzing the effectiveness of their operations. Representative of these localities are Dade County, FL, and Dallas.

Dade County has created a separate bureau entitled the Office of Productivity Management (OPM). This unit is an autonomous agency with three divisions providing services that include training, project implementation and control, and administration of the employee suggestion and quality circle programs. Additionally, selected employees within various county agencies receive training in such concepts as work simplification. This reinforces high productivity levels and helps promote the county's productivity philosophy. Upon completion of training, these employees return to their respective agencies and begin using their skills. Problem areas are identified and, employing the methodology previously described, recommen-

dations are developed for alleviating or eliminating them.

Another model is used by the city of Dallas. Dallas currently places major emphasis and responsibility for productivity improvement with departments and respective employees. To accomplish their objectives, reliance is placed on quality circle programs, transition teams, productivity task forces, departmental initiatives and management rotation.

Quality circles consist of six to ten employees meeting for one hour a week to identify problems, analyze and develop possible solutions, and make final recommendations to management for implementation. Transition teams consist of varying levels of management and supervisory personnel charged with the responsibility of reviewing the city's departmental organization and making recommendations for improvement. Productivity task forces employ four- to six-member teams to review and analyze selected topics and make recommendations for improvement. The departmental initiatives involve all levels of the organization, and the primary responsibility is to identify and implement specific productivity improvements. The goal of the management rotation program is to develop more experienced managers with new perceptions and understanding by rotating managers through different agencies. This provides the city with broad experience and proven management abilities whenever critical needs arise.

Benefits

Establishing an organized effort to implement any of these systematic approaches will result in a number of benefits. Most important, the primary objective of improved operating effectiveness and efficiency is achieved. Second, the potential exists to change the perception of the public regarding governmental efficiency. Through improved procedures and services the agency can better meet the demands of the public. Generally, city administrators are extremely concerned about projecting a positive image to the community, and any changes that eliminate delay in service to the client or decrease the necessity for long lines and stressful situations are welcomed.

By fostering systematic productivity initiatives another source of expertise is also created in the organization. In other words, whenever productivity analysis unit staff are not actively involved in a study, they can be called upon by the city manager or department heads to provide a variety of skills including various problem solving techniques, data gathering and research skills, and the

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ability to function well within a team concept.

Another benefit of a structured productivity effort is the potential to reduce long-term consulting expenditures. Essentially, the municipality has its own in-house consultants to employ the same methods and achieve the same results that would be attained by more expensive private consultants. Add to that the fact that the in-house consultant is available for multiple projects vs. a one-time study from external consultants, and the advantages of such a unit become quite significant.

Unit Placement

One issue that directly impacts the effectiveness of a productivity endeavor is the organizational placement of the unit. The most favorable placement of an analysis unit is in an area which is less influenced by administrative or governmental politics. Normally, analysis units are located as separate staff agencies within budget offices or co-located with other staff functions. Examples include the Richmond PAU located in the budget bureau and state agencies such as the Joint Legislative Audit and Review Commission, a separate staff agency under the auspices of the legislature, and the management consulting division of the Management Analysis and Systems Development Department, a major operating function co-located with the systems development division and serving the executive branch of state government.

In Richmond's case, many advantages exist in being located in the budget office. One of them is accessibility to the budget analysts and financial information to determine any fiscal constraints or potential funding sources. The unit routinely relies on the budget analysts within the bureau to provide additional information and technical assistance on the department under study. Also, location in the budget office reduces the potential to have politics influence recommendations and study results. One major disadvantage is that organizations being studied often have the perception that the PAU has a predetermined agenda to make cuts in the budget. While it is recognized that it is difficult for any department or individual to be apolitical in a governmental setting, certain placements can reduce the potential for political influence or pressure to impact study results.

Additionally, it is important for the analysis function to be organizationally close to upper management and the decision-makers. This enhances the communications process by keeping upper management informed of the progress and conclusions of studies.

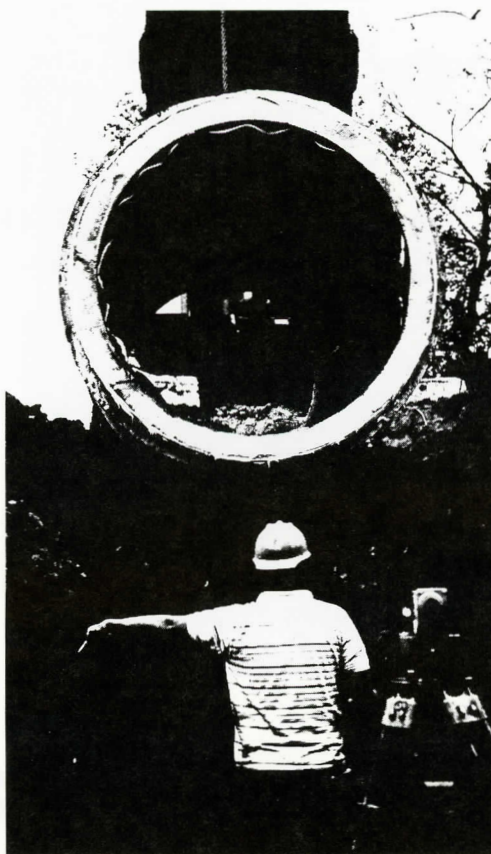
Second, being close to management makes the unit more aware of and responsive to the administration's needs and desires. Third, placement in an office close to top management facilitates the implementation of recommendations. By working closely with management and keeping them informed during the course of the study, the administration will be more supportive of the analysts' findings and recommendations.

A cooperative and effective relationship between management and the analysis unit is essential for success. This relationship is also a shared responsibility. Management must be strongly committed not only to supporting the analysis effort but also to improving municipal operations. The analysts must recognize and be sensitive to organizational constraints. Such sensitivity, when used in developing recommendations, assures management that the study recommendations are realistic and feasible. This, in turn, makes it easier for management to support the study results. Further, the development of sound recommendations and quality reports establishes credibility for the analysis unit. Credibility is one of the most important qualities that such an entity must possess.

Conclusion

Development and creation of a formal analysis unit will typically involve start-up costs associated with recruitment and selection of staff, acquisition of equipment and supplies, and staff training. Depending on the size of the unit, these costs may be prohibitive for some smaller localities with limited resources. This does not, however, preclude these localities from attempting an analysis effort. Alternatives to the models presented here are capable of achieving many of the same results.

The productivity analysis model used in Richmond represents one of a number of successful approaches that have been adopted by cities across the country. It employs a systematic approach to studying problems and developing solutions. Through the efforts of Richmond's PAU, work programs have been made more productive, service to the public has been improved and costs have been reduced. Richmond has spent money to make money, and the citizens and taxpayers of the city have been the primary beneficiaries.



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How One Retired Manager Continued to Use His Skills—in Venezuela

By Thomas B. Noland

How do a retired city manager and his wife come to spend two months in a South American country? I served as an unpaid consultant to two contiguous cities in western Venezuela on its border with Colombia. San Antonio and Urena are in the state of Tachira and about 500 miles from Caracas, the capital city. To most people, and to us before we traveled there, Caracas is the extent of Venezuela.

About the time of my retirement in mid-1980, I registered with several assistance agencies hoping my background in city government coupled with my ability to communicate in Spanish might be of assistance to some underdeveloped Latin American country. Late last August I was contacted by the International Executive Service Corps, (IESC), a non-profit organization located in Stamford, CT, and asked to undertake a project. After completing arrangements, my wife and I traded Martinsville, VA, for Venezuela from October until Christmas.

IESC matches the skills of retired executives with specific needs in under-

developed countries. The group has coordinated almost 8,000 projects in its 20 years of operation. Its operating budget is shared by corporate contributions and the U.S. Agency for International Development. No salary is provided, but the cost of travel and subsistence is allowed for volunteers and their spouses.

Venezuelanos are proud of their democratic form of government, having had peaceful elections since 1959. While we were there, national elections were held Dec. 4 and pre-election interest was high. As of midnight, Oct. 31, no further political advertising in any medium was permitted; only hard news was allowed. The president is elected for a term of five years, but their system makes no provision for a vice president. Also, the president may not succeed himself. In the Dec. 4 election, a former president failed in a re-election bid after having been out of office five years. In each recent election the opposition party has won.

Upon taking office in February, the new president was to appoint a number of ministers to operate various depart-

ments, and he was to appoint the 20 governors of the respective states. Local municipal elections, however, are allowed.

In Venezuela, laws regulating the routine operation of city government originate in federal law, not in the state code as in Virginia. Their basic law provides that any city may employ a city manager, known in their law as "Administrador Municipal." An outline of his duties and responsibilities read basically as they do in our code with one major exception, the mayor (president of the governing body) has authority over hiring and firing. This law is only a few years old, and I was told that in the few cities that have managers, they are hampered by the provision.

After the locality reaches a population of 12,000 it may become a city, to be governed by seven councilmen. As cities become larger, the council increases by two members up to a maximum of 17 as in Caracas. Cities with populations less than 12,000 have several modified forms of government.

The role of cities is limited. Utilities are nationalized under ministers and cities have no responsibility for law enforcement, traffic control or courts and very little responsibility for public schools. Cities are basically responsible for refuse collection, fire protection, street maintenance, land use and building regulation, cemeteries and a limited retirement system. Major revenue sources are, you guessed it, property taxes, gross receipts taxes and fees such as for refuse collection and slaughter house operations, if that option is chosen.

It follows that state control is relatively minor compared to our system, but I found an interesting option open to local citizens. A minimum of 200 families located in a cohesive area may band together, achieving official status as a "neighborhood association" with officers and a letterhead, and may formally lobby for a cause or project.

Council meetings are open, but executive sessions are permitted virtually upon a whim. Moreover, while the public may attend meetings, permission to address council may be denied except at least at one session per quarter. The public and press seldom attend meetings.

In San Antonio and Urena where I worked, the seven-member governing bodies included two women in each, and the political party system prevails.



Work is done on a sewer connection for a new building in San Antonio, Tachira, with a surprising lack of barricades.

San Antonio is in the state of Tachira and has a population of about 35,000.

The contracting agency for my project was a state agency located in San Cristobol, the state capital. The agency serves as a technical advisor to each municipality in the state. Prior to my trip, I received an outline of problems perceived, but the decisions on whether to undertake a specific study and its priority were my responsibility. During my first two weeks, I developed a work plan followed during the project. I submitted 10 reports which were translated into Spanish by an attorney in the state capital. Some reports addressed both cities, and others only one.

Urena has a population of about 15,000. San Antonio's population is about 35,000. I soon learned that the larger city demanded most of my time. The smaller city had no real problems, allowing for underdevelopment generally, but the larger city had serious administrative and financial problems. Neither city had opted to employ an administrator. Four of my recommendations had to do with additional sources of revenue.

From a personal standpoint, we were isolated with few options for a change of scenery. We lived in the only decent hotel in the smaller city 10 miles from San Antonio. We seldom heard English and saw only three other Americans in two months. My wife, Anne, took long walks, read, studied Spanish and got to know the hotel staff and other hotel guests. Had she not been previously exposed to Spanish, the time for her would have been quite difficult due to the isolation.

My reports were to be submitted to the cities after Christmas. In time we hope to learn the reactions. For us it was a rich experience, and we are glad we volunteered.

About the Author

Thomas B. Noland retired in 1980 after 14 1/2 years as manager in Martinsville, VA. He has also served as manager in Altavista, Franklin and Pulaski, VA. He is a graduate of the University of Virginia and has served on the Criminal Justice Service Commission and Virginia Polytechnic & State University's Water Resources Research Advisory Committee. He is a past president of the Virginia Section, International City Management Association. While in college, Noland studied Spanish for 2 years. He has traveled to several Spanish speaking countries, including Costa Rica where he worked in 1941 and 1942 for the United States Government.



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Education Committee Forms

VML has completed formation of its new Education Policy Committee. **Robert T. Williams**, city manager of Newport News, will serve as the new committee's chairman. Funding education was the league's top legislative priority during the 1984 session of the General Assembly, and it is expected to be a major priority for the league again next year. This policy committee will hold its first meeting July 25 in the VML Offices.

VML policy committees formulate the league's policy statement on issues that impact local government. This formal statement, once adopted by the membership, then serves as a guide in setting legislative goals and directing the league's legislative activities. Following is a list of the Education Policy Committee's members.

Bradford Hammer, Alexandria
Jack A. Gross, Bedford
Larry M. Foster, Buena Vista
Mary Alice Gunter, Charlottesville
T. Stewart Baker, Chincoteague
George R. Goode Sr., Clifton Forge
James B. McNeer, Colonial Heights
George T. Snyder Jr., Fairfax
James P. McDonald, Fairfax County
Joe Steffan, Galax
Dennis G. Baugh, Gordonsville
Elizabeth Walker, Hampton
William S. Dewhirst, Henrico
William M. Phillips, Lynchburg
Dorothy Bello, Manassas Park
Reverend John Foster, Norfolk
Patrick J. Coffield, Portsmouth
John D. Jenkins, Prince William
James E. Taliaferro, Salem
J. P. Marshall, South Boston
W. H. Higinbotham Jr., Suffolk
Harold Heischouer, Virginia Beach

VML Makes Staff/Committee Assignments

Each year certain VML staff are assigned to assist and work with each VML policy committee. These staff members serve as the league's contact persons on issues related their assigned policy committees and also coordinate much of the legislative activity relating to the policies of their committees.

Current staff assignments are as follows:

Community & Economic Development—Clay Wirt
Education—Ellen Posivach
Effective Government—

R. Michael Amyx
Environmental Quality—Clay Wirt
Human Development—Ellen Posivach

Public Safety—Ellen Posivach
Transportation—Ellen Posivach

Any of these staff members can be reached in the VML Office at (804) 649-8471.

annual conference held this year at The Cavalier in Virginia Beach. Approximately 100 people attended the conference which featured seminars on the latest innovations and issues in the field of municipal electric power supply and management.

Richard H. Lee, town manager of Blackstone, was elected vice president of the group, and **R. Coleman Brittle** of Wakefield, **John R. Sweeney** of Danville, and **Robert J. Schnabl** of Bedford were elected to the executive committee.

The Municipal Electric Power Association of Virginia (MEPAV) seeks to foster a continuing spirit of cooperation among Virginia municipalities operating their own electric utilities and the various privately owned utilities who supply much of the energy distributed. MEPAV is an affiliate organization of the Virginia Municipal League.

Building Officials Receive Awards

Edward J. Weld, building official for Culpeper County, and **D. Paul Jack**, building official for Hampton, have received Virginia Building Officials Association (VBOA) Meritorious Service Awards for outstanding service in the building code profession.

The awards were presented at the association's 1984 Mid-Year Meeting June 4 in Richmond. Approximately 55 members attended the one-day meeting which was presided over by Association President Clarence Diersing, director of code compliance for Newport News.

During the meeting William E. Koffel Jr. of Gabe-Babcock & Associates Inc. discussed "Proposed Changes to the BOCA Building Code for Hospitals," David S. Collins of the Portland Cement Association spoke on "Proposed Building Code Article 25" for existing buildings, Kenneth W. Lehn of the National Fire Sprinkler Association spoke on "Residential Sprinkler Systems," and Robert Gregory of the Department of Housing and Community Development discussed "Status of the 1984 Uniform Statewide Building Code."

The 1984 VBOA Annual School and Conference will be held Dec. 2-5 at the Sheraton Inn in Fredericksburg. Further information concerning conference registration or membership in VBOA can be obtained by contacting Joni Terry, VBOA executive director, at P.O. Box 753, Richmond, VA 23206, or (804) 649-8471.

MEPAV Elects New Officers

The Municipal Electric Power Association of Virginia elected **William E. Willis** of Radford to serve as its 1984-85 president. He succeeds **Michael J. York** of Harrisonburg who served as the association's president for two terms of office.

Willis is director of Radford's electric utility department and previously served as the association's president in 1979-80. He was elected at the association's



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Legal Guidelines

By Howard W. Dobbins
General Counsel

The Los Angeles Municipal Code prohibits the posting of signs or handbills on any public property and provides for their removal by the police department or the department of public works. In a 1979 Los Angeles City Council election, a group of supporters for candidate Roland Vincent contracted with a sign company to fabricate and post signs with Vincent's name on them. These cardboard signs were attached to utility poles at various locations by draping them over cross-arms which supported the poles. Acting under the authority of the municipal code, in one week 48 of the Roland Vincent signs were removed. A number of other signs, apparently commercial in character, also were removed. Thereafter, an action was filed in the United States District Court by the supporters of Vincent and the sign company seeking an injunction against enforcement of the ordinance.

The district court concluded that the ordinance was constitutional and granted a summary judgment for the city based on findings that the illegally posted signs constituted "a clutter and visual blight" and that placing the signs on utility poles created a potential safety and traffic hazard. The court of appeals, however, reversed and held that the ordinance was presumptively unconstitutional because significant First Amendment interests were involved and none of the city's justifications were sufficient to overcome that presumption.

The question presented on appeal to the United States Supreme Court was whether prohibition of the ordinance abridged the petitioners' freedom of speech within the meaning of the First Amendment.

The Supreme Court first considered whether the legislation was unconstitutional on its face, that is, whether it was unconstitutional in every conceivable application or whether it prohibited such a broad range of protective conduct as to be unconstitutionally "overbroad."

In discussing the "overbroad" doctrine, the court quoted from *Broadrick v. Oklahoma*, 413 U.S. 601, 615 (1973):

"[T]here comes a point where the effect—at best a prediction—cannot, with confidence, justify invalidating a statute on its face and so prohibiting the State from enforcing the state interest against conduct that is admittedly within its power to proscribe. To put the matter another way, particularly where conduct and not merely

speech is involved, we believe that the overbreadth of a statute must not only be real, but substantial as well, judged in relation to the statute's plainly legitimate sweep." (Emphasis added)

In the majority opinion delivered by Justice Stevens and concurred in by Chief Justice Burger and Justices White, Powell, Rhenquist and O'Connor, the court held that the overbroad conclusion of the court of appeals rested on an evaluation of the assumed effect of the ordinance. However, the majority concluded that "there was nothing in the record to indicate that the ordinance will have any different impact on any third parties' interest in free

speech than it has on [petitioners]." Furthermore, the opinion held that it was inappropriate in the case to entertain an overbreadth challenge to the ordinance because the appellees had failed to demonstrate a realistic danger that the ordinance would significantly compromise recognized First Amendment protections of individuals not before the court.

Turning to the argument that the ordinance was invalid as applied to the expressive activity of the petitioners, the court restated the proposition that a state may sometimes curtail speech when necessary to advance significant and legitimate state interest and may

(page 22 please)

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Legal Guidelines

(continued from page 19)

legitimately exercise its police powers to advance esthetic values. Thus, the critical question before the court was whether the governmental interest involved in the ordinance was sufficiently substantial to justify the effect of the ordinance on the appellees' expression and whether that effect was no greater than necessary to accomplish the city's purpose.

Reaffirming the majority holding in *Metromedia, Inc., v. San Diego*, 453 U.S. 490, 561 (1981) which dealt with San Diego's prohibition of certain forms of outdoor billboards, the court opined that "the problem addressed by this ordinance—the visual assault on the citizens of Los Angeles presented by an accumulation of signs posted on public property—constitutes a significant substantive evil within the city's power to prohibit." Finally, the court concluded that the ordinance was not substantially broader than necessary to protect the city's interest and that it curtailed no more speech than was necessary to accomplish its purpose.

Politically, governing bodies in Virginia may not agree with the wisdom of the Los Angeles ordinance. However, for those governing bodies which do subscribe to this sort of prohibition of "visual clutter," the court has certainly approved it. What is more, the rationale of the opinion is applicable to numerous other prohibitions of alleged First Amendment rights.



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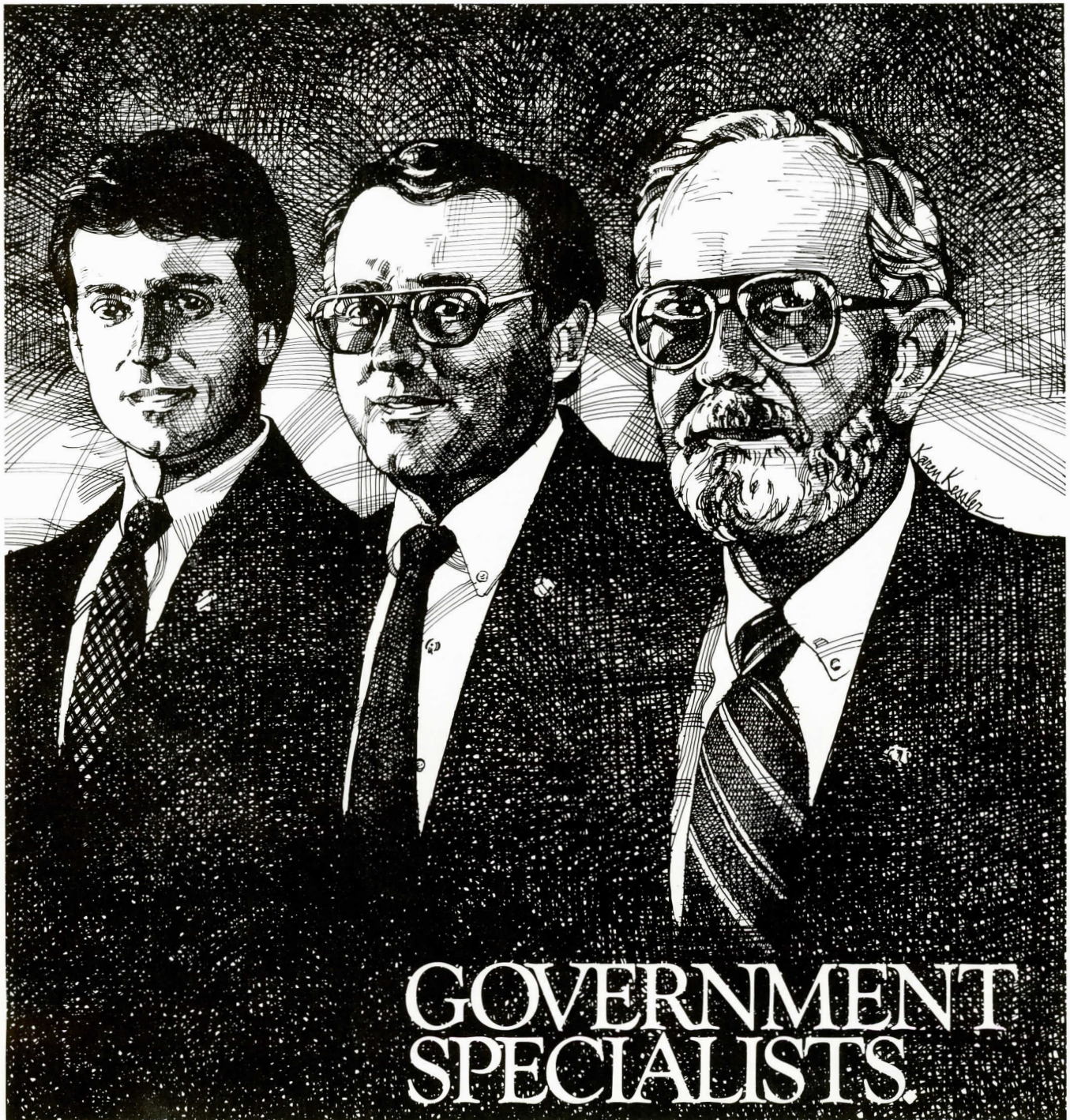
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